

City of Mississauga

Corporate Report



Date: November 12, 2021

To: Chair and Members of Planning and Development Committee

From: Andrew Whittemore, M.U.R.P., Commissioner of Planning & Building

Originator's files:
BL.01-PAR

Meeting date:
December 6, 2021

Subject

PUBLIC MEETING INFORMATION REPORT (WARDS 1 TO 11) – Off-street Parking Regulations Update and Report on Engagement

Recommendation

1. That the report dated November 12, 2021, titled "Public Meeting Information Report (Wards 1 to 11) – Off-street Parking Regulations Update and Report on Engagement," including the two appended reports by consultants that contain policy directions on off-street parking and bicycle parking regulations, be received for information.
2. That the submissions made at the Public Meeting held on December 6, 2021, to consider the report titled "Public Meeting Information Report (Wards 1 to 11) – Off-street Parking Regulations Update and Report on Engagement", be received.

Executive Summary

- Off-street parking refers to the number of parking spaces required on a site as part of new development and/or land-use change.
- On May 31, 2021, the Planning and Development Committee received a [Corporate Report](#) with draft directions to update the City's off-street parking rates and regulations.
- The project team has since consulted on these draft directions with stakeholders, the public and Council. A virtual community meeting was held on September 14, 2021. See Appendix 1 for a summary of received feedback.
- This consultation process resulted in several changes to the earlier suite of proposed directions intended to strike a better balance between existing and future parking demands in Mississauga.
- Proposed changes for Council's considerations include adjustments to parking

precinct boundaries; scaling back parking rate reductions proposed for visitor, stacked back-to-back townhouse and purpose-built rental units; deferral of parking exemptions; and expedited implementation of parking rates to support affordable housing and electric vehicle (EV)-ready parking requirements.

- Revised consultants reports for off-street vehicular parking regulations (WSP Canada) and bicycle parking regulations (HDR, Inc.) are included in Appendix 1 and 2, respectively.
- To initiate the work to implement directions contained in both of these reports, the proposed changes to vehicular parking regulations in the Zoning By-law are included in Appendix 3 and a draft Zoning By-law Amendment (ZBA) with the introduction of bicycle parking requirements is included in Appendix 4.
- Staff will continue to consult and collect feedback on these directions and draft ZBAs in the coming months. Staff aim to bring a Recommendation Report with the final directions and two final draft ZBAs to Planning and Development Committee for consideration in early 2022.

Background

The [Parking Master Plan and Implementation Strategy](#) (PMPIS) (2019) directed the City to undertake its first comprehensive review of its off-street parking rates and establish four parking precincts to tailor rates across the city. The [TDM Strategy](#) (2018) recommended the City introduce mandatory bicycle-parking requirements as part of new developments. The Off-Street Parking Regulations Study and Bicycle Parking Study seek to implement these Council approved directions.

On May 31, 2021, the Planning and Development Committee (PDC) received a [Corporate Report](#) outlining draft policy directions coming from both of these draft reports. PDC accepted these reports, but raised several concerns in response to the preliminary directions, including the need to:

- **Develop rates tailored to Mississauga's context:** Concerns that some of the proposed reductions did not reflect the current realities in Mississauga, in that many residents heavily rely on a car to move around. Council asked for a more nuanced approach to setting parking rates that recognize existing travel patterns in the city.
- **Review visitor parking reductions:** For some years Mississauga did not have minimum visitor parking rates in its Downtown Core, which resulted in parking shortages. Council asked for a review of visitor rates to ensure that proposed rates are not too low and that similar challenges do not happen again.

- **Manage parking pressures on local streets:** Concerns were raised around the level of reduction proposed for residential uses, especially those on the edges of intensification areas or in neighbourhoods. There were concerns that parking needs spilling out onto local streets can create conflicts and frustrations for both existing and new residents.

The project team has worked to address each of these points, along with responding to other comments shared by Council, stakeholders and the public from May – October 2021. The project team is now bringing forward a refined set of directions intended to strike a better balance between existing and future parking demands in Mississauga, for Council's consideration.

Comments

Mississauga is an integral part of the Greater Toronto Area (GTA), one of the largest and fastest growing regions in North America. Being in the centre of the GTA, Mississauga is subject to significant growth pressures, with its lands becoming scarcer and more expensive. Despite this increasing pressure to urbanize, most people in Mississauga still drive to get to where they want to go. Even as Mississauga works hard to strengthen its walkable and transit oriented communities (e.g., Port Credit, Hurontario corridor, etc.), the future success of these places, at least in the near term, will rely on a large proportion of people being able to access them by car.

