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1953 ANNUAL REPORT  
and FINANCIAL STATEMENT

1954 OPERATING  
and CAPITAL BUDGET

THE PARKING AUTHORITY OF TORONTO

January 12, 1954.





# THE PARKING AUTHORITY OF TORONTO

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EXECUTIVE ASSISTANT  
AND TRAFFIC ENGINEER

January 12th, 1954.

## ANNUAL REPORT AND FINANCIAL STATEMENT

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## OPERATING AND CAPITAL BUDGET

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Allan A. Lamport, Esq., Mayor,  
and Members of the Board of Control,  
City Hall,  
Toronto, Ontario.

Gentlemen:

In accordance with the provisions of the City of Toronto Act, R.S.O. 1952, and By-Law 18680 establishing the Parking Authority of Toronto, the Authority is pleased to submit herewith its annual report and financial statement for 1953, and its budget for 1954.

The Members of the Authority have given diligently of their time and interest to assess and analyse Toronto's parking difficulties, and develop a program of amelioration. They respectfully urge most serious consideration of this report, which contains the following recommendations:

- that the Authority be granted more definite and additional powers,
- that amendments be sought to the Zoning Act, the Local Improvement Act, assessment regulations, and the Building Code to facilitate the establishment of parking facilities,
- that the Authority be entrusted with development of the Civic Square underground garage.

Mr. A. A. Lamport, Mayor,  
and Members of the Board of Control

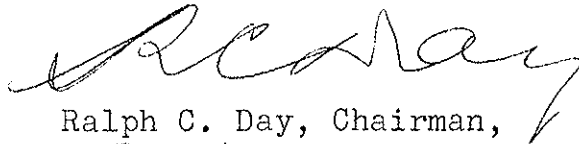
January 12th, 1954.

The Authority has presented its Statement of Policy and has recommended to the Board its first three major projects. Additional projects will be recommended in the near future. The parking situation and general traffic stagnation is rapidly worsening, and aggressive, courageous action must be taken rapidly.


Toronto's parking problem is not transitory, but will wax ever worse if neglected longer. The Authority does not underestimate the difficulties of positive action, but the day of decision cannot be indefinitely postponed. We are years late now, and non-action is the equivalent of adverse action.

The powers of the Authority are so limited that it must have City Councils' sincere support if any action is to be forthcoming. Given such support the Authority is confident that marked progress can be shown in 1954. Failing such support, the Authority will remain for practical purposes a purely advisory body.

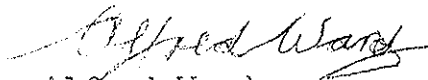
Yours sincerely,



Ralph C. Day, Chairman,



Lt. Col. John F. Ellis,



Alfred Ward.

JRW/n

THE PARKING AUTHORITY OF TORONTO

ANNUAL REPORT AND FINANCIAL STATEMENT

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OPERATING AND CAPITAL BUDGET

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1. HOW THE PARKING AUTHORITY OF TORONTO CAME INTO BEING

In May, 1950

T. D. LeMay, City Traffic Engineer and Planning Commissioner presented to the Toronto City Planning Board an analysis of the 1948 Elliot - Haynes parking survey and recommended:

- (a) the establishment of a Parking Authority to be financed by sale of debentures guaranteed by the City.
- (b) Acquisition of 34 downtown parking lots to ensure permanency and construction of two large garages at a total estimated cost of \$7,376,000.

In September, 1950

F. D. Tolchard, Secretary to the Toronto Traffic Conference recommended to Chairman A. H. Cowling of Civic Works Committee:

- (a) Provincial legislation be sought to permit establishment of an Off-Street Parking Authority.
- (b) Appointment in meantime of a special committee to prepare comprehensive city-wide municipal parking program.

In October, 1951

Chairman F. J. Cornish of Special Committee on a Comprehensive Parking Program recommended:

That the 1952 Committee on Works - consider the establishment of an Off-Street Parking Authority.

In the Spring, 1952

Provincial Legislature approved City of Toronto Act, R.S.O. 1952, permitting establishment of Parking Authority.

In May, 1952

H. R. Burton, City Traffic Engineer and T. D. LeMay, Commissioner of City Planning, recommended to Special Committee:

That the setting up of a Parking Authority that can give full time to the matter of off-street parking throughout the City is urgent..

In May, 1952 (Cont'd.)

"During the several years that the Works and other committees have been studying the problem with the assistance of City officials, little if anything has been accomplished".

June 24th, 1952

City Council passed By-law 18680 establishing the Parking Authority of Toronto.

July 8th, 1952

The Parking Authority of Toronto held its initial meeting.

