

City of Mississauga

Corporate Report



Date: June 5, 2020

To: Mayor and Members of Council

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

Originator's files:
CD.21-CLA

Meeting date:
June 17, 2020

Subject

Clarkson Transit Station Area Study Update Report

Recommendations

That the report titled "Clarkson Transit Station Area Study Update Report", dated June 5, 2020 from the Commissioner of Planning and Building be received and that staff be directed to proceed with next steps as outlined in this report.

Report Highlights

- The Province's "A Place to Grow 2019" requires municipalities to plan for intensification around transit corridors by delineating Major Transit Station Areas (MTSAs) to meet minimum densities. Mississauga has approximately 64 existing and planned MTSAs.
- The Clarkson Transit Station Area Study (TSA) has been initiated as a pilot study to provide a planning framework that will guide future transit orientated development in the area to achieve the minimum density as prescribed by the Growth Plan.
- The additional growth required to meet the minimum density could be achieved with the introduction of mixed use development, including residential uses, or continuing with only employment uses within the Southdown Employment Area.
- A comprehensive Air Quality Study is required before staff will contemplate any residential/sensitive use requests from landowners within the Southdown Employment Area.

Background

A Major Transit Station Area (MTSA) is defined as an area within an approximate 500 to 800 metre radius of an existing or planned transit station or a stop, representing about a 10-minute walk. The provincial Growth Plan for the Greater Golden Horseshoe 2019 (update from 2017)

requires municipalities to plan for MTSA's to achieve minimum density targets of 150 residents and jobs combined per hectare (ha) at GO rail stations and 160 residents and jobs combined per ha at Light Rail Transit/Bus Rapid Transit stations.

Mississauga has a total of approximately 64 existing and planned MTSA's. The Region of Peel (Region) in coordination with the City of Mississauga (City) is required by the Province to lead the delineation of MTSA boundaries. The Region has initiated the regional MTSA study with their first community meeting held in July 2019. The Region is currently working on drafting MTSA policies, which are to be presented to Regional Council in June 2020. Community engagement is scheduled to occur this fall and a recommendation report is expected to be presented to Regional Council by early 2021.

Following a Regional Official Plan amendment to incorporate the MTSA boundaries, the City will amend its Official Plan to do the same, in addition to identifying appropriate land uses, building heights and other policies to meet the minimum density targets. Alternative density targets may also be approved by the Minister of Municipal Affairs and Housing.

Considering the Province's plan for Regional Express Rail¹ on the Lakeshore West GO rail corridor, the Growth Plan identifying this line as a Priority Transit Corridor² and the potential opportunities for intensification on lands surrounding the Clarkson GO station, staff initiated the [Clarkson Transit Station Area Study](#) as a pilot MTSA study in coordination with the Region.

Comments

The Clarkson Transit Station Area Study (TSA) is a comprehensive planning exercise to evaluate the potential intensification opportunities and constraints towards creating a vibrant, walkable and transit supportive community in the area surrounding the Clarkson GO Station. The following general objectives framed the basis of the Study:

- Review the existing and planned functions of the Clarkson- Lorne Park neighbourhood, Clarkson Village and Southdown Employment Area for lands in proximity to the Clarkson GO Station.
- Delineate the Clarkson GO MTSA boundary and evaluate the potential of the area to accommodate the minimum density of 150 residents and jobs combined per ha, as mandated by the Growth Plan 2019.
- Engage the local community and businesses, landowners and other stakeholders throughout the process to identify existing opportunities, address challenges and obtain input for future development within the area towards creating a transit supportive community.
- Evaluate the impacts of intensification with a mix of uses, such as residential, while considering its proximity to existing industries.

¹ Through Regional Express Rail (RER) program, Metrolinx has planned electrification of the Lakeshore West GO corridor to provide 15 minute two-way all day service.

² Priority Transit Corridors are identified in the Growth Plan 2019 (Schedule 5). Priority Transit Corridors include planned or under implementation higher order transit corridors, i.e. transit corridors that have their own dedicated right-of-way such as GO rail lines, light rail transit, bus rapid transit, and subways and, are targeted for intensification to support transit viability. Accordingly, the Kitchener GO rail corridor, Lakeshore GO west rail corridor, 403 Transitway and Hurontario LRT are identified as Priority Transit Corridors within Mississauga as per the Growth Plan.