Balancing these competing forces is a challenge, and undoubtedly comes with trade-offs. However, through right-sizing parking in Mississauga, there is an opportunity for the City to more successfully urbanize and to make progress on many of Council's related goals and priorities.

The changes to the parking regulations proposed in this report, considered how right-sizing parking could support the following:

- **Reducing red tape and creating greater certainty:** Mississauga's current rates are out of date, evidenced by City receiving over 500 requests for parking reductions in the last 6 years. These reductions are mostly approved (at least in part), but the process adds red tape, frustration, time and cost to those trying to do business or build houses in the city. Moreover, these decisions are in large part made by the Committee of Adjustment, so decision-making becomes independent of the local Councillor. This Study seeks to establish clear rates that signal Council's expectations for parking supply and reduce the number of variances received to streamline and create more certainty in the development process.
- **Supporting affordability and more affordable housing:** A parking space, including aisles and access, requires about as much floor area as a small apartment unit (38 m² or 400ft²). Every underground parking space costs about \$80,000 to construct. This cost

(e.g. a year of a median-income earners salary) is then passed onto future unit owners. Maintaining parking garages is also a substantial burden for a condominium board or building owner. The Study seeks to right size parking in order to minimize these costs and broadly increase affordability. Additional reductions are proposed for more deeply affordable units.

- **Encouraging the creation of rental housing:** Much of Mississauga's rental stock is aging, and parking is commonly cited as a barrier to re-investment. It was reported that high parking rates can quickly make a rental apartment project unfeasible, or result in less units being built. With Mississauga's rental vacancy rates still below 3%, the Study proposes reductions in parking rates that will help support and incentivize the creation of much needed rental housing.
- **Supporting a shift towards sustainable modes of transportation:** Half of Mississauga's households own one car or less, and the proportion of households with no car is slowly growing. Moreover, over the last two Census periods (2011 to 2016) mode share shifted by 7% with an extra 50,000 people now taking transit to work. An oversupply can undermine this shift as it prioritizes the car over these other modes. This Study aims to create parking rates that give people choice on how to best move around. It also supports the City's transit investments, with lower parking rates proposed in areas where transit is in place, under construction or planned. Finally, the proposed bicycle parking requirements encourage cycling in the community.
- **Reducing GHG emissions:** High parking requirements not only encourage driving, but also require significant resources to be constructed (e.g. concrete and steel, plus the impacts of deep excavation on groundwater systems). Further, extensive impermeable surface parking lots contribute to storm water runoff and add to the urban heat island effect. This Study seeks to right size parking to minimize these impacts, as well as requiring Electric Vehicle (EV)-ready parking spaces to support EV adoption.

