

City of Mississauga  
**Corporate Report**



<p>Date: September 18, 2024</p> <p>To: Chair and Members of Planning and Development Committee</p> <p>From: Andrew Whittemore, M.U.R.P., Commissioner of Planning &amp; Building</p>	<p>Originator's file: FA31 24-3 W2</p>
	<p>Meeting date: October 7, 2024</p>

## Subject

### PAYMENT-IN-LIEU OF PARKING (PIL) APPLICATION (WARD 2)

1639 Lakeshore Road West, north of Lakeshore Road West, east of Meadow Wood Road

Owner: Indwell Community Homes

File: FA31 24-3 W2

## Recommendation

That the report dated September 18, 2024, from the Commissioner of Planning and Building recommending approval of the Payment-in-Lieu of Parking (PIL) application under File FA31 24-3 W2, Indwell Community Homes, 1639 Lakeshore Road West, north of Lakeshore Road West and west of Meadow Wood Road, be adopted in accordance with the following:

1. That the sum of \$246,432.00 be approved as the amount for the payment-in-lieu of 24 parking spaces and that the owner/occupant enter into an agreement with the City of Mississauga for the payment of the full amount owing in a single, lump sum payment.
2. That City Council enact a by-law under Section 40 of the *Planning Act* to authorize the execution of the PIL agreement with Indwell Community Homes for the proposed 4 storey apartment building with ground floor commercial space.

## Executive Summary

- Indwell Community Homes is proposing to construct a 4 storey apartment building with ground floor commercial space, providing 51 affordable housing units in partnership with the Region of Peel.
- In July 2024, the Committee of Adjustment (CoA) approved several minor variances to permit the proposal including those to built form. The CoA did not approve a requested minor variance to reduce the number of required parking spaces.

- The applicant subsequently made an application to the City's Payment-in-Lieu of Off Street parking program for 24 parking spaces. The applicant is providing 17 parking spaces on site, whereas the Zoning By-law requires 41 spaces for this development.
- Planning and Municipal Parking staff have reviewed this application in conjunction with the submitted materials justifying the proposed parking spaces and are satisfied with the request.

## Background

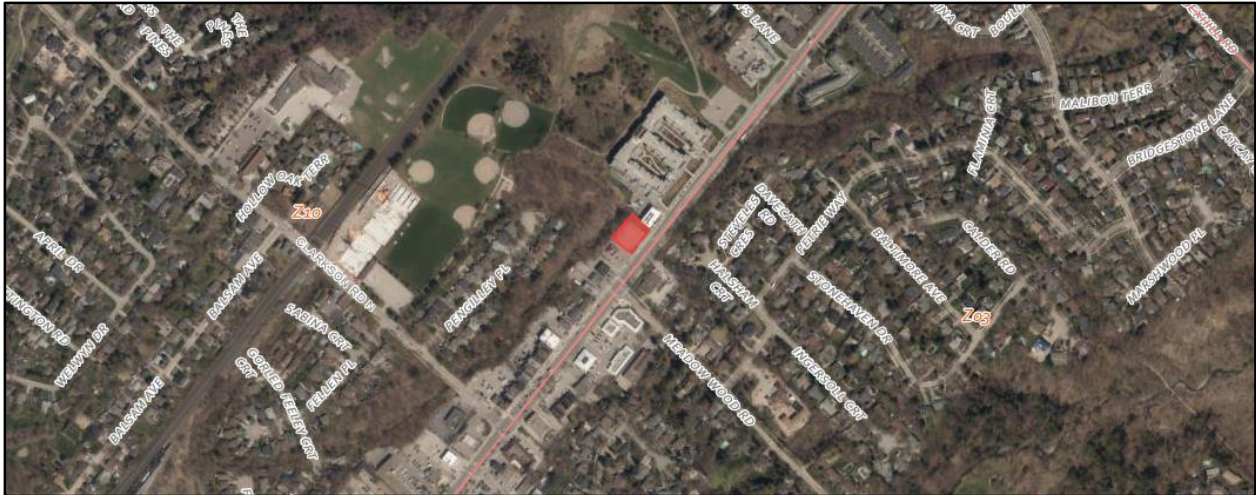
An application has been filed requesting payment-in-lieu of providing 24 spaces of on-site parking spaces. The purpose of this report is to provide comments and recommendations with respect to the application.

### NEIGHBOURHOOD CONTEXT

The subject property is located within the Clarkson Village Community Node Character Area, on the easterly edge of the Historic Village Precinct and on the north side of Lakeshore Road West. In 2013, Council approved the Clarkson Village Study and the associated Official Plan Amendment which implemented the current character area policies. The subject precinct predominantly contains traditional main street store fronts, suburban strip malls, stand alone single retail uses and big box centres. Notwithstanding this general existing context, there are sites within the precinct that have undergone development applications for residential intensification and have resulted in approvals for residential buildings up to 8 storeys in height.

The subject site is served by MiWay bus route 23 and is approximately 1.2 km (3,937 ft) from the Clarkson GO Station which is located to the northwest.

