

Recommendation Report Detailed Planning Analysis

Owner: City Park (Lakeshore) Inc.

1381 Lakeshore Road East

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1. Community Comments

Through the community and public meetings held, comments from the public were generally directed towards the proposed density, built form and traffic impacts. Below is a summary and response to the specific comments heard.

Comment

15 storeys is too high for the subject site and will create impacts on the adjacent existing low rise neighbourhood.

Response

Staff agree with this comment and comments are detailed in Section 7 of this Appendix.

Comment

The proposal will create negative impacts on the traffic patterns surrounding the site, including increasing infiltration into the adjacent residential streets. The access points to the site should be reconsidered.

Response

A Traffic Impact Study (TIS) was submitted in support of the application. The study investigated the impact of the proposed development on the existing traffic network. The Transportation and Works (T&W) Department advises that it is not satisfied with the study and have requested additional information. Further, the Region of Peel has advised that it does not support the proposed vehicular access point at Dixie Road at this time.

Comment

The proposed density on this site would contribute to an overwhelming increase in density neighbourhood wide.

Response

Having regard for the Growth Plan's direction to intensify land use in transit station areas, the Planning and Building Department acknowledges that redevelopment of the site at a greater density is warranted, however the scale of the proposed building is excessive and not supported.

Comment

How does the proposal address servicing and capacity requirements?

Response

The Region of Peel has asked for additional information with respect to the submitted Functional Servicing Report and at this time the servicing and capacity requirements cannot be confirmed.

Comment

This development should ensure that sidewalks and any other right-of-way infrastructure components are improved and fixed.

Response

The proposed development is not supported in its current form. Should redevelopment plans for this site proceed, staff will seek streetscape improvements which may also require the relocation of underground utilities.

Comment

The proposal should address the City's affordable housing issues.

Response

The Planning and Building Department has requested that the applicant provide a Housing Report in accordance with the City's terms of reference. This has not been provided. It is unknown how the proposed building would address the City's housing needs.

2. Updated Agency and City Department Comments

UPDATED AGENCY AND CITY DEPARTMENT COMMENTS

The applications were circulated to all City departments and commenting agencies on November 22, 2020. The applicant has not submitted revised information so the summary of the comments in the Information Report (Appendix 1) are still applicable. However, particular departments and agencies have provided the following supplemental comments:

Transportation and Works

Comments dated November 30, 2020 incorporated into Appendix 1 of this Recommendation Report are still applicable. In addition to these comments, Traffic Planning has concerns with the location of the loading and service area, as it introduces conflict when a motorist is attempting to enter the site from the Dixie Road access point while a truck is present

in the loading area. As the motorist will be unaware of the presence of the truck and will be travelling at an undetermined speed whilst entering the site; it will pose a safety concern. The applicant shall provide for a sufficient clear throat length within the driveway access to ensure the roadway and internal driveway can operate efficiently.

Region of Peel

Comments dated November 24, 2020 incorporated into Appendix 1 of this Recommendation Report are still applicable. In addition, the Region of Peel is currently not in support of the access off of Dixie Road. Further information has been requested with respect to the submitted Traffic Impact Study to address this concern.

3. *Provincial Policy Statement, 2020 (PPS) and the Growth Plan for the Greater Golden Horseshoe (Growth Plan) 2019 and Amendment No. 1 (2020)*

The *Provincial Policy Statement* (PPS) and the *Growth Plan for the Greater Golden Horseshoe* (Growth Plan) provide policy direction on matters of provincial interest related to land use planning and development and directs the provincial government's plan for growth and development that supports economic prosperity, protects the environment and helps communities achieve a high quality of life.

Both the PPS and the Growth Plan recognize that the official plan is the most important vehicle for implementation of these policies as "comprehensive, integrated and long-term planning is best achieved through official plans".

Under the *Planning Act*, all planning decisions must be consistent with the PPS and conform to the Growth Plan.

4. Consistency with PPS

The Public Meeting Report dated December 24th, 2020, (Appendix 1) provides an overview of relevant policies found in the PPS. The PPS includes policies that allow for a range of intensification opportunities and appropriate development standards, including:

- Section 1.1.3.2 of the PPS requires development to reflect densities and a mix of land uses which efficiently use land and resources, are appropriate for and efficiently use infrastructure and public service facilities and are transit supportive.
- Section 1.1.3.3 of the PPS states that planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated, taking into account existing building stock and,
- Section 1.1.3.4 of the PPS states that appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while maintaining appropriate levels of public health and safety.

