

City of Mississauga

Corporate Report



Date: December 23, 2021

To: Chair and Members of Planning and Development Committee

From: Andrew Whittemore, M.U.R.P., Commissioner of Planning & Building

Originator's files:
CD.03-DOW

Meeting date:
January 24, 2022

Subject

INFORMATION REPORT (WARDS 4 and 7)

Downtown Fairview, Cooksville and Hospital Policy Review – Draft Official Plan Amendment and Built Form Standards

Recommendation

1. That the report titled "Downtown Fairview, Cooksville and Hospital Policy Review – Draft Official Plan Amendment and Built Form Standards" dated December 23, 2021 from the Commissioner of Planning and Building, be received for information.
2. That staff undertake community engagement to inform, consult and receive feedback on the draft official plan policies and built form standards contained in this report and include holding a community meeting and a statutory public meeting.

Executive Summary

- In 2019, Mississauga City Council passed a motion directing planning staff to prepare amendments to Mississauga Official Plan (MOP) for three communities located along the Hurontario corridor – Downtown Fairview, Cooksville and Hospital Character Areas. With transit investments on the way and anticipated population and employment growth, an update to MOP policies for these lands are necessary.
- Through this update, staff is exploring how official plan policies can support the creation of 15 minute communities in Downtown Fairview, Cooksville and Hospital. The 15 minute city is an approach to city planning focussing on building high-quality, liveable communities where the basic needs of everyday life can be safely reached within 15 minutes by foot.

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- This report presents a draft Official Plan Amendment (OPA) and complementary Built Form Standards (BFS) to manage future growth and achieve vibrant, 15 minute communities. The proposed OPA incorporates a new vision and guiding principles, and policies on community uses, road and pedestrian connections and built form requirements. The BFS proposes a range of design standards to support the implementation of official plan policies, such as: setbacks, podium conditions, tower separation distance, and additional standards to achieve a main street character.
- The Region of Peel is undertaking a Major Transit Station Area (MTSA) study to establish new policy requirements for higher density, mixed use growth in areas with existing or planned transit. Within Downtown Fairview, Cooksville and Hospital, the Regional MTSA study identifies five potential MTSAs along Hurontario Street. Several amendments to official plan policies and schedules are contained in this report for information purposes that are intended to be implemented through a future MTSA MOP Amendment once the draft MTSA Regional Official Plan Amendment (ROPA) is approved.
- As part of the next steps, staff is planning to hold a virtual community meeting to seek feedback from the public on the draft OPA and BFS in February 2022. This will subsequently follow with a statutory public meeting held at a future Planning and Development Committee meeting.

Background

In 2019, Mississauga City Council passed a motion directing staff to prepare amendments to MOP for three communities located along the Hurontario corridor – Downtown Cooksville, Fairview and Hospital Character Areas. The last comprehensive policy review of these lands was completed in the late 1990s. With transit investments on the way and anticipated population and employment growth, an update to these policies are necessary. The Hurontario Light Rail Transit (LRT) is under construction, planning is underway for Bus Rapid Transit (BRT) along Dundas Street, and the potential exists for two-way, all-day GO Transit service at the Cooksville GO Station. This report presents the draft MOP policies and BFS intended to manage that growth and help achieve vibrant, 15 minute communities. Transit-oriented development will ensure transit investments are supported with greater access to housing, jobs and services.

IMPLEMENTING THE OUTCOMES OF PREVIOUS STUDIES

The 2019 Mississauga City Council motion identified four previous studies and plans for consideration in preparing amendments to MOP: the *Hurontario/Main Street Corridor Master Plan* (2010); the *Cooksville Mobility Master Plan Study* (2011); *Vision Cooksville* (2016); and the *Dundas Connects Master Plan* (2018). These studies provide clear guidance on how Downtown Fairview, Cooksville and Hospital should develop, and include direction on land uses, heights, transportation improvements and urban design.

These studies have been considered in the draft MOP policies and BFS. A brief description of each study or plan is provided below.

1. The Hurontario/Main Street Corridor Master Plan was approved by City Council in June 2010, and provides a planning and urban design framework that envisions a mixed use, pedestrian oriented corridor. The Plan includes detailed recommendations for a transit-supportive height framework; mixed residential, retail, office and commercial uses along Hurontario Street; improved connections for pedestrians, cyclists and transit users; and a walkable and human-scale built form.
2. The Cooksville Mobility Hub Master Plan Study was completed in 2011 in partnership with Metrolinx to develop a long-term vision and integrated development framework for the Cooksville GO Station and surrounding lands.
3. Vision Cooksville was approved in June 2016 by the Planning and Development Committee. Developed in partnership with local residents, businesses and property owners, the study establishes a vision for Downtown Cooksville rooted in its multicultural history. The study recommends: new and improved parks and open space; pedestrian-oriented street and building design; a Cooksville community hub; increased housing opportunities and choice; support for small, independent business; and a distinct Cooksville identity through signage, public art and an enhanced public realm.
4. The Dundas Connects Master Plan was endorsed by City Council in June 2018. The Plan makes recommendations for rapid transit, land use and streetscape changes along the Dundas corridor, including a link to the Cooksville GO Station and Hurontario LRT.