## 2. WHO COMPOSE THE PARKING AUTHORITY

City Council appointed for three year terms:

Ralph C. Day, former Mayor of the City of Toronto, and a prominent business man.

Lt. Col. John F. Ellis, prominent business man, former President of the downtown Businessmens' Association, and long active member of the Toronto Traffic Conference.

Alfred Ward, executive member of the Toronto District Trades, and Labour Council and business manager of the A. F. of L. Carpenters' Union.

The members serve without remuneration. Mr. Day was elected chairman at the initial meeting.

## 3. WHAT THE PARKING AUTHORITY HAS DONE TO DATE

### (a) Formative Period

The Authority was appointed in June, 1952, held twelve meetings that year, and fifteen meetings this year, with those in recent months held at two week intervals. The formative period, that is the first year, was spent in assessing and analysing the problem, in studying previous reports - of which there were many - and hearing representations from interested persons.

Formative Period - (Cont'd.)

In September, 1952, the three members of the Authority, together with John Walker, then Assistant City Traffic Engineer, made a careful study of parking facilities and programs in New York, Washington, Pittsburgh, Philadelphia, and Baltimore. They met and discussed common problems with the respective parking agency in each city.

As a result of that year of study and hearing deputations, the members of the Authority have come to serious grasp with the parking problem in Toronto; they appreciate the many conflicts of interest, the difficulty in co-ordinating various agencies, the resistance to change, and the need for a flexible yet aggressive approach, if any progress is to be made. The Authority members have confidence in their ability to develop and bring forth the necessary corrective program.

(b) Appointment of Staff

In September, 1953, the Authority acquired an office near City Hall, and appointed John Walker as their Executive Assistant and Traffic Engineer. The latter is experienced in traffic, general municipal engineering, construction and shipbuilding fields. Mr. Walker engaged a secretary, draftsman and field investigator, and has been actively engaged in research, inventory and field studies. In November, 1953, Mr. Walker visited Chicago to study its underground garage and seven above-ground garages, to Des Moines to study one type of mechanical garage, and to Madison to study a second type of mechanical garage.

(c) First Five Parking Lots

Between December, 1952, and May, 1953, the Authority established, and has since operated its first five parking lots. They are located over the Subway, just east of Yonge, roughly between Bloor and College Streets. They have a capacity of 400 cars, are paved and marked out, and three are floodlighted. Cars are locked, and although presently operated with attendants, the Authority will probably install parking meters in the near future. In less than a full operating year over 125,000 cars have paid for parking on these lots at the rate of 10¢ per hour.

(d) Parking Prohibition on Yonge Between Bloor and College

In 1951, City Council adopted a Policy on Traffic Matters which included the prohibition of curbside parking as and when adequate off-street facilities become



Parking Prohibition on Yonge Between Bloor and College (Cont'd.)

available. Accordingly, the Authority, the Toronto Traffic Conference, and the City Traffic Engineer had assumed that when the above 400 spaces came into operation, the 170 legal spaces on Yonge Street, just 150 feet to the west, would be prohibited.

Yonge Street merchants succeeded in having this prohibition blocked time and again before the Civic Works Committee. The Authority considered this a test case of great importance if any progress were to be made in relieving traffic congestion by the removal of curb parking on major arteries. The Authority held five private meetings with the executive or traffic committees of the Yonge - Bloor - Bay Businessmen's Association in efforts to solicit co-operation. The Authority warned that no further efforts would be made to provide additional facilities in that prosperous district unless such cooperation were forthcoming. It conducted a parking survey which showed that less than one motorist in four parked in a typical block of Yonge Street visited one of the shops. Indeed, on a typical day only one motorist entered the shop of a particularly strong opponent to the parking prohibition.

The survey indicated that in a typical block of Yonge Street, housing 65 business premises, there are only 14 legal parking spaces, from which only 32 motorists entered these shops in a whole business day.

THE AUTHORITY AGAIN URGES CITY COUNCIL TO PROHIBIT PARKING ON YONGE STREET BETWEEN BLOOR AND COLLEGE STREETS IN CONFIRMATION OF ITS POLICY IN TRAFFIC MATTERS. The Authority is not imposing a concept upon the merchants, but is endorsing City Council's own policy.

(e) Operations of Authority Take Form

The Parking Authority is entirely self-sustaining, paying normal property and business taxes, and receiving no subsidy from the taxpayers. The acquisition of land and financing of improvements has been carried out from Parking Meter Revenues.

Administration and operating costs are paid out of the revenues received from its existing parking lots. When it becomes necessary to obtain capital funds in the form of City of Toronto debentures, for construction of parking garages, etc., the Authority will meet interest and principal payments from its revenues.

