

Mayor Bonnie Crombie and Members of Council
Planning and Development Committee
City of Mississauga
300 City Centre Drive
Mississauga, ON
L5B 3C1

April 28th, 2022

Attention: Mayor Bonnie Crombie and Members of Council

Re: Off-street Parking Regulations Update

We are planning consultants for Port Credit West Village Partners (**PCWVP**), who are the owners of the properties known as 70 Mississauga Road South and 171 Lakeshore Road West in the City of Mississauga (the “**Brightwater Site**”).

We are writing to provide our client's concerns regarding the proposal to amend Mississauga Zoning By-law 0225-2007 to change the off-street parking requirements, as described in Corporate Report File No. BL.01-PAR and proposed to be implemented by way of a zoning by-law amendment (the “**Proposed Amendment**”).

The following considers the Proposed By-law Amendment in the context of the Official Plan, site-specific Official Plan Amendments and the implementing Zoning By-law Amendment that apply to the Brightwater Site.

Site Background

PCWVP submitted applications to the City of Mississauga (“the **City**”) in August 2017 for an Official Plan Amendment (“**OPA**”), a Zoning By-law Amendment (“**ZBA**”) and a Draft Plan of Subdivision for the comprehensive redevelopment of the 72-acre former Imperial Oil lands, municipally known as 70 Mississauga Road South and 181 Lakeshore Road West. Appeals to the Local Planning Appeal Tribunal (“**Tribunal**”) were filed in March 2018. Following the approval of settlements for the applications by City Council on July 31, 2019, the Tribunal issued the final Order on November 15, 2019, approving the OPA and implementing ZBA.

The overall development, branded as “Brightwater”, will create a transit-oriented, sustainable, complete waterfront community by introducing a range of residential,

commercial, institutional, park and open space uses, creating a pedestrian-friendly street network, establishing a main street condition along Lakeshore Road West, and enhancing connections between Lakeshore Road West and the waterfront.

Importantly, the development revitalizes a significant brownfield site into a vibrant 21st century complete urban community which supports a range of housing types, a mix of uses, activation of the built form along Lakeshore Road West, and a leading edge, innovative campus space – with the ultimate goal of creating a legacy for future generations. The full community has permissions for 2,995 new residential units in a variety of forms, and will provide 5.47 hectares of parkland and 1.58 hectares of privately-owned public space.

The first phase of Brightwater is under construction at this time. The second phase is currently advancing through site plan approval.

The purpose of this letter is to raise our client's concerns with the Proposed By-law and specifically with the identification of the Brightwater site as Precinct 3. In addition, the Proposed By-law does not reflect the current and future context of vehicular demand within the Brightwater Site, does not reflect the transit-oriented and supportive form being developed, conflicts with existing Official Plan policy objectives of reducing personal vehicle dependency, and does not contain any exemption or transition provisions to allow for the site-specific parking rates or variances to the existing Zoning By-law that have been granted by the Tribunal and the City's own Committee of Adjustment.

When the Parking Regulations Study was presented to the public in Spring 2021, the Brightwater Site was identified in Precinct 3. PCWVP responded to this Study with comments indicating that a lower precinct would be more appropriate. In the staff report dated November 19th, 2021, the Brightwater Site was identified in Precinct 2. However, the recent staff report, dated April 19th, 2022, has returned the Brightwater Site back into Precinct 3, without justification, which is not appropriate given the parking standards already agreed to for Brightwater between the owners and the City, as approved by the Tribunal.

The Brightwater Site has been planned as a Transit Oriented and Supportive Community

Brightwater is planned as an active and transit-oriented community. One of the most desirable characteristics of Brightwater is its proximity / location adjacent to

the Port Credit Community Node, which is characterized by its compact, walkable and fine-grain commercial neighbourhood along Lakeshore Road, and all of the retail, services, amenities, parks and waterfront amenities within walking distance. Brightwater is designed to support this existing community by introducing new residents to the Port Credit Neighbourhood, a portion of whom have already shown that they will not choose to own cars, as demonstrated by the unit-to-parking space sales data for the first phases of the development. This pattern increases the quality of life and economic base of the area while limiting the impact on traffic issues in Port Credit. Brightwater residents who frequent existing places of business in Port Credit, and other commercial places on-site, are being encouraged to do so on foot or bike through the form and supply of prominent active transportation infrastructure connections in Brightwater. As the portion of residents on foot and bike increase in the area, so too will the use of bike lanes and sidewalks, demonstrating support for the expansion of these networks.

There has been significant investment in transportation infrastructure for Port Credit. This includes the existing Port Credit GO Station, which offers comfortable, direct and dependable rail service to Union Station and multiple other points on the Lakeshore GO Line, bypassing highway traffic and offering a desirable alternative to the private vehicle for commuters.