In addition to these four studies, staff also considered city-wide studies that may inform the planning direction for these areas such as the *Downtown Growth Area Park Provision Strategy* (2015), *2019 Parks & Forestry Master Plan*, the *2019 Culture Master Plan*, and the *Pedestrian Master Plan* (2021). Furthermore, recent changes to provincial planning policies and legislation, and evolving housing and community needs, has resulted in the need to update official plan policies to reflect the current context.

ALIGNING WITH REGIONAL MAJOR TRANSIT STATION AREA STUDY

The Region of Peel is undertaking a Municipal Comprehensive Review (MCR) to conform to provincial planning policies and legislation that will require approval by the Province. As part of the MCR, the Region is conducting a MTSA study to establish new policy requirements for higher density, mixed use growth in areas with existing or planned transit. In the fall of 2021, Regional staff presented a draft MTSA Regional Official Plan Amendment (ROPA) to Regional Council. Within Downtown Fairview, Cooksville and Hospital, the MTSA ROPA identified five potential MTSA's along Hurontario Street – at Central Parkway, Cooksville GO Station, Dundas Street, Queensway and North Service Road.

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The MTSA ROPA will delineate MTSA boundaries and introduce minimum densities for each MTSA. Local municipalities will be directed to address: land uses that support complete communities; minimum densities; minimum and maximum heights; and improved multi-modal access and connectivity, among other matters. The draft MTSA ROPA included a minimum density target of 300 persons plus jobs per hectare for potential MTSA's in Downtown Fairview, Cooksville and Hospital. Once the MTSA ROPA is approved, MOP policies will need to be updated to conform to the Region of Peel Official Plan and achieve Regional requirements related to land uses, heights and densities for protected MTSA's.

CREATING A '15 MINUTE CITY'

Through this policy review, the City is exploring how official plan policies can support the creation of 15 minute communities in Downtown Fairview, Cooksville and Hospital. The 15 minute city is an approach to city planning focussing on building high-quality, liveable communities where the basic needs of everyday life can be safely reached within 15 minutes by foot. This approach emphasizes the features of a community that are needed to serve residents – including parks, groceries, jobs, medical clinics, pharmacies, schools, shops, restaurants, and more – and that these everyday needs can be safely and conveniently accessed without the use of a car.

On April 22, 2021, a 15 minute city forum was held with the community to explore how the concept of the 15 minute city can be applied to policy with a focus on Downtown Cooksville. With its mix of shops, restaurants and services, Downtown Cooksville in particular contains many of the elements of a 15 minute city. At the forum, three policy directions were proposed to ensure new development contribute to the success of the 15 minute city concept: create a mixed use community; plan for more housing and people; and achieve a walkable and connected community. Examples as to how they would apply were also provided. These included:

- the extension of Cook Street to improve pedestrian and cycling connectivity;
- promoting a main street character along Hurontario and Dundas Streets with a mix of services and amenities that are readily available and accessible by walking;
- increased housing choice and availability; and
- improved pedestrian and cycling amenities to enhance safety and comfort.

Comments

A land use review of the Downtown Fairview, Cooksville and Hospital Character Area policies and schedules of MOP has been undertaken by planning staff to set a new planning framework for these areas of Mississauga. The proposed changes will implement a new direction to manage the growth and development of these areas.

The draft policies outlined in Appendix 1 of this report incorporates a new vision and guiding principles for each Character Area. It sets out ways to support more housing along rapid transit corridors by permitting taller buildings while considering the need for future school facilities,

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public parkland and open spaces and a mix of other uses for access to basic needs within a short walking distance from residents' homes. It considers how new buildings can be utilized to provide employment and create vibrancy to the area through a variety of uses. The type of non-residential uses is wide-ranging, from restaurants to personal service establishments, banks, office (including medical office), community or cultural uses and more. Policies on improved transportation connections will help ensure this mix of uses can be accessed safely and conveniently by pedestrians and cyclists.

The draft OPA also contains urban design policies that will help shape the design of the built environment to achieve vibrant, 15 minute communities. Urban design staff have developed a set of draft complementary BFS that further guides development at the planning application stage.