(f) Statement of Policy

On September 25th, the Authority's Executive Assistant presented a memorandum which proposed a public statement of basic principles, policy, and initial program to guide the Authority in its early stages. The memorandum was given good publicity by the Toronto Press and was distributed to members of the Board of Control, Civic Works Committee, and other interested parties. It was endorsed by the Toronto Traffic Conference, the Toronto Board of Trade, officials of the Toronto Transportation Commission, the Toronto Parking Association (private operators), and was given general approval (except for emphasis on cooperation with private enterprise) by the Toronto District Trades and Labour Council.

After receiving comments and suggestions from interested parties, the Authority adopted the statement in a revised and abbreviated form on December 30th, 1953.

The Statement of Basic Principles, Policy and Initial Program of the Parking Authority of Toronto will be forwarded to City Council with a request for endorsement and confidence.

(g) First Two Garage Proposals

On October 30th, the Authority forwarded to Board of Control its first two garage proposals, namely

- a 400 car structure to be developed co-operatively with the owner on the existing parking lot at the south-west corner of Yonge and Melinda Streets, estimated to cost \$550,000.
- a 575 car structure to be constructed on the site leased from the owner of the existing parking lot on the west side of York Street between Adelaide and Pearl Streets, at an estimated cost of \$910,000.

THE AUTHORITY HAS RECOMMENDED THAT IT BE GRANTED APPROVAL TO ENTER INTO FORMAL NEGOTIATIONS, AND TO ENGAGE ENGINEERS AND ARCHITECTS, THAT SUFFICIENT FUNDS BE MADE AVAILABLE, AND THAT BY-LAWS BE PASSED TO PROHIBIT STREET PARKING WITHIN REASONABLE WALKING DISTANCE OF THE STRUCTURES UPON THEIR OPENING.

(h) Temporary Parking on Site of Civic Square

On September 25th, the Authority recommended to the Board of Control that the City rapidly accelerate and complete the acquisition of the various properties making up the Civic Square, and designate the area to the Parking Authority for operation as a public parking lot.

Temporary Parking on Site of Civic Square - (Cont'd.)

It is the intent of the Authority to set up this emergency parking area as a "stop gap" project designed to relieve the parking pressure and street congestion in this district. This project was endorsed by the Toronto Parking Association on October 13th, with the reservation that that body believed such enlarged parking areas should be operated by private operators subject to rate control and operating conditions governed by the Authority.

The Board requested a report from the City Finance Commissioner, which was submitted on November 10th.

On November 25th, the Authority again recommended to the Board of Control that action be taken. The Authority observed that only one third of the total Civic Square area has been acquired to date, and that rental revenues on this portion could be at least equalled if the area were designated to the Authority. The Authority would pay realty tax (which present tenants do not pay) plus business tax and a reasonable land rent.

The Authority noted that the capacity of existing parking lots in the Civic Square area is 800, chiefly accomplished by deplorable parking conditions, and the use of public sidewalk and roadway for manoeuvring. If all buildings, shacks, lumber yard, etc., - except Manning Chambers - were removed, there would be a capacity of 1,500 open aisle, lock-up stalls. The Authority indicated its willingness, if the Administration desired, to arrange for actual operation of the enlarged area by private operators, probably on public tender, while retaining control of rates, layout and quality of service.

THE AUTHORITY URGES THAT THIS MATTER BE GIVEN PRIORITY ATTENTION.

(i) Future Civic Square Underground Garage

On October 23rd, the Parking Authority requested the Board of Control to clarify the Authority's position with respect to the oft-quoted Civic Square underground garage, and observed that it was the desire of the Authority to undertake complete parking and financial studies to ensure its proper design, if and when constructed.

Such a structure is inextricably bound up in the over-all off-street parking program for the downtown

Future Civic Square Underground Garage - (Cont'd.)

area. For this reason the Authority sent their Traffic Engineer to Chicago for discussions with the designers of the new Grant Park underground garage.

On December 18th, City Council considered a revised agreement with the architects engaged for the Civic Square Development, whereby the City may engage other persons for the design of an underground garage. The Toronto architects will, however, receive a fee for co-ordination of such garage in the over-all plans of the Square.

At its meeting on December 14th, the Board of Control received a proposal from W. E. Assof of "Civic Square Parking Garage", requesting a one-year option from the City for the development of plans for such a garage during which time the City would refrain from negotiating with others. The Board requested reports from the City Solicitor, the Finance Commissioner, and the Building Commissioner re this proposal.

In Chicago similar proposals or requests have been received for many years, but the Chicago Parks District finally decided it was in the City's interest to proceed with and have complete control of the project itself.

