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RE: Scorgie Planning – Mixed-Use Laneways Study
Transportation Review and Analysis

PURPOSE AND UNDERSTANDING

Building upon the location assessment and identification of potential uses for the Scorgie Planning Mixed-Use Laneways Study, this document will outline the technical transportation considerations for implementing mixed-use developments in Toronto's network of public laneways. The purpose of this document is to identify the key issues, challenges, and opportunities for laneway developments, and review the proposed concept plans from a transportation perspective.

BACKGROUND REVIEW

Traffic Impact

The intent of a Transportation Impact Study (TIS) is to assess the extent of impact a development proposal may have on the surrounding road network and identify the necessary physical infrastructure improvements to ensure network safety and acceptable operating conditions on roads, sidewalks, and at intersections. Based on the City of Toronto's *Guidelines for the Preparation of Transportation Impact Studies (2013),* a TIS is required to assess future traffic operations if a development proposal adds more than 100 peak-hour, peak-direction vehicle trips to the transportation system or if the vehicular traffic generated is expected to trigger a critical capacity or poor level-of-service condition at surrounding intersections.

It is understood that potential uses for these proposed mixed-use laneway sites include a mix of residential and small-scale non-residential commercial use or workspaces tailored to artists or other entrepreneurs. It is expected that the proposed uses will be primarily localized, catering to the needs of the surrounding residential community which encourages a greater reliance on active transportation modes such as walking, cycling, and public transit rather than private vehicles. As a result, the proposed mixed-use laneway sites are anticipated to generate relatively few external vehicular trips (i.e., less than 100 peak-hour trips). Given these characteristics, traffic impact from these laneway sites is expected to be minimal, and a full TIS would not be required.

The City of Toronto classifies streets into different categories based on the type of service provided and the volume of traffic anticipated. While the *City of Toronto Road Classification System Summary Document (2013)*[1] does not specifically classify laneways, these roads are typically designed to serve low volume residential traffic in contrast to other urban road types. For reference, local roads in Toronto are classified as those carrying less than 2,500 daily two-way motor vehicle traffic with a primary function of property access.

[1] https://www.toronto.ca/wp-content/uploads/2017/11/97ec-rc_document.pdf

Furthermore, based on the *GTA Network Coding Standard for EMME*, prepared by the Data Management Group in September 2004, local streets have a typical capacity of 400 vehicles per hour per lane. Although general traffic engineering guidelines do not provide specific thresholds for laneways, it is expected that traffic volumes on laneways would be much lower than on local roads. Based on a citywide average of 25 dwellings units per hectare in neighbourhoods, any additional traffic generated by mixed-use developments on laneways is unlikely to reach a capacity of 400 vehicles per hour, nor would it generate enough volume to exceed road capacity.

Vehicular Parking

Based on the City of Toronto's citywide Zoning By-law 569-2013, as amended by By-law 89-2022, there are no minimum vehicular parking requirements for residential and non-residential uses. Additionally, under Section 150.8.80 (B) of the Zoning By-law, no parking space is required for a laneway suite.

While there are no general parking requirements from a zoning by-law perspective, and while mixed-use laneway sites are not expected to generate a significant number of vehicular trips, consideration should still be given to accessible parking and those who choose to drive to the site. Section 200.15.10.10 of Zoning By-law 569-2013 includes the following requirements for accessible parking:

- **Section 200.15.10.10 (1):** *"In accordance with Table 200.15.10.5,…. if the number of parking spaces associated with uses in Tiers 1, 2, 3, or 4 excluding medical offices and clinics, is 1 or more, clearly identified off street accessible parking spaces must be provided on the same lot as every building or structure erected or enlarged, as follows:*

    (A) If the number of effective parking spaces is less than 13, a minimum of 1 parking space must comply with all regulations for an accessible parking space;

    (B) If the number of effective parking spaces is 13 to 100, a minimum of 1 parking space for every 25 effective parking spaces or part thereof must comply with all regulations for an accessible parking space; and

    (C) If the number of effective parking spaces is more than 100, a minimum of 5 parking spaces plus 1 parking space for every 50 effective parking spaces or part thereof in excess of 100 parking spaces must comply with all regulations for an accessible parking space."

