



# **Planning Justification Report**

Zoning By-law Amendments  
Related to Parking Rates and  
Shared Parking Permissions

**Square One Lands in Downtown Mississauga**

Urban Strategies Inc.

On behalf of the Owners of the Square One Lands

April, 2019

## Introduction

The Owners of the Square One Lands (“the Owners”) in Mississauga have retained Urban Strategies Inc. to prepare a Planning Justification relating to a Zoning By-Law Amendments application to amend City of Mississauga Zoning By-law 0225-2007 and Zoning By-law 0050-2013 (under appeal) when the latter comes into force.

The proposed Zoning By-law Amendments concern parking on the Owners’ lands in Downtown Mississauga (hereafter referred to as the “subject lands”). The subject lands are located in the Downtown area of the City of Mississauga, and its boundaries are identified in Figure 2 in Section 1. The Owners are requesting Zoning By-law Amendments in order to reduce parking rates and broaden permissions for shared parking across the subject lands.

This Planning Justification provides an analysis of the proposed Amendments with respect to their consistency and conformity with applicable planning policies.

This Planning Justification is organized in the following sections:

- 1.** Site & Context
- 2.** Proposed Amendments
- 3.** Planning Policy Summary
- 4.** Supporting Documents
- 5.** Conclusions

# 1.0 Site & Context

## 1.1 Downtown Mississauga

Downtown Mississauga is the area of the City roughly bounded by Highway 403 to the north, Confederation Parkway to the west, Hurontario Street to the east and Burnhamthorpe Road West to the south (see Figure 1). Downtown Mississauga is the civic hub of the City and a major regional shopping, entertainment and cultural destination.

Downtown Mississauga has experienced considerable growth in recent years, with new high-density residential development clustered along Confederation Parkway and Burnhamthorpe Road West, and along Hurontario Street. There has also been educational, commercial and civic intensification with the development of the Sheridan College Hazel McCallion Campus, an expanded and more urban Square One Shopping Centre, and the creation of Celebration Square.

The urbanization of Downtown Mississauga is supported by considerable transit planning and investment for the area. The north side of the Mississauga Downtown is a designated Anchor Mobility Hub in the Big Move Regional Transportation Plan by virtue of it being the nexus of several major existing and planned transportation facilities including:

- the City Centre Transit Terminal;
- the City Centre Regional GO Bus Terminal;
- the East-West Mississauga Transitway BRT line; and,
- the future Hurontario LRT line (expected to open in approximately 2022).

The result of these changes is the steady intensification and urbanization of the Downtown, which is increasingly distinct from the surrounding suburban context. Downtown Mississauga features a diversity of uses, considerable retail and cultural amenities, a denser built environment with connective network of streets and pedestrian pathways, and a range of transportation options for residents, employees and visitors.

Many undeveloped and underdeveloped parcels remain in Downtown Mississauga, including within the subject lands. The appropriate development of these parcels will be essential to realizing the City's vision of Downtown Mississauga as a truly urban centre.



**Figure 1:** The Downtown Core Area as defined in the Downtown Core Local Area Plan (under appeal)

## 1.2 The Subject Lands

The Owners of the Square One Lands have considerable land holdings in Downtown Mississauga. The subject lands include the Square One Shopping Centre, a property fronting Burnhamthorpe Road West, and nearly all lands between Square One Drive, Highway 403, Hurontario Street and Confederation Parkway (see Figure 2).

The Owners have participated in the growth and urbanization of Downtown Mississauga through the intensification and improvement of the subject lands. The Owners have expanded and improved the Square One Shopping Centre in recent years, with the Southwest Expansion and public realm improvements, the Northwest Expansion and improved pedestrian plaza, the infilling of the former Target space, and the upcoming West District Phase II development in the former movie theatre space. The Owners have also begun to advance their concept for a more urban, mixed-use West District Phase III in the location of the current parking lot at the corner of Square One Drive and Duke of York Boulevard (known as Block 8), having prepared an application for a residential development in partnership with the Daniels Corporation, as well as a future office tower.

The Owners have demonstrated a commitment to careful and comprehensive planning of the subject lands and coordination with the City of Mississauga's planning framework. The Owners produced the Square One Lands Master Plan in 2012 that built upon the City of Mississauga's Downtown21 Strategic Master Plan, and are now updating their plans for the subject lands through a comprehensive block planning exercise.

The proposed Zoning By-law Amendments for reduced parking standards and broadened shared parking provisions relate to the Owners' ongoing efforts to plan comprehensively for the future of the subject lands and Downtown Mississauga. The proposed Amendments are intended to provide a comprehensive rationalization of the approach to parking for the subject lands in order to increase the viability of new development and intensification, avoid piecemeal parking variance requests, and support the City's vision for a compact, vibrant, and transit-oriented Downtown.