The Parking Authority of Toronto is of the opinion that discussions of an underground garage in the Civic Square are premature, and that the Authority should be requested to study this matter before any proposals are entertained which may well embarrass the Authority's program. It is extremely doubtful that present parking rates could make such a structure self-sustaining at this time. Due to developing parking programs of the Authority and a major downtown department store, it is hazardous to arrive at a desirable parking capacity for such a garage in the immediate future.

THE PARKING AUTHORITY DEEMS IT TO BE IN THE CITY'S BEST INTEREST TO DESIGNATE THE AUTHORITY AS RESPONSIBLE FOR THE DESIGN AND DEVELOPMENT OF A CIVIC SQUARE GARAGE WHEN REQUIRED, AND THAT IN THE MEANTIME, THE AFOREMENTIONED 1,500 CAR TEMPORARY SURFACE PARKING AREA SHOULD BE IMMEDIATELY PROCEEDED WITH. This surface parking area will hold the line until the Authority's first garages are constructed, and after their construction its general usage will permit the Authority to properly assess the need for, type and size of the much more costly underground structure.

(j) Co-Operation with Business Groups and Others

The Authority has worked closely with the Yonge - St. Clair, the Bloor - Bay - Yonge, the West Toronto, and the Downtown Business Associations in efforts to develop off-street parking programs in each of these areas on a co-operative basis. In each case the Authority has made as a condition of its assistance, an acceptance by the respective associations of the City's and the Authority's policy that curb parking must be eliminated whenever off-street facilities are established.

The Authority is proceeding with plans and estimates, and will bring forth concrete proposals in the immediate future.

The Authority is also working closely with Mr. Oscar Pearson, Commissioner of Parks and Recreation, with a view to setting up self-sustaining parking areas in the vicinity of swimming pools and skating rinks throughout the City. Such parking facilities will increase patronage of pools and rinks, reduce damage to adjacent parklands, and relieve nearby residential areas of parking nuisances. Definite proposals will be announced soon.

The Executive Assistant to the Authority was requested on October 21st, to attend future meetings of the Civic Committee on Works in order that the Authority might have full knowledge of the Committee's activities, and also have the opportunity of presenting the Authority's views during discussions on traffic matters. (In 1954 this will become the Committee on Traffic and Legislation). On November 18th, he was also invited to become a permanent member of the Toronto Traffic Conference in order to ensure close co-operation between that body and the Authority.

(k) Financial Records

The Authority requested the City Auditor to advise and assist it in setting up a complete double-entry bookkeeping system which provides close control of all revenue and operating and capital expenses. The City Auditor has been most helpful in this work.

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#### 4. THE JOB AHEAD

##### (a) Flexible Approach Necessary

With the passing of its formative stage, the declaration of its policies and the elaboration of its initial two garage proposals, the Parking Authority has become convinced that there is no single quick solution to Toronto's parking difficulties.

The Parking Authority of Toronto has benefitted by studying parking programs and agencies in the many American cities which have made earlier attacks on the problem. It is convinced that more progress can be made here most quickly by maintaining a flexible position, by adopting the best features and avoiding the limitations of those programs.

##### (b) Authority Requires More Freedom of Action

In order to be flexible, to be able to co-operate with business associations and private parties, to take the initiative where co-operation fails, it is essential that the Authority be freed from the limitations which now prevent its taking constructive action.

Enabling legislation of the Province permitted City Council to establish an Authority which would exercise all powers of construction, maintenance, operation, management and leasing out of municipal parking normally belonging to the City. The same legislation prohibited the transfer to the Authority of the City's power to raise money by debentures. As a means of keeping the Authority's operations under public control, the legislation provided that Council could abolish the Authority, that the Authority's minutes, books and accounts would be audited by the City Auditor, and that the Authority would submit to the Board of Control its annual budget and Report.

When City Council established the Authority in June, 1952, (By-law 18680), it further limited the scope and powers of the Authority by retaining to the City all title to lands and structures used for municipal parking, permitting the Authority to enter on and use same only when so designated by resolution of Council. It also retained the right to pass By-laws for regulating parking on such lands. The original By-law further prohibited the Authority from leasing out such facilities to private operators, but this section was rescinded in 1953, but to what net value there is some doubt. (How can the Authority lease out or pay taxes on parking facilities to which it holds no title?)

As a result of all these limitations, the Parking Authority of Toronto is little more than an advisory parking committee instead of the body corporate and politic envisaged by those who worked for its establishment. THE MAJOR WEAKNESS OF THE PARKING AUTHORITY OF TORONTO IS THAT IT HAS NOT BEEN ENDOWED WITH TRUE "AUTHORITY" POWERS.