Due to the size and location of the proposed mixed-use laneway sites, addressing parking demand and meeting accessible parking requirements presents a challenge. Furthermore, while the increase in parking demand relative to existing conditions may be minimal, it can lead to heightened competition for available on-street spaces. This is especially relevant in areas where residential parking permits are already in place. The potential increase in parking competition should be carefully examined during the planning process to ensure that parking resources are managed effectively, that equitable access is maintained, and that the surrounding neighbourhood can accommodate any additional parking needs without disruption.

Pedestrian Safety and Accessibility

Existing laneways in the City of Toronto lack sidewalks and are primarily used for driving, servicing, and parking. However, the mixed-use nature of the proposed laneway sites is expected to generate an increase in pedestrian and cyclist activity relative to existing conditions. While dedicated sidewalks may not be essential to support these mixed-use developments, adjacent laneways and local roads should support active

transportation, allowing for shared roadway use by vehicles, pedestrians, and cyclists. The lack of existing pedestrian infrastructure along laneways presents a challenge to accommodate the additional anticipated foot traffic.

The focus of street design should be on reducing vehicular traffic/speeds and transforming laneways into a vibrant social space, where pedestrians are encouraged to freely move throughout, engage in recreational activities, and increase foot traffic to the laneway businesses.

On-Demand Services

Potential uses including small scale restaurants and cafés are likely to use on-demand food delivery services such as Uber Eats, DoorDash, SkipTheDishes, and other similar platforms. Given the location of these laneway sites within the City of Toronto, it is anticipated that the majority of food deliveries associated with the proposed uses will be made using bicycles rather than motor vehicles, as bikes are more practical and efficient in navigating the city's urban environment, especially in laneways and areas with limited vehicle traffic. However, it is important to note that while the majority of deliveries are anticipated to be bike-based, those using motor vehicles for deliveries may face challenges, as it is uncommon for drivers to park on the street and walk to the business to complete a pickup order.

Waste Collection and Deliveries

The City of Toronto Zoning By-law 569-2013 outlines loading requirements for residential and non-residential uses. The threshold for requiring a loading space is 500m^2 for office, retail, restaurant, or personal service shop and 100m^2 for manufacturing or warehouse uses. **Table 1** summarizes the loading requirements for non-residential uses. Type "B" spaces must have a minimum length of 11m, width of 3.5m, and a vertical clearance of 4m while Type "C" spaces must have a minimum length of 6m, width of 3.5m, and vertical clearance of 3m.

Table 1: City of Toronto Zoning By-law Loading Requirements

Land Use	City of Toronto ZBL 569-2013	
	Criteria (GFA)	Minimum Number of Loading spaces Required
Retail Store, Eating Establishment, or Personal Service Shop	0 to 499m^2	None Required
	500 to 1,999m^2	1 Type "B"
Office	0 to 499m^2	None Required
	500 to 1,999m^2	1 Type "B"
Manufacturing or Warehouse	0 to 99m^2	None Required
	100 to 499m^2	1 Type "C"

With respect to waste collection, the *City of Toronto Requirements for Garbage, Recycling, and Organics Collection Services for New Developments and Redevelopments* was updated in 2022 and further revised in 2023 and 2024. This guideline outlines the eligibility requirements for new developments and redevelopments to receive City of Toronto garbage, recycling, and organics collection services and includes design guidelines for waste collection infrastructure. The guidelines and requirements focus primarily on the waste collection services provided by the City for single-family and multi-residential curbside and front-end collection as well as requirements on additional waste collection programs offered for non-residential developments.

For all sites, the location of waste collection must be accessible. All public roads, private roads, driveways, or other private accesses leading to the collection point(s) must be completed to at least base asphalt and full curb, in order to provide a clear delineation between the street and the boulevard or sidewalk. City winter

maintenance operations or private snow removal must also be performed for a site to be eligible for City waste collection. While the City's waste collection guideline includes eligibility criteria for small commercial properties, residential curbside waste collection was reviewed given that the proposed sites would be located in similar locations to a residential laneway suite.

