BA GROUP
Transportation Consultants

Parking Strategy for Mississauga City Centre

Final Report

Prepared For:
The City of Mississauga

MISSISSAUGA PLAN REVIEW

January, 2009

Table of Contents

1.0 Executive Summary

1.1 Study Purpose

The City Centre Parking Strategy is intended to guide and direct the City in meeting future public parking needs, in association with private sector development, in manner that will facilitate the area's transition to a truly urban environment.

This strategy must reflect the longer term urban design, economic development and transportation planning policies established for the area. These include a compact urban form, providing a diversity of uses including significant office and institutional employment opportunities, as well as supporting existing and future transit investment through the use of Transportation Demand Management (TDM) policies and techniques.

Figure 1 illustrates the Study Area boundaries and context.

1.2 Study Scope

The development of the recommended parking strategy includes an assessment of the following factors:

- land use forecasts to project future parking demand;
- transportation planning targets for future transit, vehicle occupancy and auto use;
- potential roles for the City regarding the provision of public parking;
- parking supply options for public involvement including identification of strategic locations and the approximate size of facilities;
- the critical relationship between the parking strategy, transit planning and transportation demand management initiatives;
- potential order of magnitude capital and operating costs for public parking involvement;
- options for financing the potential parking strategies;
- regulatory support provisions for the Official Plan and Zoning bylaw;
- implementation plans and organizational structures for public parking involvement;
- City Centre stakeholders input.

1.3 Parking Strategy Goals

The primary goals for the City Centre Parking Strategy should be:

- to support Good Urban Design and contribute to creating a walkable downtown by minimizing surface parking and encouraging higher density development through the use of parking garages that are well located and integrated with primary development;

- to foster Economic Development by assisting the private sector in achieving the development vision for the City Centre through strategic public investment in the provision of municipal parking facilities and transportation alternatives;
- to implement Transportation Demand Management by influencing commuter mode choice through parking supply management and pricing.

1.4 Primary Recommendations

To achieve these primary goals the City should:

1. Take an active role in providing a significant portion of the future commercial-institutional parking supply in appropriate locations within the City Centre;

2. Align the City Centre policy and regulatory framework to support the parking strategy by;

    - establishing a medium term parking supply target of 2.70 stalls per 100 m² GFA for office uses compared to the existing general by-law rate of 3.2, in order to recognize the higher level of transit accessibility provided at the City Centre;[1]
    - creating a distinct shared parking schedule for the City Centre that recognizes the captured market effects of a mixed-use urban area;
    - requiring a minimum of 80% of all required (by-law) parking for office, residential, and institutional development to be in garage structures;
    - requiring office and institutional developments to designate 10% of the total parking supply for car and van pool as well as auto share spaces;
    - requiring non residential uses to provide designated bicycle parking, change rooms and shower facilities in a convenient, weather-protected and secure area for approximately 4% of employees and 4% of visitors;
    - requiring residential apartments and townhouses[2] to provide designated bicycle parking in a convenient, weather-protected and secure area at the rate of 0.60 and 0.15 spaces per unit for residents and visitors respectively;
    - encouraging developments to participate in City Centre focused Transportation Demand Management programs and requiring new large scale office / institutional projects to prepare Transportation Demand Management Plans;
    - requiring 'Parking Implementation and Phasing Plans' to be submitted and approved as part of the first site plan application for a block or planning area;
    - amending the existing payment-in-lieu of parking policy to include a specific category for the City Centre;

[1] Current by-law requirements are 3.2 stalls per 100 m^2 (3.0 per 1000 sq. ft.) GFA. This rate should be reduced to 2.7 stalls per 100 m^2 (2.5 per 1000 sq. ft.) following the implementation of the BRT initiative in 2012. Further reductions could be considered when the Hurontario Street High Order Transit project is implemented.
[2] Apartments, Townhouses and horizontal multiple dwellings which do not have an exclusive use garage and driveway.

- proactively establishing paid on-street parking at every opportunity;
- enhancing urban design standards or guidelines for parking facilities;
- permitting shared-use and off-site parking provisions to be made on nearby privately held lands where available and appropriate.

3. Encourage establishment of a distinct economic value for the use of parking facilities or spaces in the City Centre in order to increase transit use as well as car & vanpooling and auto sharing by:

   - establishing a fee basis for the use of all existing and future publicly owned or controlled streets and parking facilities;
   - encouraging the *separate* identification of parking costs by unbundling them from building occupancy costs for specific development projects;
   - encouraging existing building owners/operators to work with the City to initiate test cases for user paid parking.

4. Implement the parking strategy through an organizational structure with a mandate to:

   - develop and/or operate parking facilities on City owned or controlled on-street and off-street parking facilities;
   - enter into arrangements to acquire land or an interest in land through purchase or lease;
   - enter into arrangements to acquire and/or operate surface or structured parking facilities or purchase capital equipment;
   - regulate parking rates, collect revenues and establish parking policies within the City Centre area and other identified areas throughout the City;
   - develop a business plan that integrates parking policy planning, rate structure and operations with City Centre transit and TDM planning, programs and marketing initiatives;
   - develop a capitalization plan that implements the business plan by identifying revenues required to fund operations and potential surplus revenues that may be allocated to a dedicated reserve within the overall City Centre financial strategy.

   Parking Strategy implementation should be managed within the City's corporate structure within a framework that recognizes the strategic and multidisciplinary nature of parking as a key component in achieving a strong mix of commercial and institutional uses in the City Centre. With this in mind, a senior management position should be established to deal with all parking programs throughout the City and also be responsible for the successful integration of Transportation Demand Management strategies and programs in conjunction with the City Centre Parking Strategy.

5. Implement appropriate parking and TDM policies for transit oriented development modes and corridors throughout the City based in part upon the principles described in this report. Such policies will facilitate more compact, higher-density mixed-use development and

encourage increased transit use. These policies will be especially important where the City is intent on investing in substantial new transit infrastructure such as the Hurontario Street Corridor.

1.5 Potential Scope for City Parking Involvement

1.5.1 Municipal Parking Supply Concept Plan

A critical component of the Parking Strategy reflects the need to address the financial challenges associated with the provision of large amounts of parking in the City Centre, particularly for office/employment and institutional uses, but also for retail and possibly residential uses as well. Large quantities of parking in garages do not make economic sense for private developers at the present time, given current land costs and the state of the office development market. Developers have indicated that they would welcome a plan which reduces the development costs associated with providing parking as long as sufficient supply is made available to meet building occupant demands at a reasonable price and level of service.

The recently completed Mississauga Office Strategy identifies the parking supply financial challenge described above as one of the primary impediments to attracting new Class A office buildings to the City Centre. That study recommends that the City play a major role in overcoming this challenge by actively offering to provide municipally owned garages to serve new office development, in return for a payment-in-lieu of parking contribution from the developer. The same incentive should also be provided to attract post secondary educational, other institutional and hotel projects as well.

The Office Strategy Study estimates that the long term 25 year demand for new office space in the City Centre could reach 232,255 m² (2.5 million square feet) GFA, if the existing economic disincentives are successfully overcome in the short to medium term. As the Highway 403/Eglinton Bus Rapid Transit (BRT) and Hurontario Street High Order Transit improvements are implemented and the City Centre becomes a more pedestrian friendly location, land values in the City Centre are expected to escalate, and new office and institutional development will need less assistance from the City in overcoming the economic challenges associated with expensive garage parking.

It is also possible that the City could facilitate a new full service hotel in the City Centre by supplying all or a substantial portion of the garage parking required to service such development, particularly if the municipal garage could also be used to meet some of the parking demand associated with other adjacent land uses.

In order to understand the potential location and magnitude for potential City involvement in the provision of municipally owned or controlled parking facilities, a high level conceptual outlook of the likely location for future office, institutional and hotel uses was prepared in consultation with the Planning and Building Department. While office uses are permitted in various locations throughout the City Centre, based upon discussions with potential developers it is estimated that larger scale Class A buildings are likely to locate adjacent to Highway 403 and the Hurontario Street corridor. While future hotel development is also permitted in various locations throughout the City Centre, the City has been encouraging such development to take place in or near the Civic Centre Precinct adjacent to the Living Arts Centre, City Hall, Library and future central park. This conceptual future development outlook is graphically illustrated on Figure 2.

Based upon the future development potential described above, the long term scope for municipal involvement in parking facilities could range from approximately 4,680 to 6,380 parking stalls over the twenty five year plus build out period for the City Centre. This could include:

- approximately 850 on-street parking stalls;
- approximately 2,500 to 4,200 parking stalls primarily located in new garage structures; and
- 1,330 public stalls in existing garages beneath the City Hall, Central Library and Living Arts Centre.

A Municipal Parking Supply Concept Plan has been developed which indicates in general terms the desirable location, approximate size and facility type for municipal parking involvement within the City Centre. Figure 3 illustrates the potential on-street parking supply concept. Figure 4 illustrates the potential scope for future municipally owned or controlled garages.

It is important that the City select public parking garage projects strategically, in order to maximize the utilization of the garage during both daytime and evening hours as well as on weekends. This can best be accomplished by having garages located so that they can serve more than one land use type. The details of each specific parking project will be confirmed as development plans are prepared and submitted for approval, primarily through the preparation of the recommended block level Phasing and Implementation Plans by the applicant and guided by parking business plans approved by City Council.

As a new Master Plan is developed for the City Centre area, the approximate size and location for the provision of municipally owned or controlled parking facilities should be adjusted to reflect the plan.

1.5.2 The Importance of On-Street Parking Facilities

The opportunity to provide relatively low cost and convenient on-street parking is an important component of the overall plan. The City should establish a policy framework which ensures that every new public street is carefully assessed at the design stage in terms of maximizing the on-street parking supply. This policy direction should be incorporated into the criteria applied to the Environmental Assessment process for new streets in the City Centre and any new streets achieved through draft plan on development approval. Each existing public street in the City Centre should also be reviewed to maximize the amount of on-street parking that can be retroactively provided at the earliest opportunity. Figure 3 illustrates the recommended location and approximate number of paid on-street parking stalls. The exact location of on-street parking may need to be adjusted to accommodate Mississauga Transit stops at certain locations.

1.5.3 Staged Implementation of Off-Street Parking Facilities

City involvement in the provision of new off-street commercial parking facilities could begin with an institutional project, a hotel development, a mixed-use building with office/retail and residential space or a new office building.

The size and location for the first municipal public parking garage investment will depend upon the success of the new planning policies including modified payment-in-lieu policies in attracting new office or institutional development. The first garage could range in size from 250 to 650 stalls. If the garage is located below ground, the approximate cost could be $9.5 to $24.7 million. An above ground garage cost could be $7 million to $18.2 million. The City would presumably proceed with a

payment-in-lieu contribution for the stalls from the developer which would cover $3.6 to $9.4 million of the capital cost[3], leaving the remainder to be funded by system wide user fees and other sources, including long term debenture funding over a 20 year amortization period.

Under some circumstances, the City might consider on a limited basis, the operation of temporary surface lots, which might in turn become future garage sites. The primary purpose of early involvement in paid surface lots would be to control the use of temporary parking facilities, establish a market for parking fees at the earliest opportunity and secure strategic locations for future public parking structures.

1.5.4 Potential Public Private Joint Venture Parking Facilities

In some cases, the City may consider participation in a joint venture parking structure which forms part of a private development project whereby the City might contribute financing or lease the facility for operation on a public basis. Such locations would probably include mixed-use developments with office/hotel or residential/office uses. It could also include existing or future parking garages located on the Square One regional shopping centre site, due to the substantial shared parking potential associated with the shopping centre and other land uses and property owners. Possible locations that can be identified at this time are illustrated on Figure 4.

1.6 Financial Considerations

There are three primary sources to fund the long term capital and operating costs of the plan:

- User fees (Parking Charges)
- Cash-in-lieu Funds
- Directed City Centre Tax Reserve/ Tax Increment Financing (TIF)

Public parking in the City Centre can be financed by a combination of all three funding sources, the proportion of which will change over time as parking fees are escalated.

1.6.1 Parking Charges

Parking fees should be implemented immediately in existing City owned garages with the objectives of:

- demonstrating civic leadership regarding the use of parking pricing to encourage more sustainable transportation options;
- decoupling the cost of parking from the cost of building use;
- contributing to the capital and operating cost recovery of parking investments;
- setting the example for future paid parking facilities.

In implementing paid parking at the existing garages in the Civic Centre Precinct, it is recommended that pedestrian access to the garages be improved to facilitate easy external entry/exit for the general public 24 hours per day. This will require that internal and external way finding signage be deployed

[3] Based upon an initial payment-in-lieu amount of $14,500 per stall, to be confirmed prior to adjusting the Municipal fee schedule.

for pedestrians and drivers. Lighting in the garages may need to be improved to highlight pedestrian access routes and the location of parking revenue and access control equipment. Enhanced painting in some areas may also be required to increase lighting levels and aid in identification of specific areas in the garages. A detailed implementation plan should be prepared in consultation with the Facilities and Property Management Division.[4]

1.6.2 Payment-in Lieu-of Parking Program

The existing payment-in-lieu program should be modified to include a specific City Centre category to reflect the clear intent to construct municipally owned/controlled public parking in garage structures. This will allow a developer to choose to pay cash-in-lieu of providing the required parking on a specific development site, with the intent that the City would supply the parking over time in a municipally operated public parking facility.

The payment-in-lieu amount would be set at a discount to the actual cost of providing the parking to:

- provide a financial incentive for developers to contribute to the creation of strategically located public parking facilities;
- recognize that the City will be able to recover some of the costs through user fees;
- recognize that as a municipal facility, the parking may not be subject to certain taxes;
- recognize that the parking spaces are not allocated to specific users on a reserved basis, although the general supply will be available to meet demand;
- recognize that the contributor will not have an ownership interest in the public parking facilities.

Initially, the payment-in-lieu policy will take on an economic development role in facilitating the construction of new office, institutional or hotel buildings in the City Centre with parking costs that are competitive with those incurred at suburban sites outside the City Centre. Over time, as land values and commercial building activity increases, the program will facilitate development at higher densities by relieving the builder from the full cost and design issues associated with providing on-site parking.

The initial rate for payment-in-lieu of parking would be $14,500 per stall, which is the estimated cost of providing surface parking in the City Centre today.[5] In the future, the value should be based upon a 50% discount to the estimated actual development cost per stall for a multi storey *above grade* parking garage.

1.6.3 Directed City Centre Tax Reserve/TIF Funds

Capital Funds could be made available for the parking strategy from a directed downtown tax reserve that would capture a portion of the increased tax assessment and realty tax associated with new development to help fund various public infrastructure projects.

[4] A rough preliminary budget of $750,000 is estimated for all three garages.
[5] The appropriate value will be confirmed prior to enacting the revised PIL policy and Municipal Fee Schedule.

Initially, some funds could be dedicated from local municipal tax dollars, however, given the City's relatively small share of the total tax rate (i.e. approx. 15%), this revenue source would not fund a significant portion of future parking garage costs (i.e. only some 6%). Over time, TIF legislation (tax increment financing) enacted by the Province might be accessed to provide a more substantial portion of the municipal parking program. However, it is important that this funding source not be used to reduce the user fees or parking charges below the cost of a monthly transit pass.

1.6.4 Reserve Funds

The first new municipal parking garage will not likely be constructed for at least three years. In the interim, the surplus funds generated by the implementation of paid on and off street parking in the City Centre should be directed to a reserve fund. This will reduce the amount of future debt financing required. As the on-street parking program is expanded, the surplus revenues from this component of the municipal parking program should continue to be directed into the reserve fund as well.

1.7 The Importance of Transportation Demand Management (TDM)

Parking fees are the most effective tool available to encourage transit use and car pooling, which in turn will maximize the return on the substantial public investment in new transit facilities. The current cost of a transit pass is $99 per month with taxes. It is important from a transportation demand management perspective to have parking costs at least equal monthly transit costs as soon as possible in order to drive a shift in the use of alternative transportation modes. It is vitally important that the City expand and enhance its current TDM program in association with the introduction of paid parking in the three existing City owned garages.[6] The TDM program should include:

- reduced corporate level transit pass rates for bulk purchases;
- a city supported auto sharing service;
- reduced cost car/van pool spaces in priority locations;
- designated parking for scooter, motorcycle and bicycle use;
- guaranteed ride home service.

The municipal employee TDM program should be expanded to include City Centre residents and employees in private development. The TDM program costs should be wholly or partially funded through a portion of the revenues generated by the Paid Parking Program prescribed in this Strategy. The 2009 operating budget for the City TDM program is approximately $90,000. As the acceptance for and nature of TDM programming is expanded, increased funding would be valuable to effectively support it.

The City should also require new large scale office / institutional developments to prepare TDM plans that demonstrate how significant reductions in single occupant vehicle travel can be achieved. This, in turn, will motivate them to work with and take advantage of City Centre focused TDM programs.

[6] The City has recently approved a discount transit pass program that will provide a 15% price reduction from the City, if employers provide a 25% discount, thereby reducing the cost of a transit pass to $60 per month for its own employees.

1.8 Parking Program

1.8.1 Phase 1 – Getting Started

An initial City Centre Parking Program should be implemented in 2009. The primary emphasis of this program should be:

1. Implementation of on-street paid public parking on existing and new streets in the City Centre, and other appropriate areas of the City.
2. Implementation of transportation demand management initiatives in an integrated fashion with the City Centre Parking Strategy.
3. Implementation of paid parking in the City Hall, Central Library and Living Arts Centre for both visitors and staff and provision of car/van pool, bicycle and motorcycle parking spaces.[7]
4. Establishment of a designated parking management function at the City with a mandate to develop a business and capitalization plan, actively identify public parking opportunities and implement TDM strategies and programs in an integrated fashion.
5. Establishment of City Centre specific PIL policies regarding parking.
6. Incorporation of the goals, objectives and guiding principles of this parking strategy into the Official Plan review.
7. Amendments to the zoning by-law to include a City Centre specific shared parking schedule and allow for off-site use of shared parking between different properties.
8. Requirements for the provision of bicycle parking facilities in new commercial and residential development

City Council has already approved an initial phase Paid Parking Program throughout the City Centre, starting with the following on-street locations which total approximately 603 stalls:

- Confederation Parkway (93 stalls);
- Living Arts Drive (93 stalls);
- Prince of Wales Drive (60 stalls);
- Princess Royal Drive (40 stalls);
- City Centre Drive (48 stalls);
- Burnhamthorpe Road (30 stalls);
- Shipp Drive (14 stalls);
- Kariya Gate (14 stalls);
- Sussex Gate (16 stalls).
- Webb Drive (195 stalls, of which 72 can be implemented now)

[7] Paid parking at City facilities should also include the 201 City Centre leased office space and could also be expanded outside the City Centre to include locations such as 950 Burnhamthorpe Road, Semenyk Court and the Mavis Works Offices in order to implement a broader based transportation demand management program and generate revenue to offset municipal parking costs.

Paid parking should be incorporated in appropriate locations on all subsequent new streets in the City Centre as they are built and opened. An additional 250 on-street stalls are identified on Figure 3 for deployment as the western and northern portions of the City Centre develop. This would bring the total paid on-street parking supply to approximately 853 stalls. The exact location of on-street parking on some streets will have to be co-ordinated with bus stops for Mississauga Transit.

The City should work with adjacent property owners who could be affected in the interim by people seeking free parking on their property. For example, the City could provide enforcement assistance or enter into agreements to provide access control and paid parking on private development sites through the City parking program on a revenue sharing or management fee basis.

1.8.2 Phase 2 – Initial New Development

The City would actively pursue public parking involvement and enhance zoning by-law requirements by:

1. Actively expanding the municipal employee TDM program into a City Centre focused TDM program which includes residents (through established condominium corporations) and employees in private development sites.
2. Continuing to place on-street paid parking along new public streets as they are constructed.
3. Seeking new opportunities to create municipally owned or controlled public off-street paid parking facilities in existing and new developments.
4. Working with development proponents to establish locations for future public parking facilities in conjunction with the payment-in-lieu of parking program.
5. Actively encouraging residential developers to utilize existing payment-in-lieu of parking policies to reduce on-site visitor/commercial parking by using on-street parking and public parking garages where available within reasonable walking distance.
6. Incorporating additional zoning by-law amendments regarding:
    - a reduced office parking requirement of a minimum of 2.7 spaces per 100 m² GFA, in conjunction with the arrival of BRT service in 2012
    - amendments to the zoning by-law to require a minimum of 80% of new parking facilities for office, institutional and residential development to be provided in above- or below-grade parking garages
    - requirements for the provision of reserved car/van pool spaces equal to 10% of the parking supplied.