(c) Authority Requires Additional Powers:

The origin of the authority device for municipal service management dates back over 100 years to the Port of London Agency (England). Since then authorities have demonstrated their ability to organize and administer such diverse public services as public transit, turnpikes, water supply, housing, sewage systems, port installations, reclamation, and more recently - municipal off-street parking.

In the United States, parking authorities have been set up to:

- conduct detailed factual parking studies to locate sites and determine suitable size and type of facilities,
- make such studies available to private individuals as a means to stimulate interest and investment capital,
- assist organized groups in parking activities,
- acquire property, finance, construct, and operate facilities,
- control location, operation and servicing of parking meters,
- administer reasonable operating regulations for public and privately owned parking facilities,
- prepare rational master plans of off-street facilities for present and probable future needs,
- evaluate periodically and revise such plans as conditions change.

The Authority believes that it was the intention of City Council to establish an agency designed to provide a public service on a self-sustaining basis with

Authority Requires Additional Powers - (Cont'd.)

powers equivalent to those held by the Toronto Transportation Commission, and yet be responsive to Council's desires. Earnest consideration of the following proposals is urgent.

THESE POWERS:      THE PARKING AUTHORITY OF TORONTO SHOULD HAVE

- to acquire, purchase, hold title to, lease as lessee, and use any franchise, property, or any interest therein, necessary or desirable for carrying out its purposes.
- to make regulations for the management and regulation of its affairs.
- to lease, exchange, transfer or sell, or otherwise dispose of its properties or interests.
- to construct, maintain, operate, manage and lease such parking areas or buildings as may be necessary.
- to install, maintain, service, and collect revenues from parking meters on the streets and on its properties.
- to establish municipal parking areas auxiliary to neighbourhood shopping and business districts (see Page 14).
- to establish commuter parking facilities outside the City limits. (see Page 18).

City Council need not fear that such a revived Authority would be an autocratic body, unresponsive to public will, because:

- Council itself appoints the Authority members for definite terms, and the members are non-salaried.
- Council will retain powers of expropriation of property.
- The Authority's minutes, accounts, transactions, etc., are all subject to auditing of the City Auditor.



Authority Requires Additional Powers - (Cont'd.)

- The Authority would have to submit for City Council's approval its capital budget.
- The Authority must make a complete annual statement to City Council with respect to its activities, operations and financial status.
- Council may abolish the Authority for just cause and acquire automatically the Authority's assets and obligations.

(d) Zoning Regulations and Off-Street Parking

In the course of its studies and discussions with business and professional groups, it has become evident that the City's new zoning by-law seriously obstructs, and could thwart the Authority's efforts to obtain off-street parking facilities in neighbourhood shopping and business areas.

To a major and dangerous extent the commercial development in Toronto has taken the form of commercial ribbons along the major streets. Such commercial properties even in secondary shopping districts have frontage values usually in excess of \$2,000. per foot. Such frontage costs are over twice what the Authority can afford to pay, if its parking lots are to be self-sustaining. Further, from a planning point of view it is undesirable to "break the frontage" of existing shopping districts. From a traffic point of view, it is desirable to keep parking lot entrances and exits off such heavily travelled arteries.

The logical plan is to locate off-street parking facilities to the rear of such ribbon developments - as with the Authority's Bloor-Yonge lots - where land is cheaper and traffic lighter.

Unfortunately, Toronto's zoning By-law 18642 (still before the Municipal Board) has the very undesirable effect of freezing the existing commercial ribbons and prohibits the establishment of municipal parking lots in the immediately adjacent "R" classified areas. The Parking Authority is very concerned with this immediate problem, and is supported in this concern by H. R. Burton, City Traffic Engineer, and A. J. Gray, Commissioner of Assessments. This zoning inflexibility prevents the Authority from developing parking lots in

these areas, and thus in effect perpetuates the curb parking and traffic strangulation on our major arteries. It perpetuates overflow parking nuisances in adjacent residential areas, sterilizes future land development, and seriously affects tax assessments.

THE PARKING AUTHORITY RECOMMENDS IMMEDIATE ATTENTION TO A NECESSARY REVISION OF THE ZONING BY-LAW WITH THE INTENT AT LEAST OF PERMITTING THE ESTABLISHMENT OF MUNICIPAL PARKING LOTS IN "R" DISTRICTS WITHIN SAY 1,000 FEET OF COMMERCIAL AREAS ALONG MAJOR STREETS. Such lots could be required to be paved, fenced, screened with shrubs, supervised and maintained in proper condition.

