

# ANNUAL REPORT

TO CITY COUNCIL

1955

THE PARKING AUTHORITY OF TORONTO

MAY 1<sup>ST</sup>, 1956.





# THE PARKING AUTHORITY OF TORONTO

RALPH C. DAY, ESQ.  
CHAIRMAN

LT-COL. JOHN F. ELLIS

ALFRED WARD, ESQ.

MANNING CHAMBERS  
414 BAY STREET, TORONTO  
EM. 6-8411, LOCAL 581

JOHN R. WALKER, P. ENG.  
GENERAL MANAGER

May 1st, 1956

Mayor Nathan Phillips, Q.C.,  
and Members of City Council,  
City Hall,  
Toronto, Ontario.

Gentlemen:

## Fourth Annual Report - 1955

In accordance with the provisions of the Private Bill and City By-law establishing your Parking Authority, we are pleased to submit our Annual Report for 1955.

We wish to record our sincere appreciation of:-

- the gratifying acceptance by the citizens of the City of Toronto of our municipal parking facilities,
- the consistently generous and accurate reporting of our progress and plans by the Toronto newspapers,
- and the excellent and unstinting guidance and support given us by the appointed officers of your government.

We thank all for their patience and support in the course of our pioneering efforts to give Toronto one of the finest municipal parking programs on the continent.

\* \* \* \* \*

Mayor Nathan Phillips, Q.C.

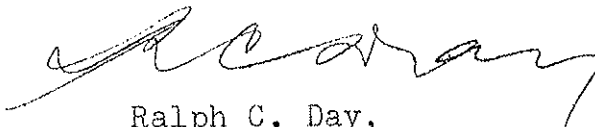
May 1st, 1956.

Our 1954 Annual Report was comprehensive, detailing the history of our establishment, shaping of policy and program, and our assessment of the traffic and parking problems facing this municipality. Complete with many photographs and charts, it received favourable comment from business and government agencies across Canada, in the States, England and Australia. We regret that the seven recommendations in that Report were not approved by your Council.

Your Parking Authority commenced 1955 with ten operations, and closed the year with twenty-six operations plus its first garage approaching completion; two additional garages approved and on the design boards; and seven additional parking lots at various stages of construction or property acquisition. Some 875,000 persons parked and locked their cars on our facilities, although a number of the lots were in operation only part of the year. We are pleased to report again that we have been self-sustaining with our operations being without charge upon the citizen taxpayer.

It has been our pleasure to serve your Council, we thank you for your confidence and support and hope that we will continue to merit your approval.


Yours faithfully,



Ralph C. Day,  
Chairman,



Lieut. Col. J. F. Ellis,

  
Alfred Ward.

RCD\*LW

## P R O G R E S S     R E P O R T

In its previous Annual Report, (copies of which are available), the Authority considered at length the transportation trends in the greater Toronto area. It drew particular attention to the fact that the parking problem is but one phase of the overall transportation problem, which is in essence, the moving of persons and goods from origin to destination as quickly and cheaply as possible.

It is known that 22% of the land area of this community is now occupied by the public street system, and that limited funds will be available for traffic improvements. It is essential therefore, that the present street system be utilized to maximum efficiency and that the mass transit system of surface trams and buses be improved by every practical means.

In too many cases efficient street usage and attractive public transit are thwarted by street parking practices. Friction and interference between moving, manoeuvring and parking vehicles causes wastage of valuable traffic capacity, congestion, accidents, and serious delays to public transit and private vehicle.

The City's basic traffic policy since 1951 has been the progressive elimination of curb parking as traffic requirements warrant, and in any event, immediately upon creation of adjacent off-street accommodation. Marked progress in the implementation of this policy has been made during 1955 by the removal of curb parking on almost five miles of public streets in areas well served with municipal parking facilities.

### ADDITIONAL MUNICIPAL PARKING FACILITIES - 1955

New parking lots were opened to the public during 1955 in the following districts;-

Bay - Bloor,	Danforth - Woodbine,
Yonge - St. Clair,	Danforth - Pape,
Dundas - Keele,	Downtown - Market Block and Civic Square.