PROPOSED SQUARE ONE PROPERTIES SHARED PARKING ZONE

**Figure 2:** Map of the subject lands (courtesy of BA Group)



## 2.0 Proposed Amendments

This rezoning application seeks to reduce parking supply requirements for the Retail Core, Office Uses, Residential Uses, and Ancillary Commercial Parking Uses. It also aims to broaden shared parking provision across the subject lands.

BA Group established the proposed parking supply requirements based on a parking supply occupancy survey undertaken in 2017. The proposed requirements are also based on BA Group's observation that the use of single-occupancy vehicles and the demand for parking in general is expected to decrease as the Downtown continues to develop as an urban mixed use centre that leverages the transportation benefits of the Mobility Hub, and as the use of ride-hailing services increases.

### 2.1 Reduced Parking Supply Rates

The application proposes the following parking supply requirements:

- For retail uses: 3.8 spaces per 100 square metres GFA of retail within the Shopping Centre
- For office uses: 2.1 spaces per 100 square metres of GFA
- For residential uses:
  - » 0.70 resident spaces per bachelor/one bedroom unit
  - » 0.90 resident spaces per two bedroom unit
  - » 1.00 resident space per three bedroom unit
  - » 0.15 visitor spaces per unit
- For ancillary commercial uses:
  - » 3.8 spaces per 100 square metres GFA for retail centres less than 2,000 square metres, retail stores, personal service establishments, restaurants less than or equal to 200 square meters GFA, medical offices, real estate offices, and financial institutions

### 2.2 Broadened Shared Parking Provisions

The proposed Zoning By-law Amendments also seek a broadening of the City's shared parking permissions, in order to allow sharing among developments on the subject lands without limiting that permission to uses on the same lot. In the past, minor variances were obtained to permit sharing between different lots on the Square One Lands, and more recently between neighbouring properties and Sheridan College.

The proposed Zoning By-law Amendments also propose an updated shared parking factor table for calculating minimum parking requirements in a shared parking arrangement

TYPE OF USE	PERCENTAGE OF PEAK PERIOD (WEEKDAY)			
	Morning	Noon	Afternoon	Evening
Retail (Downtown) Core Commercial (Square One Shopping Centre)	60	75	80	65
Retail Centre/ Retail Store/ Personal Service Establishment	80	90	90	90
Cinema	0	25	25	100
Sheridan College	90	100	90	0
Office/Medical Office/Financial Institution	100	90	95	10
Restaurant/ Convenience Restaurant/Take-out Restaurant	20	100	30	100
Overnight Accommodation	70	70	70	100
Residential – Resident	90	65	90	100
Residential - Visitor	20	20	60	100
TYPE OF USE	PERCENTAGE OF PEAK PERIOD (WEEKEND)			
	Morning	Noon	Afternoon	Evening
Retail (Downtown) Core Commercial (Square One Shopping Centre)	60	75	100	90
Retail Centre/ Retail Store/ Personal Service Establishment	80	100	100	70
Cinema	10	40	65	100
Sheridan College	0	0	0	0
Office/Medical Office/Financial Institution	10	10	10	10
Restaurant/ Convenience Restaurant/Take-out Restaurant	20	100	50	100
Overnight Accommodation	70	70	70	100
Residential – Resident	90	65	90	100
Residential – Visitor	20	20	60	100

Figure 3: Proposed shared parking factor table

(refer to Figure 3). Shared parking between a mix of uses takes advantage of the variability of peak parking demand periods between the different uses. The increase in the efficiency of the parking supply, enables a reduction in parking minimums for all uses across the Square One Lands. The proposed minimum parking requirements would minimize the area needed for the provision of parking while continuing to satisfy demand.

## 3.0 Planning Policy Summary

### 3.1 Provincial Policy Statement (PPS), 2014

The 2014 Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. It encourages efficient land use and development patterns to support strong, liveable and healthy communities. The PPS endorses intensification as a means to accommodate growth and increase urban vitality. It supports growth within settlement areas at appropriate densities and land use mixes, and to make efficient use of land, resources, infrastructure and public service facilities while minimizing vehicle trips and supporting choices for public transit.

Relevant sections:

#### *Section 1.1 - Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns*

Policy 1.1.1 e) provides that healthy, liveable and safe communities are sustained by promoting cost-effective development patterns and standards to minimize land consumption and servicing costs.

Policy 1.1.2 provides that “sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years,” and that within settlement areas, this land shall be made available through intensification and redevelopment.