- Assess the current retail market environment surrounding the GO station and within the Clarkson Village and identify any future impacts with increased growth around the GO station.
- Develop a preferred plan, policy directions and implementation framework for the MTSA boundary area.

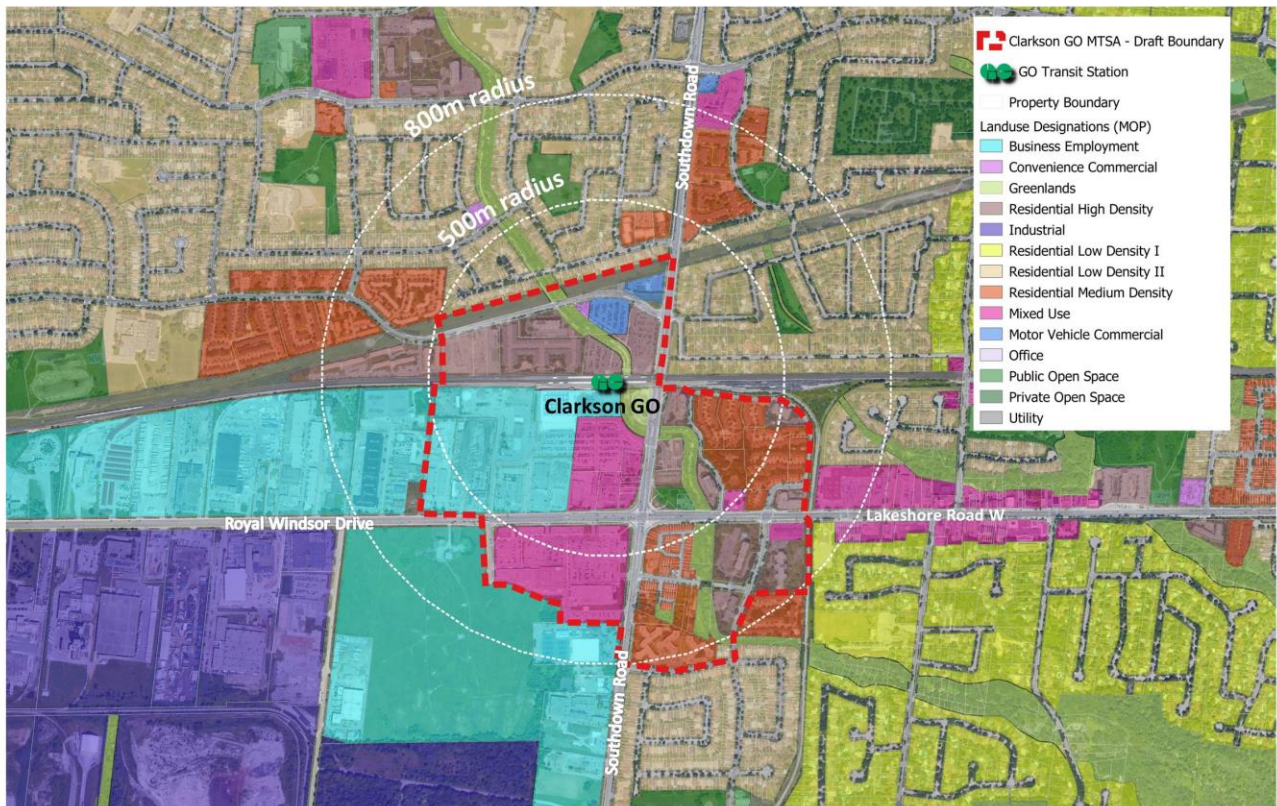
This report provides an update on four key study components:

- MTSA Boundary Area
- Target Density Analysis
- Land use Compatibility Analysis
- Clarkson GO MTSA - Air Quality Study Requirements

MTSA Boundary Area

As required by the Growth Plan, a draft boundary of Clarkson GO MTSA has been delineated considering several factors including an approximate 10 minute walking distance within 500 to 800m radius of the Clarkson GO station, land use designations, parcel fabric and potential for intensification, as shown in Figure 1 below.