New parking facilities were under construction or in the course of property acquisition in the following districts;-

Danforth - Pape,	Fleet - Bay,
Eglinton - Yonge,	Gerrard - Main,



HIGHLIGHTS OF THE PAST YEAR

- The 450-car Queen-Victoria Garage, of staggered floor design for self-parking of the public, was finally under construction in March, 1955. It had been recommended in 1950 by the then Planning Director and the City Traffic Engineer, endorsed by the Authority in 1952 and 1953, and after many delays and setbacks, both legal and political, finally approved by Council in November, 1954. The garage was to have been completed within seven months, but due to shortages of reinforcing steel and cement, completion has been delayed until April, 1956.
- The Civic Square temporary parking lots, accommodating 900 cars at rates of 15¢ and 20¢ per hour, were opened to the public in the Fall of 1955. These important facilities were recommended by the Authority in 1953 to obtain immediate parking relief and to obtain operational and design information for the projected underground garage. As with the Queen-Victoria Garage, repeated delays were encountered, both legal and political, - the former due to litigation by private parking operators in County Court and Supreme Court.
- Discussions were held with officers of City Parking Limited, a private company, concerning the co-operative financing and construction of public parking garages. The Yonge-Melinda Garage previously approved by City Council had been a precedent, although later abandoned by the Company. Two projects, adjacent the King Edward Hotel and near Adelaide-Yonge Streets, were recommended by the Authority, but turned down by the Board of Control.
- A report on the advisability and feasibility of establishing a Metropolitan Toronto Parking Authority was submitted upon the request of the Metro Roads Committee. A compromise arrangement was achieved whereby Metro Council obtained legislation to permit it to acquire municipal parking facilities within any "area municipality" and enter into agreements with the Parking Authority of Toronto for operation and management of these facilities.
- A report on the feasibility of establishing municipal parking facilities in older residential areas which suffer from a paucity of garage accommodation was submitted to the Committee on Property.

HIGHLIGHTS OF THE PAST YEAR - CONTINUED

- Approval was given by City Council to the establishment of large commuter parking lots as adjuncts to the Lakeshore Expressway, in the Sunnyside and Leslie-Keating districts. The recommendation was forwarded to Metro Council, and referred to the Metro Works Commissioner for a report.
- The Board of Control did not approve the Authority's efforts for retention of the large City-owned parking lot at Jarvis - Gerrard Streets. This important site was sold to Metro Council for the location of a welfare building.
- In co-operation with the Toronto Transit Commission, the Authority opened an experimental "park and ride" lot adjacent the St. Clair terminal of the Yonge Street subway. Holding a modest sixty-five cars, this lot has been well patronized by the public.
- The Robert Simpson Company agreed to lease to the Authority its present parking lot on Temperance Street, for a twenty-one year period, as a site for a modern mechanical parking garage. The terms received by the Authority were very generous and the Authority records its sincere appreciation for this co-operation. The garage is to be erected for the use of the general public with no special benefits for the Company or its customers.
- The Authority engaged, with the approval of the Board of Control, two experienced consulting engineers for investigation of the several types of elevator systems available for its projected mechanical parking garages. Upon receipt of their report, specifications designed to obtain the most efficient and reliable equipment were prepared and formal tenders invited.
- As a result of the success and public approval of the Toronto Parking Authority, the Ontario Municipal Act was amended to permit the establishment of a similar parking authority by any municipality in Ontario. It is likely that such agencies will be created in Ottawa, Peterboro, Galt, Kitchener, Hamilton and Sudbury, and the Toronto Authority is pleased to provide advice and guidance based upon its experience, failures and successes.

HIGHLIGHTS OF THE PAST YEAR - CONTINUED

- The three members of the Authority - Mr. Ralph C. Day, Mr. John F. Ellis and Mr. Alfred Ward - were appointed by City Council to a further three-year term. The members served without remuneration since their original appointment in June, 1952.



OBSERVATIONSTransportation and Parking

Within the last year there has been increasing recognition by elected and appointed officials throughout the greater Toronto area of the inseparability of parking, transit and vehicular traffic phases of our transportation problem. The Parking Authority has endeavoured to further this policy and is proud of its modest contributions to date.

In the United States traffic improvements of expressway and parkway calibre receive a major share of financing from Federal as well as State governments, leaving modest burdens on the local municipality. In Canada, no such financial assistance is obtained from the Dominion Government, despite large revenues from sales, excise and duty taxes on motor and transit vehicles, parts and equipment.