Policy 1.1.3.2 outlines the type of land use patterns that should emerge within settlement areas. These patterns are based on densities and a mix of land uses which: make efficient use of land and resources; are appropriate for, and effectively use available and planned infrastructure facilities; support active transportation; and, are transit-supportive.

Section 1.1 Commentary: The proposed Zoning By-law Amendments are consistent with the Section 1.1 policies of the PPS. Reduced parking rates and broadened shared parking provisions will reduce the amount of parking that must be maintained and built on the subject lands going forward. This will increase the cost-effectiveness of development, promote the development of underutilized lots, and support the intensification and compact form of new development. By reducing the amount of space devoted to vehicular parking, the proposed Amendments will promote the use of transit and active transportation and promote health and safety by reducing the negative health impacts of automobiles.

#### *Section 1.4 Housing*

Policy 1.4.3 e) provides that planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents. This is to be achieved by establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Section 1.4 Commentary: The proposed Amendments are consistent with Policy 1.4.3 e) as they represent development standards that will support intensification and cost minimization for residential development by reducing the amount of parking that must be supplied.

#### *Section 1.6 Infrastructure and Public Service Facilities*

Section 1.6 calls for the integration of transportation and land use considerations at all stages of the planning process, with the intent to support current and future transit use and active transportation.

Policy 1.6.7.4 provides that a “land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.”

Policy 1.6.7.5 provides that “(t)ransportation and land use considerations shall be integrated at all stages of the planning process.”

Section 1.6 Commentary: The proposed Amendments are consistent with Policies 1.6.7.4 and 1.6.7.5 in that they support a denser land use pattern and support the use of transit and active transportation by reducing the required parking stock. The Amendments also represent the

integration of transportation and land use considerations by introducing parking-related zoning regulations that reflect the existing and planned transit provision in Downtown Mississauga.

#### *Section 1.8 Energy Conservation, Air Quality, and Climate Change*

Policy 1.8.1 directs planning authorities to use land use and development patterns to promote energy efficiency, enhanced air quality, decreased greenhouse gas emissions, and climate change adaptation. The policy provides a number of ways to address energy conservation, air quality, and climate change including: promoting compact form; promoting the use of active transportation and transit in between residential, employment and institutional uses; facilitating a mix of employment and housing uses to lessen commute times and reduce transportation congestion; and, promoting design to maximize energy efficiency.

Section 1.8 Commentary: The proposed Amendments are consistent with Policy 1.8.1 as the reduction in required parking spaces and the broadened shared parking permissions will support a shift from single-occupancy vehicle use towards a pattern of compact built form and mixed uses that is supportive of transit use and active transportation.

### **3.2 Growth Plan for the Greater Golden Horseshoe (2017)**

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) is intended to implement Ontario's vision for building stronger, more prosperous communities by better managing growth in the region. The Growth Plan provides that the exercise of any authority that affects a planning matter will conform to the Plan, subject to any legislative or regulatory provisions providing otherwise.

The Growth Plan establishes a long-term framework for where and how the region will grow. The Growth Plan emphasizes the achievement of complete communities that are healthier, safer, and more equitable, through better choices about where and how growth occurs and making better use of land and infrastructure. The Growth Plan directs growth to settlement areas and prioritizes intensification in strategic growth areas, including urban growth centres and major transit station areas. The Growth Plan concentrates new development in these areas to provide a focus for investments in transit and other types

of infrastructure and public service facilities to support forecasted growth, and to support a diverse range and mix of housing options.

Downtown Mississauga is identified as an urban growth centre in the Growth Plan. Mississauga City Centre is an identified Anchor Hub within the urban growth centre that will integrate rapid transit and local bus service. The area around the planned Mobility Hub transit centre will also be a major transit station area expected to accommodate densities of at least 200 residents and jobs combined by 2031 or earlier.

Relevant sections:

#### *Section 2.2.1 Managing Growth*

Policies 2.2.1.4.e) and 2.2.1.4.f) provide that applying the policies of the Plan will support the achievement of complete communities that ensure the development of compact built form and mitigate climate change impacts and reduce greenhouse gas emissions.

Section 2.2.1 Commentary: The reduction of parking space requirements and more efficient use of parking resources through broadened shared parking provisions will support more compact development forms and encourage active transportation and transit use over single occupancy vehicle use. The proposed Amendments therefore conform to Policies 2.2.1.4.e) and 2.2.1.4.f).

#### *Section 2.2.2 Delineated Built-up Areas*

Policy 2.2.2.4 provides that all municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout the delineated built-up areas, which will encourage intensification generally and which will be implemented through official plan policies and designations and updated zoning.

Section 2.2.2 Commentary: The proposed Zoning Amendments conform to Section 2.2.2.4 in that they represent updated zoning policies that will encourage new, compact development that will contribute to meeting the intensification targets.