Mississauga Official Plan identifies Community Nodes as Intensification Areas and contains policies that encourages redevelopment in a manner that respects the surrounding context. In addition, Lakeshore Road West is identified as a Corridor and is supplemented with policies that encourages mixed use developments oriented towards the corridor.



Aerial of the neighbourhood context with the subject property highlighted in red

## SITE HISTORY

The site previously contained a 1 storey commercial building that initially received a building permit issued in 1969. In 2011, the City issued a demolition permit to demolish the existing 1 storey building that was located in the north-west portion of the site.

In the fall of 2023, it was announced that the subject site had been purchased by Indwell Community Homes with the purpose of building deeply subsidized and supportive rental dwelling units in partnership with the Region of Peel. On December 13, 2023, Ward 2 Councillor, Alvin Tedjo, and Indwell Community Homes held a community meeting regarding the proposal with approximately 300 residents in attendance.

On July 25, 2024, the Committee of Adjustment considered a minor variance application for the subject proposal that consisted of variances related to various performance standards including building height, setbacks, bicycle parking requirements and setbacks to the adjacent Greenlands zone. Among the variances, a request for parking relief was incorporated within the minor variance application. After consideration, the Committee of Adjustment approved all variances except for the parking relief sought. As such, the only zoning deficiency remaining to permit this development proposal is the amount of provided parking.

## PIL REQUEST

The applicant is proposing a 4-storey residential apartment building that will incorporate 51 units and ground floor commercial space. The applicant requests that a total of 24 parking spaces be provided through the City's payment-in-lieu of off street parking program. The Zoning By-law requires a total of 41 parking spaces, with 17 parking spaces being provided on site. There is a shortfall of 24 parking spaces.



Left: aerial with site plan; right: applicant's rendering

## EVALUATION CRITERIA

This application has been evaluated against a set of criteria identified in the City's Corporate Policy and Procedure on Payment-in-Lieu of Off Street Parking. The following provides an analysis of the request as it pertains to each criterion:

### ***Whether the existing parking supply in the surrounding area can accommodate on site parking deficiencies?***

Within a 500 m (1,640 ft) radius of the site, there is approximately 53 existing on-street parking spaces available within the public right-of-way to support the site and other mainstreet commercial businesses within the Historic Village Precinct of the Clarkson Village Community Node character area. Notwithstanding the availability of these on-street parking spaces, the submitted parking study anticipates a parking demand that does not need the use of these spaces to accommodate patrons coming to the site as a visitor or utilizing the commercial space. Municipal Parking staff have reviewed this information as part of the submitted parking study and have indicated the justification to be satisfactory. Based on the above, staff are of the opinion that both the existing onsite parking supply and availability of on-street parking can accommodate the proposed development and as such, the requested number of parking spaces sought through PIL is appropriate.

Applicant's rendering of available on-street parking within a 500 m (1,640 ft) radius of the subject site



***What site constraints prevent the provision of the required number of parking spaces?***

The subject site is adjacent to Turtle Creek, which is under the screening area of the Credit Valley Conservation (CVC). Any development proposed on the subject site is required to demonstrate the maintenance of the long-term stable slope line associated with the creek. Measures to maintain the slope line and mitigate any impacts to the creek are completed in consultation with the CVC and incorporated into the site design. These measures will be confirmed and secured for through the required Site Plan Approval process. As such, the long term slope line component limits the footprint of the building and the ability to provide surface parking. Notwithstanding this physical limitation and acknowledging the nature of the project, the submitted parking study justifies and provides acceptable rationale to the appropriateness of providing only 17 parking spaces.

***The proposed use of the property, and whether there is any issue as to overdevelopment of the site?***

The site is designated Mixed Use and Zoned **C4-64** (Mainstreet Commercial – Exception) which allows a variety of commercial uses in combination with residential uses. The proposed residential units and ground floor commercial space are permitted within the existing official plan and zoning permissions.

As indicated earlier in this report, the subject site is located within the Clarkson Community Node and fronts onto Lakeshore Road West, which is and continues to be a mainstreet commercial corridor with continuous streetwalls and building heights that appropriately frame the street and contribute to an urban form. Built form policies pertaining to this area within MOP require development to incorporate these elements into their design to facilitate the intended walkable and vibrant nature of the Historic Village Precinct. The overall concept design has been deemed to conform with the above policy intent and is compatible with the existing and planned context. This is further evident with the minor variance approval from the Committee of Adjustment with respect to the variances that enable the building footprint and massing. As such, the development is considered reasonable and does not constitute over development of the site.

***Consistency with and/or advancement of environmental, design, transportation or economic development objectives and policies of Mississauga's Official Plan.***

The following Mississauga Official Plan policies are highlighted below that speak to the provision of affordable housing within the City of Mississauga:

7.2.7 Mississauga will directly assist all levels of government in the provision of rental housing by:

- a. supporting the efforts of the Region and other local not for profit housing organizations in providing low and moderate income rental housing and accommodation for those with special needs;

14.1.7.4.2 Affordable housing for low income households will be encouraged. It is recognized that affordable housing provision is subject to landowners being able to secure access to adequate funding and collaboration with the Region of Peel as Service Manager for subsidized housing.