The facts are that residential areas within 1,000 feet of commercial ribbons do have increased property values due to this proximity, and many are held speculatively with a view to cashing in on commercial expansion. In many cases these residential areas suffer from parking and traffic overflows from the commercial areas, and would benefit from planned traffic and parking programs. Finally, it must be realized that realty and business tax assessments result in tax burdens on the commercial areas which far exceed the cost of providing them with municipal services, and they do in effect subsidize taxes on residential districts. It is definitely in the City's interest to take such positive steps as are required to safeguard the health of business, commercial and shopping areas by making possible intelligently planned off-street parking programs.

The zoning by-law also classifies public parks and playgrounds as "G" districts, and prohibits the establishment of parking lots in such areas. The Authority recommends that this prohibition be rescinded in the interest of encouraging greater use of swimming pools and skating rinks, and reducing parking nuisances in adjacent residential areas.

(e) Off-Street Parking by Local Improvement Methods

A common device used in the United States for setting up off-street parking facilities is the Local Improvement or benefit district method - identical to that used here for roads, water, sewers, sidewalks, etc. By this method the cost of capital improvements is financed by the City over a period of time, and charged back to the benefitting property owners. Unfortunately, in Ontario we must recover the cost of parking lots in one year as against ten years for sidewalks, twenty years for water-mains, etc.

In order to permit flexibility in our approach to Toronto's problems, it is desirable that the Province be requested to make this method more useful. THE AUTHORITY RECOMMENDS THAT PARAGRAPH 52 OF SECTION 386 OF THE MUNICIPAL ACT BE AMENDED TO PERMIT A MUNICIPALITY TO ACQUIRE, ESTABLISH AND DEVELOP A PARKING FACILITY BY THE LOCAL IMPROVEMENT METHOD WITH ANNUAL CHARGES LEVIED AGAINST BENEFITTING LANDS OVER A PERIOD NOT TO EXCEED TWENTY YEARS.

The Authority envisages making use of this device when so petitioned by benefitting landowners. There is the likelihood that this method may also be used in such residential areas where parking for homeowners and tenants is at a premium. Discussions have been held with representatives of the Annex Ratepayers Association concerning the possibility of establishing residential parking facilities in that area.

(f) Encouraging the Construction of Parking Garages

In the highly developed commercial and retail areas of the City, particularly in the downtown core, land values are so high (\$15. to \$25. per square foot) that parking facilities must be built in tiers - multiple storied garages - in order to reduce land cost per car space.

The Parking Authority has been studying various means of reducing the construction and operating costs of such buildings in order to get the most facilities for the City's investment, and to encourage private parties to construct garages. Two points are already evident:

1. It is very desirable that the City amend its assessment regulations to permit 10% business tax on passenger car parking garages. The present tax is 25%, as against 10% on surface parking lots.
2. The Toronto building code is considered unduly conservative with respect to passenger car garages. The Authority has made a survey of American building codes and will be forwarding its recommendations to City Council in the near future.

The Authority has recommended to Council specific curb parking prohibitions which should be in effect upon completion of its first two garages. These prohibitions are necessary to protect the City's investment in the garages, and to return the respective street areas to their prime purpose, arteries for the movement of persons and goods.

(g) Developing the Parking Program for Toronto:

There is no such entity as "free parking". The storage space occupied by an automobile, whether at the curb or off-the-street, has a definite value with respect to cost of land and improvements, taxes and maintenance. The organization which provides and advertises "free parking" gives a service which is definitely subsidized and recovered in the charge to its patrons, customers or employees, for its primary merchandise or services. There is no limit to the demand for "free" or in reality subsidized parking.

If unlimited "free" parking were made available in downtown Toronto the streets would be saturated from dawn to dusk by cavalcades of motorists seeking such facilities. The normal life of the downtown areas as it relies on the movement of persons and goods by tram, taxi, and truck, would be strangled by the mass of autos.

Such a situation must not be permitted and indeed cannot occur. In the interest of the economic life of the downtown area, it is essential that unnecessary autos be kept out of this area. Unnecessary autos will be kept out not by police barriers, not by permits, but by the economic price of storage space. Storage or parking space will be automatically rationed by price, which price is in direct relationship to the value of the spaces occupied.

THE PARKING AUTHORITY ENVISAGES THIS PRACTICAL PARKING PICTURE FOR THE CITY OF TORONTO.

- strategically located parking garages, within the downtown core (Front to Dundas, Church to University) designed and priced for short-term parking. All day parking rates will be a direct projection of short-term rates, and will thus discourage most employee and all-day parkers.
- a ring of all-day parking decks and lots on the outer fringe of this core, with parking rates approximately two-thirds of those within the core.
- a network of commuter parking lots on the south west (Sunnyside), the south east (Keating Extension) and the north (Berwick - Davisville) augmented by lots at termini of feeder bus routes. Parking charges should include return public transit fares and be approximately one-quarter to one-third of those within the downtown core.