#### *Section 2.2.3 General Intensification*

Policy 2.2.3.1 provides that urban growth centres will be planned to accommodate and support the transit network at the regional scale; to serve as high-density major employment centres that will attract significant

employment uses; and, to accommodate significant population and employment growth.

Policy 2.2.3.2 Provides that the Downtown Mississauga urban growth centre will be planned to achieve a minimum density target of 200 residents and jobs combined by 2031 or earlier.

Section 2.2.3 Commentary: The proposed Amendments conform to the policies noted above in that they will reduce the required parking provision for future development, which will encourage residential and office development in the subject lands. The combined increase in residents and employees and the reduced parking provision will encourage increased transit use and support the transit network. By encouraging new and compact residential and office development, the proposed Amendments will also help the City to meet (and likely exceed) the minimum density target of 200 residents and jobs per hectare in the Downtown Mississauga urban growth centre.

#### *Section 2.2.4 Transit Corridors and Station Areas*

The Growth Plan identifies transit priority corridors and major transit station areas as key locations for intensification. Schedule 5 of the Growth Plan identifies Hurontario Street and Highway 403/Rathburn Road West as priority transit corridors. In addition, the subject lands are within an area that meets the definition of a major transit station area (MTSA), which is defined as an area within an approximate 500 metre radius around any existing or planned higher order transit station or major bus depot in an urban core.

Policy 2.2.4.2 details that single-tier municipalities “will delineate the boundaries of major transit station areas in a transit-supportive manner that maximizes the size of the area and the number of potential transit users that are within walking distance of the station.”

Policy 2.2.4.3 provides that major transit station areas on priority transit corridors served by light rail transit will be planned for a minimum density target of 160 people and jobs per hectare.

Policy 2.2.4.6 provides that “within major transit Station areas on priority transit corridors or subway lines, land uses and built form that would adversely affect the achievement of the minimum density targets of this Plan will be prohibited.”

Policy 2.2.4.9 provides that development within major transit station areas will be supported by a mix of uses and reduced parking standards. Moreover, Policy 2.2.4.10 provides that lands adjacent to frequent transit

should be planned to be transit-supportive, encourage active transportation, and incorporate a variety of uses and activities.

Section 2.2.4 Commentary: The proposed Amendments conform to the policies of Section 2.2.4 as they will encourage development that will help to achieve the minimum density targets for the Downtown Mississauga MTSA. The proposed Amendments also conform to the requirement in Policy 2.2.4.9 that major transit station areas be supported by a mix of uses and reduced parking standards.

#### *Section 2.2.5 Employment*

Policy 2.2.5.1 provides that economic development and competitiveness of the Greater Golden Horseshoe will be promoted in part by making more efficient use of underutilized lands and increasing employment densities, by ensuring the availability of sufficient land in appropriate locations to meet forecasted employment growth, and by planning to connect areas of high employment densities to transit.

Section 2.2.5 Commentary: The subject lands are not designated Employment Lands, but their potential for office development, pursuant to the mixed-use and office designations of the lands pursuant to MOPA 8 (Mississauga Downtown Core Local Area Plan), supports the intentions of the Growth Plan. The proposed Amendments conform to Policy 2.2.5.1 in that a reduction in required parking rates and broadened shared parking permissions will mitigate the amount of land needed for parking in the future and reduce the cost of office development on the subject lands. This will increase both the availability of lands for office employment and the viability of office development in Downtown Mississauga, which is an identified MTSA.

#### *Section 3.2 Policies for Infrastructure to Support Growth*

Policy 3.2.2.1 provides that transportation system planning, land use planning and transportation investment will be co-ordinated to implement the Plan.

Policy 3.2.2.4 provides that municipalities will develop and implement transportation demand management policies in official plans or other planning documents to increase the modal share of alternatives to the automobile and to prioritize active transportation and transit over single-occupant vehicles.

Policy 3.2.3.2 provides the criteria that will guide all decisions on transit planning and investment, including expanding transit service to areas that have achieved or



will be planned to achieve transit-supportive densities and provide a mix of residential, office, institutional and commercial development.

**Section 3.2.3 Commentary:** The proposed Amendments conform to the above noted policies in Section 3.2.3. The proposal to reduce parking requirements and broaden shared parking permissions is appropriate given the significant existing and planned transit service in Downtown Mississauga, and amending the parking standards to reflect the benefits of transit investments represents coordinated land use and transportation planning. The proposed Amendments also represent transportation demand management measures that will support an increase in modal share for transit and active transportation.