Specific requirements for residential curbside waste collection are provided below:

1. *The collection point will only be located on public/private roads or laneways that the site is addressed to. The collection point may be located in a rear laneway (public or private), that the site is not addressed to, at the discretion of the General Manager.*
2. *Public/private roads and public/private laneways where the collection point is located must allow the collection vehicle to enter and exit in a forward motion, with a minimum inside turning radii of 9.5m and a minimum outside turning radii of 14m.*
3. *Existing public/private lanes must have a minimum clear width of 3.5m to allow for collection.*
4. *Public/private laneways, where collection takes place, require an additional buffer space of 0.5m along each side of the laneway where collection points are located, at the discretion of the General Manager.*
5. *Eligible laneway suites will utilize the same collection point as the principle building. A minimum path width of 0.9m, within the property, is required to allow access to the collection point. Alternative access paths may be possible, and will be assessed on a case by case basis.*
6. *Laneway suites are only eligible to receive waste collection in a public laneway, if the principle building is already receiving collection there.*

It's important to note that laneways are generally not designed to accommodate large garbage trucks and manoeuvering these vehicles in and out of laneways can be challenging. Meeting criteria #2 and #3 for City waste collection services would be particularly difficult for laneway sites, as the typical width of Toronto laneways range between 3m to 6m.

Emergency Access (Fire and EMS Requirements)

The Ontario Building Code (OBC) requires that all buildings, including laneway suites, have acceptable emergency access. The fire department must be able to access every building in the City by means of a street, private roadway or yard. Given that laneways are not designed to accommodate fire trucks, the City of Toronto developed a set of requirements for laneway suites to meet Building Code requirements for fire access.

While the 2012 OBC does not provide specific dimensional requirements for fire department access paths between detached homes from the street to the entrance of a laneway suite, Toronto Fire Services requires a level, unobstructed exterior path for firefighters. The path of travel to a laneway suite must be at least 0.9m wide by 2.1m high. Hydro and gas meters and other similar localized protrusions are allowed to project into this required 0.9m path of travel. In addition, the maximum path of travel for a firefighter to access the building from the public street to the entry of the laneway suite should not exceed 45m in length. A fire hydrant must also be located within 45m of where a firefighting vehicle would park in front of the main building.

In cases where it is not possible to provide the minimum 0.9m wide path of travel for firefighting and emergency access to a laneway suite, the required width may be shared with a neighbouring property, provided both owners enter into a Limiting Distance agreement. Furthermore, in cases where it is not possible

to provide a maximum 45m travel path, the maximum travel distance can be increased to 90m provided that automatic sprinklers are incorporated within the building, an exterior strobe light is provided on the exterior side of the building facing the laneway, and that smoke alarms/warning system has been inspected, tested, and maintained in accordance with CAN/ULCS540 and the application provision in the Ontario Fire Code (OFC).

Maintenance Operations

O. Reg. 239/02 under the Municipal Act, 2001, S.O. 2001, c. 25 outlines the minimum maintenance standards for municipal highways. Classification of highways is based on the Average Daily Traffic (number of motor vehicles) and the speed limit to determine the priority for various maintenance standards including patrolling frequency, snow accumulation, ice formation, potholes, cracks, luminaires, and regulatory and warning signs, among others. A classification of '1' receives the highest priority in maintenance standards while a classification of '6' receives the lowest priority. Based on Table 1 of the regulation, laneways fall under the classification of '6' and receive the least patrolling frequency, the least amount of snow clearing priority, and the longest time to address ice formation and potholes on roadways.

Developing non-residential mixed-use developments on laneways presents challenges, as laneways are the lowest classification of roads and receive the least maintenance compared to other urban roads. The operations of the proposed uses may be impacted, as laneways are given the lowest priority, often being the last to be cleared of snow and ice during the winter months and the last to be inspected for functioning luminaries.

CONCEPT PLAN REVIEW & RECOMMENDATIONS

The following six (6) concept developments plans were reviewed from a transportation perspective:

- **Site 1 (Jon Cummings Architecture):** a 1.5 storey non-residential building at the rear of the property, adjacent to the laneway, with carpentry / millwork space on the ground floor and office space on a partial second storey mezzanine.
- **Site 2 (This Office):** a 2-storey mixed-use building at the rear of the property, adjacent to the laneway and intersecting local road, with a business that prepares and sells fresh pasta and associated merchandise on the ground floor and a residential unit on the second floor. The site is also envisioned for cooking classes and as a venue for small private dining or corporate events.
- **Site 3 (StudioAC):** Proposed renovation of the existing single detached dwelling so that the ground floor can function as a clothing and apparel store. In addition, a 3-storey mixed-use building is proposed at the rear of the property, adjacent to the intersecting laneways with associated manufacturing space and other back-of-house functions on the ground floor and residential units on the upper storeys.
- **Site 4 (Office OU):** a 3-storey mixed-use building at the rear of the property, adjacent to the laneway and intersecting local road, with a convenience store and café on the ground floor, a multi-use workshop or office space on the second floor, and a residential unit on the third floor.
- **Site 5 (Anya Moryoussef Architect):** a 3.5 storey mixed-use building at the rear of the property, adjacent to the laneway, with a community-based tool and equipment library and associated repair shop on the ground floor and flexible live-work /studio spaces on the upper storeys.