In addition, MOP contains policies related to the review of parking demands relative to a specific redevelopment projects or operations, as such:

8.4.3 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 generation; and
- d. impact on the surrounding area.

8.4.7 Within Intensification Areas, Mississauga will give consideration to:

- a. reducing minimum parking requirements to reflect transit service levels;

Intensification Areas identified in MOP are intended to be areas where the use of alternative modes of transit are encouraged as is the reduction in vehicle use in residential intensification projects. This particular proposal meets general MOP policies with respect to providing affordable housing units and is an appropriate candidate for reduced parking standards. In this regard, staff have reviewed the provided parking justification and are satisfied that the proposed 17 parking spaces are appropriate for the subject development. Based on the above, the proposed development in conjunction with the PIL request is in conformity with various housing and transportation objectives articulated within applicable official plan policies.

***Consistency with the objectives of a City Council endorsed parking strategy relevant to the subject location.***

The City's Parking Master Plan and Implementation Strategy was approved by Council on June 19, 2019. The plan outlines how local parking will evolve as the City continues to grow and transform. As Mississauga continues to grow, the parking strategy focuses on innovative ways to use land more efficiently and get the most out of each property with respect to site development and affordability. The strategy highlights affordable housing as a priority for the City to support.

The subject proposal will be delivering 51 deeply affordable housing units with ground floor commercial within the Clarkson Community Node, which is an Intensification Area that is anticipated to develop in a manner that contributes to pedestrian walkability and promotes alternative modes of transit. Residents of this development will use and support existing public transit options available to residents and businesses within the precinct. Notwithstanding that the submitted parking justification supports the parking spaces that are currently proposed, staff are of the opinion that the proposal and the site's location are consistent with the City's parking strategy with respect to supporting the development of affordable dwelling units and reduced parking requirements.

## Comments

Based on a review of the submitted information, parking staff have provided the following comments:

A Payment-In-Lieu (PIL) Application, received September 2024, was reviewed along with a Payment in Lieu of Off-Street Parking Justification Report dated September 3, 2024. The Applicant is proposing a non-profit residential rental apartment building consisting of 51 deeply affordable dwelling units. A 102 m<sup>2</sup> GFA commercial unit is also proposed. The subject site is located at 1639 Lakeshore Road West, Clarkson, in Parking Precinct 2 and is zoned Mainstreet Commercial (**C4-64**). Per Zoning By-law 0225-2007, as amended, the parking rates for the proposed uses are:

- Retail use located in a **C4** Zone is subject to the Precinct 1 parking rate of 3.0 parking spaces per 100 m<sup>2</sup> Gross Floor Area (GFA), which results in 3 parking spaces required in this instance.
- Dwelling units provided by a non-profit housing provider in a rental apartment in Precinct 2 require 0.6 parking spaces per unit, which results in 31 parking spaces required in this instance.
- Residential visitor parking requires 0.2 parking spaces per unit, which results in 10 parking spaces required in this instance.

A total of 41 parking spaces are required, whereas 17 parking spaces are proposed. The applicant is proposing to provide 13 residential parking spaces and 4 shared visitor/retail parking spaces.

## PIL AGREEMENT

The *Planning Act* provides that a municipality and an owner or occupant of a building may enter into an agreement exempting the owner or occupant from providing or maintaining parking facilities in accordance with the Zoning By-law, provided such agreement provides for the payment of monies for the exemption and sets out the basis for such payment.

The Planning and Building Department and the applicant have prepared and mutually agreed upon the terms and conditions of the PIL approval and the agreement which has been executed by the owner/occupant of the subject lands. The agreement stipulates the following:

- payment-in-lieu of parking is provided for 24 parking spaces
- a total payment of \$246,432.00 amount is required
- payment will be made in one lump sum

## Financial Impact

As of September 25, 2024, the balance of the Payment-in-Lieu of Parking account for Clarkson Village was \$460,355.74 and with the incorporation of the monies from this application, the account will have a balance of \$706,787.74.

## Conclusion

Current parking standards represent city-wide averages which were developed to ensure that municipal standards will provide adequate parking for all land uses. Nonetheless, there are areas within the City where it may be physically impossible to comply with the parking requirements without jeopardizing the opportunities to expand uses in response to market demand. Older areas of the City such as the Clarkson Village Community Node face the further challenge of strengthening their historic commercial centres through the creation of new residential and commercial space in their core areas through intensification and infilling on lots with limited land areas.

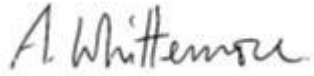
The subject PIL application should be supported for the following reasons:

- Planning and Parking staff are satisfied with the inclusion of 17 parking spaces on site based upon a review of the submitted parking justification materials.
- Approval of a PIL agreement will facilitate the construction of a project that will provide 51 dwelling units at a deeply affordable rate.
- The overall development satisfies the overall goals and objectives of MOP with respect to providing residential development within an intensification area.



## Attachments

Appendix 1: Site Plan



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Andrew Whitemore, M.U.R.P., Commissioner of Planning & Building

Prepared by: David Ferro, MCIP, RPP, Lead Planner