### 3.3 Region of Peel Official Plan (2016)

The Region of Peel Official Plan outlines planning policies for the entire region, aims to create sustainable regional communities and to guide sustainable growth and development in the Region to 2031. The underlying theme of the Plan is sustainability, with a stated ambition to: reduce and measure the impact of development on the environment; to encourage healthy living; and, to promote best practice in implementing social, economic, and cultural conditions that are strong, vibrant, and resilient.

Relevant sections:

#### *Section 5.5.3 Intensification*

Policy 5.5.3.1 establishes an intention to intensify development on underutilized lands and to reduce dependence on the automobile through the development of mixed-use, transit-supportive, pedestrian friendly urban environments.

Policy 5.5.3.2.7 requires area municipalities to develop intensification strategies to support a mix of residential, employment, office, institutional and commercial development, and a viable transit system.

**Section 5.5.3 Commentary:** The proposed Amendments conform to Policies 5.5.3.1 and 5.5.3.2.7 in that they will encourage an intensification of development and support a reduction in the reliance on automobile travel, both of which will support the viability of the transit system.

#### *Section 5.8 Housing*

To provide for an appropriate range and mix of housing types and to foster the availability of housing for all income groups, Policy 5.8.3.2.2 encourages area municipalities to establish policies in their official plans which support cost-effective development standards for new residential development, redevelopment and intensification.

**Section 5.8 Commentary:** The proposed Amendments support conformity to Policy 5.8.3.2.2 as they provide a means to implement the City of Mississauga's Official Plan policies supporting reduced parking requirements, which support cost-effective residential development on the subject lands.

#### *Section 5.9 The Transportation System in Peel*

Policy 5.9.9.2.7 encourages area municipalities, local Transportation Management Associations and the private sector to develop parking management strategies that make more efficient use of parking resources and that encourage the use of sustainable modes of transportation.

Policy 5.9.9.2.8 encourages area municipalities to update their parking and zoning by-laws to support and facilitate transportation demand management measures.

**Section 5.9 Commentary:** The proposed Zoning Amendments conform to the above noted policies in Section 5.9 by providing updated parking requirements that make more efficient use of existing parking resources and that will encourage non-automobile travel.

### 3.4 The City of Mississauga Official Plan

The Mississauga Official Plan establishes the land use and urban design vision for development in Mississauga. The Plan's guiding principles include planning for a wide range of housing, jobs, and community infrastructure, and supporting the creation of distinct, vibrant, and complete communities by building beautifully designed and inspiring development. The Plan provides that Growth will be directed to locations supported by higher-order transit through higher densities and pedestrian-oriented design.

Relevant sections:

#### *Section 5.3.1 Downtown*

Section 5.3.1 of the Official Plan establishes that the Downtown is a Provincially-identified urban growth centre that will accommodate much of Mississauga's population growth. The Official Plan envisions the Downtown as a vibrant city and regional centre with a mixed use environment, pedestrian-friendly development, and major investments in higher order transit.

Policy 5.3.1.4 provides that the Downtown will achieve a minimum gross density of 200 residents and jobs combined per hectare by 2031, and that the City will strive to achieve a gross density of between 300 to 400 residents and jobs combined per hectare in the Downtown.

Policy 5.3.1.13 provides that the Downtown will be developed to support and encourage active transportation.

Section 5.3.1 Commentary: The proposed Amendments conform to the above noted policies in Section 5.3.1. The reduction of parking requirements and the broadened permission to share parking within the subject lands will encourage development in the Downtown that will support the City's goal to exceed the minimum density targets for the urban growth centre. This intensification with reduced parking provision will also encourage active transportation.

#### *Section 5.5 Intensification Areas*

Section 5.5. identifies Downtown Mississauga as an Intensification Area, and establishes that Intensification Areas will be attractive mixed use areas, developed at transit-supportive densities. This section also establishes an expectation that more efficient use of land will occur within Intensification Areas.

Policy 5.5.10 provides that Major office development will be encouraged to locate within the Downtown.

Section 5.5 Commentary: The proposed Amendments conform to Section 5.5 in that the reduction in parking requirements will encourage new transit-supportive development, make more efficient use of land that would otherwise be required for parking, and support the economic viability of new major office development on the subject lands.

#### *Section 8: Create a Multi-Modal City*

One of the central objectives of the Official Plan is to transform Mississauga from a suburban, vehicle-oriented community to a more urban municipality. The Plan sets out the need to preserve the capacity of the road system to meet the needs of Mississauga's population and employment growth, while providing opportunities for transit and active transportation. The Plan emphasizes the inherent relationship between the creation of a multi-modal transportation system and the creation of compact, complete communities, and provides that less land will be devoted to parking.

#### *Section 8.1 Introduction*

Policy 8.1.8 provides that Mississauga will encourage the application of transportation demand management techniques, including shared parking, to better utilize existing infrastructure.

