



Corporate Report

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CD.06.PAR

DATE: October 11, 2005

TO: Chair and Members of Planning and Development Committee
Meeting Date: October 31, 2005

FROM: Edward R. Sajecki
Commissioner of Planning and Building

SUBJECT: **Parking Guidelines for Public and Private Non-Profit Housing –
Report on Comments**

RECOMMENDATION:

1. That the proposed guidelines attached as Appendix 1 to the report titled "*Parking Guidelines for Public and Private Non-Profit Housing – Report on Comments*" dated October 11, 2005 from the Commissioner of Planning and Building be adopted for the purpose of calculating parking requirements for non-profit housing developments.
2. That a copy of the report titled "*Parking Guidelines for Public and Private Non-Profit Housing – Report on Comments*" dated October 11, 2005 from the Commissioner of Planning and Building be forwarded, by the City Clerk, to all non-profit housing providers in Mississauga, to the Mississauga Committee of Adjustment and to the Greater Toronto Home Builders' Association for information.

BACKGROUND: On March 21, 2005 the Planning and Development Committee considered a report from the Commissioner of Planning and Building titled "*Parking Guidelines for Public and Private Non-Profit Housing*", dated March 1, 2005 (see Appendix 2). The Planning and Development Committee approved the following recommendation and subsequently it was adopted by City Council on March 30, 2005:

“PDC-0032-2005

That the report titled “*Parking Guidelines for Public and Private Non-Profit Housing*” dated March 1, 2005 from the Commissioner of Planning and Building be circulated, by the City Clerk, to all non-profit housing providers in Mississauga and to the Greater Toronto Home Builders’ Association for review and comment and that staff report back to Planning and Development Committee upon receipt of these comments.”

The report was circulated to the following:

- the Region of Peel Housing and Property Department;
- the Greater Toronto Home Builders’ Association;
- all non-profit housing providers in Mississauga; and
- Beacon Planning Services, the consulting group retained by the City of Mississauga to collect and analyze the required data.

In addition, the Commissioner of Planning at the Region of Peel was copied on the report.

This report outlines the responses received on the circulation. In addition, at the Planning and Development Committee meeting of March 21, 2005, information was requested regarding the possibility of relating parking requirements to the number of services provided at non-profit developments. This issue is also addressed in this report.

COMMENTS:

The Greater Toronto Home Builders’ Association

One response to the circulation of the report titled “*Parking Guidelines for Public and Private Non-Profit Housing*” has been received. The response was from The Greater Toronto Home Builders’ Association and is attached as Appendix 3. The Association commented favourably and noted that “*guidelines for reduced parking reflect an efficient use of land, as reduced standards would make it possible for the provision of additional housing units. In addition, providing unnecessary parking is not cost-efficient.*”

Impact of Services on Parking Demand

At the Planning and Development Committee meeting of March 21, 2005, additional information was requested regarding the possibility of relating parking requirements to the number of services provided at individual non-profit developments. It was suggested that new buildings provide a higher level of service which in turn generates a greater parking demand. It was further suggested that a review be undertaken of newer non-profit developments, where parking reductions have been approved, to evaluate how the sites were working.

Table 1 contains parking information for seven of the most recently built non-profit developments¹. The table is divided into two sections, resident parking and visitor parking. For each development, the number of parking spaces currently required, proposed by the guidelines, and the actual or peak observed parking demand is outlined.

In all cases, the parking required by the proposed guidelines is the same or less than that required by the Zoning By-law or Committee of Adjustment. In only two cases is the parking required by the new guidelines slightly higher than demand. These exceptions are Camille's Place, a private non-profit family apartment, where the resident parking proposed by the guidelines is two spaces less than what is needed, and Derrybrae Place, a Peel Living family apartment, where the visitor parking proposed by the guidelines is one space less than demand. Therefore, the analysis of new buildings indicates that the proposed guidelines provide sufficient parking with a minimum number of surplus resident and visitor spaces. No change is recommended.

¹ The two newest Peel Living seniors buildings, Millbrook Place at 177 Dundas Street West and Twin Pines Senior's Apartments at 1745 Dundas Street West, were not fully occupied at the commencement of the parking study, and therefore, data is not available.