Failing such Dominion assistance, this municipality must tailor carefully that portion of its own resources available for investment in transportation relief. Public transit is the acknowledged efficient means of public transportation, it must be preserved as the backbone of our communications network, and may well earn the major share of investment in improvement works. Vehicular traffic improvements while essential, are of high first cost and annual maintenance, and seldom demonstrate lasting benefit due to the overwhelming volume of trucks and autos awaiting each such improvement. Parking facilities are at least self-sustaining rather than added tax burdens on the public, and provide two valuable though indirect benefits:-

- a means of obtaining full traffic capacity on major streets through elimination of curb parking,
- a means of applying economic pressure through reasonable parking charges on unnecessary use of private autos on congested City streets.

In other words, the Authority has believed that the creation of off-street parking facilities cannot be considered an end in themselves, but a means of stabilizing the development of the community and assisting in the assimilation of the increasing hordes of motor vehicles being purchased and used by our citizens.

OBSERVATIONS - CONTINUED

Zoning and Parking

Attention is drawn to several difficulties which have become apparent:

- The Zoning By-law exempted the downtown core from provision of off-street parking and loading facilities in the course of new construction. The exemption was granted in order to prevent sterilization of extremely valuable downtown sites with frontages too small to permit incorporation of their own parking facilities. As a result, the bulk of new office, government and hotel construction in recent years has provided little or no parking accommodation and seriously aggravated our problems.

However, within the last two years mechanical parking garages, permitting ten and twelve storey parking on very small sites, or within the actual core of office buildings, have proven practical and economically sound.

We suggest therefore, that the exemption in question be reconsidered, particularly where sites involved are assembled from individually small parcels or are of themselves sufficiently large for adequate development as commercial projects with their own parking facilities.

- The Zoning By-law required that office buildings other than in the downtown core, provide one parking space for each 1,000 square feet of rentable floor space. Very often these parking spaces, under terms of leases, are set aside and reserved for the tenants of the building. As a result, all spaces are usually taken up by individual office managers, and none left for the general public having business in the new building.

One suggestion which might correct such situations would be for the municipality to automatically prohibit curb parking in front of new buildings which have been required to provide their own off-street parking accommodation.

- The Zoning By-law requires new factory construction to provide one parking space for each 400 square feet of manufacturing floor space. Such parking spaces use

OBSERVATIONS - CONTINUEDZoning and Parking - Continued

- continued

from 240 to 320 square feet and involve a heavy burden on proposals for redevelopment of the older blighted industrial areas paralleling the railway viaduct across Toronto's south boundary. Since these areas are well served with tram, bus and subway forms of public transit it would appear undesirable to encourage the use of the private auto as a means of worker transportation to new factories.

It is suggested that in defined areas this requirement might be relaxed as long as the municipality automatically eliminates curb parking adjacent such exempted new construction. The owner of the factory could not then rely on free curb parking for his employees and would be forced to use his own good judgment in assessing the parking accommodation necessary for the public having business in his building.

In any event, streets in the older industrial areas are urgently in need of parking elimination to free the general movement of persons and goods. Reconsideration of zoning requirements for off-street parking appears warranted if redevelopment of these important areas is to be encouraged.

Extravagant Parking Requirements of Modern Autos

The three parking garages constructed in the downtown core thirty years ago have lost over one-third of their capacity due to increasing car dimensions. Cars of the 1956 model are up to 20' 4" long and 6' 8" wide.

Some models have doors which must be opened 7 1/4" to show daylight, and with one door full open, have a width of 10' 3 1/2". The overall width with opposite doors open becomes 14' 8".

If such extravagant space requirements persist, the owner of prestige cars will doubtless have to pay premium parking charges. In considering the purchase

OBSERVATIONS - CONTINUEDExtravagant Parking Requirements of Modern Autos - Cont'd.

of an automobile, the potential owner would be well advised to consider more than style, push-buttons and horsepower. He should consider overall length, width required to open the door and get out of the car, and minimum pavement area within which he can turn his car. Economy of gasoline consumption can be lost quickly if premium parking charges are collected due to extra space occupied. And, of course, embarrassment occurs where mutual driveways and home garages are too narrow, as in many of the older residential districts of Toronto.

The Authority, together with private parking operators, is faced with a serious problem in the design of parking lots and garages. If all parking stalls are designed for the extravagant requirements of the 10% to 15% largest cars, the driver of the modest vehicle will be burdened with unnecessarily heavy parking charges.

Local Improvement Financing of Municipal Parking Areas

To date the Authority has been able to finance all thirty-six of its facilities without assistance. It is required by legislation to service its debts, pay all expenses including Real Estate and Business taxes, and yet remain self-sustaining. To this end, caution must be exercised that sub-economic facilities, however necessary, be kept to a minimum, and that an adequate reserve fund be maintained to ensure payment of fixed debt charges.