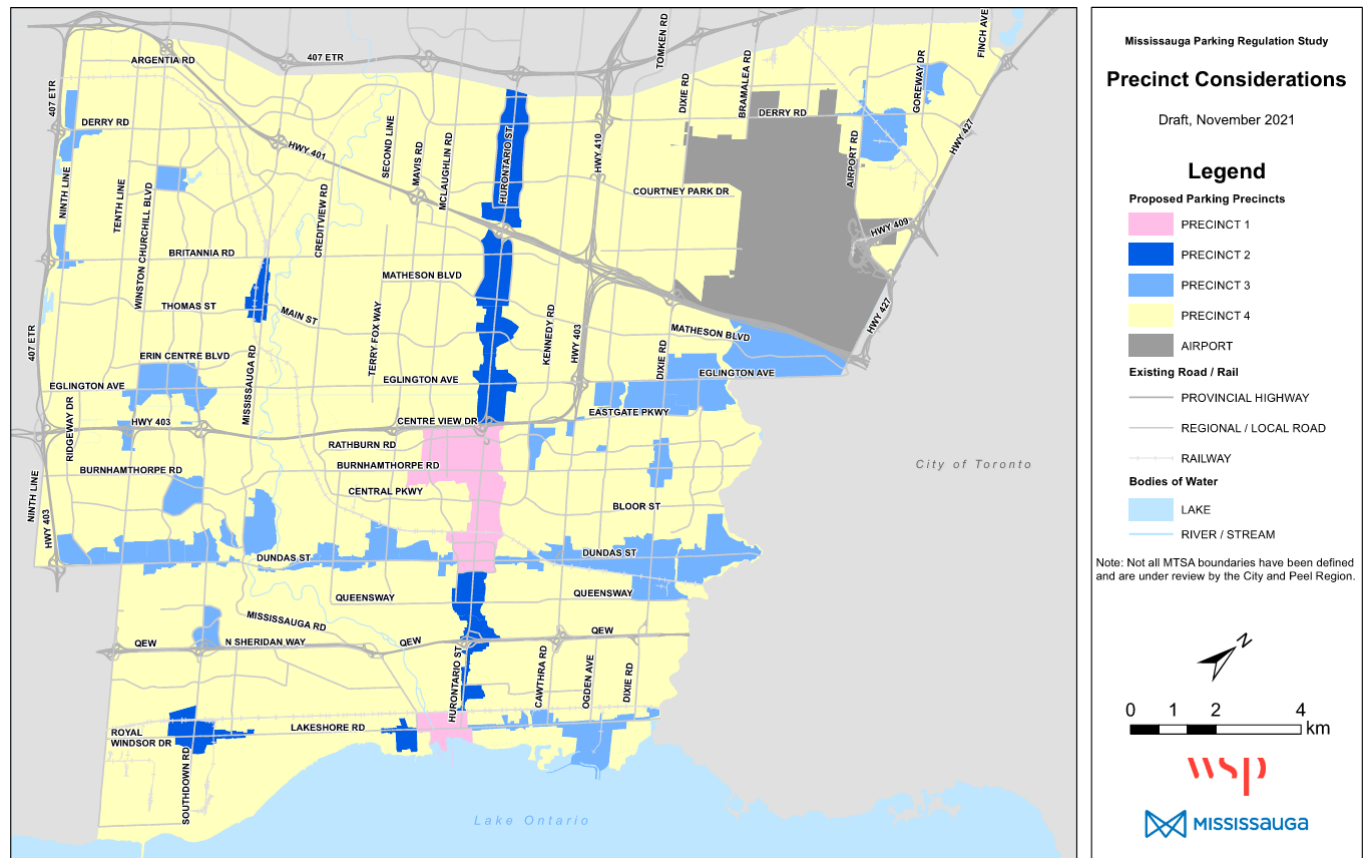
The following summarizes these proposed changes to the off-street parking regulations, with emphasis on refinements made since May 2021. For a more detailed description of the proposed policy directions please refer to Appendices 1 and 2.

1. PROPOSED PARKING PRECINCTS

Parking precincts refer to policy areas with similar characteristics for parking management. Generally, Precinct 1 (Downtown and Port Credit) will require the lowest parking requirement given access to sustainable modes of travel and mix of uses, while Precinct 4 (neighbourhoods and employment areas) will require the largest parking requirement. Building on the parking precincts framework first adopted in the PMPIS, the proposed Parking Precinct map, shown on the following page, was further refined based on input from engagement.

Overtime, the City can use this framework to adjust its precinct boundaries in response to growth, policy changes and infrastructure investments.

Figure 1: Map of Proposed Parking Precincts, November 2021



2. PROPOSED RESIDENTIAL PARKING RATES

Proposed changes to residential parking rates are included in Table 1 on next page. In response to concerns raised and on further review, some of the earlier reductions proposed were scaled back or eliminated, particularly for visitor parking and stacked back-to-back town homes. Purpose built-rental apartment rates were increased from the originally proposed in Precinct 3 and 4 to reflect demand for parking in these areas that may not benefit from high quality access to transit.

Table 1: Proposed Changes to Residential Parking Requirements

Residential Land Use	Existing Min. Parking Requirement (no. spaces/unit)		Proposed Min. Parking Requirement (no. spaces/unit)			
			Precinct 1	Precinct 2	Precinct 3	Precinct 4
Apartment Condominium	Studio: 1.00 1-Bed: 1.25 2-Bed: 1.40 3-Bed: 1.75 Visitor: 0.20	City Centre: Apartment Unit: 1.00 Visitor: 0.15	Unit: 0.8 Visitor: 0.15	0.9 0.15	1.0 0.15 0.2	1.1 0.15 0.2
Apartment Rental	Studio: 1.00 1-Bed: 1.18 2-Bed: 1.36 3-Bed: 1.50 Visitor: 0.2		Unit: 0.8 Visitor: 0.15	Unit: 0.8 Visitor: 0.15	Unit: 0.8 0.9 Visitor: 0.15	Unit: 0.8 1.0 Visitor: 0.15
Dwelling unit above commercial	1.25 (max 3 storeys)		1.0	1.0	1.0	1.0
Back-to-back and stacked townhouse	Condominium St/1-Bed: 1.1 2-Bed: 1.50 3-Bed: 1.75 4-Bed: 2.0	Rental St/1-Bed: 1.1 2-Bed: 1.25 3-Bed: 1.41 4-Bed: 1.95	1.0	1.1	1.2 1.3	1.3 1.5
Visitor	0.25		0.15	0.20 0.25	0.20 0.25	0.20 0.25
Strikeouts show preliminary rates included in the May 31, 2021 Corporate Report						