- parking lots, probably metered, to the rear of and integrated with the numerous neighbourhood shopping and commercial areas of the City. Examples are Yonge - St. Clair, Queen east and west, Bloor - Bathurst, Bloor west, Yonge - Bloor - Bay, Danforth, Dundas west, etc.

(h) Implementing the Program

1. Downtown Core (Short Term Parking):

The Authority has recommended to the Board of Control its first three major projects: namely, a 400 car garage in the south sector, a 550 car garage in the west sector and the 1,500 car "stop gap" parking lot in the north sector. Studies and informal negotiations are continuing which will result in the Authority bringing forth concrete proposals in the other sectors of the downtown core. These garage proposals are designed for short-term parking. Due to high land values, the Authority is finding it extremely difficult to develop "all day" facilities within the downtown core, and indeed, the Authority is convinced that it is desirable to keep the all-day parker out of the central core and thus reduce the load on our arteries.

The Authority plans also to acquire certain parking lots which are not owned by their present operators in order to ensure permanency of key facilities. In the past several years many excellent sites have been lost due to building construction. The Authority does not intend to disturb parking lots owned by their operators, unless such sites are required for garages.

2. Downtown "Fringe" (All-Day Parking):

On the west side, the Authority will continue its discussions with the Canadian National Railway toward the construction of a 900 car parking deck over the depressed railway yards on the south side of Front Street, between Simcoe and John Streets.

On the east side of the downtown area, the Authority has requested a report from the City Treasurer concerning the status and value of the Market Square, bounded by Market, Church, Front and the lane first south of King. This land is owned by the City with leases expiring in the near future.

On the south side of this area, the Authority will continue its negotiations with the Toronto Harbour

Downtown "Fringe" (All-Day Parking) - (Cont'd.)

Commissioners, concerning the permanency of their parking areas. The Authority has advised the Commissioners that it envisages the construction of a large all-day parking garage on the site of one of their lots with a heli-port on the roof connected by a conveyor bridgeway to the Post Office terminal. Helicopters would be able to provide postal and passenger connections to Malton Airport.

3. Commuter (All-Day) Parking:

The Authority has placed its proposals for major commuter parking areas in the vicinity of Sunnyside and Keating-Leslie Streets before Margison and Babcock Associates, functional designers of the waterfront expressway. In the opinion of the Authority such commuter parking lots are an essential part of the fabric of its program, and it has taken this action to ensure provision of proper access to and egress from the new highway system. The Keating Street area consists of reclaimed land owned by the City, and ready for early development. The Sunnyside parking lot hinges upon removal of the amusement area and development of expressway plans.

These proposals have been discussed with officials of the T.T.C. with a view to the establishment of a shuttle bus service, included within the parking fee, which would tie these lots into the downtown area of the City. These officials gave their warm support to the plan.

The Authority has also discussed with T.T.C. officials the construction of a 900 car parking deck over the rapid transit open cut between Berwick and Davisville, and is prepared to pursue this project.

The T.T.C. is in the process of acquiring north-east and north-west commuter parking lots which would have lower rates, and thus augment the latter project. These commuter lots are located at termini of feeder bus lines which lines tie into the subway. THE COMMISSION HAS INDICATED ITS DESIRE TO TURN THESE LOTS OVER TO THE PARKING AUTHORITY, AND THE AUTHORITY RECOMMENDS THAT IT BE GIVEN THE RIGHT TO SO ACQUIRE THESE AND SUCH OTHER SUBURBAN PARKING AREAS AS ARE NECESSARY.

4. Neighbourhood Parking Facilities:

The Authority has included within its budget, and is prepared to proceed with the acquisition and development of parking lots in various neighbourhood shopping and business areas. Discussions have taken place with representative associations, field studies carried out, and estimates prepared.

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"The mere creation of an authority can not be complacently accepted as a guarantee of success in solving the parking problem". (Nathan Cherniak, Economist to Port of New York Authority, 1946).

IT IS ESSENTIAL THAT CITY COUNCIL INVEST THE PARKING AUTHORITY WITH FUNDS AND POWERS NECESSARY TO ENABLE IT TO BRING THIS COMPREHENSIVE OFF-STREET PARKING PROGRAM INTO FRUITION.