A number of projects under study, particularly in neighbourhood retail and commercial districts, appear too costly for self-sustaining operation. Speculative land prices, narrow frontages and short depths of property indicate land costs of say \$1,500. per-car-space as against a desirable maximum of \$1,000. per-car-space.

The Authority believes that recourse will have to be had to recent legislation under the Municipal Act whereby a portion of the capital cost may be assessed against benefitting commercial properties over a period of twenty years.



OBSERVATIONS - CONTINUED

Acquisition of Properties Outside the City Limits

In a number of cases neighbourhood retail and commercial districts have taken form just within or astride the City Limits. Logical sites for off-street parking facilities lie beyond the Limits and cannot be acquired by expropriation by the City under present legislation. Such facilities are primarily the concern of the City and should not be confused with projects logically the responsibility of the Metropolitan Corporation.

Accordingly, it is recommended that legislation be sought which would permit the City to acquire properties beyond the City Limits for municipal parking purposes. Similar legislation is understood to be in effect now respecting park lands and other uses.

Qualification for Traffic Grants

It is the firm opinion of the Authority that public parking facilities should be considered part of the public street system. Public parking facilities permit removal of curb parking and thus full utilization of the street system.

It is suggested therefore that municipal parking facilities should be considered for participation in the provincial grants and subsidies which apply to improvement and maintenance of the municipal roads program.

Uniform Business Assessment on Parking Lots and Parking Garages

The Authority has recommended that Business Tax rates for public parking garages - both municipal and private - be reduced from 25% to the 10% rate on parking lots. The Authority believes that this encouragement of garage construction is warranted and notes that many American cities grant fixed assessments or total tax exemption to encourage such construction.

OBSERVATIONS - CONTINUEDUniform Business Assessment on Parking Lots and Parking Garages - Continued

The following summary demonstrates the effect of such adjustment:

QUEEN - VICTORIA GARAGE

	<u>Former Private Parking Lot</u>	<u>New Municipal Garage</u>
Capacity	175 cars	450 cars
Assessment	\$ 128,000.	\$ 400,000. (Estimated)
Taxes @ 45 mills and 10% Business	\$ 6,300.	\$ 19,800.
Taxes @ 45 mills and 25% Business	-	\$ 22,500.

Thus, if the 10% Business Tax were applicable to public parking garages, the Authority or any other owner, would save \$2,700. per annum. The City would still gain \$13,500. additional tax revenues over those accruing from the former surface parking lot.

It is again recommended that business assessment on public parking garages be reduced from 25% to the 10% rate obtaining on surface parking lots. Encouragement rather than penalty is warranted.

Recommendations Addressed to City Council

The Parking Authority of Toronto respectfully recommends:

1. That legislation be sought to permit the establishment of municipal parking facilities, by the City, outside the City Limits.
2. That requirements for off-street parking under the Zoning By-laws be reviewed, with particular attention to the exemption of the downtown core, office building problems and the industrial areas.

OBSERVATIONS - CONTINUED

Recommendations Addressed to City Council - Continued

3. That the Provincial Government be requested to amend the Assessment Act by reducing the Business Tax on public parking garages from 25% to the 10% required for parking lots.
4. That municipal parking facilities be considered for participation in the system of provincial grants and subsidies which apply to improvement and maintenance of the municipal roads program.

A S S E T SCURRENT ASSETS

Cash in bank and on hand	\$ 167,783.74	
Accounts Receivable (of which \$700. is doubtful)	2,004.75	
Prepaid Expenses	<u>5,435.39</u>	175,223.88

FIXED ASSETS

Furniture and Fixtures	6,957.10	
* Parking Area lands and Improvements thereto:- Acquired out of Current Funds of the City from curb-side parking revenue and designated for use of the Parking Authority, viz.:		
Parking lots over subway between Maitland and Hayden Streets ....	121,598.09	
Parking lots in shopping district of Danforth and Woodbine .....	93,859.41	
Parking areas in City Parks .....	63,711.83	
Parking area on Old Market Block .....	24,897.26	
Parking areas on Civic Square .....	<u>92,588.82</u>	396,655.41
* Parking Garage and Area Land Imp- rovements acquired out of Capital Funds of the City provided or to be provided, for use of the Parking Authority.		
Parking areas near 5 separate shopping districts in the City	907,896.55	
Parking area adjacent Ted Reeve Arena	56,414.05	
Parking Garage at Queen and Victoria Streets	<u>742,360.99</u>	<u>1,706,671.59</u>
		2,110,284.10

\* NOTE:

These assets appear in the City's balance sheet and the Authority does not hold title to them. They are included here by reason of having been designated for use of the Authority.