OVERVIEW OF THE DRAFT OFFICIAL PLAN AMENDMENT (OPA)

1. MOP Amendment to the Downtown Fairview, Cooksville and Hospital Character Area Policies

Staff is proposing an OPA to amend three sections of MOP: 12.3 Downtown Fairview Character Area, 12.4 Downtown Cooksville Character Area and 12.5 Downtown Hospital Character Area. The Character Area policies will consist of several new sections: an introduction that provides the context of the area, a vision statement and guiding principles that set out the priorities and direction for growth and the development, general policies regarding community uses, transportation policies on the design and requirements for more pedestrian and road connections, and urban form policies that provide direction on built form and street frontage provisions.

(a) Setting a Vision and Guiding Principles

Downtown Fairview, Cooksville and Hospital are expected to grow with more residents and jobs. A vision and complementary guiding principles provide a framework that sets forth the development priorities in each Character Area.

(b) Providing Community Uses (Community Infrastructure, Public Parkland and Open Spaces)

The draft OPA contains policies that encourage partnerships and collaborations to develop more community infrastructure, such as the integration of school or daycare facilities within new buildings. It also includes policies on the provision of public parkland and open spaces to support a range of social and recreational activities.

(c) Ensuring High Quality Urban Design and Built Form

A new set of urban design policies was developed to provide direction on the built form of Downtown Fairview, Cooksville and Hospital. The urban design policies identify future street types based on their land use function and character. Three street types are identified – 'A', 'B' or 'C' Streets. These policies are complemented by the draft Downtown Fairview, Cooksville and Hospital BFS which set out to communicate design

expectations and ensure that development occurs in a coordinated and comprehensive manner.

The draft urban form policies include general requirements such as: a transition in height between high and low density development that is generally consistent with a 45 degree angular plane; minimum building separation distances between tall buildings; and podium conditions. Additional policies address urban design requirements that are unique to each street type such as: minimum building streetwall conditions; activated building frontages; the design of retail and service commercial units; the seamless interface and transition between the sidewalk and principal entrances of residential developments; and vehicular access to parking and other services.

(d) Establishing Transportation Connectivity

Additional policies for improved transportation connectivity in Downtown Fairview, Cooksville and Hospital are proposed to ensure that new roads will be public and that pedestrian connections link to the LRT, transit route/stop or to other park/open space amenities.

2. Connecting Policies to the MTSA Study

City staff continue to collaborate closely with Regional staff as work on the draft MTSA ROPA proceeds. This report identifies several draft official plan policy and schedule changes that are intended to be implemented as one part of a future MTSA MOP Amendment. These are marked with a blue box in Appendices 1 and 2 for information purposes to begin consultation in advance of MTSA ROPA approval. Once the draft MTSA ROPA is approved, city staff will be bringing forward a draft MTSA MOP Amendment that will contain the policy and schedule changes marked with a blue box in this report; subject to further comment and revisions. Other policies that are not marked with a blue box will be implemented through the existing MOP structure.

The following key items are intended to be incorporated in the future MTSA MOP Amendment. Appendices 1 and 2 provides a complete set of the draft policies.

(a) Setting Out the Building Heights

The draft OPA proposes a new transit-supportive density framework that varies maximum heights based on the vision for each Character Area, and proximity to a transit stop or station. Limiting maximum building heights will also help manage growth in these areas. The transit-supportive height framework recognizes the existing built form conditions today while allowing for greater heights in key areas, such as up to 16 or 18 storeys along the Dundas corridor, and up to 25 storeys around the Cooksville GO

Station and other potential MTSAs. The minimum and maximum building heights are identified on a Map in the draft OPA.

(b) Directing the Uses of Land

Planned mixed use areas are an important component of vibrant, 15 minute communities. The draft OPA proposes several policy changes to achieve a mix of uses, including re-designating key sites to Mixed Use (Appendix 2 - Schedule 10) and the addition of public open spaces (Appendix 2 - Schedules 1, 1a and 4). At-grade retail and service commercial uses will be required along key corridors such as Hurontario and Dundas Streets. In addition, a minimum of three storeys of non-residential uses in new buildings will be required at three key locations – at the lands around the Cooksville GO Station, the intersection of Hurontario/Dundas and the Trillium Mississauga Hospital. These locations are intended to serve as one-stop destinations where the greatest mix of services and amenities are readily available and accessible by walking or cycling.

As redevelopment continues in the Downtown Fairview, Cooksville and Hospital areas, staff are challenged with development applications that offer a large number of dwelling units but minimal office or retail service uses. To ensure that these areas remain attractive, livable and complete communities, staff is introducing policies that require developments to retain or incorporate the same amount of office, retail and service commercial floor space.