Table 1

Type and Name of Development	Resident Parking Component			Visitor Parking Component		
	Parking Required- Zoning By-law or C of A	Parking Required- Proposed Guidelines	Actual Parking Demand	Parking Required- Zoning By-law or C of A	Parking Required- Proposed Guidelines	Peak Observed Parking Demand
Peel Living - Family Apartments						
1022 Greaves Ave - Lakeside Court	93	49	41	21	17	Not Available
2590 Rugby Road - The Castlebrooke	77	64	63	24	24	24
7095 Rexwood Road - Derrybrae Place	149	82	81	30	26	27
Peel Living - Senior's Apartment						
111 Agnes Street - Surveyor's Point	54	41	37	18	16	10
Private Non-Profit - Family Apartments						
4680 Kimbermount Avenue - PMC Place	150	83	82	27	23	Not Available
4983 Rathkeale Road - Camille's Place	112	76	78	20	17	15
Co-operative - Family Apartment						
30 Tannery Street - Tannery Gate Tower	132	85	76	21	21	8

The number and types of services and service providers available to non-profit residents is extensive and changes as residents' needs change. Some services are provided through the Region of Peel and associated groups such as Peel Senior Link. Services are also available through a variety of other organizations such as March of Dimes, Red Cross or the United Way, or are privately contracted by the residents themselves such as Meals on Wheels or home care.

The services provided to residents of non-profit buildings cannot be regulated by the City. Further, the services that will be provided are generally not known at the time the development application is being processed. The data used in the analysis for the proposed guidelines includes buildings in which residents were receiving a wide range of services and, therefore, this variable is inherently considered. It is recommended that the variable which defines parking standards for non-profit residential development remain “per dwelling unit”.

FINANCIAL IMPACT: Not applicable.

CONCLUSION: One response to the circulation of the report titled “*Parking Guidelines for Public and Private Non-Profit Housing*” has been received. The response was from The Greater Toronto Home Builders’ Association and was supportive of the proposed guidelines. A review of seven of the most recent non-profit developments was undertaken to examine whether or not the guidelines would meet the resident and visitor parking demand. It was found that the proposed guidelines provide sufficient resident and visitor parking with a minimum number of surplus spaces. Further, the data used in the analysis for the proposed guidelines includes buildings in which residents were receiving a wide range of services and, therefore, this variable is inherently considered in the proposed guidelines.

ATTACHMENTS:

- Appendix 1: Parking Guidelines for Public and Private Non-Profit Housing, October 2005.
- Appendix 2: Corporate Report, “*Parking Guidelines for Public and Private Non-Profit Housing*” dated March 1, 2005 from the Commissioner of Planning and Building.
- Appendix 3: Letter from the Greater Toronto Home Builders’ Association dated May 2, 2005.

Edward R. Sajecki
Commissioner of Planning and Building

**Parking Guidelines for Public and Private Non-Profit Housing
October 2005**

Minimum Parking Guidelines for Peel Living Developments (Per Dwelling Unit)									
	Family Apartments			Seniors Apartments			Family Multiple Horizontal		
	Resident	Visitor	Total	Resident	Visitor	Total	Resident	Visitor	Total
Market									
One-Bedroom Unit	0.75	0.20	0.95	0.38	0.10	0.48	0.81	0.25	1.06
Two-Bedroom Unit	0.90	0.20	1.10	0.72	0.10	0.82	0.94	0.25	1.19
Three Bedroom Unit	1.14	0.20	1.34	--	--	--	0.98	0.25	1.23
Four-Bedroom Unit	1.21	0.20	1.41	--	--	--	1.95	0.25	2.20
Shallow Subsidy									
One-Bedroom Unit	0.40	0.20	0.60	0.33	0.10	0.43	0.75	0.25	1.00
Two-Bedroom Unit	0.60	0.20	0.80	0.60	0.10	0.70	0.75	0.25	1.00
Three-Bedroom Unit	0.74	0.20	0.94	--	--	--	0.75	0.25	1.00
Four Bedroom Unit	1.10	0.20	1.30	--	--	--	1.95	0.25	2.20
Deep Subsidy									
One-Bedroom Unit	0.31	0.20	0.51	0.17	0.10	0.27	0.45	0.25	0.70
Two-Bedroom Unit	0.50	0.20	0.70	0.30	0.10	0.40	0.45	0.25	0.70
Three-Bedroom Unit	0.70	0.20	0.90	--	--	--	0.61	0.25	0.86
Four-Bedroom Unit	0.97	0.20	1.17	--	--	--	0.73	0.25	0.98