Figure 1: Draft boundary of Clarkson GO MTSA



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The boundary area surrounding the Clarkson GO Station includes a diverse range of land use designations within three Character Areas, namely, Clarkson-Lorne Park Neighbourhood Area, Clarkson Village Community Node and Southdown Employment Area.

- Clarkson-Lorne Park Neighbourhood is located to the north of the Clarkson GO Station and south-east of the Southdown Road. This is a stable residential neighbourhood comprised of single detached houses, townhouses and mid-rise residential buildings up to 8 storeys.
- Clarkson Village Community Node lies to the east of the Clarkson GO Station and Southdown Road, which comprises of a mix of street related shops with apartments above and some plazas along the “main street” of Lakeshore Road. Residential uses primarily consist of townhouses and buildings ranging in height from 8 to 22 storeys, the tallest buildings being closest to the Clarkson GO Transit Station.
- Southdown Employment Area is located to the south of the Clarkson GO Station and west of the Southdown road, which primarily includes heavy to light industrial establishments. Part of the Southdown Employment area, immediately south of the Clarkson GO Station is designated as mixed use, which majorly comprises of commercial and retail uses surrounded by large parking areas, including the Clarkson Crossing Shopping Centre. The mixed use designated lands within Southdown Employment Area only permit employment, retail and commercial related uses on such sites and prohibit non-employment uses such as residential.
- Other uses within the area include a City owned works yard, parks and open spaces and the Canadian Tire heritage designated gas station just north of the GO station.

The boundary area with existing conditions analysis was presented to the community and stakeholders to seek their input and frame the vision and guiding principles for the Clarkson TSA Study. Members of the public were particularly interested in improving the vibrancy of the area, increasing multi-modal connections to the GO station and creating more park spaces.

Landowners within the boundary were generally supportive of allowing more intensification in the area and many requested mixed-use (including residential) permissions where they presently do not exist. Some landowners just outside the boundary expressed a desire for the MTSA boundary to be expanded to capture more lands (particularly to the west).

During the community meetings, concerns were raised about the proximity of the western boundary to existing industries within Southdown Employment Area and how the findings of the Clarkson Airshed Study, 2010 were going to be addressed (see below).

Target Density Analysis

The minimum density of 150 residents and jobs per ha can be accommodated by planning for both jobs (offices) and/ or residential uses within the boundary area. To meet this minimum target density, an addition of approximately 6,000 residents and/ or jobs is required within the boundary area.

To test the potential of the boundary area to accommodate the minimum density target of 150 residents and jobs per ha, three redevelopment concepts were prepared. Each option illustrated

how the additional required growth could be achieved by varying the heights and types of buildings on potential redevelopment sites.