1.8.3 Phase 3 – Development Intensification

The City would:

- actively pursue the development of off-street parking garages;
- consider joint venture parking development/operation opportunities on private development sites;

- consider further reductions in the office parking requirement with the arrival of high order transit along Hurontario Street; and
- consider the need for parking supply maximum limits for office space.

1.8.4 Nodes & Corridors Parking Policies

The City will be undertaking a review of the existing development nodes currently contained in the Official Plan in 2009. Given the desire to create higher density transit oriented development (TOD) along major corridors and in some nodes throughout the City, appropriate parking policies for these areas should be prepared, based in part upon the principles described in this report. This will serve to provide a consistent policy framework regarding parking and its critical relationship with transportation demand management, good urban design and economic development.

Typical policies which should be considered include:

- reducing parking supply requirements for commercial space, particularly office space to reflect short and long term transit service objectives.
- reducing high density residential resident parking requirements to reflect short and long term transit service objectives.
- requiring 80% of parking supply to be provided in garage structures,
- providing on-street paid public parking on major collectors and local streets at every opportunity.
- determining specific priority locations where the City could consider strategic investment in municipal parking structures in order to facilitate good urban design, transportation demand management and economic development.
- requiring new development applications to prepare transportation demand management plans which outline how the proposal will achieve significant reductions in single occupant vehicle use.

These policies will be especially important where the City is intent on investing in substantial new transit infrastructure such as the Hurontario Street Corridor.

1.8.5 Action Plan

The initiatives described above for the City Centre parking program are graphically summarized in the following Action Plan charts.

1.8.5 Action Plan
Mississauga City Centre Parking Strategy

	2009	2010	2011	2012	2013+
1. IMPROVED MANAGEMENT OF EXISTING SYSTEM					
1. Implement On-Street Paid Parking	IMPLEMENT				
2. Revitalize & Open Up Existing Garages to Public • Civic Centre • Library • Living Arts Centre	IMPLEMENT				
3. Implement Paid Parking in Civic Garages	IMPLEMENT				
4. Add 750 Burnhamthorpe Parking Lot to Municipal Parking Portfolio with Paid Parking	IMPLEMENT				
5. Add Parking Management Software	IMPLEMENT				
6. Create Web-Based Marketing & Communications Program		IMPLEMENT			
7. Initiate Paid Parking Test Programs on Private Properties		ONGOING			

1.8.5 Action Plan
Mississauga City Centre Parking Strategy

	2009	2010	2011	2012	2013+
2. POLICY & REGULATORY INITIATIVES					
1. City Centre PIL Policy	IMPLEMENT →				
2. Incorporate Parking Strategy Goals & Objectives into Official Policy Plan Review & District Policies	IMPLEMENT →				
3. New City Centre Shared Parking Schedule	IMPLEMENT →				
4. Require Bicycle Parking for New Commercial / Institutional & Residential Development	IMPLEMENT →				
5. New Requirement for 80% of Parking in Garages		IMPLEMENT →			
6. Require Designated Car / Van Pool Parking for New Office / Institutional Development		IMPLEMENT →			
7. Require Parking Staging Plans for Phased New Developments		IMPLEMENT →			
8. Revise and Improve Parking Facility Urban Design Guidelines		IMPLEMENT →			
9. Require Transportation Demand Management Plans for New Developments	IMPLEMENT →				
10. Reduced Office Parking Requirement to 2.7 / 100 m^2				IMPLEMENT →	

1.8.5 Action Plan
Mississauga City Centre Parking Strategy

	2009	2010	2011	2012	2013+
3. TRANSPORTATION DEMAND MANAGEMENT INITIATIVES					
1. Deliver TDM through Municipal Parking Program			**ONGOING**		
2. Discount Transit Pass Program		**IMPLEMENT**			
3. Add Car Share Service • Reduced Rate Car Share Parking • Car Share Corporate Membership		**IMPLEMENT**			
4. Add Employee Bicycle Spaces / Lockers in Civic Garages • 30 new spaces		**IMPLEMENT**			
5. Provide Emergency Ride Home Program	**IMPLEMENT**				
6. Create Car / Van Pool Program • Add 72 City Staff Priority Stalls in Civic Garages		**IMPLEMENT**			
7. Provide Motorcycle / Moped Spaces in Civic Garages • 15 to 25 new spaces		**IMPLEMENT**			
8. Engage City Centre Employers • Provide Comprehensive TDM Services • Link with Parking Program		**IMPLEMENT**		**ONGOING**	

1.8.5 Action Plan
Mississauga City Centre Parking Strategy

	2009	2010	2011	2012	2013+
4. NEW PARKING INFRASTRUCTURE INVESTMENT					
1. New On-Street Parking • 408 spaces on New City Centre Streets • Charge $2.00 / hour	**PLAN**		**PROVIDE AS DEVELOPMENT OCCURS**		
2. Partner with Private Sector to Deliver New Garage with Institutional or Hotel Development • 350 to 900 stalls	**PLAN**		**CONSTRUCT**		**OPEN 2012-13**
3. Partner with Private Sector to Deliver New Garage in North City Centre • 625 to 1,500 stalls			**PLAN**		**OPEN POST 2013**
4. Partner with Private Sector to Deliver New Garages in South East City Centre • 625 to 1,000 stalls			**PLAN**		**POST 2013**
5. Partner with Private Sector to Deliver New Garage in South West City Centre • 500 to 750 stalls			**PLAN**		**POST 2013**

1.8.5 Action Plan
Mississauga City Centre Parking Strategy

	2009	2010	2011	2012	2013+
5. FINANCIAL RESOURCES					
1. Charge for All City Centre Municipal Parking	**IMPLEMENT**	**ONGOING**			
2. Regularly Increase Parking Fees • Monthly Rates @ 10% per year • Hourly Rates @ 25% every 5 years	**DIRECT SURPLUS REVENUE TO GARAGE FUND**	*10% Monthly Rate Increase*	*10% Monthly Rate Increase*	*10% Monthly Rate Increase*	*25% Hourly Rate Increase 2013* *10% Monthly Rate Increase 2013*
3. Set up Parking Reserve Fund to retain annual surplus revenue	**DIRECT SURPLUS REVENUE TO GARAGE FUND**				
4. Payment-In-Lieu Policy • Create Private / Public Partnership Opportunities	**IMPLEMENT**	**DIRECT SURPLUS REVENUE TO GARAGE FUND**			
5. New Commercial Development Realty Tax Uplift • Use Portion to Fund Garages			**DIRECT SURPLUS REVENUE TO GARAGE FUND**		

1.8.5 Action Plan
Mississauga City Centre Parking Strategy

	2009	2010	2011	2012	2013+
6. MANAGEMENT STRUCTURE AND DIRECTION					
1. Approve Guiding Principles	**APPROVE**	**ONGOING IMPLEMENTATION**			
2. Create Separate Parking / TDM Department • Management Position • Multi-disciplinary team	**IMPLEMENT**				
3. Create Parking / TDM Authority?					**POST 2013**

2.0 Introduction

2.1 Study Purpose

The City Centre Parking Strategy is intended to guide and direct the City in meeting future public parking needs, in association with private sector development, in a manner that will facilitate the area's transition to a truly urban environment.

This strategy must reflect the longer term urban design, economic development and transportation planning policies established for the area. These include a compact urban form, providing a diversity of uses including significant office and institutional employment opportunities, as well as supporting existing and future transit investment through the use of Transportation Demand Management (TDM) policies and techniques.

Figure 1 illustrates the Study Area boundaries and context.

2.2 Study Scope

The development of the recommended parking strategy included an assessment of the following factors:

- Land use forecasts to project short, medium and long term parking demand;
- Transportation planning targets for future transit, vehicle occupancy and auto use;
- Potential roles for the City regarding the provision of public parking;
- Parking supply options for public involvement including identification of strategic locations and the approximate size of facilities;
- The relationship of the parking strategy to transit and transportation demand management initiatives;
- Potential order of magnitude of capital and operating costs for public parking involvement;
- Options for financing the potential parking strategies;
- Regulatory support provisions for the Official Plan and Zoning Bylaw;
- Implementation plans and organizational structures for public parking involvement.
- Mississauga City Centre stakeholders input.

Highway 403
Centre View Drive
Playdium
Rathburn Road W.
Transit Terminal
Rathburn Road E.
Square One Drive
Now Open
Prince Of Wales Drive
Confederation Pkwy.
Living Atrs Dr.
Living Arts Centre
Duke Of York Blvd.
Square One
City Centre Drive
Hurontario Street
Robert Speck Pkwy.
Princess Royal Drive
City Hall
City Centre Drive
YMCA
Central Library
Under Construction
Burnhamthorpe Road W.
Kariya Drive
Webb Drive

City Centre Zone
Future Road

STUDY AREA CONTEXT PLAN

DRAWING FILENAME: P:\61\92\04\Graphics\Jan06-09 Revisions\Fig01-01.dwg
DATE PLOTTED: January 06, 2009

GROUP

Mississauga Parking Strategy, Phase 1
6192-04, January 09

Date of October 21, 2007 Scale 1:7000

Figure 1

2.3 Background Planning Framework

The Mississauga City Centre area is transitioning in character from a suburban town centre to an urban downtown core area, a process that has been facilitated by various City planning policies and the development of the Civic Centre Precinct.[8]

In January of 2001, City Council enacted and passed by-laws to adopt new City Centre District Policies and a district-wide City Centre zoning by-law. In addition, City Centre Urban Design Guidelines were endorsed. One of the overriding goals was to create a planning framework which would promote a distinctive, predominately urban character and identity for Mississauga's City Centre.

To achieve these goals, policies were approved which assist in:

- opening up and promoting new development;
- attaining transit-supportive development densities;
- attaining a vibrant, intensive, mix of uses;
- realizing pedestrian-friendly, active streetscapes; and
- integrating a high standard of urban design.

Approved policies and guidelines specific to parking include:

- encouraging on-street/metered parking;
- generally discouraging above-grade parking structures in favour of below-grade parking;
- discouraging extensive surface parking;
- outlining urban design guidelines for parking and parking garages; and
- supporting the reduction or elimination of parking requirements.[9]

The City Centre area includes a 153,290 m² (1.65 million sq. ft.) GLA major regional shopping centre (Square One) and several office buildings with 334,450 m² (3.6 million sq. ft.) GFA as well as a 330 room hotel. In the last five years, the area has experienced tremendous growth in the residential sector, with over 5,000 new high density residential units built or under construction. Several real estate investment firms have prepared concept plans for future development of existing surface parking lots in the City Centre with retail/commercial, office and residential uses in a compact urban form. However, the economic challenges associated with replacing the surface parking and adding to the supply in the form of expensive parking garages are substantial, especially

[8] The Civic Centre Precinct includes the Central Library, City Hall and Living Arts Centre which is bounded by Burnhamthorpe Rd. on the south, Duke of York Blvd. on the east, Prince of Wales Dr. on the north and Living Arts Drive on the west. BA Group completed a Civic Centre Precinct Parking Study in May 2007.

[9] The City Centre Zoning By-law has implemented the latter policy by reducing required resident parking for apartments to a minimum of 1.0 space/unit, and reducing required parking for commercial development at Square One Shopping Centre from 5.4 spaces/100 m^2 (5.02 spaces/1,000 sq.ft) GLA to 4.57 spaces/100 m^2 (4.25 spaces/1,000 sq.ft) GLA.

if the projects are competing with alternative development locations outside the City Centre which rely to a much larger degree on the use of substantially cheaper surface parking.

The City is undertaking a major place making initiative which promotes a series of public community events focussed on the Civic Centre Precinct and is currently exploring ways to renovate the public plaza's and streetscape to facilitate a more active and people friendly environment. The City has also recently completed a study of office development potential in order to understand how additional employment opportunities can be attracted to the City Centre. One of the primary recommendations of the study is for the City to take an active role in helping office projects meet their parking needs through the use of municipal parking garages which are jointly funded by both developers and the City.

More recently in 2008, Metrolinx – the GTA Regional Transportation Planning Agency has identified the City Centre as an important future "Mobility Hub". Mobility Hubs are intended to include high density mixed-use development centred on multiple high order transit services.

The City Centre Transit Terminal provides a high level of transit service between the core area and the rest of Mississauga. The adjacent GO Transit bus facility also provides a good level of regional express bus service, especially with respect to linking major universities in the GTA. In 2012, the City will substantially enhance east west transit service across the municipality with the completion of the first phase of the Highway 403 Bus Rapid Transit (BRT) line, especially in terms of providing more convenient access into Toronto via the western terminus of the Bloor Danforth subway line at Kipling Station. The City is also exploring options for providing a High Order Transit Service along Hurontario Street from Lakeshore Road north to Queen Street in downtown Brampton. This will further enhance regional and local transit linkages and clearly establish the area as a Mobility Hub.

With the development context, urban design initiatives and planning policies described above in mind, the City commissioned this Parking Strategy in order to facilitate the development of the City Centre to its full potential as a truly urban environment.

Ideally, the Strategy should not only guide development in terms of urban form, but also serve as an economic development initiative in terms of facilitating practical and marketable development by the private sector. It should also include integrated Transportation Demand Management (TDM) initiatives in order to capitalize on the substantial public investment in existing and future public transit service and facilitate a more environmentally sustainable approach to commuter transportation.

Designated Nodes and Corridors throughout the City are intended to be locations which encourage higher density mixed-use urban development, generally at a smaller scale than the City Centre. Therefore, they could also benefit from a new approach to parking planning that would build upon the principles established for the City Centre area, but reflect the unique circumstances which are evident in each node and corridor. The City intends to review the existing nodes with a view to identifying those locations which can logically develop into attractive urban mixed-use environments. It is not anticipated that the same level of planning detail will be available for these areas compared to the City Centre. With this in mind, a policy level review of parking provisions and planning will be undertaken in order to establish new principles for future development which reflect the policies established for the City Centre.

3.0 Future Parking Requirements

Future development in the City Centre will predominantly consist of high density residential uses, including mixed-use projects which also contain retail/office/commercial and possibly hotel uses. The City also intends to facilitate new office, institutional and hotel development in order to provide improved employment opportunities, increased commercial assessment and localized services.

3.1 Office Parking Supply Target

Table 1 provides a summary of existing travel characteristics for City Centre area employees[10] and a proposed target for future parking demand based upon transit, auto occupancy (i.e. carpooling) and walk/other mode split expectations.

An office (employment) parking demand target of 2.7 stalls per 100 m² (2.50 stalls per 1,000 sq. ft.) has been identified, compared to the current general parking bylaw *minimum* requirement of 3.2 stalls per 100 m² (2.97 stalls per 1,000 sq. ft.). The demand target is based upon an auto driver mode split of 62.5% compared to an estimated 75.0% at the present time. The reduced minimum standard represents a 17% reduction in auto drivers.

Although the 1990 City Centre Secondary Plan identified a transit mode split of 40% to 50% for this area, this estimate was based upon substantially higher estimates of office development than identified by the Mississauga Office Strategy Study. It also represented the mode split that would have to be achieved to accommodate the estimated travel demand, rather than an assessment of what mode split might be achieved given expected future transit infrastructure and service levels. More recent studies for the area conducted in 2000 utilized a 15% transit mode split to test the need for various road improvements. Recent planning and urban design studies are predicted on significant transit infrastructure improvements, including the BRT link along Highway 403 and a high order transit service along Hurontario Street from Port Credit to Brampton. Although specific mode split targets have not yet been identified for these new facilities and the City Centre, we have utilized a 20% transit modal split, based upon our work in other City centre locations such Scarborough Town Centre and Markham Centre.[11] We have also assumed significant increases in vehicle occupancy to reflect the new HOV lanes along Highway 403 and the potential impact of City Centre-focused TDM programs.

As future plans for transit service in the City Centre firm up, these targets can be revisited and adjusted accordingly. For this report, the office parking supply target is intended:

- to provide guidance on setting new zoning by-law parking requirements;
- to provide an estimate of longer term office parking demand in the City Centre;
- to provide a target for future municipal parking facilities allocated for office use.

[10] Surveys at Square One regional shopping centre indicate existing customer and employee transit use levels of approximately 20 and 30% respectively. Given the high level of service provided at the City Centre Transit terminal this is not surprising. Smart Commute Mississauga surveys conducted in January, 2007, indicate City Hall employee transit use of approximately 7%.

[11] Metrolinx, the GTA Regional Transportation Planning Agency created by the Province, has identified target transit mode splits of approximately 30% for designated "Mobility Hubs", which includes the Mississauga City Centre. They also identify aggressive active transportation mode splits of 20 – 25%.

Table 1
Office Travel Mode and Parking Demand Target Assumptions

Travel Mode	Existing	Target	Change
Auto Driver	75.0%	62.5 %	-17.0%
Auto Passenger	10.0%	12.5%	+25.0%
Subtotal Auto	***85.0%***	***75.0%***	***-12.0%***
Transit	13.0%	20.0%	+54.0%
Walk/Other	2.0%	5.0%	+150.0%
TOTAL	**100.0%**	**100.0%**	**NA**
Parking Demand	3.2 /100 m^2	2.7 / 100 m^2	-17%

Notes:
1. Parking demand estimates are rounded and are based upon employee density of 4.31 / 100 m² (4 / 1,000 sq. ft.), 90% peak accumulation factor and visitor requirement of 0.32 / 100 m² (0.30 / 1,000 sq. ft.) existing and 0.27 / 100 m² (0.25 / 1,000 sq. ft.) future.

In the longer term, the Metrolinx Mobility Hub transit mode split target of 30% would reduce the target office parking ratio down to 2.31 spaces per 100 m² (2.12 per 1,000 square feet). Consideration could also be given to the implementation of parking supply limits for office and institutional uses by specifying both a minimum and a maximum amount of parking that can be provided. This approach should only be adopted when the City has implemented full BRT service in the Highway 403 corridor and high-order transit service along Hurontario Street and if it is apparent that developers are not voluntarily reducing parking supply in accordance with the various measures described in this strategy. An alternative approach would be to permit higher densities only when parking supply limits are utilized, through bonusing provisions.

3.2 Retail – Personal Service - Restaurant Parking Supply Targets

At the present time, the parking requirements for retail/personal service, restaurant and other commercial uses are governed by the new zoning bylaw which came into effect in June, 2007.

3.2.1 Square One Retail Core Commercial

Unlike most traditional downtown areas, Mississauga City Centre contains a very large regional shopping centre that generates substantial volumes of customers from a broad geographic area. This in turn generates substantial demand for parking during peak periods. In 2005, the City reduced the parking requirement for commercial development at Square One Shopping Centre from 5.4 spaces/100 m^2 (5.02 spaces/1,000 sq. ft.) GLA to 4.57 spaces/100 m^2 (4.25 spaces/1,000 sq. ft.) GLA. This reduction was based upon the premise that providing vast amounts of parking to meet peak Christmas time demand for only a few hours in the year was unsustainable in the core from an environmental, urban design and economic development perspective. This initiative reduces the need for parking at the existing centre by some 1200 parking stalls. It is expected that the savings in land area (approximately 10 acres) and parking space created by this reduction will be realized as the site is expanded and intensified in the future.[12]

[12] Many of the major anchor tenants in the centre require 4.5 to 5.0 stalls per/1000 sq. ft. in their leases, which will require a gradual phase out as the leases are renewed or modifications to these stores are made.

The Square One shopping centre also contains substantial potential for shared parking utilization during weekday daytime periods for compatible uses such as office space. On a typical weekday (Mon-Fri), from 9am to 5pm, only some 50% of the parking is utilized. This leaves some 2400 parking stalls that might be used during the weekday daytime period for compatible uses, like the Farmers Market which runs from June to October, or office uses.[13] In theory, some 92,900 m² (1.0 million square feet) GFA of office space could be constructed without any parking of its own by making use of the 2400 stalls available for sharing. However, the location of the office buildings might impose on prime retail parking immediately adjacent to the centre, which would require careful parking management in order to ensure that the least used retail parking was taken up by office workers and visitors. For example, the upper levels of the garages serving the Bay and Wal-Mart stores and the lower level of the underground garage near the Cinemas would be logical places to utilize shared parking in an effective manner. It should be noted that the shared parking potential could be made available to other developments located off of the Square One site itself, but within reasonable walking distance. However, this would require suitable provisions in the zoning by-law and a legal or lease agreement between different property owners to secure the parking over a reasonable term.