Policy 8.1.12 provides that Mississauga supports multi-modal uses where feasible, in particular prioritizing transit and goods movement over the use of single occupant vehicles.

Section 8.1 Commentary: The proposed Amendments conform to Policies 8.1.8 and 8.1.12 in that they propose shared parking and reduced parking rates that will make better use of parking resources and encourage greater use of existing and planned transit infrastructure.

#### *Section 8.4 Parking*

Section 8.4 establishes that as Mississauga continues to grow, less land will be devoted to parking, particularly within Intensification Areas. The policy also supports sharing parking amongst multiple users.

Policy 8.4.2 provides that Mississauga will encourage the shared use of parking and allow off-site parking, where appropriate.

Policy 8.4.3 provides that reduced off-street parking requirements for development will be considered to reflect levels of vehicle ownership and usage, and to encourage greater use of transit, cycling and walking.

Policy 8.4.7 provides that within Intensification Areas, Mississauga will consider reducing minimum parking requirements to reflect transit service levels, and establishing maximum parking standards to support transit investments, particularly higher order transit investments.

Section 8.4 Commentary: The proposed Amendments are directly aligned with and conform to the Official Plan policies of Section 8.4. The proposed Amendments represent reduced off-street parking and the use of shared parking that will reduce the land devoted to parking on the subject lands, and which will support the objectives of encouraging active transportation and transit use.

### **3.5 Downtown21: Creating an Urban Place at the Heart of Mississauga Master Plan (2010)**

The Downtown21 Strategic Master Plan (Downtown21) is the precursor to the Mississauga Downtown Core Local Area Plan (2013), and the Downtown Core Built Form Standards. Downtown21 establishes a vision for the transformation of Downtown Mississauga from a suburban area to a liveable, compact, accessible, and sustainable downtown centre. Downtown21 aims to attract significant office development, and promote green, environmentally sustainable growth, facilitated by significant investment in transit including Light Rail Transit (LRT), and Bus Rapid Transit.

Downtown21 acknowledges that with substantial new investment in Light Rail Transit (LRT) and Bus Rapid Transit (BRT), Downtown Mississauga will play a major role in reducing auto dependency and supporting active transportation. It further acknowledges that the transition away from single-occupancy vehicles to more sustainable modes will require careful management of traffic and incremental steps to rationalize the supply and use of parking.

In order to build a multi-modal downtown attractive to office development, the Master Plan seeks the adoption of “parking strategies that support urban design excellence, foster economic growth and implement transportation demand management”, and requires “new solutions and partnerships for parking.”

Downtown21 is organized into districts. The vision for the Main Street District, to the south of the Square One Shopping Centre, includes establishing structured or underground public parking as shared resource for the district, and long term reductions in parking as a result of future transit service.

At the heart of the Downtown Core, the Master Plan identifies the “physical opportunity to use the large area of existing surface parking lots to create a more sustainable pattern of transit-oriented growth within a new urban structure.”

Downtown21 Commentary: The proposed reduction in parking rates and broadening of shared parking provision are consistent with the vision for Downtown Mississauga set out in Downtown21. The proposed Amendments represent a rationalization of the area’s parking supply, which will reduce the land required for parking and support the intensification of office and residential development Downtown.

### **3.6 Mississauga Downtown Core Local Area Plan (2015, Partial Approval)**

In addition to the Official Plan, Mississauga’s Downtown Core Local Area Plan (under appeal) provides more detailed land use and design guidance for lands located in central Mississauga. In instances where the Official Plan does not address the circumstances particular to the Downtown Core, the Downtown Core Local Area Plan elaborates on, or provides exceptions to, the policies or schedules of the principal document. The focus of the Downtown Core Local Area Plan is to promote a high quality of urban design and an urban built form by integrating the public realm and private development in the Downtown Core, and to enhance the area’s image as a regional centre.

The Downtown Core Local Area Plan includes general policies and specific urban design policies for nine identified districts within the Downtown Core Area. The Downtown Core Local Area Plan recognizes that the subject lands lie within districts currently containing suburban retail uses and surface parking lots, and sets out a vision for the area’s intensification with an emphasis on uses that take advantage of well designed, efficient, pedestrian amenities and access to future higher order transit.

Relevant policies:

Policy 5.1.1 provides that consideration will be given to reducing or eliminating parking requirements during the implementation of the Downtown Core Policies.

Policy 5.1.3 provides that strategies and planning tools may be pursued to encourage, incent and support employment uses.

Policy 8.4.7 provides that within transit station areas, the City will require development applications to address Transit Oriented Development (TOD) objectives, including moderate to high density development, comprised of a mix of uses and designed to maximize transit ridership.