- **Site 6 (Studio of Contemporary Architecture):** a 3.5 storey mixed-use building at the rear of the property, adjacent to the rear of mixed-use buildings fronting a commercial main street, with a jewelry store on the ground floor, associated manufacturing space in the basement, and residential uses on the upper storeys.

Traffic Impact Recommendations

A review of the six (6) concept plans indicates that the proposed non-residential laneway sites will primarily serve the local community, with most businesses designed to meet the needs of surrounding residents. Retail or restaurant establishments (e.g., Sites 2, 3, and 4) may generate slightly higher trip volumes; however, it is anticipated that the majority of these trips will be made by active modes, with foot traffic originating from the nearby neighbourhood. As a result, minimal vehicular traffic is expected to be generated by all six (6) concept plans. While mixed-use laneway sites are anticipated to generate relatively few external vehicular trips, traffic calming measures should be considered to slow down vehicle traffic and prioritize pedestrian safety. Some traffic calming strategies include speed bumps, raised crosswalks, signage and gateway treatments.

Vehicular Parking Recommendations

None of the six (6) concept plans include dedicated on-site parking. As noted above, there are no minimum vehicular parking requirements for residential and non-residential uses and no parking space is required for a laneway suite. However, consideration should still be given to accessible parking and those who choose to drive to the site. A parking exemption and/or review will likely be required to assess any potential shortfall and ensure that the anticipated demand can be adequately accommodated within the surrounding neighbourhood. A critical factor in this assessment is the availability of nearby on-street parking within the residential neighbourhood. This will play a key role in ensuring convenient access for visitors, customers, and individuals with mobility challenges. These mixed-use laneway sites should, therefore, ideally be situated in areas where on-street parking or public parking options are readily available within a short walking or rolling distance from the site.

Pedestrian Safety and Accessibility Recommendations

It is anticipated that the majority of trips to/from the non-residential laneway sites will be made by active modes. The following site design strategies can be considered to create a safer atmosphere for social interaction and walkability while prioritizing the safety and well-being of pedestrians and cyclists:

- Design laneway developments to have the principal face of the building be towards the laneway or adjacent local road. This improves accessibility and provides patrons with a direct route to move between the building and the surrounding neighbourhood.
- Design laneway developments to be low in scale, generally not more than 2-3 storeys in height. Taller buildings can feel imposing or alienating. Maintaining “human scale” buildings would create a comfortable and welcoming environment for pedestrians.
- Install bright, consistent lighting to ensure visibility and safety for pedestrians and cyclists. Lighting and other landscaping features can create a more inviting and comfortable experience for active transportation users.

- Implement traffic calming measures in the vicinity of the site to reduce vehicle speeds. Textured pavement, signage, and/or raised crosswalks at the intersection of a laneway and local road reduces vehicle speeds and enhances the overall experience of walking or cycling.

On-Demand Services Recommendations

Site 2 and Site 4 are proposing small-scale restaurant, convenience store and café uses which may make use of on-demand food delivery services. As mentioned above it's anticipated that the majority of food deliveries associated with laneway developments would be made by bicycle rather than motor vehicles. As such, consideration should be given to the design and layout of the site to accommodate quick pick-up and delivery service by bike. This includes ensuring that there is adequate space designed for food couriers to park or stop momentarily without obstructing pedestrian or traffic flow in the laneway. Integrating bike-friendly infrastructure could also enhance the efficiency of deliveries.

Waste Collection and Deliveries Recommendations

The threshold for requiring a loading space is 100m^2 for manufacturing or warehouse use. Depending on the proposed gross floor area (GFA), a loading space may be required for Sites 1, 3, and 6 due to the light manufacturing activity associated with the primary use of these buildings.