Special Site and Exempt Site Policies have also been updated. Several special sites that are no longer needed are deleted while other special site policies are added or revised to provide supplementary policy direction in unique areas such as the lands around Cooksville GO Station. New exempt site policies recognize the existing use with the intent that the lands will be redeveloped over time with the underlying land use designation.

OVERVIEW OF THE BUILT FORM STANDARDS (BFS)

The Downtown Fairview, Cooksville and Hospital BFS (Appendix 3) is a draft document, prepared by Urban Design staff, to further guide and direct developments at the development application review stage. It expresses the City's expectations for good design, and high quality built form and public realm in creating vibrant places.

The BFS provides more details on various built form standards as well as architectural design guidelines. The following summarizes several key design standards:

- Setbacks – for retail and service commercial uses, the building may be located closer to the street edge, between 2 to 4 metres. For residential units, the building may be located between 4.5 and 6 metres to provide a buffer to enhance the public realm of residential streets;

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- Podium setbacks – the podiums of buildings should be defined. The standards sets the minimum and maximum podium heights of 3 and 6 storeys, respectively. The minimum setback between the podium face and a tower is 3 to 6 metres. At the intersection of Hurontario Street and Dundas Street in Downtown Cooksville (MOP, Downtown Cooksville – Special Site 1), podiums will be between 3 and 4 storeys and towers will be setback a minimum of 6 metres from the podium face;
- Floor plate sizes – massing for buildings up to 12 storeys will be no more than 1,000 square metres above the podium; buildings greater than 12 storeys will permit a maximum floor plate of 750 square metres above the podium;
- Tower separation – the placement of the building should allow for open spaces within the site and ensure adequate access to sunlight. Tower separation distances will be required of at least 30 metres from the edges of the tower face;
- Building articulation – the podium will be designed to appear to be broken down into multiple parts by inseting small parts of the floor plan, articulating balconies differently, and varying the massing and use of materials;
- Height variation – development with multiple towers should vary in height and massing. The height of the towers will vary by 3 to 5 storeys;
- Main street character – development will provide a continuous streetwall and coordinate with adjacent properties to create a consistent edge along street frontages. Storefronts will be designed with: a traditional mainstreet character that has regular sized bays and a combination of glazed storefronts between solid piers; awnings and canopies above the storefronts approximately 3 to 5 metres above grade; and wind protection over storefronts and entrances; and
- Parking structures – development will locate structured parking and vehicular access in a manner that minimizes impacts on the property and surrounding properties.

The BFS provides further direction on design standards based on street types that are categorized as 'A', 'B' or 'C' Streets. These include, but are not limited to, requirements for ground floor height, building entrances, patio depths, and consistent signage and lighting. The street types are generally described as follows:

- 'A' Streets are considered to be primary arteries and must incorporate buildings with at-grade commercial and/or retail uses. The built form and streetscape treatment along 'A'

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Streets are critical to achieving a lively urban environment that fosters active uses and a pleasant pedestrian environment;

- 'B' Streets are secondary streets and are more residential in character. Entrances to residential developments should be raised from the sidewalk, generally between 0.6 metres and 1.2 metres above grade. Setbacks and landscaping should be designed in a manner that creates a buffer between the public and the private realms and maintain the residential character of these streets; and
- 'C' Streets are tertiary streets that connect 'A' and 'B' Streets. 'C' Streets should incorporate development blocks with access for deliveries, garbage pick-up, service and loading, including vehicular access to structured and off-street parking within development sites.

Financial Impact

There are no financial impacts resulting from the recommendations in this report.

Conclusion

The draft OPA and BFS set a new framework for Downtown Fairview, Cooksville and Hospital and provides direction to help guide the development of land and growth in these areas. Staff is recommending Planning and Development Committee receive the draft documents for information and to begin the public engagement process. The engagement will enable staff to inform and consult with the public and get feedback on the draft OPA and BFS. As part of the next steps, staff is planning to hold a virtual community meeting as early as February 2022. This will subsequently follow with a statutory public meeting held at a future Planning and Development Committee meeting.

Attachments

- Appendix 1: Downtown Fairview, Cooksville and Hospital Draft Official Plan Amendment – Character Area Policies
- Appendix 2: Downtown Fairview, Cooksville and Hospital Draft Official Plan Amendment – Official Plan Schedules
- Appendix 3: Downtown Fairview, Cooksville and Hospital Draft Built Form Standards



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

Prepared by: Karin Phuong, Planner, Christian Binette, Planner and Ayman Jalloul, Urban Designer