Additionally, the Hurontario LRT is planned to connect to the Port Credit GO Station, providing access to Downtown Mississauga and Brampton. This line is expected to open in 2024. Finally, the City's Lakeshore Connecting Communities Study recommended Bus Rapid Transit or Light Rail Transit operating in a dedicated right-of-way on Lakeshore Road, with a transit turnaround loop within the Brightwater site. As an interim measure, MiWay express bus service is currently planned along Lakeshore Road, with a turnaround loop within of Brightwater.

Furthermore, until the planned Mi-Way high-speed public transit is extended along Lakeshore Road West and looped into the Brightwater site, a dedicated shuttle bus between Brightwater and Port Credit GO station will provide a convenient option for residents to choose transit for their daily commute and other trips. This will bolster the volume of transit riders ready to take advantage of and support future public transit investments in the area.

Also, the Credit River Active Transportation Bridge is another investment that will provide another easy, accessible option for residents to walk and bike across the

Credit River. This will improve the experience of active travel modes and support active and public transit-oriented lifestyles.

Finally, car sharing services will be provided at the Brightwater site for residents who require occasional use.

The combination of rail and rapid transit services will make Port Credit and Brightwater one of the most transit-rich communities outside of Toronto. In order to secure a positive rate of return on these investments for the City, high daily ridership must materialize as early as possible. By reducing the supply of parking at Brightwater, residents will be encouraged to utilize these transit investments, adopting car-free lives from day-one. In fact, our clients are already seeing this trend in the first phase based on parking sales data with an overall decrease in demand as low as 25%.

It is submitted that increasing the off-site parking rates as proposed for the Brightwater site will undermine these significant transportation infrastructure investments. The form of development at Brightwater, including the parking rates approved by the Tribunal and the Committee of Adjustment, is desirable in the context of these future transit investments and the Official Plan directive to minimize dependency on cars.

The costs of car-ownership and parking spaces are increasing substantially, and residents are opting to avoid this expense by choosing car-free or car-light lifestyles. The form of development at the Brightwater Site supports this lifestyle, through the above-mentioned transit investments and mobility options.

Being required to provide a supply of parking that exceeds the demand will result in underused spaces or spaces occupied by private cars not required for daily use, and does not represent the efficient use of land called for in both provincial and municipal policy. The supply of parking must be right-sized to the use it exists to serve.

Increasing Off-street Parking Requirements does not align with Official Plan Policy

The proposed By-law will place Brightwater into Precinct 3, which will increase the minimum amount of parking required in all phases of the development. This does not conform with the intent of the Mississauga Official Plan (MOP) and Port Credit Local Area Plan (Port Credit LAP) to minimize and right-size the supply of off-street parking. These in-force policies align with a broader shift in travel

patterns, from auto-dependency to a pattern where people walk, bike, and take transit for their daily trips. The following policies from the MOP and Port Credit LAP demonstrate this intent.

Chapter 4.0 Vision

Section 4.4 Guiding Principles

Section 4.4.5 states Mississauga will provide a range of mobility options (e.g., walking, cycling, transit, vehicular) for people of all ages and abilities by connecting people with places through coordinated land use, urban design and transportation planning efforts.

Section 4.5 describes how Mississauga will achieve the Guiding Principles of the Official Plan. Under the subsection “Creating a Multi-Modal City”, the Plan states that Mississauga will capitalize on provincial transit service initiatives to minimize dependency on cars for commuting. The Plan continues by noting Mississauga will create a multi-modal city by:

- Developing and promoting an efficient, safe and accessible transportation system;
- Promoting a transportation network that connects nodes with a range of transportation modes, to reduce dependency on cars for local trips;
- Promoting transit as a priority for moving people;
- Implementing a viable and safe active transportation network for cyclists and pedestrians of all abilities; and
- Encouraging transportation demand management policies.

The pedestrian-focused design of Brightwater, the inclusion of shuttle service to the Port Credit GO Station, and the provision of car-sharing services on-site, aligns with the above policies to reduce dependency on cars for commuting.

Chapter 8 Create a Multi-Modal City

Section 8.4 provides policies for parking, and suggests that:

- “As Mississauga continues to grow and develop, less land will be devoted to parking, particularly within Intensification Areas”.
- The MOP also states “consideration will be given to reducing off-street parking requirements for development to reflect levels of vehicle ownership and usage, and as a means of encouraging the greater use of transit, cycling and walking, subject to, among other matters: a. access to

transit; b. level of transit service; c. traffic generations; and d. impact on the surrounding area.”

Chapter 9.0 Build a Desirable Urban Form

Section 9.1.9 states urban form will support the creation of an efficient multi-modal transportation system that encourages a greater utilization of transit and active transportation modes. Brightwater is designed to support the use of transit as primary travel mode for residents and visitors.

Section 10.7.1 states Mississauga will conserve energy by promoting energy efficient land use and development patterns, efficient transportation and alternative and renewable energy systems. Promoting active and public transportation modes above personal motor vehicles aligns with this policy as it is a more efficient development pattern in terms of spatial and energy consumption.