Policy 8.4.10 provides that the City will consider reducing parking requirements within Transit Station Areas.

Section 9.1 provides that a desirable built form will be provided in part through the incremental transition of large surface parking lots into more intensive, urban scale development incorporating structured parking.

Downtown Local Area Plan Commentary: The proposed Amendments conform to the policies of the Downtown Local Area Plan (under appeal) in that they support a transition from surface parking lots to urban scale development, with reduced parking requirements and shared parking provisions that will support transit use and active transportation. The proposed Amendments also support the Downtown Local Area Plan objectives of encouraging office development and other intensification within an urban centre setting, by reducing development costs and the reducing the required space devoted to vehicular parking.

### **3.7 City of Mississauga, Zoning By-Law 0225-2007 and Zoning By-Law 0050-2013 (under appeal)**

The subject lands are currently regulated by City of Mississauga Zoning By-law 0225-2007. In the future, it is expected that the subject lands will be regulated by Zoning By-law 0050-2013, an amending By-law to 0225-2007 that is intended in part to implement the Official Plan and the appealed Local Area Plan. However, Zoning By-law 0050-2013 is currently under appeal and therefore subject to change.

Section 3.1.2.3 of Zoning By-law 0225-2007 permits shared parking for uses in mixed use developments on the same lot. The section provides a shared parking formula for the calculation of minimum parking requirements in a shared parking arrangement. Zoning By-law 0050-2013, in its current form, maintains this policy.

Zoning By-laws 0225-2007 and 0050-2013 Commentary: The proposed Amendments are consistent with the general intent of Zoning By-law 0225-2007, and the under appeal Zoning By-law 0050-2013, in that the proposed parking requirement reductions are relatively modest adjustments of existing rates consistent with demand, and the proposed shared parking provisions represent an enhancement of existing shared parking provisions that have been included in City of Mississauga zoning for several years. The proposed Amendments to the By-laws are appropriate because they will bring them into conformity with the policies of the

Growth Plan, the Region of Peel and City of Mississauga Official Plans, and the Downtown Local Area Plan regarding the reduction of parking requirements in major transit station areas and in order to meet the minimum density targets of the urban growth centre.

## **4.0 Supporting Documents**

BA Group's Parking Management Strategy Report, dated March 2019 and included with this application, establishes that the requested Amendments are commonplace in similar urbanizing environments with significant transit provision, and provides analysis demonstrating the appropriateness of the proposed policies with respect to providing adequate parking and supporting a vibrant Downtown Mississauga.

The Parking Management Strategy Report also indicates that the effective use of shared parking, which allows different land uses to minimize the need for new parking supply by taking advantage of temporal differences, is one of the most important tools for maximizing the efficient use parking resources. The report also notes that Mississauga was one of the early adopters of shared parking, having incorporated it into zoning by-laws several decades ago.



## 5.0 Conclusions

The proposed reduced parking supply rates and broadened shared parking provisions contribute to the promotion of multi-modal transportation, transit-oriented development, intensification, and sustainability. We find that the proposed Zoning By-law Amendments are supported by the policies in the planning policy framework related to the subject lands in Downtown Mississauga. There is consistent policy direction at all levels of the planning policy framework supporting intensification, transit-supportive development, and encouragement of active transportation and transit usage over single-occupancy vehicle travel. There is also explicit policy direction encouraging the use of reduced, eliminated, or shared parking standards.

Specifically, we conclude that the proposed Zoning By-law Amendments are appropriate for the following reasons:

1. The proposed Amendments are consistent with the Provincial Policy Statement with respect to encouraging the efficient use of land and promoting cost-effective land patterns, as well as supporting active transportation and transit. The proposed Amendments are also consistent with the requirement to establish development standards that may minimize the cost of residential construction and facilitate compact built form, thereby supporting Provincial policies with respect to providing an appropriate range and mix of housing types and densities.

The proposed Amendments are also consistent with the Provincial policies related to integrating land use and transportation plans, as the Amendments respond to the substantial planning for and investment in transit in Downtown Mississauga and are intended to promote transit usage and support the viability of transit investments. As well, the proposed Amendments are intended to encourage a shift away from single-occupancy vehicle usage in Downtown Mississauga, which is consistent with Provincial policies to enhance air quality and decrease greenhouse gas emissions.

2. The proposed Amendments conform to the Growth Plan policies with respect to promoting intensification and compact built form, and reducing greenhouse gas emissions.
3. A reduction in parking requirements and broadened permissions to share and make more efficient use of parking facilities on the subject lands conforms to the Growth Plan policies of directing growth and intensification to an area that is a designated urban growth centre and major transit station area. The Growth Plan requires that municipalities implement

intensification policies in their official plans and zoning by-laws, and explicitly provides that the intensification targets for major transit station areas will be supported by reduced parking standards. The proposed Amendments will support the requirement for Downtown Mississauga to meet and exceed the minimum density target of 200 residents and jobs combined by 2031 by making more land available for development that would otherwise be required for parking and by reducing the cost of development in the area.