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FINANCIAL STATEMENT - 1953

REVENUE AND EXPENSES

Revenue from parking operations (2 areas full year; 3 areas part year)		\$ 31,745.75
Parking Operation Expenses - (wages, light, heat, tickets, insurance, business tax, maintenance)	15,102.24	
- Reserve for estimated realty taxes for period of operation	<u>2,500.00</u>	<u>17,602.24</u>
Operating Profit		\$ 14,143.51
Share of Administration Expenses		<u>2,500.00</u>
<u>Net Operating Profit</u>		\$ 11,643.51

Total Administration Expenses (salaries, rent, telephone, stationery, blueprinting, transportation, etc.)		\$ 8,544.50
Portion Chargeable to Parking Operations		\$ <u>2,500.00</u>
Balance of Administration Expenses		\$ 6,044.50

PROFIT AND LOSS

Net Profit from Parking Operations		\$ 11,643.51
Balance of Administration Expenses		<u>6,044.50</u>
Net Profit		\$ 5,599.01



FINANCIAL STATEMENT - 1953

ASSETS AND LIABILITIES

Parking Areas - capital investment in improvements	\$ 69,783.00
- capital investment in land (see note)	26,059.00
Furniture and Equipment	3,307.00
Petty Cash and Cash in Bank	<u>9,122.00</u>
Total Assets	\$108,271.00

(Note: original investment in areas 1 to 5 awaits determination from continuing negotiations between City and T.T.C.)

Liabilities: estimated realty taxes for period of operations \$ 2,500.00

The above statement is believed to be complete and correct. The City Auditor has not had an opportunity to certify same at this date.

John R. Walker, P.Eng.,

	Estimate 1954 <u>Requested</u>	Authorized <u>1953</u>	Expenditures	
			<u>1953</u>	<u>1952</u>
<u>OPERATING BUDGET</u>				
Administration (salaries, wages, office supplies, rent, transportation, etc.)	25,000.	30,000.	8,544.	783.
Parking Operations (wages, tickets insurance, taxes, maintenance, etc.)	25,000.	6,000.	17,602.	226.
Reserve for depreciation, and special surveys	<u>10,000.</u>	-	-	-
Total Current Expenditures	60,000.	36,000.	26,146.	1,009.
Deduct Parking Fee Revenues	<u>55,000.</u>	<u>12,000.</u>	<u>31,745.</u>	<u>339.</u>
Net Current Expenditures from Parking Meter Revenues	5,000.	24,000.	-	670.
Net Profit	-	-	5,599.	

(No estimates for proposed new facilities  
due to impossibility of estimating period  
of operation during 1954)

CAPITAL BUDGET

	Estimate 1954 Requested	Authorized 1953-2	Expenditures	
			1953	1952
Development of Areas #1 to #5 (grading, paving, lights, signs, shelters, meters, and extension to Area #1)	-	137,000.	78,596.	17,246.
Development of Area #6	5,000.	8,000.	-	-
Comprehensive Program:				
(a) acquisition of strategic sites to ensure permanency, and construction of garages co- operatively or otherwise in downtown areas.				
(b) acquisition and development of fringe and commuter parking areas.				
(c) acquisition and development of neighbourhood shopping and residential parking areas.				
(d) development of parking areas to serve swimming pools and skating rinks in public park- lands.	12,000,00.	-	-	-
Total Capital Expenditures	12,005,000.	145,000.	78,596.	17,246.
Deduct Funds Available from Parking Meter Revenues	205,000.	145,000.	78,596.	17,246.
NET CAPITAL EXPENDITURE	11,800,000.	-	-	-

THE PARKING AUTHORITY OF TORONTO

SPECIAL ADDENDUM RE 1954 CAPITAL BUDGET

January 12th, 1954.

The Parking Authority is well aware that members of City Council will request greater detail before approving the capital sum requested by the Authority.

However the Authority is reluctant to give publicity to locations and certain projects in mind, for fear of thereby greatly increasing the cost of acquiring such sites.

Broadly speaking the requested appropriations are estimated as follows:

(a) <u>Downtown Core:</u>	acquisition of strategic parking lots not owned by operators (to ensure permanency); construction of garages, development of Civic Square temporary lot .....	\$ 6,000,000.
(b) <u>Downtown Fringe:</u>	acquisition and development of sites, construction of deck and garage .....	3,000,000.
	<u>Commuter Lots:</u> construction of deck, and acquisition and development of sites .....	1,250,000.
(c) <u>Neighbourhood Areas:</u>	acquisition and development of sites and construction of deck; in areas of Dundas Street West, Yonge-St.Clair, Bloor-Bay-Avenue Road, Danforth Avenue, Bloor Street West and Queen Street West .....	1,700,000.
(d) <u>Public Parks and Playgrounds:</u>	development of sites in Millen, Eglinton, Greenwood, Alexandra and Willowvale Parks .....	<u>50,000.</u>
		\$ 12,000,000.