MOP has addressed this general PPS directives in the following chapters:

Chapter 5 – Direct Growth of Mississauga Official Plan (MOP) indicates that where higher density is proposed, it should be located on sites along Corridors or in conjunction with existing commercial centres, and in close proximity to Major Transit Station Areas,

Chapter 9 – Build A Desirable Urban Form of MOP indicates that intensification may be directed to Neighbourhoods and Corridors, provided that the design is appropriate and context sensitive to the surrounding area.

Chapter 7 – Complete Communities contains policies that require developments to be compact in nature to support public health and be designed in a manner that is conducive to overall health and safety. Developments shall provide a range of housing choices in terms of type, tenure and price.

The Lakeview Local Area Plan further refines the direction from MOP noted above by indicating that the Lakeshore Road Corridor will concentrate additional residential, commercial and community uses, with policies and guidelines that suggests built form is intended to be of a mid-rise scale.

While the redevelopment of the subject property to a density and height that is more than current planning permissions is consistent with the PPS directive of an efficient and more compact development, the proposal calls for a tall building

within an area that is intended to maintain its main street character through the applicable local policy framework. The PPS recognizes that municipal official plans are the most important vehicle to achieving comprehensive and integrated long-term plans; this application undermines and potentially destabilizes the Local Area Plan's intent by introducing a tall building for the site, and has insufficient regard for the development approach to the corridor as a whole. Additional comments from the MOP perspective are contained in Section 7 of this Appendix.

5. Conformity with Growth Plan

The Public Meeting Report dated December 24th, 2020 (Appendix 1) provides an overview of relevant policies found in the Growth Plan.

The Growth Plan was updated May 16, 2019, in order to support the "More Homes, More Choice" government action plan that addresses the needs of the region's growing population. The new plan is intended, amongst other things, to increase the housing supply and make it faster and easier to build housing. Pertinent changes to the Growth Plan include:

- The Vision for the Growth Plan now includes the statement that the Greater Golden Horseshoe will have sufficient housing supply that reflects market demand and what is needed in local communities.
- Section 2.2.2.3 requires municipalities to encourage intensification generally throughout the delineated built-up area. Previous wording referred to encouraging

intensification generally to achieve the desired urban form.

- Section 2.2.2.3 also directs municipalities to achieve intensification throughout the delineated built-up areas and identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas.

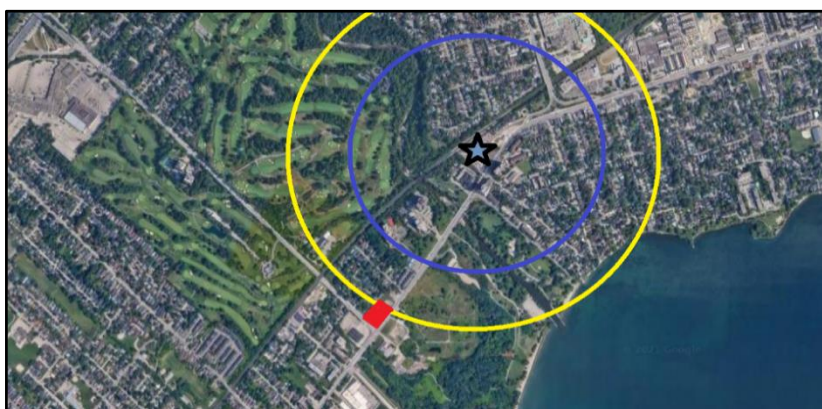
With respect to transit-oriented development, Section 2.2.1 states that within settlement areas, growth will be focused in locations within existing or planned transit, with a priority on higher order transit where it exists or is planned. Section 2.2.4 directs municipalities to plan for Major Transit Station Areas (MTSAs) on priority transit corridors identified in the Growth Plan by delineating MTSAs and creating associated policies to meet minimum density targets and encourage efficient, compact and transit oriented development. The Growth Plan generally defines these areas as being within an approximate 500 to 800 metre radius of a transit station, representing about a 10-minute walk.

Long Branch GO Station

The subject property is located at the edge of an 800 m (2 624.7 ft.) radius of the Long Branch GO Station in the City of Toronto. The Growth Plan establishes a minimum density target of 150 residents and jobs per hectare for those MTSAs that are served by the GO Transit rail network. However, the Growth Plan generally describes MTSAs as being within a 500 to 800 m radius of a transit station, and Section 2.2.4 of the Plan makes the Region of Peel responsible for delineating

precise MTSA boundaries in consultation with the City of Mississauga.