3.2.2 Retail - Personal Service & Restaurant Uses

Retail uses in a retail centre less than 2,000 m² (21,528 sq. ft.) GFA are required to provide parking in the zoning by-law at a rate of 4.3 spaces per 100 m² (4.0 spaces per 1,000 sq. ft.) while parking for restaurants in these centres would be required to meet the applicable by-law rate ranging from 6.0 to 16.0 spaces per 100 m² (5.57 to 14.86 spaces per 1000 sq. ft.) for take out and regular/convenience restaurants respectively. Retail centres greater than 2,000 m² (21,528 sq. ft.) GFA are required to provide parking at a rate of 5.4 spaces per 100 m² (5.0 spaces per 1,000 sq. ft.), including restaurants. A single retail store is required to provide parking at the rate of 5.4 spaces per 100 m² (5.0 spaces per 1,000 sq. ft.).

Personal Service establishments are required to provide parking at the rate of 5.4 spaces per 100 m² (5.0 spaces per 1,000 sq. ft.).

Retail Stores and Personal Service Establishments are permitted in CC2 to CC4 zones only as accessory uses. The required parking rate for these uses when developed in conjunction with residential apartments has been reduced from 5.4 spaces/100 m^2 (5.0 spaces/1,000 sq. ft.) GFA - non-residential to 4.3 spaces/100 m^2 (4.0 spaces/1,000 sq. ft.) GFA - non-residential. This lower standard recognizes the parking requirement established in Zoning By-law 0225-2007, for retail commercial developments that are less than 2,000 m^2 (21,528 sq. ft.) GFA - non-residential and the captive market effects whereby a significant portion of the patrons to such establishments will likely come from adjacent office buildings and employment uses, who can walk to the site. The same parking rate applies to smaller retail-commercial developments located in office and other mixed-use buildings. In fact, if such uses are less than 10% of the floor area in an office building, the lower office rate of 3.2 spaces per 100 m² (2.97 per 1,000 sq. ft.) applies.

The existing parking requirement for regular and convenience restaurants should also be reduced to reflect the fact that a significant number of patrons will come from nearby office and commercial uses and be able to walk to the site. The City recognized this factor in approving a reduced

[13] 2400 stalls is based upon using approximately 35% of the supply or 70% of the vacant stalls, leaving a 15% level of service factor to facilitate finding a space in a reasonable amount of time.

restaurant parking requirement of 10.0 stalls per 100 m² (9.29 stalls per 1,000 sq. ft.) for the block of land in the northeast quadrant of Rathburn Road and Duke of York Blvd where it was recognized that people dining and going to the Cinema could use the same parking space once. Preferably, the captive market effects described above could be recognized in a City Centre shared parking schedule.

A strong mix of retail/personal service establishments and restaurant uses in traditional downtown settings, most with less public transit accessibility than the City Centre tend to exhibit substantially lower parking demand characteristics and supply needs compared to traditional suburban shopping centres – generally in the 2.70 to 3.20 stalls per 100 m² (2.5 to 2.97 stalls per 1,000 sq. ft.) range. This is due to the type of retail and service uses that characterize the downtown, the overall floor area provided and the fact that a significant source of weekday (Monday to Friday) daytime market demand for such uses is derived from the surrounding employees and residents who can access the stores and services within walking distance. During evenings and weekends when external demand is generated for the retail uses, the vacant office parking in both private and public sector parking facilities is typically used to accommodate peak demand, should it occur. In this regard, developments should be encouraged to share parking between individual building sites where appropriate.

In the longer term, the City should plan to implement a gradual but deliberate reduction in parking supply requirements for existing and new mixed-use commercial developments, leading to a simplified parking requirement for all mixed commercial uses ranging from 2.7 to 3.2 spaces per 100 m² of GFA.

3.3 Residential Parking Supply

In January of 2001, City Council enacted and passed by-laws to adopt new City Centre District Policies (Amendment 20) and a district-wide City Centre Zoning By-law (By-law 0005-2001).

One of the overriding goals for City Centre was to create a planning framework which would promote a distinctive, predominately urban character and identity for Mississauga's City Centre. To achieve these goals, policies which assisted in promoting new development, attaining transit-supportive development densities, and realizing pedestrian-friendly, active streetscapes were recommended by the Planning and Building Department and approved by City Council.

One factor in achieving these objectives related to parking requirements. The policies for City Centre stated that consideration would be given to reducing or eliminating parking requirements. The City Centre Zoning By-law implemented this policy by reducing resident parking for apartment units to 1.0 stall per unit and eliminating residential visitor parking requirements.

The elimination of the visitor parking requirement has resulted in significant shortages of conveniently located visitor parking for some recently constructed buildings where the developer provided a negligible amount of on site parking and where insufficient public on-street parking is available. This has lead to many resident complaints and in some cases, attempts by condominium corporations to arrange for the use of parking on nearby commercial sites.

A review of the visitor parking situation was undertaken and a recommendation was approved by Council in May 2008 to introduce a visitor parking requirement for apartments in the City Centre area. The new requirement is for 0.15 stalls per unit, based upon recent research and taking into

consideration the desire to minimize future parking supply needs and make use of shared resources such as on-street public parking where it is available. For the visitor component, a shared parking arrangement may be used for the calculation of required visitor/non-residential parking in accordance with the following:

> the greater of :
>
> 0.15 visitor spaces per unit
>
> or
>
> Parking required for all non-residential uses, located in the same building or on the same lot as the residential use, except banquet hall/conference centre/convention centre, entertainment establishments, overnight accommodation, places of religious assembly, recreational establishments and restaurants which are not permitted in the shared parking arrangements and shall be provided in accordance with applicable regulations contained in the new general zoning By-law.

This arrangement recognizes that the peak demand for residential visitors will occur late in the evening on weekends when the utilization of parking supplied for some commercial uses will be low.

Retail Stores and Personal Service Establishments are permitted in CC2 to CC4 zones only as accessory uses. The required parking rate for these uses when developed in conjunction with residential apartments was reduced from 5.4 spaces/100 m^2 (5.0 spaces/1,000 sq. ft.) GFA - non-residential to 4.3 spaces/100 m^2 (4.0 spaces/1,000 sq. ft.) GFA - non-residential. This lower standard recognizes the parking requirement established in Zoning By-law 0225-2007, for retail commercial developments that are less than 2,000 m^2 (21,528 sq. ft.) GFA - non-residential.[14]

The lower standard recognizes that many of the retail facilities will benefit from a "captive market", that is, residents which live in the building or surrounding buildings and office employees working in the area that will frequent the retail commercial facilities. Further, it is anticipated that the lower parking standard will encourage more retail development leading to more active streetscapes.

It is important to note that the new visitor parking requirement cannot be applied retroactively, and, therefore, would not be applicable to existing development. Other solutions for existing developments are required. The locations which are most challenging occur where little visitor parking has been provided on-site and a significant amount of public on-street parking is not available to assist in meeting the visitor demand.

The City has a substantial pool of parking beneath the Civic Centre Precinct buildings that is vacant in the late evening most of the year and which could be used to accommodate some residential visitor demand from buildings in close proximity. For example, there are approximately 250 parking spaces available in the Central Library garage most weekday and weekend evenings which could be used to accommodate residential visitor parking demand. This garage could be used to serve the excess

[14] To date, all accessory non-residential uses developed in conjunction with new residential apartments in City Centre are less than the 2,000 m^2 (21,528 sq. ft.) threshold. Only one development currently under application at 398 City Centre – Amacon Developments, is proposing to exceed this threshold with approximately 3,050 m^2 (32,830 sq. ft.) of commercial floor space.

demand associated with the existing residential apartments along Duke of York, just south of Burnhamthorpe Road West. Similarly, there are approximately 400 stalls available in the City Hall garage most weekday and weekend evenings, when residential visitor demand peaks. This garage could be used to serve the excess demand associated with The Capital development, just east of the Civic Centre. The Living Arts Centre garage can also accommodate approximately 100 residential visitors many evenings, except when a major event is taking place.

In order for the Civic Centre garages to effectively serve external visitor demand in a convenient and safe manner, the pedestrian access routes must be upgraded in terms of convenience, appearance, lighting and security features. This will probably require providing pedestrian access to the garages via the ground floor lobbies of the civic buildings, similar to that which is typically provided in other traditional downtown areas.

In addition to considering opening the underground parking located at the Civic Centre Precinct buildings, the City should actively pursue the provision of on-street parking with appropriate time durations.

Prior to June 2008, the scope of the PIL program, as outlined in the Corporate Policy and Procedures, stated that PIL is applicable to all non-residential land uses in Residential Districts and the City Centre District, and to the residential component in mixed residential / commercial uses (such as apartments above retail commercial or office commercial uses) in established commercial areas. In June 2008, the scope of the PIL program was expanded to include residential visitor parking in all areas of the City in both mixed-use environments and single-use residential buildings.

3.4 Other Land Uses

Generally speaking, parking requirements for land use categories in the City Centre other than the predominant ones outlined above should follow the requirements in the general Mississauga zoning bylaw.

3.5 Shared Parking Considerations

The general zoning by-law contains a shared parking schedule which allows mixed-use developments to reduce overall parking supply needs by factoring in the temporal differences in peak parking demands for different land uses. For example, the schedule recognizes that restaurant uses generate peak demand during lunch and dinner, but need less parking during the morning. It also recognizes that office uses generate peak demand during the day and very low demand during evenings and weekends so that office parking could be used by restaurants to meet their peak demand during evenings and weekends.

The general zoning by-law schedule is meant to be applied to mixed-use developments located anywhere in the City and therefore is conservative in the reductions allowed for shared parking. It also allows for shared parking only for uses on the same lot.

In traditional downtown urban areas, parking is often shared amongst various uses on different lots, either formally or informally, even those lots with different ownership. This often occurs because most parking facility owners / operators charge a fee for parking and, therefore, are eager to generate business in off peak periods. For example, many office buildings in downtown Toronto keep their

garages open for evening and weekend use by theatre and sports venue patrons as well as restaurant and retail customers. Allowing shared parking between separate lots and owners should be permitted in the City Centre in order to facilitate reduced parking supply and enable garage owners to realize additional revenue generation opportunities.

Generally speaking shared parking should be permitted between lots located within 300 to 400 metres (984 to 1,312 feet) of each other and subject to registering an agreement on the title of both properties. The 300 metre distance should apply to retail, personal service, hotel and restaurant uses, while the 400 metre distance should apply to office and institutional uses. Some owners are reluctant to register an agreement on title because it encumbers their property. As an alternative, the City should investigate the legal merits of requiring a non-registered lease agreement, under which the beneficiary would be required to provide payment-in-lieu of parking if the non-registered agreement is terminated. The City of Toronto has recently relaxed its policy of requiring legal agreements registered on title in favour of simple lease agreements.

The existing shared parking schedule in the general zoning by-law does not recognize the captive market effects which occur in traditional downtown core areas, whereby a significant portion of the customers for retail, restaurant and entertainment uses are generated by office workers in the area during the day and residents in the evening and on weekends who are able to walk to the destination. The magnitude of captive market effects will vary significantly from one location to another, but generally speaking, in traditional downtown areas, the emphasis is placed on minimizing parking supply and on maximizing overall utilization of both public and private parking facilities. This contrasts with the traditional suburban parking planning mentality of ensuring that more than enough supply is provided on each lot with negligible use of vacant private parking or on-street parking. When the City invests in significant parking infrastructure, it too should be motivated to attract maximum utilization of its facilities, in order to generate revenue to pay for expensive parking garages and provide economic benefits for private developments by reducing their need for private parking. Some cities implicitly recognize captive market effects by substantially reducing the requirements for entertainment uses and restaurants and for smaller scale retail stores and personal service shops, on the assumption that most of the business for them will come from nearby residents or office workers and that the city should be encouraging transit use for longer distance patrons in any event. For example, the City of Toronto does not have a parking requirement for restaurant uses in the central area. The City of Mississauga partially recognized this factor when it adjusted the parking requirement for retail/personal service uses located in residential condominium projects from 5.4 to 4.3 spaces per 100 m² (5.0 down to 4.0 spaces per 1,000 sq. ft.) GFA as described in section 3.3. However, it did not lower the requirement for restaurant uses. As pointed out earlier, in section 3.2.2, the City reduced the parking ratio for restaurants from 16.0 to 10.0 spaces per 100 m² for the development block located in the northeast corner of Duke of York and Rathburn Road in order to recognize the captive market effects between the restaurants and Cinemas located on an adjacent block.

Recent studies of the parking demand generated by the commercial uses located in the Port Credit Village mixed-use project created by Fram Developments indicate that the standard application of the City's general by-law parking requirements, including the shared parking schedule – results in a substantial overestimate of parking needs. As mentioned before, the general zoning by-law shared parking formula is meant to be applied to a wide range of situations across the City and while it may be appropriate for stand alone suburban oriented projects, it will not accurately reflect the parking requirements for traditional main street type mixed-use developments that are located within a larger mixed-use commercial area and which have a substantial population of residents or workers located nearby who can easily walk to the development.

Table 2 illustrates modified shared parking factors that could be applied to City Centre land uses, based upon the research described above. The modified factors are illustrated in red and compared to the factors currently provided in the general zoning by-law which is applicable City wide. It is important to note that the existing general zoning by-law rate for restaurant uses should not be reduced to 10.0 spaces per hundred m² as described earlier, *if* the shared parking factors for restaurants in Table 2 are adopted.

3.6 Specialty Parking Considerations

3.6.1 Car & Van Pool Parking

In order to encourage people to utilize van and car pooling as an alternative to single occupant vehicle travel, priority locations in parking facilities should be provided for such users.

In order to demonstrate leadership in this area, the City should provide priority spaces in its various facilities that serve primarily employees. These stalls should be located to reduce walking distance and circulation time in the parking facility and be offered at a reduced parking fee. Initial locations should include:

- 48 spaces in the City Hall garage adjacent to the building entrances;
- 20 spaces in the Library Garage adjacent to the building entrances;
- 4 spaces in the Living Arts Centre Garage adjacent to the building entrances.

The number of stalls outlined above are based upon the goal of providing 10% of the employee parking supply for reserved car/van pool spaces. Based upon recent research into City employee travel characteristics conducted by Smart Commute Mississauga, approximately 5% of employees who arrive by car and park on site are already carpool passengers. An additional 5% of employees are dropped off by someone who does not park on site. In order to increase the proportion of car/van pool participants to 10%, reduced cost priority locations should be provided in each civic parking facility. In order to qualify for use of the reserved spaces at reduced cost, participants must be registered with the City and provided with a decal or hang tag linked with the specific license plate of the vehicle. The highly visible location of the stalls immediately adjacent to an entrance to the building would act as a substantial deterrent to misuse. However, the City would conduct random enforcement of the stalls as well.

The City should also consider including car/van pool parking requirements for office/institutional projects in the zoning by-law. Recent surveys of travel characteristics for employees in the City Centre area indicate that approximately 10% are car pool passengers who either park on site or are dropped off. Therefore, a similar target of 10% of the spaces should be established for employee parking at office/institutional uses. Since the City does not own or control private parking facilities, it cannot dictate pricing policies, only encourage their use. The primary incentive for private developers would therefore be the desire to utilize what would otherwise be vacant parking. However, this would require enforcement by the City which might be difficult without the ability to require that the vehicles and participants be registered with the City as car poolers. The primary and initial emphasis should be on office / institutional uses because they are the predominant generator of peak period commuter trips, which should be targeted for reduction. The zoning by-law should also exempt small developments which require 30 or less spaces.

3.6.2 Car Share Service Parking

In the GTA area, there are currently two private car share service providers – Autoshare and Zipcar – who provide vehicles on an hourly or daily basis, with relatively short reservation timelines. This allows employees or residents to gain access to a car for personal or business trips, thereby reducing or eliminating the need for personal vehicle ownership and travel on a regular basis. This service removes one of the major reasons people cite for not using transit or carpooling – access to a vehicle if they need it.

Research indicates that each auto share vehicle typically reduces the demand for parking by 6 to 7 vehicles. The City of Toronto has recently adopted a policy of allowing condominium developments to reduce their resident parking requirements by ten spaces for each car share service space provided in conjunction with an agreement from a recognized car share service company. From a practical perspective, car share service providers will not consider more than one vehicle for approximately every 150 units. There is some concern that the number of car share service spaces in private developments may not be sustainable over time.

The Parking Authority of Toronto provides for car share spaces in its garages and surface lots at a reduced monthly rate to the company providing the service. These spaces serve nearby commercial developments (especially office uses) as well as residential development. This practice should be adopted for the municipal parking program in the City Centre and the practice of reducing parking requirements in private developments for providing car share spaces should not be adopted.

Given the large concentration of high density residential buildings in the City Centre and the City Hall and other office uses, the potential for car sharing to encourage more people to take transit is significant. On the other hand, car sharing services are typically provided in established downtown core areas with high densities and high order transit services in place. In partnership with an existing car share service provider, the City has applied for financial assistance from the Ministry of Transportation's Ontario TDM Municipal Grant Program to support a car sharing pilot project in Mississauga City Centre. With this in mind, it is important that the City work to establish a pilot program as soon as possible. If the proposal is not chosen to receive funding, or funding is not sufficient in amount or duration, the City should not hesitate to utilize some of the funds from the paid parking program in the City Centre to subsidize a pilot project.

An important TDM measure which the City could undertake is becoming a corporate member of the car share service so that it's employees could take advantage of reduced rates for work-related travel. This would make it possible for some employees to leave their cars at home to take transit, carpool, walk or bike to work, because they could access a car on a temporary basis should the need arise.

3.6.3 Bicycle Parking & Facilities

Many Cities have recently completed or are currently undertaking Cycling Master Plans which include an emphasis on providing regular bike routes which can be used for commuting and non recreational travel purposes on a regular basis. Mississauga is currently completing its own Cycling Master Plan.

Bicycle use for work trips typically ranges from 1.5 to 2.0 % in most urban areas, although a review of recent surveys of work trip patterns of both City and private employees in the City Centre area indicate that cycling for work trips is negligible.

TABLE 2
SHARED PARKING FACTORS

	Proposed City Centre Formula					Existing General By-law Formula			
Type of Use	*Weekday Shared Parking Time Factors*					*Weekday Shared Parking Time Factors*			
	Morning	*Noon*	*Afternoon*	*Evening*		*Morning*	*Noon*	*Afternoon*	*Evening*
Office	100%	90%	95%	10%		100%	90%	95%	10%
Retail - Personal Service	*50%*	*50%*	*70%*	*75%*		*80%*	*90%*	*90%*	*90%*
Retail Core Commercial	*45%*	*65%*	*75%*	*80%*		*80%*	*90%*	*90%*	*90%*
Restaurants	*25%*	*40%*	*25%*	100%		*20%*	*100%*	*30%*	100%
Overnight Accommodation						*70%*	*70%*	*70%*	100%
rooms	*50%*	*25%*	*25%*	65%		*NA*	*NA*	*NA*	NA
other	*95%*	*100%*	*90%*	95%		*NA*	*NA*	*NA*	NA
Residents	*90%*	*65%*	*90%*	100%		*90%*	*65%*	*90%*	100%
Res Visitors	20%	20%	*20%*	100%		20%	20%	*60%*	100%
	Weekend Shared Parking Time Factors					*Weekend Shared Parking Time Factors*			
	Morning	*Noon*	*Afternoon*	*Evening*		*Morning*	*Noon*	*Afternoon*	*Evening*
Office	10%	10%	10%	10%		10%	10%	10%	10%
Retail - Personal Service	*65%*	*80%*	100%	*30%*		*80%*	*100%*	100%	*70%*
Retail Core Commercial	*85%*	*100%*	100%	*85%*		*80%*	*100%*	100%	*70%*
Restaurants	20%	*85%*	50%	100%		20%	*100%*	50%	100%
Overnight Accommodation						*70%*	*70%*	70%	*100%*
rooms	*70%*	*25%*	*25%*	*50%*		*NA*	*NA*	NA	*NA*
other	*95%*	*95%*	90%	*95%*		*NA*	*NA*	NA	*NA*
Residents	90%	*65%*	90%	100%		90%	*65%*	90%	100%
Res Visitors	20%	20%	60%	100%		20%	20%	60%	100%

Notes:
1. Red percentage values indicate revised/new factors compared to general by-law schedule.
2. Shared parking formula factors are to be utilized in conjunction with the parking supply rate for each land use type contained in the general zoning by-law.

The provision of adequate, safe and convenient bicycle parking and support facilities are important to encourage increased use of bicycles as a regular mode of transportation for both commuters (employees) and visitors to commercial, institutional, recreational and residential uses in the City Centre. In contrast the absence of these facilities will deter regular bicycle use for non recreational purposes. Increased cycling will reduce the growth in vehicle trips and support more sustainable urban travel patterns.