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\$ 2,285,507.98

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BALANCE SHEET AS AT DECEMBER 31st, 1955L I A B I L I T I E SCURRENT LIABILITIES

City of Toronto	⌘	1,645.30	
Accounts Payable - trade		1,416.76	
Accrued Salaries and wages		<u>2,990.67</u>	⌘ 6,052.73
Parking Stamps Sold but Unused			982.50

CURRENT SURPLUS

Balance, December 31st, 1954		27,892.62	
Add: Surplus from operations year ending December 31, 1955		<u>140,296.03</u>	<u>168,188.65</u>
			⌘ 175,223.88

CAPITAL LIABILITIESCity of Toronto

For funds advanced by the City for Capital expenditures pend- ing issue of debentures	⌘	237,536.76	
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Accounts Payable

Holdback on contractor's accounts		<u>82,315.32</u>	319,852.08
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CAPITAL SURPLUS

Created by purchase of furn- iture and equipment out of Parking Authority's current funds		6,957.10	
Created by acquisition of Park- ing Area lands designated for use of the Authority, and impr- ovements thereon, paid out of revenues from the City's curb- side parking meters		333,474.92	
Created by redemption of deb- enture debt		<u>50,325.77</u>	<u>440,757.79</u>
BALANCE TO BE CARRIED FORWARD			⌘ 935,833.75

BALANCE SHEET AS AT DECEMBER 31ST, 1955 - ContinuedL I A B I L I T I E SBALANCE FORWARD FROM PREVIOUS PAGE \$ 935,833.75DEBENTURE DEBT

Debentures issued December  
1, 1954 by the Municipality  
of Metropolitan Toronto on  
behalf of the City

Series A - 3 $\frac{1}{4}$ % redeemable 1955-1964	\$ 585,037.07	
Less: Redeemed during 1955	<u>50,325.77</u>	
	\$ 534,711.30	
 Series B - 3 $\frac{1}{2}$ % redeemable 1965-1974	 <u>814,962.93</u>	 <u>1,349,674.23</u>
		 \$ <u><u>2,285,507.98</u></u>

AUDITOR'S CERTIFICATE

I have examined the books and accounts of the Parking Authority of Toronto for the year ended December 31, 1955, and hereby certify that, in my opinion, the above balance sheet, as at December 31st, 1955, and the accompanying statement of revenue and expenditure are properly drawn up so as to exhibit a true and correct view of the affairs of the Authority as at December 31st, 1955, and the results of its operations for the year then ended, according to the best of my information and the explanations given to me and as shown by the books of the Authority.

(SIGNED) R. A. Stephenson  
CITY AUDITOR

April 16th, 1956.

COMPARATIVE SUMMARY OF REVENUE AND EXPENDITURES FOR THE  
YEARS 1952, 1953, 1954 and 1955

Year Ended December 31st

<u>REVENUE</u>	<u>1955</u>	<u>1954</u>	<u>1953</u>	<u>1952</u>
Parking Operations	\$ 270,554.52	\$ 77,644.35	\$ 31,746.75	\$ 339.00
Sundry Revenue	<u>1,705.13</u>	<u>304.04</u>	<u>-</u>	<u>-</u>
Total Revenue	\$ 272,259.65	\$ 77,948.43	\$ 31,746.75	\$ 339.00
<u>EXPENSE</u>				
Direct Operating Expense on Park- ing Areas	\$ 96,555.21	\$ 39,156.16	\$ 19,121.21	\$ 226.07
Administration Expenses	<u>35,408.41</u>	<u>17,521.69</u>	<u>10,333.78</u>	<u>782.65</u>
Total Expenses	\$ 131,963.62	\$ 56,677.85	\$ 29,454.99	\$ 1,008.72
<u>NET SURPLUS ON OPERATIONS</u>	\$ 140,296.03	\$ 21,270.58	\$ 2,291.76	\$ 669.72 (Deficit)

NOTE:      Distribution of Surplus

In keeping with its policy of re-investing surplus funds in additional municipal parking facilities, the Parking Authority has set aside \$150,000. towards site acquisition of the Dundas-Yonge mechanical garage and paving of the Fleet-Bay-Yonge parking lot.