The City of Toronto has not yet delineated the Long Branch GO Station MTSA or developed specific policies within its Official Plan. City of Toronto staff are working on a Municipal Comprehensive Review with a phased approach and the Long Branch GO MTSA work is tentatively scheduled for 2022. It is expected that the City of Toronto will consult with the Region of Peel when it undertakes its delineation exercise for the Long Branch GO Station, should lands within the City of Mississauga be considered to be included within this MTSA area.



Aerial image showing the Long Branch GO Station with a 500 m walkshed identified in blue and an 800 m walkshed identified in yellow. Subject property is outlined in red.

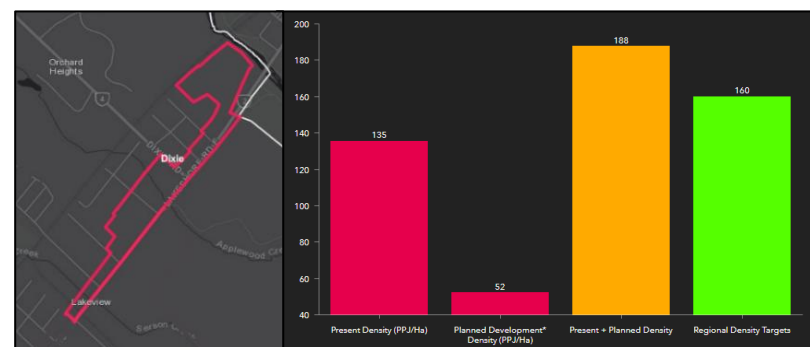
Future Dixie-Lakeshore BRT Stop

Bus Rapid Transit is expected for this segment of Lakeshore Road East, with a stop expected to be located at the Dixie Road and Lakeshore Road East intersection. Section 2.2.4 of the Growth Plan provides that all MTSA (regardless of whether they are located on priority corridors) will be planned and

designed to be transit-supportive and to achieve multimodal access and that “development will be supported, where appropriate, by planning for a diverse mix of uses, including additional residential units and affordable housing, to support existing and planned transit service levels”.

Lakeshore Road East is not identified as a priority transit corridor by the Growth Plan, and accordingly, the Plan does not specify minimum density requirements (residents and jobs combined) for these associated MTSA.

As a component of the Regional Official Plan Review 2041, the Region of Peel, in collaboration with the City of Mississauga, have been working to identify potential MTSA in the City, their boundaries, and their potential density targets. While the Lakeshore Road BRT is included in the draft of potential MTSA, neither the Region nor the City have adopted these elements within their respective official plans.



Map of Dixie-Lakeshore MTSA boundary and PPJ stats from City's online MTSA dashboard

Notwithstanding, the draft Dixie-Lakeshore BRT stop MTSA is currently achieving 187 PPJ, which includes existing and planned development (including approved applications and applications already in the pipeline that conform to the OP). This exceeds the 160 PPJ minimum requirement that would be applied to a BRT system if it were to be within the Growth Plan's Priority Transit Corridor.

6. Region of Peel Official Plan

Conformity with Region of Peel Official Plan

The subject property is located within the Urban System in the Region of Peel. General Objectives in Section 5.3.1 and General Policies in Section 5.5 direct development to the Urban System to achieve healthy complete urban communities that contain living, working and recreational opportunities, which respect the natural environment, resources and the characteristics of existing communities. A future objective is to achieve an urban structure, form and densities which are pedestrian-friendly and transit-supportive.

MOP generally contains policies that fulfill this directive in Chapter 4 – Direct Growth, Chapter 7 – Complete Communities and Chapter 9 – Build a Desirable Urban Form.

In particular, the Region of Peel Official Plan states that development is “to achieve intensified and compact form and a mix of land uses in appropriate areas....taking into account the characteristic of existing communities and services.”

In view of the above, while the proposed redevelopment at a density higher than current planning permissions represents infill development that achieves a high level planning direction of more efficient redevelopment that takes advantage of services and is next to transit, issues of transition and character are to be addressed through MOP, which is the primary instrument used to evaluate development applications.