Toronto, Calgary, Vancouver, Halifax, Ottawa and Kingston have adopted Bicycle supply requirements for commercial and residential land uses. The City of Toronto has recently undertaken a review of its bicycle parking requirements for both residential and non residential uses and is proposing to improve the requirements. Mississauga does not currently have any requirements for providing bicycle parking and support facilities in its zoning by-law.

Generally speaking, these forward looking government agencies have been requiring the provision of bicycle parking at a rate which significantly exceeds current use, ranging from 2 to 7% of employees. For example, the City of Toronto currently requires bicycle parking at the rate of .08 spaces per 100 m² of non residential floor space of which 80% is required for building occupants and 20% for visitors. For traditional office space, this equates to providing bicycle parking for about 1.6 % of the occupants. The proposed new requirement for office space would be 0.28 spaces per 100 m² – a 3.5 times increase – of which 0.13 is for building occupants (i.e. employees) and 0.15 is for visitors. In the downtown core, the requirement will increase to 0.40 spaces per 100 m². These new requirements reflect an increase in employee bicycle parking up to approximately 3.2% to 5% of employees. The employee parking spaces are required to be provided in secure covered storage areas whereas the visitor parking includes racks or posts that bikes can be temporarily locked to.

Based upon a review of the recent City of Toronto study and best practice information provided by the Victoria Transport Policy Institute, we suggest that the City adopt bicycle parking requirements for the City Centre which require a secure and covered supply for approximately 4% of the estimated employee load for all non-residential uses. In the case of office space this would amount to 0.17 spaces per 100 m².[15] For retail and restaurant and personal service uses, the requirement for employee bicycle parking would be 0.085 per 100 m².[16]

For visitor bicycle parking a similar goal of providing enough space for approximately 4% of the visitors should be considered. In the case of retail/personal service/restaurant uses, this would require 0.25 per 100 m².[17] For office space, the requirement for visitors would about 8% of the employee demand or 0.014 per 100 m², however, the greatest demand for visitor bicycle parking in downtown core areas of large cities is for courier deliveries, which could increase the rate to 0.03.

In addition to providing employee bicycle parking, the City of Toronto and Vancouver also require washroom, change and shower facilities for each gender. Toronto required 1 one shower/change facility for each gender in non residential buildings greater than 20,000 m² while Vancouver requires one facility per gender when 4 to 29 employee bicycle spaces are required and one additional facility per gender for every 30 spaces. This means that an office building would have to be 2353 m² GFA before shower/change facilities are required. For retail/restaurant/personal service space the floor area would have to be 4705 m². The Vancouver by-law also requires clothing lockers.

[15] Based upon an employee density of 4.31 per 100 m^2
[16] Based upon an employee density of 2.16 per 100 m^2
[17] Based upon an average visitor demand of 6 people per 100 m^2

Bicycle parking should also be provided for high density residential buildings, townhouses and horizontal multiple dwellings which do not have exclusive use garages and driveways. The City of Toronto recently reviewed its requirements and concluded that the existing rate of 0.75 spaces per unit including 80% for residents and 20% for visitors was sufficient for the city except in the downtown core where it should be increased to 1 space per unit. The parking has to be provided in a secure weather protected area of the building which would include bicycle racks in a monitored area, a limited access room or garage and bicycle lockers. The 0.75 rate would be sufficient for the Mississauga City Centre. The visitor parking component can be met through external or internal bike racks which do not have to be in a secure area, but should be visible and weather protected.

The City should provide secure bicycle parking in the Civic Centre buildings equivalent to 4% of the estimated daytime employee loads in each building. The employee bicycle stalls should be provided in secure, covered storage areas. The requirement for change/shower facilities can be met in the City Hall health club. Visitor parking for bicycles should be provided outside the buildings with lockable bike racks adjacent to the building or posts adjacent to the building or on the sidewalk.

A summary of the recommended bicycle parking requirements is provide below in Tables 3 and 4.

Table 3
Proposed Bicycle Parking Requirements

Land Use	Employees/Residents[1]	Visitors	Total
Office	0.17/100 m²	0.03/100 m²	0.20/100 m²
Retail/Restaurant/Personal Service	0.085/100 m²	0.25/100 m²	0.335/100 m²
All other non-residential uses	4%	4%	8%
Residential Apartments & Townhouses[2]	0.60/unit	0.15/unit	0.75/unit

Note:
1. Employee and resident parking must be provide in a secure area or bicycle locker. Visitor parking can be provide in lockable bike racks or posts.
2. Apartments, townhouses and horizontal multiple dwellings which do not have an exclusive use garage and driveway.

Table 4
Minimum Required Shower/Change Facilities per gender

Required No. of Employee Bike Spaces	Number of Shower Stalls per gender
0-4	0
5-29	1
30-59	2
60-89	3
90-119	4
120-149	5
150-179	6
over 179	7 plus 1 for each additional 30 bike spaces

Note: Each gender will also require a change and washroom facility, including storage lockers equal to 0.70 times the number of employee parking spaces provided.

To put the requirements in perspective, a 23,225 m² (250,000 sq. ft.) office building would have to provide 40 employee bicycle spaces in a covered and secure location and 7 visitor spaces outdoors. It would also have to provide 2 showers for each gender, including lockers and washroom facilities. Single employer buildings with a health club on site could meet the requirements by using the health club change/shower facilities. The floor area required for the bicycle parking and the shower/change facilities should be exempted from calculations for FSI purposes, parking requirements and even development charges.

3.6.4 Two Wheeled Vehicle Parking

The popularity of mopeds and scooters is increasing in urban areas. A review of motor vehicle registration data indicates that motorcycles and mopeds represent approximately 2% of all the vehicles in Ontario. Quebec has the highest number at 4%. A significant portion of owners use their motorcycle or moped for recreational purposes, not commuting and many of those who use them for commuting, do not do so during the winter. Therefore, the parking supply rate could be set lower than the vehicle registration rate.

It is difficult to charge motorcycle drivers for parking on street or in un-gated parking facilities because the paid parking receipt cannot easily be displayed and is not secure. Some municipalities like Toronto, allow two wheeled vehicles to park free on street, but payment is required in off street lots and garages. Some municipalities have been designating specific motorcycle spaces which take less space than car spaces or allowing motorcycles to park in otherwise unused space within a parking facility, primarily large end islands (striped or concrete). Calgary provides *monthly* parking in its garages at 40% of regular rates, but does not allow people to utilize the space for long term storage purposes. The discount is intended to recognize that the vehicles take up less space than cars.

Some people are advocating that two wheeled vehicles should be able to park free because of the environmentally friendly attributes. Two wheeled motorized vehicles are much more fuel-efficient than cars or trucks, and create fewer greenhouse gas emissions per kilometre. However, it appears that motorcycles and scooters emit considerably more smog forming particulates per kilometre that are linked to health problems. Therefore, the environmental benefits of using motorcycles and mopeds are mixed.

It is recommended that the City investigate locations within the three Civic Centre garages where motorcycle parking for 1 to 2% of the capacity of the garage could be provided. Theses spaces could be provided on a monthly basis at a 40% discount to regular monthly rates.

Specific requirements for private development projects should not be implemented as they tend to manage their own parking resources to reflect tenant monthly parking needs.

4.0 Potential Public Sector Parking Involvement

4.1 Why Public Sector Parking Involvement

4.1.1 Public Policy Rationale

Parking is not just a place to leave your vehicle, it is also an important ingredient in good urban design, economic development and Transportation Demand Management (TDM).

Urban Design Considerations

Parking policies can support good urban design by:

- minimizing the amount of overall parking required in zoning by-laws;
- discouraging surface parking;
- facilitating more compact urban development that is more pedestrian friendly and easier to serve with public transit through the use of parking structures that are well located and integrated with primary development;
- carefully planning the location of both municipal and private public parking facilities to ensure they maximize the development potential of developments blocks or areas;
- including good quality and well thought out design features that set an example for development and an image for the area the facility serves; and
- considering the potential to incorporate green building design features that may reduce the environmental impact of new parking facilities and potentially the buildings they are meant to serve.

Economic Development Considerations

The provision of municipally controlled public parking infrastructure can encourage new commercial and institutional uses to locate within the City Centre, which, otherwise, may have found the amount and/or cost of providing the required parking prohibitive.

Parking policies can foster economic development by:

- encouraging the provision of well designed and strategically located municipal parking facilities which will allow multiple users and property owners to benefit from economies of scale, efficient use of parking and land resources;
- allowing builders to provide a cash payment to the municipality in lieu of providing parking for a building on the same site, thereby reducing the proliferation of many small parking facilities and facilitating the intensification of building sites; and
- allowing the municipal government to provide financial support in terms of developing parking facilities for shared use at less cost than the private sector.

Many municipalities make substantial capital investments in parking infrastructure in order to support economic development in their traditional core areas. For example,

- Brampton has three downtown garages with 1400 stalls and a fourth 225 stall garage under construction with an estimated replacement[18] cost of approximately $48 million.
- Oshawa has 2,700 public parking stalls, including three downtown garages with 1666 stalls. The estimated replacement cost of the system is approximately $40 million. The strategic plan calls for additional garages as some surface lots are used as development sites.
- Hamilton has 7,100 public parking stalls with an estimated replacement cost of approximately $55.0 million.
- London has 4,400 public parking stalls with an estimated replacement cost of approximately $55.0 million.
- Ottawa has 6,100 public parking stalls with an estimated replacement cost of approximately $65 million.
- Winnipeg has 5,750 parking stalls with an estimated replacement cost of approximately $65 million.
- Kingston has 3,800 public parking stalls with an estimated replacement cost of $24 million and is considering a third garage to support the two hospitals located downtown as well as Queens University.
- Barrie recently completed a 300 stall garage at a cost of $10 million and has a parking strategy that plans for several more over the next 10 to 15 years in order to facilitate redevelopment of their surface lots. The existing system has 2,350 public parking stalls with an estimated replacement cost of approximately $23.0 million.
- Saint John, New Brunswick will shortly develop a garage with up to 600 stalls to support a new Justice Complex and Police HQ, with an estimated cost of approximately $15.0 million. The Strategic Parking Plan identifies the long term need for two more garages as demand dictates.
- Fredericton, New Brunswick has two garages with 900 stalls with an estimated replacement cost of $22 million and is on the verge of constructing an additional 400 stalls in conjunction with a new conference centre and office complex.

Most of the examples described above include a substantial municipal role in meeting employee parking demand for private sector development as well as providing parking for visitors/customers to private commercial establishments. All of the examples above charge user fees for visitors and monthly parkers.

The City of Calgary has implemented a very successful Parking Strategy that involved the creation of a Parking Authority in order to generate the front end funds required to construct a series of strategically located parking structures throughout the downtown core area. This program was based upon a downtown parking strategy that was developed many years ago, with a primary emphasis on influencing employee travel habits through supply and pricing management. This was achieved by adopting a mandatory cash-in-lieu policy that requires developers to limit the amount of on site

[18] Replacement cost is the estimated current cost (2008) of providing the parking facilities.

parking to 50% of the maximum required in the zoning by-law. It also requires them to pay a mandatory cash-in-lieu amount per stall to the municipality for the remaining 50% which is then utilized to develop municipally owned parking facilities in the downtown area. The strategic plan also called for the garages to be located on the periphery of the core along major commuter routes in order to intercept automobile traffic before entering the inner core area. The Calgary Parking Authority is now the second largest municipal operation in Canada, with some 12,800 parking stalls and an asset value of some $115 million. Parking charges in the downtown area for commuter parking are similar to those in downtown Toronto. The Parking Authority also provides a substantial supply of short term visitor parking both on- and off-street.

The Calgary model was financially successful because the substantial amount of existing on- and off-street parking facilities, plus the cash-in-lieu payments, generated enough funds to sustain the system. Building owners and/or developers were amenable to the plan because of the high demand for office space and the economic benefits of the cash-in-lieu program. The initial scale of the Mississauga program is much smaller, as is the demand for office space. Therefore, a similar system is not recommended for the City Centre at this time.

Shared Parking Facilities reduce costs and facilitate higher density development

Transportation Demand Management Considerations

As transportation planners and government officials have increasingly realized, there is a limit to the amount of road and freeway infrastructure that can be constructed from a financial and environmental sustainability perspective. More emphasis must be placed on developing effective transit service and on managing transportation infrastructure in a more efficient manner through TDM policies and techniques. The provision of parking services is an important but often overlooked component in this process. The City of Mississauga has recognized these factors in developing its new strategic plan – whereby it identifies "Developing a Transit Oriented City" as one

of five strategic pillars for change. The City also recognizes the importance of providing mobility choices for residents, including: walking; cycling; and other active modes in addition to transit in its objectives for Completing Our Neighbourhoods (Pillar #3).

Parking related TDM policies and techniques which can be used to encourage transit use, car/van pooling, walking, cycling and moped/motorcycle use include:

- parking pricing that is the same or higher than transit fares;
- full cost pricing for parking facilities at the individual user level;
- parking cash out & reduced cost transit benefits;
- co-ordinating parking supply strategies with transit initiatives;
- provision of specially designated car and van pool stalls in convenient locations;
- reduced parking fees for car/van pooling;
- provision of parking stalls for bicycles and motorcycles;
- provision of car share and bike share services in both public and private parking facilities;
- implementing parking supply limits in zoning ordinances;
- demonstrating leadership by applying all of the above policies and techniques to municipal employee parking.

Many of these policies and techniques can be applied to the Mississauga City Centre in order to encourage reduced single-occupancy vehicle use over time.

Paid Parking is a powerful TDM tool

Free and abundant parking encourages people to drive alone rather than car or van pool, be dropped off or picked up, walk, cycle or take transit. When parking is provided free of cost to the user, but public transit is not, public transit is at a substantial marketing disadvantage.

Significant costs are incurred to purchase the land for parking, build it, as well as maintain and operate it. When parking is provided to the user free of cost, the driver is not able to fully appreciate the real cost of the service. Like most goods and services, demand for parking will not be restrained if it is free or very low in cost. In many cases the actual cost of parking to the driver is hidden or subsidized through the rents that are charged for retail, office and residential space. In the case of retail space, the higher rents that result are passed onto the consumer in the prices for goods in the store. In the case of office space, the cost is passed on in the form of higher prices for the service provided or if government offices, in the form of higher taxes. In some cases, free parking discourages the owner of the parking to spend the money that is necessary to provide well designed, maintained and operated facilities. The cost of parking for housing is directly borne by the owner or passed on to the tenant in the rental rate. Excessive parking, whether required by municipal regulation or supplied by the developer increases the cost of housing. This is especially of concern for affordable housing projects where the cost of parking can be more than the land cost per unit and make the rental or purchase cost higher than it need be.

In order to encourage car/van pooling, walking and transit use, the use of parking should be moderated in terms of supply and through visible parking costs that the user pays directly for. In order to encourage efficient use of parking resources, reserved parking should be minimized if not eliminated. Where provided, it should command a premium price.

In order to provide public transit with a marketing advantage to maximize the utilization and return on public investment in transit infrastructure, the price of a parking stall to the actual user should be at least the same as the cost to use public transit. For example, cash transit fares in Mississauga are currently $2.75 each way, therefore parking costs should be at least $5.50 per visit, preferably more.[19] In Mississauga, the cost of a monthly transit pass is $99 including taxes. Current monthly parking rates in the City Centre area range from $50 to $60 in private office buildings. Therefore, the existing pricing structure is significantly cheaper than a transit pass, which is not TDM supportive.

In many cases, the actual cost of building and operating parking will be higher than the cost of a public transit trip. When this is the case, the full or higher actual cost of providing the parking should be charged directly to the user and not subsidized at the expense of the transit rider, walker or car/van pool user. This pricing strategy is especially important to apply to monthly employee parking which recurs on a regular basis and contributes to traffic congestion.

It is also important to make sure that public transit service is competitive with the car in terms of hours of operation, frequency of service and geographic coverage or the benefits of parking pricing may not be fully realized. The City Centre Transit Terminal provides a very good level of service to the City Centre from the other parts of the City. As the City, Province and Federal government invest in the Bus Rapid Transit (BRT) initiative along the 403, and the Hurontario Street High Order Transit (HOT) project, intercity transit service will be improved substantially. A parking pricing

[19] The total cost of driving includes not just parking fees, but the ongoing financing and operating cost of the vehicle. However most people view the fixed costs of owning vehicle as sunk costs and at best only consider the cost of fuel in terms of commuting expenses.

policy which encourages transit use by making parking fees significantly higher than transit fares along with supply management practices will help to maximize ridership potential on the new system, thereby maximizing the return on investment of public funds.

High Quality Transit Service reduces parking demand *Photo: Courtesy of Mississauga Transit*

City staff all currently receive free parking in the various underground garages in the City Centre precinct, which does not encourage reduced automobile use and represents a loss of significant funding for the parking system and TDM programs. Travel surveys of employees in the City Centre indicate an average transit use of 13%, but only 7% by City Hall employees despite the proximity to good transit service at the City Centre terminal. The introduction of paid employee parking in the Civic Centre Precinct in conjunction with expanded and enhanced TDM programs will provide a strong incentive for increased public transit use or car/van pooling.

It is vitally important that the City include an expanded and enhanced TDM program that is integrated within the parking program and introduced in conjunction with paid parking in the three existing City owned garages. The expanded TDM program should include:

- reduced corporate level transit pass rates for bulk purchases;
- a city supported car sharing service;
- reduced cost car/van pool spaces in priority locations;

- designated parking for scooter, motorcycle and bicycle use;
- guaranteed ride home service.

The City, working in conjunction with Smart Commute Mississauga and its internal TDM Co-ordinator have already begun developing a discount transit pass program and guaranteed ride home service.

The municipal employee TDM program should be expanded into a City Centre focused program that includes residents and employees in private development. The TDM program costs should be wholly or partially funded through a portion of the revenues generated by the Paid Parking Program prescribed in this Strategy. The 2009 budget for the municipal employee TDM program operation is $90,000. As the audience for, and nature of, TDM programming is expanded, increased funding would be valuable to effectively support it. For example, the costs to the City for funding the employer portion of the Transit discount program (25%), which are estimated at approximately $95,000 per year, could also be funded from the Paid Parking Program.

In implementing paid parking at the existing garages in the Civic Centre Precinct, it is recommended that pedestrian access to the garages be improved to facilitate easy external entry/exit for the general public 24 hours per day. This will allow the City to offer paid public parking services to wide variety of external customers, including adjacent office workers, condominium residents and visitors as well as visitors to City Hall and special community events.[20] Improved pedestrian access will require that internal and external way finding signage be deployed for pedestrians and drivers and that access be provided to elevators, through the lobbies of the buildings where such access cannot otherwise be provided cost effectively. Lighting in the garages may need to be improved to highlight pedestrian access routes and the location of parking revenue and access control equipment. Enhanced painting in some areas may also be required to increase lighting levels and aid in identification of specific areas in the garages. A detailed implementation plan should be prepared in consultation with the Facilities and Property Management Division.[21]

Another way to reduce parking supply need and peak hour vehicles on the road is to provide a significant number of designated car and van pool stalls in place of (not in addition to) parking stalls for single occupant vehicles. If these specially designated stalls are more conveniently located, attractively designed, actively marketed and strictly enforced for use by multiple occupant vehicles only, people will be encouraged to consider car or van pooling. In order to facilitate the co-ordination of vehicle sharing, large employers, parking facility owners and/or municipal government agencies should provide personnel and computer software to match people up in terms of cost, time, and travel route. The ridesharing program should also be marketed in brochures, advertisements and in human resources presentations. Where parking charges are in place, an additional powerful incentive to use car/van pooling stalls would be to offer such parking at substantially reduced rates or even free of charge. The provision of HOV lanes on arterial roads and highways, should be combined with an effective ridesharing program as described above in order to maximize the benefits associated with the capital investment in HOV lanes.

Specially designated and conveniently located parking stalls for bicycles and motorcycles/mopeds should also be provided in order to encourage people to use these alternative transportation modes.

[20] City employee paid parking demand will also continue to be accommodated in the three garages as well.
[21] A rough preliminary budget of $750,000 is estimated for all three garages.

Where parking charges are in place, reduced rates should apply to motorcycles/mopeds and parking for bicycles should be provided free of charge.