Additional key policy proposals include:

- Simplify second unit requirements:** It is proposed to allow parking for one-second unit within the standard 2-space required for the principle dwelling. This measure would allow the homeowner to allocate one of their two-parking spaces to the tenant when adding one-second unit. It will be important to communicate with future homeowners with second units, that if they decide to share their existing parking spaces, the City is under no obligation to provide any additional parking on-street parking or support additional parking onsite.
- Use minimal requirement for Emergency/Transitional Housing:** Proposed to introduce a lower parking requirement for emergency/transitional housing where generally most of the occupants do not have a car. The proposed lower requirement could be approved as a minor variance, when applicable. The minimal parking requirement would be provided to accommodate employee parking. In a future Zoning By-law review, the City could consider a new definition for Emergency/Transitional Housing and use.

- **Reduce parking requirements for affordable housing units:** Propose a 30-50% reduction in parking requirements from the conventional requirements to incentivize the provision of affordable housing. Affordable housing includes affordable dwelling units provided by Peel Housing Corporation, a housing agency and any units acquired through Inclusionary Zoning (IZ) in the future. The proposed updates to the ZBL would allow for immediate implementation of reduced rates to support Peel Housing Corporation and other housing agencies.

3. PROPOSED NON-RESIDENTIAL PARKING REQUIREMENTS

The proposed reductions to parking minimums for key commercial and restaurant uses were generally supported. Due to the positive response, no refinements are suggested to the rates presented in May 2021 (see table 2 below). However, the originally proposed exemption for small businesses and heritage buildings is proposed to be deferred until more analysis on on-street parking is completed.

Table 2: Non-Residential Parking Requirement Proposed Updates
(Parking Requirement: spaces per 100 m² (1,076 ft²) non-residential GFA)

Land Use	Existing Requirement By-law 225-2007	Precinct 1	Precinct 2	Precinct 3	Precinct 4
Retail Store, Service Establishment, Take-out Restaurant, Convenience Restaurant and Restaurant <220 m ² , Financial Institution	Retail Store, Service Establishment: 5.4 In C4 zone: 4.0 In CC2-CC4 zones: 4.3 Take-out Restaurant: 6.0 Take-out Rest.: 6.0 Restaurant, Conv. Restaurant: 16.0* Financial Institution: 5.5*	3.0*	3.*	4.0*	5.0*
		Precinct 1 parking requirement shall apply in a C4 Zone.			
		In mixed-use developments, shared parking is permitted between residential visitors and non-residential.			
Retail Centre < 2,000 m ²	4.3	3.0	3.0	3.5	4.3
Retail Centre > 2,000 m ²	5.4 In CC1: 4.57	3.8	3.8	4.5	5.4
Restaurant > 220 m ²	16.0* C4,CC2-CC4,CCO: 9.0	6.0	6.0	9.0	9.0
Office	3.2	2.0	2.5	2.8	3.0
Medical Office	6.5	3.8	4.0	4.5	5.5
* Plus the required stacking lane where a drive-through is provided.					

Additional key policy proposals include:

- **Harmonizing commercial rates:** The parking regulation Table 3.1.2.2 in the Zoning By-law has 52 non-residential type of uses. It is proposed to apply parking rates reductions for similar uses, as appropriate (e.g., apply proposed parking rates per precinct to uses currently having the “retail store” rate of 5.4 spaces/100m² (1,076 ft²) non-residential GFA).
- **Formalizing shared visitor and non-residential parking:** The City Centre zones allow shared arrangements between residential visitor parking and non-residential uses in apartment buildings. It is proposed that this measure be expanded citywide.
- **Updating rates based on previous approvals:** It is proposed to reduce the rate for self-storage facilities to reflect consistently approved rates.
- **Deferral of parking exemptions:** There were several concerns raised about the proposed parking exemptions for small businesses under 220m² (2,370 ft²) GFA and for heritage buildings. The need to address municipal parking and on-street parking along many of the City's mainstreets was often mentioned. It is proposed that this direction be deferred until Transportation and Works have completed their on-street parking and curbside management studies, planned for 2022-23.
- **Revise on-site mixed-use development shared parking formula:** In a future Zoning By-Law update, the City could review the current list of land uses and utilization (percentage of peak parking) in Table 3.1.2.3 Mixed-Use Development Shared Parking Formula to add new land uses and update percentages to reflect current trends on parking needs for mixed-use commercial areas.
- **Formalize process to permit certain off-site sharing parking agreements:** Mississauga Official Plan encourages sharing of parking for community infrastructure (e.g., parks, libraries, schools) and other uses, and to allow off-site parking, where appropriate. The City could develop a process to formalize these off-site shared parking arrangements. It is proposed that these directions be further studied following the completion of the Parking Regulations Study.
- **Review Payment-in-lieu (PIL):** The project team heard many concerns about the PIL for parking from business owners. Although out of the scope of this study, it is proposed that staff review the PIL in 2022 in order to ensure charges are up to date and information is shared on how funds collected are being used.

4. BICYCLE PARKING RATES

The proposal to introduce bicycle parking rates was generally supported. Given staff have largely received positive feedback; only minor refinements have been suggested. Key policy proposal are below:

- **Adopt two precincts:** It is proposed the City establish two bicycle parking requirements, one for City Centre and one for the rest of the city. These precincts may be adjusted as the City expands the cycling infrastructure.
- **Establish bicycle parking rates:** The proposed rates for bicycle parking for residents apartments are 0.8 spaces/unit in the City Centre and 0.6 spaces/unit in the rest of the city. Refer to Appendix 3 for additional land uses.
- **Include end of trip facilities regulations:** The study also identifies proposed provision of end of trip facilities for bicycle users.

5. EV-READY PARKING

There was a general agreement that EV uptake would likely increase in the near future, and that those vehicles would need charging infrastructure, particularly at home.

Key proposals are below:

- **Zoning by-law:** Proposed that 20% of parking spaces for new medium and high density residential developments are EV-ready; 10% of structured parking spaces for new non-residential buildings; and, one EV-ready space for ground-related dwellings with dedicated garages. EV-ready parking means a space constructed to allow for the future installation of EV charging equipment.
- **Green development standards:** In anticipation to the review of the Green Development Standards update, this report recommends that the City encourage 100% of residential parking spaces be EV-ready.

Strategic Plan

The proposed updates to the City's vehicular and bicycle parking regulations in the Zoning By-law are consistent with the Move, Connect and Green pillars of the Strategic Plan. The proposed changes will provide residents and businesses with an updated approach for off-street parking in Mississauga while providing the opportunity to access active transportation infrastructure and reducing single occupancy trips in an environmentally friendly way.

Engagement and Consultation

The draft policy directions presented to the Planning and Development Committee in May 31, 2021, were underpinned by the following engagement:

- **Stakeholder survey:** A survey was distributed to parking providers (e.g., developers, property managers, business improvement areas and consultants) for their insights regarding the current managed parking practises current parking regulations.
- **Focused interviews:** To gather additional input, select follow-up telephone interviews were scheduled in October 2020.

The project team tested and gathered feedback on those draft policy directions between May – October, 2021, as follows:

- **Initial Public Meeting:** The May 31, 2021 Planning and Development Committee was also advertised as a Public Meeting. No deputations were received at the meeting.
- **Stakeholder workshop:** more than 30 parking providers and stakeholders attended a stakeholder workshop hosted on June 28, 2021.
- **One-on-one stakeholder meetings:** The project team met with Peel Region Housing; Mississauga Board of Trade; Mississauga Tourism Board; Mississauga Board of Trade; Mississauga Cycling Advisory Committee; Business Associations; and, individual developers.
- **One-on-one meetings with Councillors:** Council members were engaged via email communications and over a dozen individual meetings.
- **Virtual community meeting:** 74 people attended a virtual community meeting held on September 14, 2021. Information on this meeting was shared via Mississauga News, email blast to mailing lists, highway signs, City's screens, and social media.
- **Social media and website:** A dedicated website provided all project information and hosted a three-week on-demand virtual community meeting. Staff have continually promoted the project through the City's social media channels.
- **Written comments:** The project team invited written comments; approximately 25 submissions have been received.