7. Mississauga Official Plan (MOP)

The proposal requires an amendment to the Mississauga Official Plan Policies for the Lakeview Neighbourhood Character Area, to permit an 8 to 15 storey apartment building with ground floor commercial space. Section 19.5.1 of Mississauga Official Plan provides the following criteria for evaluating site specific Official Plan Amendments:

- ***Will the proposal adversely impact or destabilize the overall intent, goals and objectives of the Official Plan; and the development or functioning of the remaining lands which have the same designation, or neighbouring lands?***
- ***Are the lands suitable for the proposed uses, and are the proposed land uses compatible with existing and future uses of the surrounding lands?***

- ***Are there adequate engineering services, community infrastructure and multi-modal transportation systems to support the proposed application?***
- ***Has a planning rationale with reference to Mississauga Official Plan policies, other relevant policies, good planning principles and the merits of the proposed amendment in comparison with the existing designation been provided by the applicant?***

Planning staff have undertaken an evaluation of the relevant policies of the PPS, Growth Plan and MOP, including those found in Section 19.5.1 against this proposed development application.

The following is an analysis of the key policies and criteria:

Site Context within Mississauga's Urban Structure

Schedule 1 of MOP identifies the site as being located in a Neighbourhood and within a Corridor. The site is not located within an Intensification Area. The Lakeview Major Node, is located to the west of the site (west of Fergus Avenue, on the south side of Lakeshore Road East).

Section 5 of MOP recognizes that Neighbourhoods will not be the focus for intensification, however, it may occur through the redevelopment of existing commercial sites as mixed use areas, particularly along Corridors. However, MOP is explicit that this type of intensification may be considered “where the proposed development is compatible in built form and scale to the surrounding development...” (Section 5.3.5.5), and that “Development will be sensitive to the existing and planned

context and will include appropriate transitions in use, built form, density and scale” (Section 5.3.5.6).

Where Corridors transect Neighbourhoods, as is the case here, Section 5.4.5 directs that “development will require to have regard for the Neighbourhoods and provide appropriate transitions in height, built form and density to the surrounding lands”. Further, land use and design policies and the delineation of Corridor boundaries will be determined through the local area review (Section 5.4.6).

Site Context within the Lakeshore Road Corridor

In the Lakeview Area Plan of MOP, the site is located within the Lakeshore Corridor Precinct and is intended to be the primary area for street related commercial development, with a mixture of uses and pedestrian oriented built form. Section 10.2 of the Lakeview Local Area Plan provides a range of policies that seek to achieve this environment, with a focus on built form, urban design and transition policy.

With respect to building height, the Local Area Plan states:

10.2.4 Development along Lakeshore Road East is encouraged to be two to four storeys in height; however, some sites will be permitted building heights greater than four storeys as shown on Map 3.

Map 3 is the Height Limit schedule of the Lakeview Local Area Plan, and limits the height of the site to four storeys. Across the street at the north-west corner of Dixie Road and Lakeshore Road East is a site that allows for up to twelve

storeys. This proximate site previously permitted up to ten storeys in height, however, through the approval of development application OZ 18/009 W1, twelve stories was allowed for a portion of the property, with a maximum of eight storeys on the balance of the site, including the Dixie Road and Lakeshore Road East frontages. It is also noted that this property is more than twice the size of the subject site.

Further, Section 10.2.10 of the Lakeview Area Plan of MOP applies the Intensification Areas policies of the Plan to the Core Area of the Lakeshore Corridor Precinct. This site is not located within the Core Area, further illustrating the plan's intent for limited intensification in this area.

Tall Buildings, Urban Design and Transition

MOP defines a tall building to “mean a building having a height greater than the width of the street on which they front. Tall buildings are defining structures in the city structure; becoming icons and landmarks in skyline and streetscape...”. The proposed building is 53.4 m (175.2 ft.) in height, and the width of Lakeshore Road East in this area is 44.5 m (146.0 ft.). In MOP's view, this is a tall building being proposed in an intended main street area. As it is located in a Neighbourhood, the site is not intended to permit an icon or a landmark; these are better suited to Intensification Areas.

General Local Area Plan policies direct redevelopment along the corridor to preserve and enhance the main street character of Lakeshore Road and be sensitive to the existing adjacent low density neighbourhoods by providing appropriate

transition. The Local Area Plan offers the following pertinent policies:

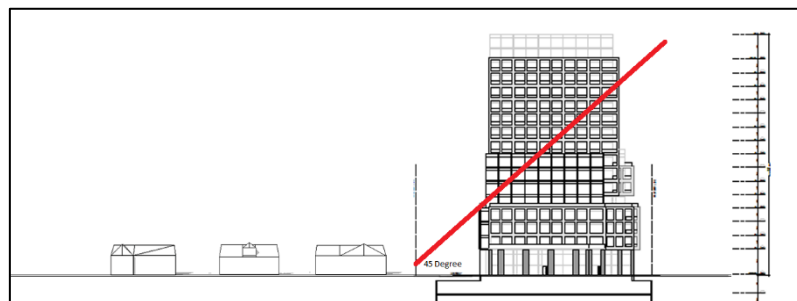
6.2.2 Intensification will be sensitive to the existing and planned context of the corridor and adjacent residential uses.