Car Pools reduce parking demand *Photo Credit: Colin McConnell/Toronto Star*

The current demand for parking at existing office buildings in the City Centre is estimated at approximately 10,800 parking stalls. If existing driving characteristics prevail over the long term, the potential 232,255 m² (2.5 million sq. ft.) of new office space that is anticipated over the long term would generate a need for an additional 7,500 parking stalls, resulting in a total demand for some 18,300 stalls. A 10% reduction in single occupant vehicle travel in favour of transit, carpooling, walking or cycling would reduce the future need for office parking by 1830 stalls, freeing up space for more compact development and significantly reducing development costs for expensive parking garages. If the parking demand reduction target of 17% described in section 3.1 of this report is achieved, the need for future office parking would be reduced by 3100 stalls. The 10% reduction would save the need for spending approximately $50 million in above ground parking costs while the 17% reduction would save approximately $87 million in above ground parking costs. There are also approximately 750 vehicles parked by City employees in the City Centre garage facilities, which could be reduced by up to 130 vehicles if the long range targets are met. This would free up existing parking space that could be leased out to adjacent developments, thereby reducing their need to supply parking and generating significant revenue for the City.

These substantial reductions in future parking supply would also increase transit ridership and revenue while reducing congestion and pollution, thereby increasing the quality of life in the City. Therefore, the introduction of effective TDM programs is an important objective of the City Centre Parking Strategy. The city should also require all large scale office / institutional projects to prepare TDM plans which demonstrate how significant reductions in single occupant vehicle travel can be achieved. This, in turn, will encourage development proponents to work with and take advantage of City Centre focused TDM programs.

Municipalities also have the ability to limit the amount of parking that is allowed for each development, although this statutory power is rarely exercised except in very large and densely built up urban areas where high order transit service and TDM programs are readily available. However, it should be noted that limiting the supply of parking will encourage people to use car/van pooling, walk, take transit or bicycle. It will also encourage the use of parking fees to ration the use of the limited supply. Therefore, the City should encourage the reduction of surplus capacity in its municipal parking facilities by proactively managing the system to increase utilization. This, in turn, will allow the City of offer parking to nearby development projects that will generate people living or working in the core area and new realty tax revenue. The City can also encourage reduced parking supply for new development by reducing the minimum amount of parking required in the zoning by-law.

4.2 Conceptual Plan for Public Sector Parking Supply

A critical component of the Parking Strategy reflects the need to address the financial challenges associated with the provision of large amounts of parking in the City Centre, particularly for office/employment and institutional uses, but also for retail and possibly residential uses as well. Large quantities of parking in garages do not make economic sense for private developers at the present time, given current land costs and the state of the office development market. Developers have indicated that they would welcome a plan which reduces the development costs associated with providing parking as long as sufficient supply is made available to meet building occupant demands at a reasonable price and level of service.

The recently completed Mississauga Office Strategy identifies the financial challenge of supplying parking in garages described above as one of the primary impediments to attracting new Class A office buildings to the City Centre. That study recommends that the City play a major role in overcoming this challenge by actively offering to provide municipally owned garages to serve new office development, in return for a payment-in-lieu of parking contribution from the developer.

The Office Strategy Study estimates that the long term 25 year demand for new office space in the City Centre could reach 232,255 m² (2.5 million sq. ft.) GFA, if the existing economic disincentives are successfully overcome in the short to medium term. As the Highway 403/Eglinton Bus Rapid Transit (BRT) and Hurontario Street High Order Transit improvements are implemented and the City Centre becomes a more pedestrian friendly location, parking demand is expected to moderate, assuming appropriate parking management and TDM initiatives are undertaken. In addition, as land values in the City Centre escalate over time, the cost of providing surface parking will become more expensive, thereby reducing the marginal additional cost to construct above-grade garage parking. This combined, with the ability to obtain more density with garage parking, will encourage more commercial developers to incorporate garage parking into their plans, thereby reducing the need for financial assistance from the City in order to overcome the cost challenges.

It is also possible that the City could facilitate a new full service hotel by supplying all or a substantial portion of the garage parking required to service such development, particularly if the municipal garage could also be used to meet some of the parking demand associated with other adjacent land uses. Similarly, a post secondary educational institution could be attracted to the area if the City were to provide all or a substantial portion of the parking required in a new municipal garage. A good example of this potential is the Intercontinental Hotel on Bloor Street in Toronto. The hotel sits on top of land and an underground garage that is owned and operated by the Toronto

Parking Authority. The air rights for the hotel generate lease income for the Parking Authority. The public garage serves both the hotel and the nearby University of Toronto campus, Royal Ontario Museum, and Royal Conservatory of Music.

4.2.1 Criteria for Public Parking Projects

It is important to establish general criteria that should be met for public sector involvement in parking.

In the early phases of development, the primary objectives should be to use parking as a tool to set the framework for future development in the City Centre. As such, the City should consider public parking projects which:

- establish a market for paid parking services at the earliest opportunity;
- encourage intensification on building sites; and
- allow the City to acquire control of strategically located land parcels that in future can be converted to parking structures or mixed-use developments.

As the area continues to develop, the City will need to proactively plan for the future implementation of public parking structures which:

- facilitate the intensification of development; and
- allow the City to establish and maintain control of a significant portion of the overall parking supply for transportation demand management purposes.

As such, investment in public parking facilities should be directed to projects which achieve the following objectives:

- provide strategically located public parking structures which can serve a variety of uses within a reasonable walking distance of the area served;
- serve developments within a reasonable walking distance of the proposed rapid transit corridor;
- achieve economies of scale rather than encourage a proliferation of smaller, less efficient structures;
- allow for the consolidation of pre existing surface lots into a structure so that surface parking can be used for development intensification;
- take advantage of publicly owned lands which are intended for other uses, but which might allow the City to provide parking more effectively (e.g. garage beneath public park or part of road/transit right of way);
- integrate commercial service uses into the ground level façade, if above grade;
- allow for other public uses to be integrated into the structure such as community centres, police sub-stations, day care centres, and recreational uses; and

- provide for convenient pedestrian linkages to/from and through the parking structure to connect with other adjacent development parcels.

With these criteria in mind, the City Centre has been reviewed from a high level conceptual perspective in order to identify areas where investment in public parking facilities would achieve the intended goals and objectives of the Parking Strategy.
The first step in developing a Public Parking Supply Concept Plan included an assessment of the potential for providing relatively inexpensive but convenient on-street parking.

In order to understand the potential location and magnitude for the potential provision of municipally owned or controlled parking facilities, a high level conceptual outlook of the likely location for future office, institutional and hotel uses was prepared in consultation with the Planning and Building Department. While office uses are permitted in various locations throughout the City Centre, it is estimated that the primary concentration of larger scale Class A buildings are likely to locate adjacent to Highway 403 and the Hurontario Street corridor. While future hotel development is also permitted in various locations throughout the City Centre, the City has been encouraging such development to take place in or near the Civic Centre Precinct adjacent to the Living Arts Centre, City Hall, Library and future central park. This future development outlook is graphically illustrated on Figure 2.

Based upon the future development potential described above, and the expected decline in demand over the long term for municipally provided garages, the long term potential scope for municipal involvement in parking facilities could range from approximately 4,680 to 6,380 parking stalls over the twenty-five year expected build out period for the City Centre. This could include:

- approximately 850 on-street parking stalls;
- approximately 2,500 to 4,200 parking stalls primarily located in new garage structures;[22] and
- 1,330 public stalls in existing garages beneath the City Hall, Central Library and Living Arts Centre.[23]

A Municipal Parking Supply Concept has been developed which indicates in general terms the desirable location, approximate size and facility type for municipal parking involvement within the City Centre. Figure 3 illustrates the potential on-street parking supply concept. Figure 4 illustrates the potential for future municipally owned or controlled garages.

This concept plan should be utilized to guide and direct the City regarding the implementation of the recommended Parking Strategy. It is important that the City select public parking garage projects strategically, in order to maximize the utilization of the garage during both daytime and evening hours as well as on weekends. This can best be accomplished by having garages located so that they can serve more than one land use type.

[22] 2125 to 3250 stalls could be provided for office/institutional employees in private development projects, representing some 34 to 57% of the 6250 stall future demand for 2.5 million sq. ft. of new office space. Should this be achieved, the City would control 14 to 21% of the overall public and private parking supply for office workers. Should transit and other non –auto use exceed the targets described in section 3.1, the amount of future employee parking for both the City and private sector will be reduced.
[23] Excludes 152 reserved spaces for Council & senior staff.

The details of each specific parking project will be confirmed as development plans are prepared and submitted for approval, primarily through the preparation of block level Phasing and Implementation Plans by the applicant and guided by parking business plans approved by City Council.

Currently envisioned development plans will likely change as the City Centre intensifies and market forces evolve which may result in some modifications to the Public Parking Supply Concept Plan over time. As a new Master Plan is prepared for the City Centre, the approximate size and location of potential municipal parking facilities should be adjusted to reflect the plan.

4.2.3 Locations Outside the City Centre

The City should initiate a paid parking program at the Provincial Offences Facility located at 950 Burnhamthorpe Road which is located just west of the City Centre.

At a minimum, paid parking should be introduced in the visitor lot by installing pay n display machines.

The City should also phase in employee paid parking in this location in conjunction with the implementation of visitor and employee paid parking at City Hall, as well as a reduced rate transit pass and other corporate TDM initiatives focused on providing viable commuting alternatives to single occupant vehicle travel.

Potential Office - Institutional Development

Existing Municipal Garages
1330 Public Stalls

Existing Office Buildings

Potential Hotels

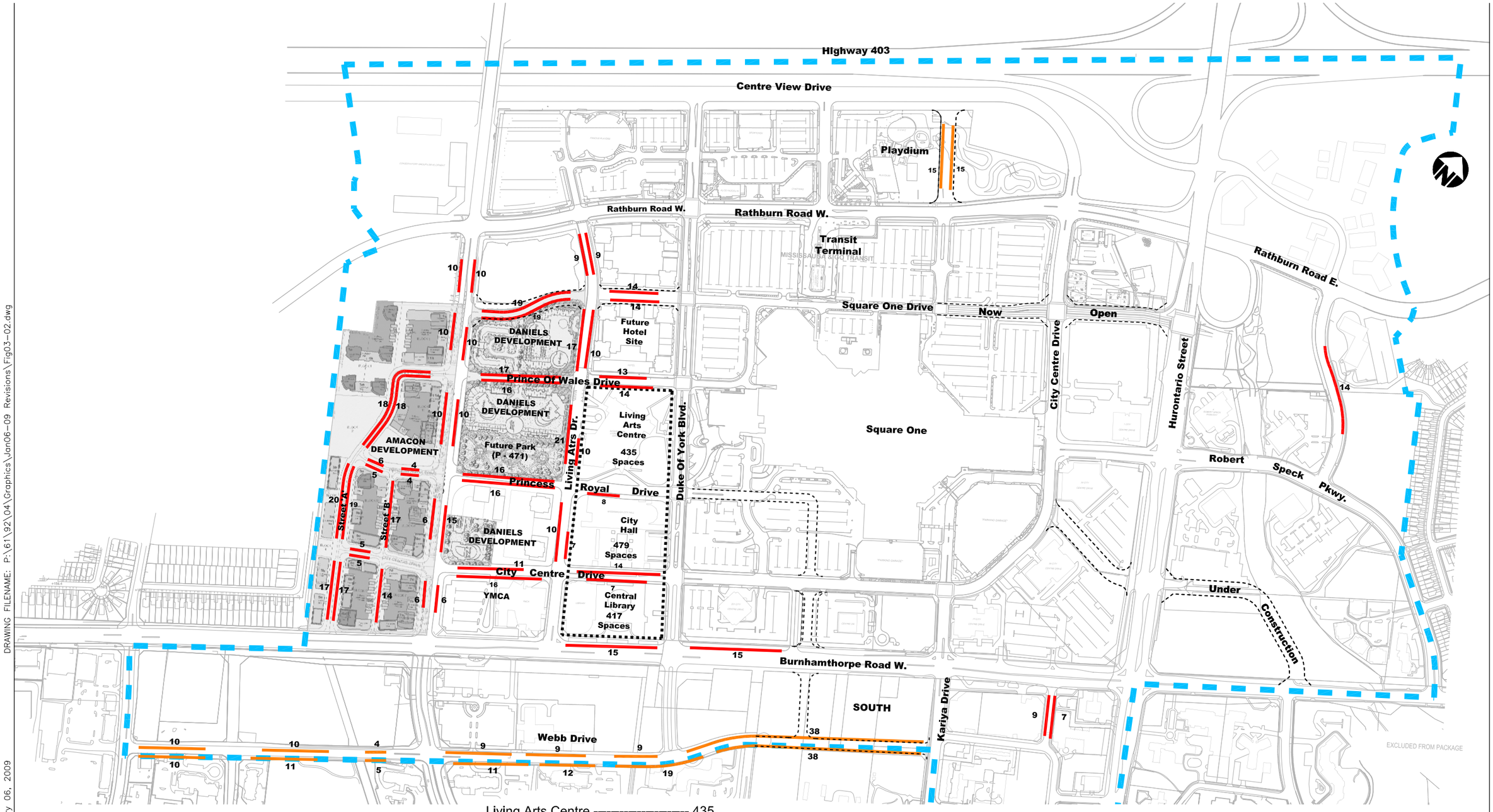
Centre View Drive
North O - I
North O - I
Rathburn Road W.
Transit Terminal
MISSISSAUGA & GO TRANSIT
West O - I
Rathburn Road E.
Square One Drive
Now
Open
Hotel
West O - I
East O - I
Hurontario Street
Prince Of Wales Drive
Hotel
Confederation Pkwy.
Living Atrs Dr.
Living Arts Centre
Duke Of York Blvd.
Square One
Robert Speck Pkwy.
O - I
Princess
Royal Drive
City Hall
City Centre Drive
YMCA
Central Library
South O - I
Southeast O - I
Under Construction
Burnhamthorpe Road W.
Kariya Drive
Webb Drive
EXCLUDED FROM PACKAGE

232,255 m² (2,500,000 sq.ft.)
of future Office - Institutional Development

0 100 200 300 400m

POTENTIAL FUTURE
OFFICE, INSTITUTIONAL & HOTEL DEVELOPMENT

DRAWING FILENAME: P:\61\92\04\Graphics\Jan06-09 Revisions\Fig02-02.dwg
DATE PLOTTED: January 06, 2009



Living Arts Centre ---------- 435
City Hall (General Parking) -------- 479
City Hall (Reserved Parking -------- 152
Library ---------- 417
Existing On-Street Supply ---------- 313
New On-Street Supply ---------- 540
2,336

Currently Proposed On-Street Parking
Additional On-Street Parking

City Centre Zone
Future Road

CURRENTLY PLANNED PUBLIC PARKING INVENTORY

DRAWING FILENAME: P:\61\92\04\Graphics\Jan06-09 Revisions\Fig03-02.dwg
DATE PLOTTED: January 06, 2009

Potential Office - Institutional Locations

Existing Municipal Garages
1330 Public Stalls

Potential New Municipal Garages

North	- 1000 - 1500 Stalls
South & East	- 625 - 1000 Stalls
West	- 500 - 750 Stalls
Office Total	- 2125 - 3250 Stalls

Potential Joint Venture Garages
350 - 900 Stalls

New Total - 2475 - 4150 Stalls

Highway 403
Centre View Drive
Rathburn Road W.
NORTH
Transit Terminal
Square One Drive
Now Open
Rathburn Road E.
EAST
City Centre Drive
Hurontario Street
Confederation Pkwy.
Living Atrs Dr.
Living Arts Centre
Duke Of York Blvd.
Square One
Robert Speck Pkwy.
City Hall
WEST
YMCA
Central Library
SOUTHEAST
Under Construction
Burnhamthorpe Road W.
Kariya Drive
Webb Drive
EXCLUDED FROM PACKAGE

City Centre Zone
Future Road

0 100 200 300 400m

POTENTIAL MUNICIPAL PARKING FACILITIES CONCEPT PLAN

DRAWING FILENAME: P:\61\92\04\Graphics\Jan06-09 Revisions\Fig04-02.dwg
DATE PLOTTED: January 06, 2009

5.0 Financial Aspects

Financing future parking facilities can be a formidable challenge that often impedes the successful implementation of a core area development plan and associated parking strategy.

As noted earlier, in sections 2.3 and 4.2, the cost challenges of providing parking in garage structures compared to surface lots is an impediment to the development of new class A office space in the City Centre. As a result, the recently completed Mississauga Office Strategy Study recommends that the City take an active role in providing some of this parking in exchange for a payment-in-lieu contribution from developers, in order to act as a catalyst for new office development. Similar challenges exist for hotel and institutional developments which would also benefit from City involvement in providing parking.

5.1 User Fees

It is estimated that the cost of providing surface parking in the City Centre area is approximately $14,600 per stall, including land costs. This equates to annual cost of approximately $1,350 per year or $112 per month, including operating and financing costs.[24]

The estimated cost of providing an above grade garage parking stall in the City Centre is approximately $28,000 per stall, including land costs. This equates to a cost of approximately $2,720 per year or $227 per month, including operating and financing costs.

Underground parking would be in the range of $38,000 per stall. This would cost approximately $3,540 per year or $295 per month, including operating and private sector financing costs.

The aforementioned amounts exclude PST and GST.

As mentioned in section 4.1, from a transportation demand management perspective, it is vitally important that a market for paid parking be maintained in the City Centre in order to encourage people to consider the use of alternative travel modes. At the present time, the cost of a monthly transit pass in Mississauga is $99 including taxes. From a TDM perspective, it is desirable to implement parking charges at least at the same level. This would require a charge of $87.61 prior to adding PST and GST for monthly parking.[25]

Setting the minimum monthly rate for off-street parking to match the cost of a non-discounted monthly transit pass will almost generate sufficient income to pay for the development and operation of surface parking in the City Centre at the present time.

More expensive parking garages will require a combination of cash-in-lieu payments, parking charges and possibly a directed downtown tax reserve to fund them at a breakeven level. Over time, user fees should make up an increasing portion of the revenue required to fund garages.

[24] Based upon a land cost of $1.5 million per acre, construction cost of $2,600 per stall, 125 stalls per acre and a private sector interest rate of 6.5% amortized over 25 years, and annual operating costs of approximately $150/year per stall.

[25] The City has recently approved a discount transit pass program that will provide a 15% price reduction from the City, if employers provide a 25% discount, thereby reducing the cost of a transit pass to $60 per month.

Most parking facilities would also accept short term visitors who would pay by the hour. In order to discourage long term employee parkers from using short term parking, these rates should be set so that they are substantially higher than monthly rates. If monthly rates are set at $100, including taxes, then hourly rates for off-street lots and garages should be approximately $1.00 per hour, with a daily maximum of at least $8.00, in both cases including taxes. On-street metered parking should be more expensive than off-street parking, where it is conveniently located adjacent to buildings in order to encourage turnover and reflect the higher value for short term customers. The City recently approved a $2.00 per hour rate in the City Centre with a two hour time limit during regular business hours from 8am to 9pm Monday to Friday and 10am to 6pm Saturday and Sunday. They have also introduced an overnight on-street parking rate of $5.00. In some cases, on-street parking that is not conveniently located in a business area can be used for employee permit parking at a monthly rate that might be less than the standard rate charged in off-street lots.

Together, the initial on-street paid parking program and the introduction of paid parking at the Civic Centre Precinct garages should generate approximately $950,000 in annual revenues after one full year of stabilized operation.[26]

It is estimated that the on-street paid parking program will initially generate approximately $330,000 per year in net revenue for the City.[27]

The introduction of visitor and employee paid parking in the three underground garages serving the Civic Centre precinct and the opening up of these facilities for general use by the public should generate approximately $620,000 per year in net revenue, assuming $1.00 per hour visitor rates and $60 per month employee parking rates.[28] The cost of opening up the garages for public use could be approximately $750,000, which would be recovered from the first year of net revenue.[29]

5.2 Payment-in-Lieu Contributions from Developments

A critical component of the Parking Strategy reflects the need to address the financial challenges associated with the provision of large amounts of parking in the City Centre, particularly for office/employment, institutional and hotel uses. Large quantities of parking in garages do not make economic sense for private developers at the present time, given current land costs and the fact that developers have to compete with commercial sites along major corridors and Highways in the City which offer to provide the required parking in substantially cheaper surface lots.

The recently completed Mississauga Office Strategy identifies the parking supply financial challenge described above as one of the primary impediments to attracting new Class A office buildings to the

[26] The initial introduction of paid parking will typically result in some customers seeking alternative locations for parking which are cheaper. Over the longer term, as demand grows and customers adjust, the parking revenues will stabilize.

[27] Tables A1 and A2 in the appendix provide a summary of the revenue estimates.

[28] Tables A3, A4 and A5 in the appendix provide a summary of the revenue estimates. We understand that the City will introduce a transit fare discount program for employer members of the Smart Commute Mississauga Association, whereby a 15% discount will be provided for bulk purchases when an employer discount for employees of 25% is also included. This would result in a combined reduction of 40% in a monthly transit pass, making it $60 per month.