Minimum Parking Guidelines for Private Non-Profit Family Apartments (Per Dwelling Unit)				Minimum Parking Guidelines for Non-Profit Co-operative Family Apartments (Per Dwelling Unit)		
	Resident Component	Visitor Component	Total	Resident Component	Visitor Component	Total
Market						
One Bedroom	0.77	0.20	0.97	0.75	0.20	0.95
Two Bedroom	0.97	0.20	1.17	1.20	0.20	1.40
Three Bedroom	1.42	0.20	1.62	1.20	0.20	1.40
Four Bedroom	1.50	0.20	1.70	1.50	0.20	1.70
Shallow Subsidy						
One Bedroom	0.37	0.20	0.57	0.60	0.20	0.80
Two Bedroom	0.83	0.20	1.03	0.80	0.20	1.00
Three Bedroom	1.00	0.20	1.20	1.36	0.20	1.56
Four Bedroom	1.50	0.20	1.70	1.50	0.20	1.70
Deep Subsidy						
One Bedroom	0.21	0.20	0.41	0.50	0.20	0.70
Two Bedroom	0.63	0.20	0.83	0.75	0.20	0.95
Three Bedroom	1.06	0.20	1.26	0.86	0.20	1.06
Four Bedroom	1.50	0.20	1.70	1.50	0.20	1.70



Corporate Report

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BL.09.PAR

DATE: March 1, 2005

TO: Chairman and Members of Planning and Development Committee
Meeting Date: March 21, 2005

FROM: Edward R. Sajecki
Commissioner of Planning and Building

SUBJECT: **Parking for Public and Private Non-Profit Housing**

ORIGIN: Planning and Building Department

BACKGROUND: In the Fall of 2001, the Planning and Building Department applied for a grant from the Federation of Canadian Municipalities' (FCM) Affordability and Choice Today (ACT) program to study parking demand for public and private non-profit rental housing. (The City received a grant of \$10,000.)

The cost of providing parking in new developments ranges between \$9,000 - \$13,000 per surface space to approximately \$15,000 - \$20,000 per structured parking space depending on location. Given the cost of providing parking and scarce resources usually allotted to non-profit housing development, it is critical that spaces provided equate to actual need. For this reason the Planning and Building Department applied for the grant to undertake this study.

The grant was awarded to the City, and subsequently, Beacon Planning Services was retained to undertake the study. The results were compiled into three documents titled "*Study of On-Site Parking Demand Generated by Non-Profit Housing in Mississauga*". Volume I provides an analysis of resident parking demand; Volume II deals with visitor parking demand; and, Volume III reviews relevant parking standards and guidelines of other municipalities. The documents are not attached as they are

lengthy and technical; however, they are available in the Planning and Building Department for review.

This report summarizes the findings of the consultant's work and the recommended parking guidelines for public and private non-profit housing. Guidelines are endorsed by City Council but do not become part of the Zoning By-laws; whereas, parking standards are incorporated into the City's zoning by-laws. Exhibit 1 provides detailed results of the consultant's findings and the staff analysis.

COMMENTS:

Residential Parking Demand

Mississauga's Zoning By-laws do not contain separate parking standards for non-profit developments. Consequently, such developments are reviewed using the existing minimum rental parking standards based on built form; for example, apartment buildings, townhouses or multiple horizontal dwellings. These standards (summarized in Appendix A to Exhibit 1 of this report), are categorized by unit size, and include a resident, visitor and recreational equipment component.

A study titled "*Parking Requirements for Peel Living Apartment Projects*" dated September 19, 1994, reviewed parking data provided by Peel Living for their portfolio of non-profit apartments. The study recommended a set of guidelines which provide a context for Peel Living apartment development proposals, including variance and rezoning applications, where reduced parking standards were requested (see Appendix B to Exhibit 1 of this report).

These guidelines are over ten years old and require review to either confirm their validity or be updated. Further, the 1994 study did not consider if client type, i.e. family or senior, affects parking demand. Also, a review of facilities operated by other providers as well as other built forms, such as multiple horizontal dwellings and townhouses was not completed. The subject study investigates these matters.

There are many factors which influence resident parking demand for a non-profit development. The key factors include the following: provider, built form, client type, size of unit and level of subsidy.

The analysis of non-profit housing in Mississauga was conducted based on four categories of provider - municipal non-profit (Peel Living), private non-profit groups (various corporations), co-operatives (various corporations) and Federal non-profit.

The built forms of non-profit development in Mississauga consist of apartment, multiple horizontal and townhouse units, for either family or senior client types. The number of bedrooms is reflective of the size of the unit and includes bachelor and one to four bedroom units. The level of subsidy includes market rent, where no subsidy is provided, and rent-geared-to-income, where either a shallow or deep subsidy level exists.

For municipal non-profit properties, resident vehicle ownership data were supplied by Peel Living. Sufficient data were available to recommend reduced parking guidelines for family and seniors apartments, and family multiple horizontal dwellings. Appendix D of Exhibit 1 summarizes the recommended parking guidelines for Peel Living.

Private non-profit and co-operative properties are managed individually and, therefore, resident vehicle ownership data were not available from a single source. To collect the required information a customized survey was sent to each building superintendent/property manager. Appendices F and H of Exhibit 1 summarize recommended parking guidelines for private non-profit and co-operative family apartments, respectively.