10.2.5 Appropriate transition to adjacent low density residential will be required.

10.3.5 Criteria for apartment development will include, among other things: c. transition to adjacent lower built forms.

To the north and directly abutting the subject property is an existing, mature residential neighbourhood that contains bungalow and two storey dwellings. While the Growth Plan and MOP each identify that the subject property can be considered for intensification, each document also acknowledges that the municipality will apply development standards through policy to determine appropriate transition. These standards are particularly important due to the existing context north of the site.

The Lakeview Local Area Plan Built Form Guidelines provide further insight into determining appropriate transition by utilizing the 45 degree angular plane test from the adjacent property line to dictate an appropriate setback and height. The guidelines also specify the use of building step backs and floor plate size maximums to ensure that redevelopment minimizes massing, overlook and shadowing impacts.



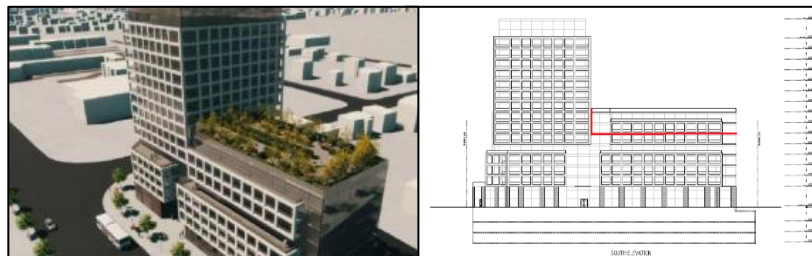
In conducting the 45 degree angular plane test as per the built form guidelines, a large portion of the 15 storey building falls outside of the plane.

Based on the submitted shadow study, the proposal fails required criteria in the City's terms of reference and does not provide any mitigating measures. In particular, the proposed building mass significantly impacts the rear yard amenity spaces of 1021, 1029 and 1031 Dixie Road and 1022 Cherriebell Road, which is defined as the space between the rear dwelling wall and a 7.5 m setback from that wall. Shadows cast from the building impact the adjacent amenity spaces for more than 2 hours, failing criteria 3.1 set out in the City's terms of reference. Furthermore, the same shadows cast on the adjacent dwellings fail criteria 3.5 which is intended to ensure adequate sunlight on building faces to ensure the possibility of solar power usage. With a reduction in overall height and massing, shadowing impacts on the adjacent properties can be mitigated and it is demonstrated that the proposed tall building does not respond appropriately to the surrounding context.

Even if the site were deemed appropriate for a tall building, the proposal fails to meet the tall building criteria of the built form guidelines, as floors 7 and 8 of the podium exceed the maximum size of 1 000 m² (10,763 ft²), further exacerbating

the overall massing, overlook, and shadow condition to the north, and with its framing of Lakeshore Road.

The increase in overall height and podium mass negatively impacts the Lakeshore Road frontage as it is not conducive to a main street character that the Lakeview Local Area Plan seeks to achieve for built form along the corridor.



Applicant's rendering and elevation showing the approximate excessive area of floors 7 and 8

Taking into consideration the built form guidelines and the Local Area Policies, the proposed height and overall built form is not designed to provide appropriate transition and compatibility to the adjacent low density neighbourhood directly abutting the subject property and does not maintain the main street character of the Lakeshore Road Corridor.

Retail Space

The Lakeshore Corridor is identified in Lakeview Local Area Plan as a Higher Order Transit Corridor that will accommodate a mix of commercial, office, residential and cultural uses.

The applicant is proposing ground floor commercial space that is oriented to the Dixie Road and Lakeshore Road East intersection. This presents an opportunity for convenience

retail type commercial space to support area residents and encourage walkability.

However, there are overall site organization issues with the ground floor plan including functionality and layouts that need to be further refined.

Affordable Housing

In October 2017, the City adopted Making Room for the Middle: A Housing Strategy for Mississauga which aims to foster a supportive environment for housing that is affordable for all.

Section 8.1 of the Lakeview Local Area Plan encourages a range of housing choices in terms of type, tenure and price, and expressly encourages the provision of affordable housing within the Lakeshore Corridor.