[29] Estimated costs include improved signage, lighting and painting, retrofitting access stairs and doors for public access and the installation of access and revenue control equipment.

City Centre. That study recommends that the City play a major role in overcoming this challenge by actively offering to provide municipally owned garages to serve new office development, in return for a payment-in-lieu of parking contribution from the developer.

Developers have indicated that they would welcome a plan which reduces the development costs associated with providing parking as long as sufficient supply is made available to meet building occupant demands at a reasonable price and level of service. Alternatively, the City would have to level the playing field, by requiring commercial projects located along major corridors in the City to provide a substantial portion of the parking supply in garages as well.

Some municipalities try to charge developers/builders the full cost of the parking space which results in little or no take up of the offer, except for very small infill projects which have no alternative and find it financially palatable. This is because the value of a parking space which the builders do not own or control obviously cannot be worth the same as the cost of building one on their own which they then have full control over.

The payment-in-lieu amount for the City Centre should be set at a discount to the actual cost of providing parking in a garage to:

- provide a financial incentive for developers to contribute to the creation of strategically located public parking facilities;
- recognize that the City will be able to recover some of the costs through user fees;
- recognize that the parking spaces are not allocated to specific users on a reserved basis, although the general supply will be available to meet demand;
- recognize that the contributor will not have an ownership interest in the public parking facilities;
- recognize that the parking may not be as conveniently located for a specific development compared to on-site or other nearby parking facilities;
- recognize that all or a portion of the parking may not be constructed at the same time as the development; and
- recognize that the developer/owner will not have any control over parking fees and use regulations.

Given these factors, the payment-in-lieu rate is often set at 50% of the estimated cost of providing a new parking space, although this is often not evident because the value set does not come with an explanation in the municipal fee schedule. Mississauga currently follows the 50% discount approach for new development and additions to existing buildings. For conversions of existing buildings, there is a sliding scale whereby smaller conversions benefit from a larger discount. This approach was adopted to assist smaller independent merchants with relatively small capital budgets, who locate in BIA's. The 2009 PIL rates for surface parking in various locations across the City range from $7,004 to $9,112 per stall while the garage rate ranges from $10,601 to $13,041 per stall. To date, the City has not collected a PIL contribution for a garage. This reflects the fact that the City introduced the parking garage rate recently in 2006, has not had explicit plans for providing municipal parking garages in designated areas of the City and because all of the applications related to a reduction in surface parking lot proposed by the developer.

In the City Centre, the municipality should focus on providing new off-street public parking in above or below grade garages in order to foster compact urban form and higher density development.

In order to facilitate new high density commercial projects in the City Centre, the PIL will have to relieve the builder from the increased cost and design issues associated with providing on site parking in garages. At the present time, it is estimated that the cost of providing surface parking for commercial developments outside the City Centre is approximately $9,400 per stall.[30] Outside the City Centre, this parking is typically provided free of charge to the user by building owners and recovered through the space rental fee. If the cost of providing this parking were recovered fully from user fees, a monthly rate of approximately $75.00 excluding taxes would be required. In the City Centre, parking is not offered free of charge, but at monthly rates ranging from $50 to $60 including taxes, although a significant portion of the parking is included free of charge as a lease inducement. The $50 to $60 rate would effectively fund roughly $5,000 in additional capital costs compared to suburban locations, which would allow approximately $14,400 in capital costs to be funded.[31] There is also recent evidence that office building owners are willing to construct surface parking in the City centre at development costs which are estimated to be at least $14,600 per stall. Based upon this information, the City should implement a payment-in-lieu fee for the City Centre of $14,500 per stall – the estimated cost of providing surface parking in the City Centre – as an initial starting point.

The appropriate cash-in-lieu rate should be evaluated regularly as it will be impacted by the cost of land and construction which will increase over time. The PIL rate could be increased over time to include 50% of the cost of providing the parking in a municipal garage if the demand for new office space in the area is successfully increased such that more of the costs of providing garage parking can be absorbed by the developer.

It should also be noted that the PIL program should not preclude the City entering into joint venture development agreements with other partners to provide public parking facilities, where the financial merits of such an approach are evident.

5.3 Directed Downtown Tax Reserve

The new Municipal Act 2001 introduced by the Province has opened the door for consideration of tax incentive zones to promote Smart Growth initiatives. Because this is a new tool and not yet fully developed, it is taking some time for details to be worked out and approved by the province.

Essentially, a Directed Downtown Tax Reserve could include the use of the realty tax uplift associated with higher order development in the City Centre compared to the base tax assessment that would otherwise have been obtained with traditional low density development. This tax uplift could be used to finance various infrastructure projects that are required to support increased density in the area, including parking structures, which are a critical component in achieving the urban design vision for the City Centre.

The extent of such financing would depend in large part upon the proportion of the real estate tax uplift that would be available to the municipality. Presently, roughly 15% of the *commercial* realty

[30] Based upon an assumed land cost of approximately $850,000 per acre or $6,800 per stall based upon 125 stalls per acre and approximately $2,600 to construct a surface stall.
[31] Based upon a 6.5% annual interest cost, 25 year amortization period and $150 per year operating cost.

tax is typically generated by the City of Mississauga, 26% by the Region and approximately 59% at the provincial level. The general intent of the program appears to be to convince the Province to forgo all or a portion of their share of the realty tax revenue, which is currently used to fund educational facilities. However, this process requires considerable negotiation with the Province and may include the creation of a pilot program to confirm the effectiveness of the initiative, before the City could depend upon it as a stable source of on-going revenue.

There are currently a myriad of different calculations and assumptions which could be made regarding the Dedicated Downtown Tax Reserve, depending upon how much the uplift in taxes actually turns out to be and how much of the uplift ultimately ends up being used to support the capital costs of the parking strategy.

Perhaps, one way of looking at the uplift potential is to contrast the future realty tax uplift associated with a new Class A office building compared to that which will be received from a residential condominium development or a low density retail development in the City Centre.

Low density retail/commercial development will typically achieve an FSI of 0.30 or approximately 1208 m² (13,000 sq. ft.) GFA for each acre of site area. High density office development will typically achieve an FSI of approximately 2.67 with above ground garage parking, which would yield approximately 10829m² (116,300 sq. ft.) GFA for each acre of site area. Low density office development with surface parking only, would likely achieve a density of 0.70 FSI or 2833 m² (30,500 sq. ft.) GFA for each acre of site area. The realty tax rate is the same for office and retail-commercial space, therefore, the City will obtain at least 3.8 to 8.9 more density and tax revenue from high density office space compared to low density office or retail space with surface parking.[32]

A typical 23,225 m² (250,000 sq. ft.) office building in the City Centre with above ground structured parking would generate annual realty tax revenues to the City of approximately $225,000 per year or about $170,000 more than if the site was developed at a lower density with surface parking. Utilizing 50% of the City realty tax uplift associated with the higher density – some $80,000 per year – would fund approximately $1.0 million dollars in garage costs. A typical above ground garage for a 23,225 m² (250,000 sq. ft.) office building would likely cost approximately $17.5 million. Therefore, using a portion of the City share of the realty tax uplift will fund only some 6% of the garage cost. Together with a 50% cash-in-lieu payment, approximately 56% of the capital costs for new above ground municipal garages would be funded from sources other than user fees.

Access to the provincial education portion of the tax would substantially increase the amount of new garage construction that could be funded by the realty tax uplift, perhaps an additional $4.0 million or 24% of the cost. However, it is important to note that increased availability of tax uplift funding should not be used to create a situation where the user fees for parking would be reduced below that of a transit pass, in order to use parking pricing as an incentive to use public transit. It should also be recognized that a broader based TIF program would also be utilized to fund other infrastructure initiatives, not just public parking. This will tend to reduce the potential for this tool to fund a substantial portion of the municipal parking program.

[32] This assumes the assessed value is the same for each development type. in actual practice, values for higher density projects may be higher.

5.4 Financing Example

Municipal parking facilities in the City Centre could be financed through a combination of all three funding sources outlined above. It is difficult to predict the size, location and development project for which the City could first become involved in providing municipal parking.

In order to illustrate the potential financial implications for a first garage, we have developed an example for a 23,225 m² (250,000 sq. ft.) office building, assuming the City is successful in attracting such development, because of a new policy to assist in reducing the financial challenges associated with providing parking in a garage. Table 3 illustrates the potential financial implications associated with the development of a municipal parking garage to support such a project, assuming that the City provides 625 stalls which corresponds to the long range office supply target of 2.7 stalls per 100 m² (2.5 stalls per 1,000 sq. ft.) that was described in section 3.1 of this report. Assuming an above grade parking garage is provided, the estimated capital cost will be approximately $17.5 million. The city would receive a payment-in-lieu contribution from the developer for $9.1 million, resulting in a net capital cost to the City of approximately $8.4 million. Assuming that the City financed the total amount, the annual operating, maintenance and debt service costs would be approximately $1.16 million per year. Revenues would be approximately $475,000 per year, assuming that current market monthly rates of $60 per stall, including taxes are charged, resulting in an annual deficit of approximately $689,000 per year. If the City increased monthly rates to equal the cost of a monthly transit pass - $100 per month including taxes, in order to encourage transit utilization, the annual deficit could be reduced to approximately $466,000 per year as illustrated on Table 3b.

Tables 4 and 4b illustrate the estimated financial situation for the City, if the municipal garage was provided underground, beneath the building. The total capital cost would increase to approximately $23.75 million. The net capital cost to the City would be $14.7 million after receiving a $9.1 million payment-in-lieu contribution from the developer (i.e. $14,500 per space). The annual deficit would range from approximately $1.25 million to $1.0 million per year with $60 monthly rates and $100 monthly rates respectively.

It is possible that the City might provide the parking to facilitate a second full service hotel in the City Centre. Tables 5 and 5b, illustrate the potential financial situation for the City assuming that a 550 stall garage is provided for a 375 room full service hotel with conference rooms and banquet facilities. The approximate capital cost of the garage would range from $20.9 million for an underground facility to $15.4 million for an above grade garage. The net capital cost to the City would range from $12.9 to $7.4 million for a below and above grade garage respectively, after receiving a $8.0 million payment-in-lieu contribution from the developer. The initial annual deficit for the City would range from $642,000 to $150,000 per year for the underground and above ground garage respectively, based upon the revenue assumptions illustrated.

It is also possible that the City could take the role of providing a municipal paid parking garage to facilitate a post secondary institution in the core area. The size of the garage and financial implications will depend upon the type of institution. However, it is likely to approximate the financial characteristics associated with an a office building.

The use of funds generated by existing municipal parking to assist in funding new garages is a common practice in most municipalities. The funds generated by the implementation of paid parking

on City Centre area streets and in the Civic Centre Precinct garages should be approximately $1.0 million per year after one year of stabilized operation. For example, the estimated annual deficit of approximately $690,000 that might be incurred to provide a 625 stall above grade garage for a new 23,225 m² (250,000 sq. ft.) office building could be offset by the paid parking program. It could also be used to offset a large portion of the estimated annual deficit of approximately $1.25 million for a same size underground garage. Alternatively, the funds might also be used to offset the provision of an above ground garage that would serve both a new office building and new full service hotel in the City Centre.

The potential provision of a new municipal parking garage is likely two to three years away. In order to reduce future debt service costs, the City should set place annual surpluses from the new paid parking program into a reserve fund for future parking and TDM projects. It is also important to implement a program of regular parking rate increases in order to make sure monthly parking costs equal non discounted transit fare costs of $99 per month as soon as possible. This will not only encourage increased transit use and car/van pooling, but will also increase the revenue available to fund future municipal parking projects.

TABLE 5A
ESTIMATED GARAGE REVENUE- Above Grade Garage
Typical 250,000 sq.ft. Office Building - with paid parking
$60/month, $1 per hour, 1PIL

	Parker Type	Annual Revenue
Revenue		
employees	560	$ 410,336
Regular Visitors	65	$ 64,712
	0	$ -
		$ -
Total Revenue		$ 475,049
Expenses		
General M&O		-$ 265,625
Realty Taxes		-$ 75,929
Capital Reserve		-$ 131,250
sub-total		-$ 472,804
Debt Service		-$ 691,472
Total Expenses		-$ 1,164,277
Net Surplus/Deficit		-$ 689,228

$ 9,475,140 PV
$ 15,160 per stall

garage size		625	stalls			parking fees	
capital cost per stall	$	25,000					
land cost per stall	$	3,000					
Total Cost per stall	$	28,000					
Capital Cost	$	17,500,000				$ 1	per hour
PIL	$	14,500	$	9,062,500			
Net Financed Amount	$	8,437,500					
M&O per stall	$	425				$ 2	ave. fee
Realty Tax per stall	$	121					
Assessment value per stall	$	4,602					
Realty Tax rate		2.64%					
Capital reserve rate		0.75%				$60	monthly
Debt Service interest rate		5.25%	20 yrs			1.15	monthly oversell rate

Assumes Pay n Display Machine for visitors

TABLE 5B
ESTIMATED GARAGE REVENUE- Above Grade Garage
Typical 250,000 sq.ft. Office Building - with paid parking
$100/month, $1 per hour, 1PIL

	Parker Type	Annual Revenue
Revenue		
employees	560	$ 683,894
Regular Visitors	65	$ 64,712
	0	$ -
		$ -
Total Revenue		$ 748,606
Expenses		
General M&O		-$ 265,625
Realty Taxes		-$ 126,549
Capital Reserve		-$ 131,250
sub-total		-$ 523,424
Debt Service		-$ 691,472
Total Expenses		-$ 1,214,896
Net Surplus/Deficit		-$ 466,290

$ 6,410,306 PV
$ 10,256 per stall

garage size		625	stalls			parking fees	
capital cost per stall	$	25,000					
land cost per stall	$	3,000					
Total Cost per stall	$	28,000					
Capital Cost	$	17,500,000				$ 1	per hour
PIL	$	14,500	$	9,062,500			
Net Financed Amount	$	8,437,500					
M&O per stall	$	425				$ 2	ave. fee
Realty Tax per stall	$	202					
Assessment value per stall	$	7,670					
Realty Tax rate		2.64%					
Capital reserve rate		0.75%				$100	monthly
Debt Service interest rate		5.25%	20 yrs			1.15	monthly oversell rate

Assumes Pay n Display Machine for visitors

TABLE 6A
ESTIMATED GARAGE REVENUE- Below Grade Garage
Typical 250,000 sq.ft. Office Building - with paid parking
$60/month, $1 per hour, 1 PIL

	Parker Type	Annual Revenue
Revenue		
employees	560	$ 410,336
Regular Visitors	65	$ 64,712
	0	$ -
		$ -
Total Revenue		$ 475,049
Expenses		
General M&O		-$ 265,625
Realty Taxes		-$ 75,929
Capital Reserve		-$ 178,125
sub-total		-$ 519,679
Debt Service		-$ 1,203,674
Total Expenses		-$ 1,723,353
Net Surplus/Deficit		-$ 1,248,305

$ 17,161,031 PV
$ 27,458 per stall

garage size		625	stalls			parking fees	
capital cost per stall	$	35,000					
land cost per stall	$	3,000					
Total Cost per stall	$	38,000					
Capital Cost	$	23,750,000				$ 1	per hour
PIL	$	14,500	$	9,062,500			
Net Financed Amount	$	14,687,500					
M&O per stall	$	425				$ 2	ave. fee
Realty Tax per stall	$	121					
Assessment value per stall	$	4,602					
Realty Tax rate		2.64%					
Capital reserve rate		0.75%				$60	monthly
Debt Service interest rate		5.25%	20 yrs			1.15	monthly oversell rate

Assumes Pay n Display Machine for visitors

TABLE 6B
ESTIMATED GARAGE REVENUE- Below Grade Garage
Typical 250,000 sq.ft. Office Building - with paid parking
$100/month, $1 per hour, 1 PIL

	Parker Type	Annual Revenue			
Revenue					
employees	560	$	683,894		
Regular Visitors	65	$	64,712		
	0	$	-		
		$	-		
Total Revenue		$	748,606		
Expenses					
General M&O		-$	265,625		
Realty Taxes		-$	126,549		
Capital Reserve		-$	178,125		
sub-total		-$	570,299		
Debt Service		-$	1,203,674		
Total Expenses		-$	1,773,973		
Net Surplus/Deficit		-$	1,025,367	$ 14,096,197	PV
				$ 22,554	per stall

garage size		625	stalls			parking fees	
capital cost per stall	$	35,000					
land cost per stall	$	3,000					
Total Cost per stall	$	38,000					
Capital Cost	$	23,750,000				$ 1	per hour
PIL	$	14,500	$	9,062,500			
Net Financed Amount	$	14,687,500					
M&O per stall	$	425				$ 2	ave. fee
Realty Tax per stall	$	202					
Assessment value per stall	$	7,670					
Realty Tax rate		2.64%					
Capital reserve rate		0.75%				$100	monthly
Debt Service interest rate		5.25%	20 yrs			1.15	monthly oversell rate

Assumes Pay n Display Machine for visitors

TABLE 7A
ESTIMATED GARAGE REVENUES - Below Grade Garage - City Owned
Mississauga Civic Centre Hotel
375 Rooms, 3750sm meeting space, 500 sm restaurant/lounge space

	Ave. Annual Occupancy	no. of stalls	Annual pkg. volum	Annual Revenue		
Revenue						
Room Guests	65%	245	89425	$ 633,097		
Restaurant	75%	60	43800	$ 77,522		
Conference Centre	50%	360	108000	$ 286,726		
		0	0	$ -		
Total Revenue		665	241225	$ 997,345	$ 1,813	
Expenses						
General M&O				-$ 233,750		
Realty Taxes				-$ 190,160		
Capital Reserve				-$ 156,750		
sub-total				-$ 580,660		
Debt Service				-$ 1,059,233		
Total Expenses				-$ 1,639,894		
Net Surplus/Deficit				-$ 642,549	$ 8,833,418	PV
					$ 16,061	per stall

garage size	550	stalls		parking fees		
cost per stall	$ 35,000					
land cost per stall	$ 3,000					
Total Cost per stall	$ 38,000					
Capital Cost	$ 20,900,000			$ 8	guests	
PIL	$ 7,975,000	$ 14,500	per stall			
Net Capital Cost	$ 12,925,000					
M&O per stall	$ 425			$ 2	restaurant	
Realty Tax per stall	$ 346					
Assessment value per stall	$ 13,096					
Realty Tax rate	2.64%			$ 3	conference	
Capital reserve rate	0.75%				existing	
Debt Service interest rate	5.25%	20 yrs				

TABLE 7B
ESTIMATED GARAGE REVENUES - Above Grade Garage - City Owned
Mississauga Civic Centre Hotel

	Ave. Annual Occupancy	no. of stalls	Annual pkg. volum	Annual Revenue		
Revenue						
Room Guests	65%	245	89425	$ 633,097		
Restaurant	75%	60	43800	$ 77,522		
Conference Centre	50%	360	108000	$ 286,726		
		0	0	$ -		
Total Revenue		665	241225	$ 997,345	$ 1,813	
Expenses						
General M&O				-$ 233,750		
Realty Taxes				-$ 190,160		
Capital Reserve				-$ 115,500		
sub-total				-$ 539,410		
Debt Service				-$ 608,496		
Total Expenses				-$ 1,147,906		
Net Surplus/Deficit				-$ 150,561	$ 2,069,833	PV
					$ 3,763	per stall

garage size	550	stalls		parking fees		
cost per stall	$ 25,000					
land cost per stall	$ 3,000					
Total Cost per stall	$ 28,000					
Capital Cost	$ 15,400,000			$ 8	guests	
PIL	$ 7,975,000	$ 14,500	per stall			
Net Capital Cost	$ 7,425,000					
M&O per stall	$ 425			$ 2	restaurant	
Realty Tax per stall	$ 346					
Assessment value per stall	$ 13,096					
Realty Tax rate	2.64%			$ 3	conference	
Capital reserve rate	0.75%				existing	
Debt Service interest rate	5.25%	20 yrs				

6.0 Policy and Regulatory Requirements

In order to implement various components of the Parking Strategy, appropriate policies should be added to the District Policies for the area and detailed bylaw requirements should be prepared. These planning instruments, along with this report, would then serve to guide and direct the City and stakeholders in developing plans which reflect the recommended parking strategy.

6.1 District Policies

Presently, the City Centre District Policies are largely silent regarding the specifics of a parking strategy for the area.

Appropriate policy statements and guiding principles should be added in order to establish the basis for future zoning bylaws within the City Centre.