Visitor Parking Demand

Mississauga's Zoning By-laws contain applicable visitor parking requirements (see in Appendix A of Exhibit 1). For rental apartment dwellings, a visitor and recreational equipment parking standard totalling 0.23 spaces/unit is required.

As noted in above, a study titled "*Parking Requirements for Peel Living Apartment Projects*" dated September 19, 1994, reviewed parking data provided by Peel Living for their portfolio of non-profit apartments. That study recommended a visitor parking ratio of 0.25 spaces/unit. The guideline was not based on field data or statistical analysis, rather the goal was to consolidated the existing two parking components, visitor and recreational equipment, and simplify by rounding.

For rental townhouse and multiple horizontal dwelling units the current zoning by-law contains a visitor and recreational equipment parking standard totalling 0.30 spaces/unit.

The review of visitor parking involved selection of sample sites, site survey and analysis of collected observed parking demand. A sample of 37 developments, approximately 46% of all non-profit sites, was selected. The sample includes representation from all providers (with the exception of Federal properties), all types of built forms and client groups.

The utilization surveys for visitor parking were conducted during three consecutive weekends in January, 2004. Surveys were conducted at expected peak visitor periods and each site was visited hourly resulting in 14 observations for each location.

It was determined that the data for all non-profit family apartments could be grouped and a common parking standard was appropriate, regardless of provider. The consultant's report concluded that "*For family apartments (all agencies) the results of the survey constitute a valid basis for consideration to reduce the visitor parking standard to 0.20 spaces/unit...*"

Sufficient data were also available to analyse visitor parking for Peel non-profit seniors apartments. It is recommended that a visitor parking standard of 0.10 spaces/unit, be adopted.

CONCLUSION:

In May of 2002, the Federal and Provincial governments signed an Affordable Housing Program Agreement to provide approximately \$490 million over five years to help increase the supply of affordable housing in the province. It is estimated that

approximately 10,500 affordable units will be generated. With the recent agreement regarding funding, this report is timely and will benefit future non-profit developments by minimizing the funds spent on parking spaces that are not needed. In addition, City Council approved guidelines can be used as a basis for variance and rezoning applications without having to undertake supporting parking utilization studies, providing further cost savings to the provider.

Some of the key general findings of the subject report are confirmed by other similar work undertaken by BA Consulting Ltd. for Ministry of Housing in 1991 which focused on non-profit housing in the Regional Municipalities of Toronto, Peel, York and Durham. Some of the common general findings include the following:

- municipal non-profit residences consistently have the lowest parking ratios;
- smaller units exhibit significantly lower parking demands than do larger units;
- reported parking ratios among subsidy categories were significantly different in that parking requirements generally decrease in relation to subsidy level and presumed household income levels; and
- built form is a lesser determinant of parking demand, but nevertheless significant when comparing family and senior accommodation.

The specific findings of the study were largely determined by the availability of sufficient and plausible data. Guidelines for reduced parking standards for the resident component of the parking requirement are recommended for the following categories:

- Peel Living family and seniors apartments;
- Peel Living family horizontal multiple dwellings;
- private non-profit family apartments; and
- co-operative non-profit family apartments.

Guidelines for reduced parking standards for the visitor component of the parking requirement are recommended for the following categories:

- all non-profit family apartments, regardless of the provider; and
- Peel Living seniors apartments.

Appendices D, F and H to Exhibit 1 summarize the recommended guidelines for resident and visitor parking component for non-profit development.

RECOMMENDATION: That the report titled "*Parking for Public and Private Non-Profit Housing*" dated March 1, 2005 from the Commissioner of Planning and Building be circulated, by the City Clerk, to all non-profit housing providers in Mississauga and the Greater Toronto Home Builders' Association for review and comment.

Edward R. Sajecki
Commissioner of Planning and Building



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May 2, 2005

Ms. Teresa Kerr, Planner
Planning & Building Department
City of Mississauga
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Toronto, Ontario
L5B 3C1

VIA FAX 905-615-4494

RE: *Parking Guidelines for Public and Private Non-Profit Housing BL.09.Parking*

The Greater Toronto Home Builders' Association is in receipt of the above noted report, and provides the following comment:

The guidelines for reduced parking reflect an efficient use of land, as reduced standards would make it possible for the provision of additional housing units. In addition, providing unnecessary parking is not cost-efficient.

GTHBA is pleased to have had the opportunity to review the report as part of the City's involvement with the Federation of Canadian Municipalities (FCM) Affordability and Choice Today (ACT) program.

Sincerely,

A handwritten signature in black ink, appearing to read "Paula Tenuta".

Paula Tenuta, MCIP, RPP
Municipal Government Advisor