The threshold for requiring a loading space is 500m^2 for retail stores and eating establishments. While Sites 2 and 4 may not meet the threshold for requiring a loading space as per the Zoning By-law, consideration should be given to accommodate food waste and other inventory deliveries to ensure efficient operations and minimize disruption to the surrounding area.

To facilitate waste collection for non-residential laneway sites, it is recommended that all sites integrate waste collection services with the residential stream, using the same collection point as the principal residential building. However, it is the City's discretion whether this arrangement is accepted. These sites may, therefore, need to arrange for private waste collection separation from residential services.

Emergency Access Recommendations

All six (6) concept plans must meet the Ontario Building Code and Toronto Fire Service requirements. The site design should include an unobstructed path of travel of at least 0.9m wide and 2.1m high. In addition, the path of travel to access the building from the public street to the entry of the laneway suite should not exceed 45m in length.

CONCLUSION

This letter provides an overview of the transportation considerations for the implementation of mixed-use developments within Toronto's public laneways. This letter aims to provide a background review and analysis of the key issues, challenges, and opportunities associated with the six (6) laneway developments concept plans from a transportation perspective. The following summarizes the key transportation considerations:

- **Traffic Impact:** It is expected that the proposed uses will be primarily localized, catering to the needs of the surrounding residential community. Given these characteristics, it is anticipated that the proposed developments would generate less than 100 peak-hour trips and are not expected to trigger

a critical capacity or poor level-of-service condition at surrounding intersections. Despite this, traffic calming measures should be considered to slow down vehicle traffic and prioritize pedestrian safety.

- **Vehicular Parking:** While there are no general parking requirements from a zoning by-law perspective, and while mixed-use laneway sites are not expected to generate a significant number of vehicular trips, consideration should still be given to accessible parking and those who choose to drive to the site. A parking exemption and/or review will likely be required to assess any potential shortfall in accessible parking and ensure that the anticipated demand can be adequately accommodated within the surrounding neighbourhood.
- **Pedestrian Safety and Accessibility:** Existing laneways in the City of Toronto lack sidewalks and are primarily used for driving, servicing, and parking. The lack of existing pedestrian infrastructure along laneways presents a challenge to accommodate the additional anticipated foot traffic. While dedicated sidewalks may not be essential to support these mixed-use developments, adjacent laneways and local roads should support active transportation, allowing for shared roadway use by vehicles, pedestrians, and cyclists.
- **On-Demand Services:** It is anticipated that the majority of food deliveries associated with the proposed uses will be made using bicycles rather than motor vehicles. However, it is important to note that those using motor vehicles for deliveries may face challenges, as it is uncommon for drivers to park on the street and walk to the business to complete a pickup order. Consideration should be given to the design and layout of the site to accommodate quick pick-up and delivery service.
- **Waste Collection and Deliveries:** The City of Toronto Zoning By-law 569-2013 identifies the threshold that triggers a development to provide on-site loading spaces. Furthermore, laneways are generally not designed to accommodate large garbage trucks and manoeuvering these vehicles in and out of laneways can be challenging. To facilitate waste collection for non-residential laneway sites, the waste management system would need to be integrated with the residential stream, using the same collection point as the principal residential building.
- **Emergency Access:** Toronto Fire Services requires a level, unobstructed exterior path for firefighters at least 0.9m wide by 2.1m high. In addition, the maximum path of travel for a firefighter to access the building from the public street to the entry of the laneway suite should not exceed 45m in length. In cases where it is not possible to provide the minimum 0.9m wide path of travel for firefighting and emergency access to a laneway suite, the required width may be shared with a neighbouring property, provided both owners enter into a Limiting Distance agreement. Any laneway development must meet the Ontario Building Code and Toronto Fire Service requirements.
- **Maintenance Operations:** O. Reg. 239/02 under the Municipal Act, 2001, S.O. 2001, c. 25 outlines the minimum maintenance standards for municipal highways. Laneways are the lowest classification of roads and receive the least maintenance compared to other urban roads. The operations of the proposed uses may be impacted, as laneways are given the lowest priority, often being the last to be cleared of snow and ice during the winter months.

We trust that the information provided in this letter is sufficient for your use at this time. We welcome the opportunity to discuss our comments. Please do not hesitate to contact me should you have any questions or require further information.

Yours truly,

LEA CONSULTING LTD.



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