The existing zoning by-laws are not consistent with Growth Plan policies as they do not sufficiently support intensification through appropriate parking standards.

4. The proposed Amendments also support Downtown Mississauga's conformity to the Growth Plan policies requiring development in major transit station areas to be transit supportive. The Growth Plan provides that transit investments will be extended to areas that have achieved or are planned to provide transit-supportive densities. Significant transit planning and investments have been made in Downtown Mississauga, including the implementation of the Mississauga Transitway BRT and the planned Hurontario LRT. The proposed Amendments support the continued intensification of Downtown Mississauga and a shift toward active transportation and transit usage, and therefore support the success of these transit investments and conformity with the Growth Plan.
5. The proposed Amendments conform to the Region of Peel Official Plan with respect to intensification, transit-oriented development and parking standards. The Region of Peel Official Plan calls for the intensification on underutilized lands and the reduction of the dependence on automobiles through the development of mixed-use, transit-supportive, pedestrian friendly urban environments. It further requires area municipalities to develop intensification strategies and to ensure development of a viable transit system. To that end, the Region of Peel Official plan encourages more efficient use of parking resources and encourages municipalities to update their parking and zoning by-laws.

However, the existing zoning by-laws are not consistent with Regional Plan policies as they do not encourage more efficient use of parking resources through reduced parking standards.

6. The Downtown21 Strategic Master Plan establishes a clear vision for a transition from suburban form to an urban centre in Downtown Mississauga, and establishes a direction for new parking standards that will support multi-modal travel and encourage office development. The proposed Zoning By-law Amendments are consistent with that vision and intended to support its realization by increasing the variability of new development, reducing the amount of land and space devoted to parking, and promoting dense built form.

The existing zoning by-laws are not consistent with Downtown21 policies as they impose high parking standards and only permit limited shared parking.

7. The proposed Amendments conform to the policies of the City of Mississauga Official Plan and the Downtown Core Local Area Plan, which is under appeal. The City of Mississauga Official Plan establishes that significant population and job growth will be directed to Downtown Mississauga, where the City will strive to exceed the minimum Provincial density targets of 200 people and jobs per hectare by 2031 or sooner. The Plan emphasizes the inherent relationship between intensification, a multi-modal transportation system and the creation of compact, complete communities, and provides that less land will be devoted to parking. To that end, the Official Plan's parking policies support both reduced parking standards and shared parking permissions. The Downtown Core Local Area Plan (under appeal) is consistent with the Official Plan, and also provides that consideration will be given to reduced or eliminated parking requirements in order to implement the Plan's vision for intensification, transit-oriented development, and pedestrian-focused urban design in the Downtown Core.

The existing zoning by-laws do not conform with the Official Plan and the Downtown Core Local Area Plan as they do not encourage reducing land used for parking through reduced parking standards and broadened shared parking permissions.

8. Zoning by-laws must be consistent with the Provincial Policy Statement and must conform to the Growth Plan and applicable Official Plans. The Growth Plan requires municipalities to implement intensification policies through their zoning by-laws and to support

transit-oriented development in major transit station areas through reduced parking standards. The in-force By-law 0225-2007 and new By-law 0050-2013 do not implement that intention, as they do not provide reduced parking standards and area-wide shared parking permissions typical in urban centres or that address the particular policy intentions of encouraging intensification and transit-oriented development within this urban growth centre and major transit station area. The proposed Zoning By-law Amendments conform to the Growth Plan and Official Plan intensification policies by introducing reduced parking standards and expanded shared parking permissions for the subject lands that respond directly to the existing and planned transit service in the area and that will encourage intensification and transit-oriented development across a significant portion of Downtown Mississauga.

9. The proposed Amendments for shared parking zoning throughout the Square One Lands are a step toward maximizing the efficiency of the parking supply. Shared parking is typical in traditional downtown urban areas, taking advantage of the varying temporal demands for parking generated by a mix of land uses. The gradual tightening of parking supply on the Square One Lands will continue in line with potential decline in the use of single occupancy vehicles in favour of multi-modal transportation options including active transportation, ride sharing/hailing, transit, and eventually autonomous vehicles.

Shared parking is currently permitted between a small number of lots on the Square One Lands as a result of certain minor variances. Broadening shared parking permissions across the Lands will allow for a more efficient and smaller parking supply in the area.

Respectfully submitted,

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