Staff have identified the submission of a Housing Needs Report to address the City's Housing Strategy. To date, the applicant has not submitted this report and it is unknown how the proposal addresses Council's Housing Strategy.

Services and Infrastructure

Additional information is required in order to determine if the existing infrastructure is adequate to support the proposed development.

The Transportation and Works Department identifies discrepancies in the Functional Servicing Report with respect

to stormwater management. In addition, Traffic Planning staff require amendments to the Traffic Impact Study and have identified a concern with the design of the site access and the configuration with the loading area of the proposed building.

The Region of Peel advises that additional information is required from the Functional Servicing Report to determine if water and sanitary sewer capacity to service this site is needed. In addition, the Region of Peel has identified a concern with the Dixie Road vehicular access and has requested additional information.

8. Bonus Zoning

Council adopted Corporate Policy and Procedure 07-03-01 – Bonus Zoning on September 26, 2012. In accordance with Section 37 of the *Planning Act* and policies contained in the Official Plan, this policy enables the City to secure community benefits when increases in permitted height and/or density are deemed to be good planning by Council through the approval of a development application.

Should this application be approved by LPAT or a settlement opportunity arise, it is recommended that Legal Services pursue a community benefits contribution from the developer.

9. "H" Holding Symbol

In the event the applicant were to be successful in its appeal to LPAT, then staff propose that an "H" Holding Provision be

requested through the LPAT process to capture outstanding items, including but not limited to the following::

- The execution of a Section 37 (Community Benefits) Agreement to the satisfaction of the City
- Execution of Development Agreement satisfactory to both the City of Mississauga and the Region of Peel
- Satisfactory arrangements be made with the Region of Peel with respect to garbage collection, site access, site servicing and any other outstanding items
- Submission and satisfactory receipt of updated information to the Noise Report, Functional Servicing Report, Stormwater Management Report, Traffic Impact Study
- Satisfactory arrangements be made with the Transportation and Works Department with respect to the submission of Letters of Reliance, Record of Site Condition and the Remedial Action Plan

10. Site Plan

Prior to development of the lands, the applicant will be required to obtain site plan approval. No site plan application has been submitted to date for the proposed development.

The City has identified further revisions that will need to be addressed such as residential unit setbacks and ground floor use deployment, landscaping, amenity spaces, grading, servicing and loading/service area design, among others.

11. Conclusions

In conclusion, City staff have evaluated the applications to permit an 8 to 15 storey condominium apartment building with ground floor commercial space against the *Provincial Policy Statement*, the *Growth Plan for the Greater Golden Horseshoe*, Region of Peel Official Plan and Mississauga Official Plan.

The subject property is located on the very edge of the 800 m (2 624.7 ft.) Long Branch GO Station walkshed, which is an MTSA that is situated on a Priority Transit Corridor in the Growth Plan and is located within the City of Toronto. This MTSA has yet to be delineated in their respective Official Plan. The subject property is also located directly adjacent to a proposed BRT stop, that is not considered to be on a Priority Transit Corridor by definition of the Growth Plan and while the Region of Peel currently has the Dixie-Lakeshore MTSA as draft within its delineation work, it is currently not acknowledged in the Region of Peel Official Plan and Mississauga Official Plan.

Notwithstanding the above, the Province directs municipalities to achieve more efficient and compact development in close proximity to transit, while also maintaining built forms that provide adequate transition to existing contexts. While it is reasonable to assume that a redevelopment above the current planning permissions could achieve both Provincial and local planning directives, a tall building proposal in this manner undermines the mid rise intent of the Lakeview Local Area Plan.

The Lakeview Local Area Plan views the Lakeshore Road corridor as an area that is to develop in accordance with anticipated transit improvements within the ROW in a fashion that maintains the main street character of the corridor and respects and relates to the immediate low rise context.

The proposal does not conform to the Lakeview Local Area Plan for the following reasons, among others noted above:

- The proposal represents a redevelopment that does not fit the subject property's location in the MOP urban structure as a Neighbourhood Character Area
- The proposed tall building does not provide adequate transition and creates shadowing and massing impacts on the properties to the north
- The height and massing of the building does not maintain the main street character of the Lakeshore Road corridor
- The proposal does not align with applicable local area plan and built form guidelines that require built form design that is sensitive, respects and relates to the surrounding area

As such, the proposed Official Plan Amendment and Rezoning applications do not represent good planning and should be refused.