The amendments should include the following items:

- an explanation of the goals for the Parking Strategy in terms of reinforcing and reflecting the planning vision for the City Centre:
    - To support good **Urban Design** and create a walkable downtown by minimizing surface parking and encouraging higher density through the use of parking garages that are well located and integrated with primary development.
    - To foster **Economic Development** by assisting the private sector in achieving the development vision for the City Centre through strategic public investment in the provision of municipal parking services and transportation alternatives.
    - To implement **Transportation Demand Management** by influencing commuter mode choice through parking supply management and pricing.
- a statement that the City will use parking policies and zoning requirements to facilitate compact urban development by:
    - encouraging shared parking, including off-site within a reasonable walking distance.
    - reducing minimum parking requirements.
    - eventually considering the need to introduce maximum parking requirements.
    - requiring a minimum of 80% of new parking to be provided in parking garages rather than surface lots.
- a statement that the parking strategy should be closely co-ordinated with a City Centre focused transportation demand management program, in order to effectively co-ordinate and link transit planning, parking and other related issues in a comprehensive manner.

- a statement encouraging developments to participate in City Centre-focused TDM programs.

- a statement regarding the importance of maximizing on-street public parking opportunities throughout the area and a requirement that this need be taken into account in conducting environmental assessments for new road links or in approving and designing new streets as part of the subdivision process.

- a development application requirement for the preparation of parking implementation and phasing plans to demonstrate how the parking supply will be developed over time on large blocks of land where multiple buildings will be constructed

- a requirement that parking garages meet urban design guidelines or standards established by the City

- a statement to the effect that the City expects to partner with private developers in delivering municipal parking garages that will be used as a shared public resource either through the PIL program or site specific joint ventures.

6.2 Zoning By-law Requirements

In order to achieve the urban design objectives for the City Centre, which include compact urban form and minimization of surface parking facilities, the zoning bylaw should:

- establish minimum setback lines for garages and stipulate locations for surface parking lots;
- require a minimum of 80% of the parking supply for office, institutional[33] and residential projects to be constructed in parking garages;
- introduce a shared parking schedule specific to the City Centre area as described in section 3.5. and allow shared use off site parking provisions to be made on separate properties within 300 to 400 metres walking distance of the sites.[34]

In order to achieve the Transportation Demand Management objectives for the City Centre, which include a phased increase in non auto modes of transportation over time in conjunction with the introduction of increased transit capacity through the area, the zoning bylaw should:

- reduce the requirement for office space to a minimum of 2.7 stalls per 100 m² GFA when the initial phase of the BRT is opened in 2012.
- require office and institutional developments to designate 10% of the total parking supply for car and van pool as well as auto share spaces;

[33] Institutional uses include schools, post-secondary educational institutions, libraries, community centres, hospitals, courthouses.

[34] A legal agreement could be registered on title or a simple lease agreement could be provided, as long as the beneficiary of reduced parking is required to provide PIL when the parking supply agreement expires or is not replaced with a suitable substitute.

- require non residential uses to provide designated bicycle parking, change rooms and shower facilities in a convenient, weather-protected and secure area for approximately 4% of employees and 4% of visitors;
- require residential apartments and townhouses[35] to provide designated bicycle parking in a convenient, weather-protected and secure area at the rate of 0.60 and 0.15 spaces per unit for residents and visitors respectively;[36]

6.3 Payment-in-Lieu of Parking Policy

As outlined in Section 5.2, it is recommended that a specific payment-in-lieu of parking category be created for the City Centre area in order to provide an incentive for developers and building owners to contribute funds towards strategically located municipally controlled parking facilities in order to foster good urban design, promote economic development and achieve the City's Transportation Demand Management goals and objectives.

Based upon the need to encourage new office, institutional and hotel development in the City Centre by overcoming the cost differential of providing surface parking compared to substantially more expensive parking garages, it is recommended that the initial payment-in-lieu amount be set at $14,500 per stall.

An important component of the land use and parking strategies for the City Centre is a compact urban form of development which can only be achieved with the use of multi level parking structures in place of surface lots. Therefore, the PIL amount should be increased over time to include 50% of the cost of providing the parking in a municipal garage if the demand for new office space in the area is successfully increased. In addition, the appropriate cash-in-lieu rate should be evaluated regularly as it will be impacted by the cost of land and construction which will increase over time. The City has specific formulas for calculating the cost of structured parking for garages which should be used to compute the expected cost in the City Centre area.

*It is important that the acceptance of a Payment-in-lieu application be at Council's **discretion**, as the City may not be able to practically meet the need for parking in the municipal parking system for some developments, in which case they should be required to provide parking on site.*

Factors to be addressed by staff and Council in considering entering into a payment-in-lieu of parking agreement should include, but not be limited to :

- consistency with the objectives of the Official Plan, District Policies and Zoning By-law;
- requirements/concerns of commenting agencies;
- consistency with the objectives of the Parking Strategy;
- whether there is an identified municipal interest in providing municipal parking facilities in the immediate area;

[35] Apartments, townhouses and horizontal multiple dwellings which do not have an exclusive use garage and driveway.
[36] Space devoted to bicycle, shower and change facilities should not be included in building GFA for the purpose of calculation of parking requirements, FSI, or development charges.

- the timing for the delivery of the municipal parking facilities and the adequacy of alternatives to on-site parking until municipal parking facilities are delivered;
- whether the on-site parking deficiency would result in a hardship for the site or surrounding area;
- ability of the site to accommodate the proposed development, based on the available supply of parking; and
- the number of spaces proposed to be considered for payment-in-lieu.

The aforementioned factors should be incorporated into the Corporate Policies and Procedures for PIL and described in the City Centre District policies as well.

Staff would then report to Council on the request for payment-in-lieu of parking and seek, where appropriate, authorization to enter into an agreement. Upon execution of an agreement, the payment-in-lieu would be required at the time of issuance of a building permit for the development for which said agreement applies, or at such time as specified in the agreement.

It is important to note that the success of the payment-in-lieu of parking by-law can be substantially compromised if the City approves parking variance requests in order to relieve owners from some or all of the obligation to provide parking according to the zoning by-law which would then relieve them of the need to provide Payment-in-Lieu. Variance requests should only be approved where the applicant can clearly demonstrate that the by-law requirement is excessive, not simply to allow an applicant to proceed because they are unable to provide what is deemed to be an appropriate amount of parking. Should the Committee of Adjustment approve a reduction in the by-law amount because it is technically justifiable, the applicant would still have the ability to use the PIL program to reduce the amount of parking required on site. Committee of Adjustment members should be informed regarding the importance of these factors in rendering decisions regarding parking variance applications.

At Council's discretion, payments could be structured in three equal amounts over a three year period, including interest at the same rate that the municipality would pay for construction funds plus 1.5%. A letter of credit would be required for the second two instalments plus interest in order to secure the future payments.

6.4 Urban Design Guidelines for Parking Structures

By carefully planning the location of both public and private parking facilities and including good quality and well thought out design features, they can be used to set an example for development and an image for the area the facility serves.

It is desirable to locate parking structures where they will serve a variety of uses within a reasonable walking distance so that they will be well used throughout the day. Garages that are located underground require much less attention in terms of urban design than above ground structures, however the public can have a difficult time finding and accessing underground facilities in a convenient and safe manner unless careful attention is paid to projecting a visible face at the street level. Underground garages are also substantially more expensive to construct and maintain than above grade facilities. In general, garages should have significant visible frontage on public streets in order to identify them to the public, and provide convenient pedestrian and vehicular access.

There are numerous examples of above grade parking garages (particularly municipally-owned ones) which are aesthetically pleasing and which fit well into the area from an urban design perspective. Above ground garages which have substantial frontage along a public street should be designed to incorporate street level retail/office/commercial uses and community uses such as libraries, meeting facilities, day care centres, and police substations. Upper level garage facades can be designed architecturally to blend in and complement lower level and adjacent commercial uses. In the longer term, residential, office and hotel uses could be integrated with public parking facilities to encourage land use intensification.

Parking facilities should also be designed with CPTED principles in mind in order to maximize personal safety and security.

The City should prepare a set of urban design guidelines for public and private parking structures, both above and below grade in order to clearly set out their expectations for built form, safety and security as well as pedestrian and vehicular access.

The City should also consider the inclusion of "Green" building features in any new *municipal* garages. Such features could include the use of energy efficient lighting and mechanical ventilation systems, water conservation systems, CO^2 reduction in construction, storage & collection of recyclables and the provision of TDM supportive features such as reduced fee car/van pool spaces in priority locations as well as car share service and bicycle parking. Other substantially more expensive but highly visible features which could be considered in above grade municipal garages include solar energy systems for area wide use and a green roof.

7.0 Stakeholder Consultation

Formal stakeholder consultations were conducted with representatives of the City Centre development industry and area residents on Tuesday March 25, 2008 at the City Hall. The consultation sessions were advertised in the local newspaper and sent to identified industry groups.

A separate meeting was held on April 18, 2008 with representatives of the Library, Living Arts Centre and YMCA.

Comment sheets were provided at each meeting and participants were encouraged to follow up with questions via email or telephone.

A formal presentation was provided at the meetings which outlined the background for the study; the critical questions to be addressed; the importance of viewing the strategy as an integrated approach to good urban design, economic development and transportation demand management.

A summary of the comments from the stakeholder sessions is provided below:

7.1 Commercial Development Industry

- If the City charges for parking in its on and off street facilities, how will it control people from using other parking that is free?
- Office development competition is with suburban locations which have an abundance of free parking, almost always in relatively cheap surface lots. If the City wishes to encourage new office development in the City Centre, it must help City Centre developers overcome the cost of building garages or it must level the playing field by requiring suburban developers to build garages instead of surface parking.
- A regional approach is required for parking management, otherwise development will migrate to the location with the cheapest and most convenient parking requirements.
- Transit service needs to be improved, especially between Mississauga and adjacent municipalities.
- Square One would have to convince anchor tenants to allow the shopping centre to charge for parking because of prior lease agreements.
- The idea of using some of the realty tax uplift associated with more intense development or area benefit assessment charges to help finance future City garages would be productive for the City to investigate.
- There might be a conflict between the City investing money in garages versus money in additional transit facilities.

7.2 Residential Development Industry

- Interested in potential City involvement in joint venture garages to support higher density mixed use projects with retail, office and possibly hotel uses at base of residential high density development.
- Interested in outcome of proposed revisions to City Centre visitor parking requirements for residential uses.

7.3 Library, Living Arts Centre & YMCA

- LAC concerned about potential impact of paid parking on their events, especially corporate functions which have viable alternatives at suburban banquet halls and conference centres that have an abundance of free surface parking. Would need to be able to offer corporate customers subsidized parking.
- LAC and Library concerned about impact of on-street paid parking driving parkers into their garages.
- The walk between the Civic Centre area and the transit terminal is bleak.

7.4 Area Residents

- City needs to open garages to allow condominium visitors to use them during evenings and weekends.
- When is the City going to fix the by-law so that new buildings have to provide sufficient visitor parking?
- Some do not think that the commercial parking is being shared with condo visitors in the evening and on weekends. How will the City ensure it is shared?
- Some residents also expressed need to use City garages and on street parking to meet some resident needs for additional parking.
- Other residents support lower condo parking supply for residents.
- Some support the notion of paid parking, less supply and integration with TDM, especially improved transit service between City and adjacent municipalities.
- Convenient transit needs to be provided seven days a week.
- The pedestrian realm needs much improvement. An advisory committee of residents should be created to work on this problem with City staff.
- New garages and surface lots need to be carefully designed to improve street level ambience and walk ability.
- There are too many surface parking lots in the area which impede pedestrian connections.
- Better enforcement of illegal parkers is required.
- City Centre buses are packed full during peak hours – more capacity is needed.
- Need 15 minute short term parking near Hasty Market and Coffee shop.
- City needs to make their garages available for residents when condo garages are being swept out or repairs and maintenance are being conducted.
- Garage clearance heights in condos are too low, what are the standards?

In May 2008, the City approved a revised parking requirement for residential condominium visitors in the City centre area.

In June 2008, a Primary Goals & Objectives Report for the City Centre Parking Strategy was presented to the Planning & Development Committee. In July, a copy of this report was sent to identified area stakeholders, including landowners, condo corporations and interested residents, with a request to provide comments by September 5, 2008. No comments were received.

8.0 Implementation Plan

8.1 Parking Program

8.1.1 Phase 1 – Getting Started

The primary objectives of the initial City Centre Parking Program should include the following:

1. Implementation of on-street paid public parking on existing and new streets in the City Centre, and other appropriate areas of the City.
2. Implementation of transportation demand management initiatives in an integrated fashion with the City Centre Parking Strategy.
3. Implementation of paid parking in the City Hall, Central Library and Living Arts Centre for both visitors and staff, and provision of car/van pool, bicycle and motorcycle parking spaces.[37]
4. Establishment of a designated parking management function at the City with a mandate to develop a business and capitalization plan, actively identify public parking opportunities and implement TDM strategies and programs in an integrated fashion.
5. Establishment of City Centre specific PIL policies regarding parking.
6. Incorporation of the goals, objectives and guiding principles of this parking strategy into the Official Plan review.
7. Amendments to the zoning by-law to include a City Centre specific shared parking schedule and allow for off-site use of shared parking between different properties.
8. Requirements for the provision of bicycle parking facilities in new commercial, institutional and residential development

City Council has already approved an initial phase Paid Parking Program throughout the City Centre, starting with the following on-street locations which total approximately 408 stalls:

- Confederation Parkway (93 stalls);
- Living Arts Drive (93 stalls);
- Prince of Wales Drive (60 stalls);
- Princess Royal Drive (40 stalls);
- City Centre Drive (48 stalls);
- Burnhamthorpe Road (30 stalls);
- Shipp Drive (14 stalls);
- Kariya Gate (14 stalls);
- Sussex Gate (16 stalls).
- Webb Drive (195 stalls, of which approximately 72 can be implemented now)

[37] Paid parking at City facilities should also include the 201 City Centre leased office space and could also be expanded outside the City Centre to include locations such as 950 Burnhamthorpe Road, Semenyk Court and the Mavis Works Offices in order to implement a broader based transportation demand management program and generate revenue to offset municipal parking costs.

Paid parking should be incorporated in appropriate locations on all subsequent new streets in the City Centre as they are built and opened. An additional 250 on-street stalls are identified on Figure 3 for deployment as the western and northern portions of the City Centre develop. This would bring the total paid on-street parking supply to approximately 853 stalls. The exact location of on-street parking on some streets will have to be co-ordinated with bus stops for Mississauga Transit.

The implementation of paid parking – both on-street and in the existing City garages – will likely result, at least initially, in some people attempting to find free parking elsewhere. Alternative free parking locations will include Square One, the YMCA, and the UCO building at 151 City Centre Drive. This situation will require monitoring and enforcement by the private property owners to ensure sufficient on-site parking is maintained for their customers. It might also lead to the implementation of paid parking or access control similar to the programs that were implemented at the City Centre area office buildings when paid parking was first introduced several years ago. The City should work co-operatively with property owners which might be impacted, possibly offering to set up appropriate regulations and enforcement programs or even enter into agreements to implement paid parking operated by the City Parking Program on a revenue sharing or management fee basis.

8.1.2 Phase 2 – Initial New Development

The City would actively pursue public parking involvement and enhance zoning by-law requirements by:

1. Actively expanding the municipal employee TDM program into a City Centre focused TDM program which includes residents (through established condominium corporations) and employees in private development sites
2. Continuing to place on-street paid parking along new public streets as they are constructed
3. Seeking new opportunities to create municipally owned or controlled public off-street paid parking facilities in existing and new developments
4. Working with development proponents to establish locations for future public parking facilities in conjunction with the payment-in-lieu of parking program
5. Actively encouraging residential developers to utilize existing payment-in-lieu of parking policies to reduce on-site visitor/commercial parking by using on-street parking and public parking garages where available within reasonable walking distance
6. Incorporating additional zoning by-law amendments regarding:
    - a reduced office parking requirement of a minimum of 2.7 spaces per 100 m² GFA, in conjunction with the arrival of BRT service in 2012
    - amendments to the zoning by-law to require a minimum of 80% of new parking facilities for office, institutional and residential development to be provided in above- or below-grade parking garages
    - requirements for the provision of reserved car/van pool spaces equal to 10% of the parking supplied

8.1.3 Phase 3 – Development Intensification

The City would:

- actively pursue the development of off-street parking garages;
- consider joint venture parking development/operation opportunities on private development sites;
- consider further reductions in office/retail/restaurant parking requirements with the arrival of high order transit along Hurontario Street; and
- consider the need for parking supply maximum limits for office space.

8.1.4 Nodes & Corridors Parking Policies

The City will be undertaking a review of the existing development nodes currently contained in the Official Plan in 2009. Given the desire to create higher density transit oriented development along major corridors and in some nodes throughout the City, appropriate parking policies for these areas should be prepared, based in part upon the principles described in this report. This will serve to provide a consistent policy framework regarding parking and its critical relationship with transportation demand management, good urban design and economic development.

Generally speaking, parking policies in TOD nodes and corridors should reflect the need to encourage compact urban form and transit utilization. From a parking perspective this should include built form policies that require most parking to be provided in above- or below-grade garages, and supply requirements which reflect the level of transit service that will be provided in the short term as well as longer term mode split objectives. Incorporating these objectives into new planning policies for TOD in designated nodes and corridors will improve the return on investment in new transit service and infrastructure and also provide an appropriate relationship with parking objectives and requirements in the City Centre area.

Typical policies which should be considered include:

- reducing parking supply requirements for office and other commercial space to reflect short and long term transit service objectives;
- reducing high density residential parking requirements to reflect short and long term transit service objectives;
- requiring 80% of parking supply to be provided in above- or below-grade garages;
- providing on-street paid public parking on major collectors and local streets at every opportunity;
- determining specific priority locations where the City could consider strategic investment in municipal parking structures in order to facilitate good urban design, transportation demand management and economic development; and

- requiring new development applications to prepare transportation demand management plans which outline how the proposal will achieve significant reductions in single occupant vehicle use.[38]

These policies will be especially important where the City is intent on investing in substantial new transit infrastructure such as the Hurontario Street Corridor.

8.2 Management & Organizational Plan

8.2.1 Initial Management Structure

At the present time the City manages and operates on- and off-street parking facilities in several of the traditional main street areas, including Port Credit Village, Clarkson and Streetsville. Most of the technical resources for the parking program reside within the Transportation and Works Department including:

- the parking by-law enforcement division,
- the traffic engineering & operations division which deals with signs and pavement markings, on-street parking planning and operations as well as the procurement and operation of parking meters and pay n display machines,
- the transportation infrastructure and asset management division which plans and maintains existing parking lots, and liaises with existing BIA's

Management and Operation of the existing three garages beneath the Central Library, City Hall and Living Arts Centre is conducted by the Facilities & Property Management Division and the Security and Operations Division of the Corporate Services Department.

Official Plan & District Policies and zoning by-law issues related to parking are dealt with by the Policy Planning Division of the Planning & Building Department.

The formulation of this parking strategy has been guided and directed by a multi-disciplinary senior municipal staff group. Given the urban design, economic development and transportation demand management objectives of the Parking Strategy, it is important that this multi-disciplinary collaboration continue into the future as the plan is implemented. Ultimately, the City will need to implement the parking strategy through an organizational structure with a mandate to:

- develop and/or operate parking facilities in garages or temporary surface lots on City owned or controlled land, commencing with an on-street paid parking program;
- enter into arrangements to acquire land or an interest in land through purchase or lease;
- enter into arrangements to acquire and/or operate surface or structured parking facilities or purchase capital equipment;
- regulate parking rates, collect revenues, provide parking enforcement and establish parking policies within the City Centre area and other identified areas throughout the City;

[38] The City will have to prepare appropriate terms of reference for such studies.

- develop a business plan that integrates parking policy planning, rate structure and operations with City Centre transit and TDM planning, programs and marketing initiatives; and
- develop a capitalization plan that implements the business plan by identifying revenues required to fund operations and potential surplus revenues that may be allocated to a dedicated reserve within the overall City Centre financial strategy.

Parking Strategy implementation should be managed within the City's corporate structure within a framework that recognizes the strategic and multidisciplinary nature of parking as a key component in achieving a strong mix of commercial and institutional uses in the City Centre. With this in mind, a senior management (i.e. Director Level) position should be responsible for all parking programs throughout the City and the successful integration of Transportation Demand Management strategies and programs in conjunction with the City Centre Parking Strategy.

As the municipal parking program expands to include opening up the existing Civic Centre garages for paid public use, implementing on-street paid parking in the City Centre and other locations throughout the City, various operational resources of the City will require co-ordination and direction.

The first step in achieving an effective alignment of management and operational resources should include the establishment of a new parking management group, which would be responsible for the overall parking management function within the City and the implementation of TDM programs and strategies.