Port Credit Local Area Plan

Per section 16.20 of the Mississauga OP, policies for the lands within the Port Credit Neighbourhood, including the subject site, are contained in the Port Credit Local Area Plan (“LAP”). The policies contained in the LAP elaborate on, or provide exceptions to, the policies or schedules of the Mississauga OP. Where there are conflicts between the Mississauga OP and the LAP, the policies of the LAP take precedence.

8.0 Complete Communities

It is intended that development protects and enhances existing attributes that support Port Credit as a complete community, and moves towards fully realizing the complete community aspect of Port Credit. This includes building a compact and walkable built form, a range of housing options, cultural and natural heritage resources, and a high-quality public realm with embedded opportunities for people to engage in community life. By creating a complete community at Brightwater, residents will be able to walk and take transit for their day-to-day needs, reducing overall demand for off-street parking.

Section 9.0 Multi-Modal City contains policies intended to support active and public transportation modes. It also recognizes travel time delays and long queues experienced along Lakeshore Road East and West. Increasing minimum parking requirements for Brightwater does not align with the intent of this section, and will contribute to an increase of personal vehicular use, and associated traffic congestion along Lakeshore Road West.

In conclusion, locating the Brightwater Site in Precinct 3 does not conform with the intent of the Official Plan and Port Credit LAP to reduce vehicular dependency and support active and public transportation modes.

The proposed By-law does not exempt existing site-specific parking rates

It is indicated in the Parking Regulations Study, dated November 19th, 2021, that the following were considerations for proposed changes to requirements:

Reduce or maintain existing requirements – New parking requirements should not be more onerous than the existing requirements unless there is strong evidence to support the contrary.

The City-approved parking reductions and proxy site survey information – It is important to note that the implementation of new parking requirements in the Zoning By-law will not affect pre-existing site-specific parking reductions.

Failing to include an exemption or transition in the Proposed By-law to reflect existing approved parking rates, as well as shifting the Brightwater site back into Precinct 3 does not align with these considerations.

The policy context for development at the Brightwater site is established through Official Plan Amendment 97 to the Mississauga Official Plan (OPA 97). The implementing Zoning By-law Amendment established site-specific parking rates on a block-by-block basis, with typical rates of 1.0 (resident) + 0.15 (visitor) spaces per housing unit. These rates were based on the vision of the Brightwater Site development into a vibrant, active, publicly accessible, sustainable, transit supportive, contextually appropriate and pedestrian focused community. Importantly and as noted above, as the initial phases of the development have progressed, parking sales rates have been lower than Zoning By-law minimum parking requirements, enabling a series of minor variances to reduce the minimum parking rates to 0.86 (resident) + 0.15 (visitor) per housing unit.

The Proposed By-law is structured without an exemption clause for either the site-specific parking rates or the approved minor variances. As such, it would supersede the parking rates approved by the Tribunal and the Committee of Adjustment and supported by detailed parking studies submitted by PCWVP and also supported by City staff.

These compounding effects are a major concern for PCWVP as the design and structure of the Brightwater Site master plan are predicated on the established parking rates. We request the Proposed By-law be amended to include a recognition of the parking rates within the approved site specific ZBL as well as a transition policy to recognize the variances granted by the Committee of Adjustment.

Conclusion

The Proposed By-law will increase minimum off-street parking requirements for the Brightwater Site, despite the existing site-specific parking rates established by the implementing Zoning By-law associated with the Brightwater Site development. This directly conflicts with the vision and goals of developing the vacant oil refinery site into a vibrant, active, publicly accessible, sustainable, transit supportive, contextually appropriate and pedestrian focused community. Furthermore, the increased parking rates conflict with existing Official Plan policies intending to shift travel modes towards efficient and sustainable travel modes, and away from vehicular dependency.

We request the Proposed By-law be revised to reflect the existing parking rates for the Brightwater Site, which have been approved by the Tribunal and the Committee of Adjustment.

Recommended Policy Change

In order to achieve the foregoing, the following amendments to the Proposed By-law would need to be made:

1. Inclusion of the Brightwater site in Precinct 2 as was previously proposed in the staff report dated November 19th, 2021;
2. Inclusion of a site-specific exemption in the Proposed By-law to carry forward the parking rates found in the Tribunal approved ZBA for the Brightwater site; and
3. Inclusion of a transition provision into the Proposed By-law that recognizes existing parking related variances approved by the Committee of Adjustment between November 15, 2019 and the effective date of the Proposed By-law.

Thank you in advance for your consideration. We would be pleased to discuss any of the above at your convenience.

Yours very truly,

A handwritten signature in black ink, featuring a series of loops and a long horizontal flourish extending to the right.

Cyndi Rottenberg-Walker, FCIP, RPP, MScPI
Partner