FEEDBACK RECEIVED TO DATE

The project team engaged stakeholders and the public through the abovementioned engagement tactics. As indicated throughout the Comments section, this feedback has been

incorporated into the draft policy directions / Zoning By-law Amendments. A summary of the received comments is included in Appendix 1.

- **Support for parking precincts:** The concept of establishing parking precincts was widely supported by stakeholders and the public. The project team considered the following requests to adjust precinct boundaries:
 - **Port Credit West:** Support the elevation of Brightwater and surrounding lands to Precinct 2 (from Precinct 3). This proposed change better aligns parking requirements in the subject area with rates recently approved on the Brightwater site. The area meets Precinct 2 criteria.
 - **Airport Corporate Centre:** On further review, it is proposed Airport Corporate Centre be changed to Precinct 3 (from Precinct 2). This reflects the high demand for parking and limited municipal / on-street parking available. This change is unlikely to have any on-the ground impact as office tenants often request much higher parking rates than the City's minimum rates.
 - **Lakeview East:** Maintain Lakeview Village and surrounding MTSA's in Precinct 3. Recently approved parking rates align with the proposed Precinct 3 rates. Over the longer term, these could be considered for Precinct 2 once rapid transit and TDM measures are realized.
 - **Ninth Line:** The proposal to elevate all of Ninth Line Neighbourhood to Precinct 3 is not recommended at this time since the entirety of the lands do not meet Precinct 3 criteria. However, there are some compelling reasons to consider reduced rates in this area and/or elevate this neighbourhood to Precinct 3 over the longer term, when transit service is more widely available.
- **Developers concerned that proposed residential rates are too high:** Developers frequently expressed that the City's rates are not aligned to market demand and they are often unable to sell enough parking to meet the current minimums. Further, developers were concerned that even the proposed rates were too high, and pointed to examples of lower rates already approved for new developments in Mississauga.
- **Mixed feedback from residents on proposed residential rates:** There was mixed feedback provided from local residents. Some expressed that the proposed rates were too low, particularly in neighbourhoods without access to rapid or frequent transit, which could lead to parking shortfalls across the city. While others felt that the parking requirements should be lower to support personal choices around car ownership, increase housing affordability and encourage a shift to transit use and cycling.

- **Support for non-residential uses parking updates:** There was strong support for reducing parking requirements for commercial and office uses. The burden and barrier that parking requirements represent for small businesses was frequently cited. The need to reform the current PIL system and curbside management was also commonly referenced by business owners.
- **Support for reduced parking for affordable housing:** It was widely understood that the provision of parking is costly, and can contribute to housing unaffordability. There was general support for the proposed reductions for affordable housing and purpose-built rental properties.
- **Adopting a cautious approach to planning for Electric Vehicles (EVs):** There was a general agreement that ample EV charging infrastructure will be needed in the near future and that the cost to build EV-ready parking is much more cost efficient than retrofitting parking lots. The project team heard about the importance of building partnerships and working with the private sector to ensure Mississauga can be EV ready, as well as moving cautiously to avoid further pressures to housing affordability.
- **Support for bicycle parking requirements:** There was a positive reception for incorporating requirements for bicycle parking in the Zoning By-law to help incentivize the growth of cycling in the city.

In response to posting the draft Zoning By-law Amendments (e.g. one for vehicle parking and one for bicycle parking), staff anticipate additional detailed comments from the public and stakeholders.

Staff will consider all feedback received in finalizing the draft Zoning By-law Amendments and will present this feedback to Planning and Development Committee / Council for consideration as part of the final Recommendations Report.

Financial Impact

There are no financial impacts resulting from the Recommendations in this report.

Conclusion

The Parking Regulations Study and Bicycle Parking Study represent a consultative process that has produced a draft policy framework and series of zoning by-law amendments that will aid Mississauga in modernizing its parking regulations. The proposed changes to the Zoning By-law intend to provide a balanced approach that can help the City's goals of shifting mode share; optimizing transit infrastructure; supporting housing affordability; supporting businesses growth; addressing climate change; and, creating connected and complete neighbourhoods.

The next step is to incorporate any further feedback received through the engagement process into final Zoning By-law Amendments that will be presented to Council for consideration in early 2022.


Attachments

Appendix 1: Parking Regulations Policy Directions Report, November 2021

Appendix 2: Bicycle Parking Zoning By-law Directions Report, October 2021

Appendix 3: Proposed changes to vehicular parking regulations in the Zoning By-law

Appendix 4: Draft bicycle parking Zoning By-law Amendment



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