The new Parking Management Group would take on the following responsibilities:

- the asset planning and management function which would be transferred from the Transportation Asset Management group, and include the planning and development of new parking facilities and the capital repair and maintenance of existing off-street facilities.
- developing policies for paid parking, including rates, locations and duration limits which would be transferred from the Traffic Engineering & Operations group.
- the development of an annual budget for the paid municipal parking program.
- the development of regular communications and marketing plan for the municipal paid parking program
- working with the Facilities & Property Management Division to open up the existing underground garages beneath the Library, City Hall and Living Arts Centre for paid parking uses by City staff and the general public
- administration of the paid parking program, including revenue collection and staffing.
- facilitating partnerships with BIA's and developers
- the development of a business plan for future parking development and operations, including a capitalization and financial plan.
- the integration of transportation demand management programs and policies with the municipal paid parking program by transferring the existing Environmental Transportation Co-ordinator position from the Parks and Recreation Department to the Parking management Group.

A new Parking Manager position should be created and appropriate support staff (i.e. technical support & clerical) should be transferred to the Parking Management Group as the organizational transition proceeds.

Ultimately, the Parking Enforcement function should also be consolidated under the Parking Management Group as the paid parking program continues to grow.

In order to effectively engage the business community, residents and other stakeholders in the successful implementation of the Parking Strategy, it is important to provide these groups with regular communications regarding the goals and objectives of the program, including financial budgets, progress in meeting identified initiatives, and the development of new initiatives. This will result in stakeholders being better informed and more able to provide comments and advice regarding the future evolution of the program.

The marketing and communications program should also provide information regarding the location, price and availability of parking, including accessible, bicycle, moped/motorcycle and preferential car/van pool parking. It should also include information regarding the need for TDM programs and provide guidance regarding the availability of public transit, car/van pooling options, corporate transit pass programs, the car share service and emergency ride home options – all so that people can be informed and encouraged to make choices regarding alternative transportation options.

The marketing and communications program should be web based, and be a permanent part of the City's website. It should be highly visible, easy to access and updated quarterly or when significant program changes occur. Hard paper copies should be provided semi annually and be placed in visible locations throughout City Hall and in the Library and BIA offices.

8.2.2 Potential Future Management Structure

Parking Authority/Service Board

In the longer term, as the function and business of City parking program continues to expand and become more complex, and the municipal paid parking operation is able to operate on a financially self sustaining basis, a distinct organizational structure may become desirable to ensure that the City is maximizing its investment in municipal parking facilities from an economic development, urban design, transportation management and self sustaining business perspective.

With this in mind a Parking Authority Service Board as permitted under the Municipal Act, 2001 could be established with a board of directors that could include Councillors as well as interested residents and local business members who would be appointed by Council. The non-political representatives should be chosen because of their expertise in various business or technical areas that would benefit the management of the parking operation.

TMA/Parking Authority Service Board

As the primary objectives of Parking Strategy are so closely linked with Transportation Demand Management initiatives which are being delivered thorough an internal TDM co-ordinator and the Smart Commute Mississauga Association, it may be desirable over the longer term to integrate TDM strategies and programs with those of a Parking Authority. This would ensure strong co-ordination

of various TDM initiatives, potentially reduce the combined operating costs of each organization and allow some surplus parking net revenue to be directed towards TMA activities where appropriate.

There are not any examples of combined TMA/Parking Authority operational models in Canada to date. In the United States, the Lloyd District Transportation Management Association has invested in smaller scale downtown parking garages in order to influence parking and transportation behaviour and to generate revenues for use by the TMA.

More sophisticated TMA's perform many functions, including:

- car/van pooling co-ordination and operation;
- transit pass sales including discounted bulk purchases for large groups;
- providing consolidated transportation information;
- research into employee travel needs including the identification of and planning for new transit routes and increased services;
- research and planning for improved pedestrian linkages and bicycle facilities;
- providing emergency ride home and short term car rental services;
- acting as parking sales brokers for members who have surplus parking available (eg. churches, small business/store owners);
- operating parking facilities; and
- development and ownership of parking facilities.

9.0 Conclusions and Recommendations

1. In order to reflect and facilitate the urban vision for the City Centre as the future downtown core, the Parking Strategy should have the following major goals:

- To **Support Good Urban Design** and create a walkable downtown by minimizing surface parking and encouraging higher density through the use of parking structures that are well located and integrated with primary development.
- To foster **Economic Development** by assisting the private sector in achieving the urban vision through strategic public investment in the provision of municipal parking services and transportation alternatives.
- To implement **Transportation Demand Management** by influencing commuter mode choice through parking supply management and pricing.

Each component of the Parking Strategy should fulfil one or more of these goals in order to be of value in supporting the overall planning vision for the development of the City Centre.

2. In order to achieve the primary goals of the Parking Strategy outlined above, the City should;

a) Take an active role in providing a significant portion of the future commercial-institutional parking supply in appropriate locations within the City Centre;

b) Align the City Centre policy and regulatory framework to support the parking strategy by;

- establishing a medium term parking supply target of 2.70 stalls per 100 m² GFA for office uses compared to the existing general by-law rate of 3.2, in order to recognize the higher level of transit accessibility provided at the City Centre;[39]
- creating a distinct shared parking schedule for the City Centre that recognizes the captured market effects of a mixed-use urban area;
- requiring a minimum of 80% of all required (by-law) parking for office, residential, and institutional development to be in garage structures;
- requiring office and institutional developments to designate 10% of the total parking supply for car and van pool as well as auto share spaces;
- requiring non residential uses to provide designated bicycle parking, change rooms and shower facilities in a convenient, weather-protected and secure area for approximately 4% of employees and 4% of visitors;[40]
- requiring residential apartments and townhouses to provide designated bicycle parking in a convenient, weather-protected and secure area at the rate of 0.60 and 0.15 spaces per unit for residents and visitors respectively;[41]

[39] Current by-law requirements are 3.2 stalls per 100 m^2 (3.0 per 1,000 sq. ft.) GFA. This rate should be reduced to 2.7 stalls per 100 m^2 (2.5 per 1,000 sq. ft.) following the implementation of the BRT initiative and/or the Hurontario Street High Order Transit project.

[40] Space devoted to bicycle, shower and change facilities should not be included in building GFA for the purpose of calculation of parking requirements, FSI, or development charges.

- encouraging developments to participate in City Centre focused Transportation Demand Management programs and requiring new large scale office / institutional projects to prepare Transportation Demand Management plans;
- requiring 'Parking Implementation and Phasing Plans' to be submitted and approved as part of the first site plan application for a block or planning area;
- amending the existing payment-in-lieu of parking policy to include a specific category for the City Centre;
- proactively establishing paid on-street parking at every opportunity;
- enhancing urban design standards or guidelines for parking facilities;
- permitting shared-use and off-site parking provisions to be made on adjacent privately held lands where available and appropriate.
- consider further reductions in office/retail/restaurant parking requirements with the arrival of high order transit along Hurontario Street, including the need for parking maximum supply limits.

c) Encourage establishment of a distinct economic value for the use of parking facilities or spaces in the City Centre in order to increase transit use as well as car & vanpooling and auto sharing by:

- establishing a fee basis for the use of all existing and future publicly owned or controlled on or off street parking facilities;
- encouraging the separate identification of parking costs within building occupancy costs as determined by building owners and developers.
- encouraging existing building owners/operators to work with the City to initiate test cases for user paid parking.

d) Implement the parking strategy through an organizational structure with a mandate to:

- develop and/or operate parking facilities in garages or temporary surface lots on City owned or controlled land, commencing with an on-street paid parking program;
- enter into arrangements to acquire land or an interest in land through purchase or lease;
- enter into arrangements to acquire and/or operate surface or structured parking facilities or purchase capital equipment;
- regulate parking rates, collect revenues and establish parking policies within the City Centre area and other identified areas throughout the City;
- develop a business plan that integrates parking policy planning, rate structure and operations with City Centre transit and TDM planning, programs and marketing initiatives;

[41] Space devoted to bicycle facilities should not be included in building GFA for the purpose of calculation of parking requirements, FSI, or development charges.

- develop a capitalization plan that implements the business plan by identifying revenues required to fund operations and potential surplus revenues that may be allocated to a dedicated reserve within the overall City Centre financial strategy.

Parking Strategy implementation should be managed within the City's corporate structure within a framework that recognizes the strategic and multidisciplinary nature of parking as a key component in achieving a strong mix of commercial and institutional uses in the City Centre. With this in mind, a senior management position should be responsible for all parking programs throughout the City and the successful integration of Transportation Demand Management strategies and programs in conjunction with the City Centre Parking Strategy.

3. The long term potential scope for municipal involvement in parking facilities could range from approximately 4,680 to 6,380 parking stalls over the twenty five year expected build out period for the City Centre. This could include:

- approximately 850 on-street parking stalls;
- approximately 2,500 to 4,200 parking stalls primarily located in new garage structures;
- 1,330 public stalls in existing garages beneath the City Hall, Central Library and Living Arts Centre.

Figure 3 illustrates the potential on-street parking supply concept. Figure 4 illustrates the potential for future municipally owned or controlled garages.

4. The opportunity to provide relatively low cost and convenient on-street parking is an important component of the overall plan. The City should establish a policy framework which ensures that every existing and new public street is carefully assessed in terms of maximizing the on-street parking supply.

5. There are three major sources to fund the long term capital and operating costs of the Parking Strategy, including:

- User fees (Parking Charges)
- Cash-in-lieu Funds
- Directed Downtown Tax Reserve/ Tax Increment Financing (TIF)

Public parking in the City Centre could be financed by a combination of all three funding sources, the proportion of which will change over time.

6. Parking fees should be implemented immediately in existing City owned garages with the objectives of:

- demonstrating civic leadership regarding the use of parking pricing to encourage more sustainable transportation options;
- decoupling the cost of parking from the cost of building use;

- contributing to the capital and operating cost recovery of parking investments;
- setting the example for future paid parking facilities.

It is vitally important that the City include a TDM program that is integrated within the parking program and introduced in conjunction with paid parking in the three existing City owned garages and the leased space at 201 City Centre Drive. The expanded TDM program should include:

- reduced corporate level transit pass rates for bulk purchases;
- a city supported auto sharing service;
- reduced cost car/van pool spaces located in priority areas;
- designated parking for scooter, motorcycle and bicycle use;
- guaranteed ride home service.

The municipal employee TDM program should be expanded into a City Centre focused TDM program which includes residents and employees in private development. The TDM program costs should be wholly or partially funded through a portion of the revenues generated by the Paid Parking Program prescribed in this Strategy. The budget for the municipal employee TDM program operation is $90,000. As the audience for, and nature of, TDM programming is expanded, increased funding would be valuable to effectively support it. For example, the costs to the City for funding the employer portion of the Transit discount program (25%), which are estimated at approximately $95,000 per year, could also be funded from the Paid Parking Program.

7. The existing payment-in-lieu program should be modified to include a specific City Centre category. This will allow a developer to choose to pay cash-in-lieu of providing the required parking on a specific development site, with the intent that the City would supply the parking over time in a municipally operated public parking facility.

The initial rate for payment-in-lieu of parking would be approximately $14,500 per stall, which is the estimated cost of providing surface parking in the City Centre today.[42] In future, the value should be based upon a 50% discount to the estimated actual development cost per stall for a multi storey *above grade* parking garage.

8. Capital Funds could be made available for the parking strategy from a directed downtown tax reserve that would capture a portion of the increased tax assessment and realty tax associated with new development to help fund various public infrastructure projects.

Initially, some funds could be dedicated from local municipal tax dollars, however, given the City's relatively small share of the total tax rate (i.e. approx. 15%), this revenue source would not fund a significant portion of future parking garage costs. Over time, TIF legislation (tax increment financing) enacted by the Province might be accessed to provide a more substantial portion of the municipal parking program. However, it is important that this

[42] The appropriate value will be confirmed prior to enacting the revised PIL policy and Municipal Fee Schedule.

funding source not be used to reduce the user fees or parking charges below the cost of a monthly transit pass.

9. Implementation Plan

An initial City Centre Parking Program should be implemented in 2009 with a focus on:

- implementing on-street paid public parking on existing in the City Centre, and other appropriate areas of the City;
- implementing paid parking in the City Hall, Central Library and Living Arts Centre for both visitors and staff;[43]
- establishment of a designated parking management function at the City with a mandate to develop a business and capitalization plan, actively identify public parking opportunities and implement TDM strategies and programs in an integrated fashion.

In future years the City would actively pursue public parking involvement by:

- integrating the Parking Planning and Management function with the Transportation Demand Management function, in a distinct organizational structure;
- actively expanding the municipal employee TDM program to include a City Centre focused TDM program which includes residents (through established condominium corporations) and employees in private development sites;
- continuing to place on-street paid parking along new public streets as they are constructed;
- seeking new opportunities to create municipally owned or controlled public off-street paid parking facilities in existing and new developments;
- working with development proposals to establish locations for future public parking facilities in conjunction with the payment-in-lieu of parking program; and
- actively encouraging residential developers to utilize existing payment-in-lieu of parking policies to reduce on-site visitor/commercial parking by using on-street parking and public parking garages where available within reasonable walking distance.
- considering joint venture parking development/operation opportunities on private development sites.

[43] Paid parking at City facilities should include 201 City Centre Drive and could be expanded outside the City Centre to include locations such as 950 Burnhamthorpe Road, Semenyk Court and the Mavis Works Offices in order to implement a broader based transportation demand management program and generate revenue to offset municipal parking costs.

City involvement in the provision of new off-street commercial parking facilities could begin with a institutional project, a hotel development, a mixed-use building with office/retail and residential space or a new office building.

The size and location for the first municipal public parking garage investment will depend upon the success of the new planning policies including modified payment-in-lieu policies in attracting new office or institutional development. The first garage could range in size from 250 to 650 stalls. If the garage is located below ground, the approximate cost could be $9.5 to $24.7 million. An above ground garage cost could be $7 million to $18.2 million. The City would presumably proceed with a payment-in-lieu contribution for the stalls from the developer which would cover $3.6 to $9.4 million of the capital cost[44], leaving the remainder to be funded by system wide user fees and other sources, including long term debenture funding over a 20 year amortization period.

10. Nodes & Corridors Parking Policies

The City will be undertaking a review of the existing development nodes currently contained in the official plan in 2009. Given the desire to create higher density transit oriented development along major corridors and in some nodes throughout the City, appropriate parking policies for these areas should be prepared, based in part upon the principles described in this report. Typical policies which should be considered include:

- reducing parking supply requirements for office space to reflect short and long term transit service objectives;
- reducing high density residential resident parking requirements to reflect short and long term transit service objectives;
- requiring 80% of parking supply to be provided in garage structures;
- providing on-street paid public parking on major collectors and local streets at every opportunity;
- determining specific priority locations where the City could consider strategic investment in municipal parking structures in order to facilitate good urban design, transportation demand management and economic development; and
- requiring new development applications to prepare transportation demand management plans which outline how the proposal will achieve significant reductions in single occupant vehicle use.

These policies will be especially important where the City is intent on investing in substantial new transit infrastructure such as the Hurontario Street Corridor.

[44] Based upon an initial payment-in-lieu amount of $14,500 per stall, to be confirmed prior to adjusting the Municipal fee schedule.

Appendix A

Tables A1, A2, A3, A4 and A5

TABLE A1
ESTIMATED PARKING REVENUE
Mississauga City Centre On Street Parking - Existing Supply

	Annual pkg. volume	Annual Revenue		
employees	-	$ -		
Commercial Visitors	164,250	$ 218,031		
Residential visitors	107,222	$ 284,661		
Overnight		$ -		
		$ 502,692		
General M&O		-$ 96,000		
Realty Taxes		$ -		
Capital Reserve		$ -		
sub-total		-$ 96,000		
Debt Service		-$ 75,336		
Total Expenses		-$ 171,336		
Net Surplus/Deficit		$ 331,356	-$ 4,555,310	PV
			-$ 9,490	per stall

number of stalls		480	stalls	parking fees		
cost per stall	$	900				
Capital Cost	$	432,000				
M&O per stall	$	200		$	4	residential visitors
Realty Tax per stall	$	-		$	2	hourly rate
Realty Tax rate		0.00%				
Capital reserve rate		0.00%				
Debt Service interest rate		5.25%	7 yrs			

TABLE A2
ESTIMATED PARKING REVENUE
Mississauga City Centre On Street Parking - Future Supply

	Annual pkg. volume	Annual Revenue
employees	0	$ -
Commercial Visitors	229,950	$ 305,243
Residential visitors	244,083	$ 648,007
Residential overnight		$ -
		$ 953,251
General M&O		-$ 170,600
Realty Taxes		$ -
Capital Reserve		$ -
sub-total		-$ 170,600
Debt Service		-$ 133,878
Total Expenses		-$ 304,478
Net Surplus/Deficit		$ 648,772

-$ 8,918,980 PV
-$ 10,456 per stall

number of stalls		853	stalls	parking fees	
cost per stall	$	900			
Capital Cost	$	767,700			
M&O per stall	$	200		$ 4	Residential Visitors
Realty Tax per stall	$	-		$ 2	hourly rate
Realty Tax rate		0.00%			
Capital reserve rate		0.00%			
Debt Service interest rate		5.25%	7yrs		

Assumes pay n Display operation

TABLE A3
ESTIMATED GARAGE REVENUE
Mississauga City Hall Garage - with paid parking
Marginal Increase in revenue

	Annual pkg. volume	Annual Revenue
employees	415	$ 304,088
Regular Visitors	39000	$ 51,770
My Mississauga visitors	0	$ -
Living Arts Centre visitors		$ -
		$ 355,858
General M&O		-$ 59,875
Realty Taxes		$ -
Capital Reserve		$ -
sub-total		-$ 59,875
Employee Reimbursements	25%	-$ 76,022
Debt Service		$ -
Total Expenses		-$ 135,897
Net Surplus/Deficit		$ 219,961

-$ 3,023,911 PV
-$ 6,313 per stall

garage size	479	stalls	parking fees		
cost per stall	33,000				
Capital Cost	$ 15,807,000	below grade garage	$	1	per hour
M&O per stall	$ 125		$	2	ave. fee
Realty Tax per stall	$ -				
Realty Tax rate	0.00%				
Capital reserve rate	0.00%			$60	monthly
Debt Service interest rate	5.25%	20 yrs			

Assumes Pay n Display Machine for visitors

TABLE A4
ESTIMATED GARAGE REVENUE
Mississauga City Centre Library Garage - with Paid Parking
Marginal Increase in Revenue

	Annual pkg. volume	Annual Revenue
Library employees	140	$ 89,204
City Hall employees	70	$ 50,400
Regular Visitors	150000	$ 199,115
My Mississauga visitors	0	$ -
Living Arts Centre visitors		$ -
		$ 338,719
General M&O		-$ 52,125
Realty Taxes		$ -
Capital Reserve		$ -
sub-total		-$ 52,125
Employee Reimbursement	25%	-$ 22,301
Debt Service		$ -
Total Expenses		-$ 74,426
Net Surplus/Deficit		$ 264,293

-$ 3,633,356 PV
-$ 8,713 per stall

garage size		417	stalls	parking fees		
cost per stall		33,000				
Capital Cost	$	13,761,000	below grade garage	$	1	per hour
M&O per stall	$	125		$	2	ave. fee
Realty Tax per stall	$	-				
Realty Tax rate		0.00%				
Capital reserve rate		0.00%			$60	monthly
Debt Service interest rate		5.25%	20 yrs			

Assumes Pay n Display Machine for visitors

TABLE A5
ESTIMATED GARAGE REVENUES
Mississauga Living Arts Centre Garage with paid parking
Marginal Increase in Revenue

	Annual pkg. volume	Annual Revenue
Revenues		
employees	35	$ 22,301
LAC Events	65000	$ 172,566
Restaurant	0	$ -
		$ -
		$ 194,867
Expenses		
General M&O		-$ 54,375
Realty Taxes		$ -
Capital Reserve		$ -
sub-total		-$ 54,375
Employee Reimbursement	25%	-$ 5,575
Debt Service		$ -
Total Expenses		-$ 59,950
Net Surplus/Deficit		$ 134,917

-$ 1,854,768 PV
-$ 4,264 per stall

garage size		435	stalls	parking fees		
cost per stall		33,000				
Capital Cost	$	14,355,000	below grade garage	$	10	guests
M&O per stall	$	125		$	2	restaurant
Realty Tax per stall	$	-				
Realty Tax rate		0.00%		$	3	conference
Capital reserve rate		0.00%			$60	monthly
Debt Service interest rate		5.25%	20 yrs			