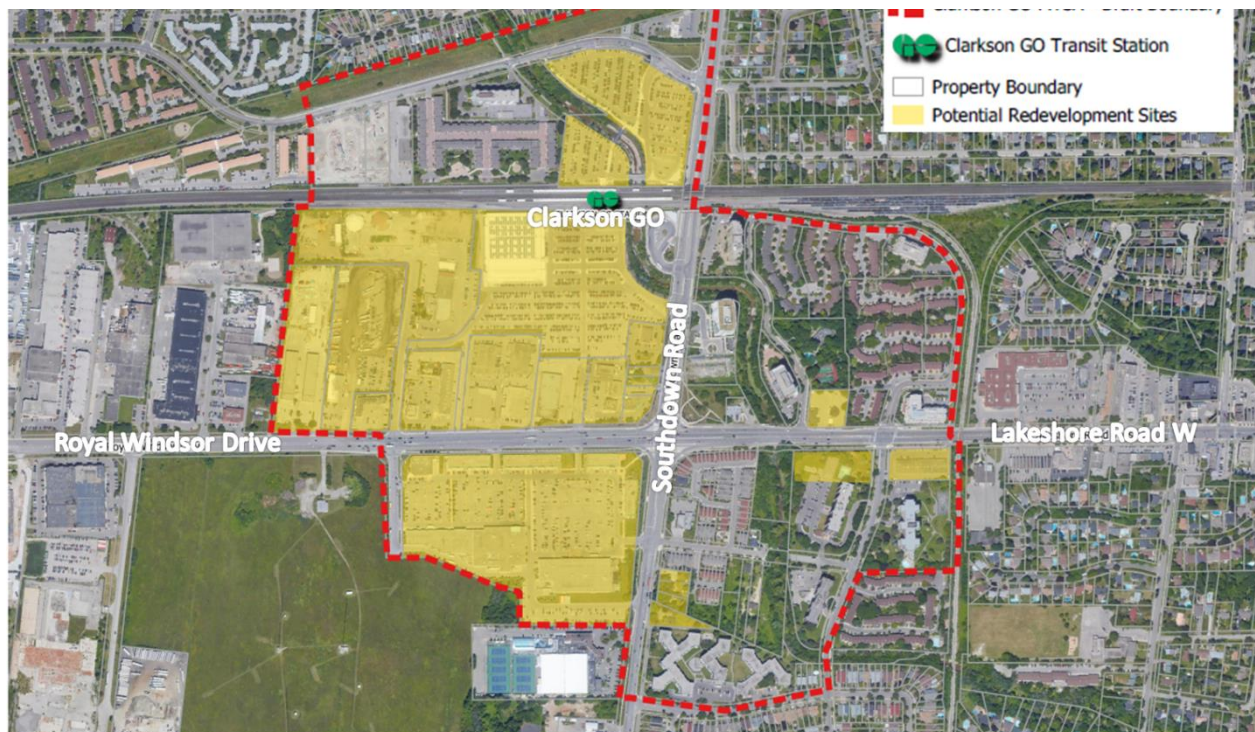
- Option 1 'Uniform or Balanced approach' - Density distribution visualized mid-rise buildings ranging from three to ten storeys, proposed on all potential development sites in the boundary area.
- Option 2 'Transitional approach' – Density distribution visualized tallest buildings ranging from 12 to 16 storeys on potential sites closest to the GO station, with heights transitioning down to mid-rise and low-rise buildings ranging from three to eight storeys to relate with the height and character of the surrounding area and existing neighbourhoods towards the edge of the boundary area.
- Option 3 'Central approach' – Density distribution visualized majority of the redevelopment as high-rise buildings ranging from 26 to 40 storeys on a limited number of redevelopment sites located adjacent the GO station.

These options were presented at a community workshop and on an online survey. The majority of the community members were in favour of Option 2 – Transitional approach as the most preferred scenario.

Land-use Compatibility Analysis

A majority of the potential redevelopment sites in the Clarkson GO MTSA boundary are located south of the Clarkson GO station and within the Southdown Employment Area, as shown in Figure 2 below.

Figure 2: Potential Redevelopment Sites within Clarkson GO MTSA boundary



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An environmental analysis was conducted to review the types of local industries in the Southdown Employment Area to determine land use compatibility requirements, including a review of the Clarkson Airshed Study, 2010 findings. The environmental report made several recommendations to address the potential introduction of non-employment uses such as residential uses within the Clarkson TSA and the Southdown Employment Area. (Refer report in Appendix 1)

The Southdown Employment Area accommodates some of the largest manufacturing and long-standing industries in the City. These industries require large sites, lake and/or rail access and most importantly substantial buffering from sensitive uses³ as per the current provincial D-6 guidelines to ensure land use compatibility. Environmental analysis conducted for Clarkson TSA study indicates that the areas proposed for redevelopment fall within the area of influence of these industries (Refer to Appendix B of the report in Appendix 1).

Land use policies for Southdown Employment Area do not permit development of residential uses and the Province has identified Southdown Employment Area as a part of a Provincially Significant Employment Zone (2019). As such, a land use conversion process is required to be conducted by the Region and approved by the Province, before amendments to the City's Official Plan permitting residential uses can be considered.

Considering current land use permissions, intensification on such sites can presently only occur in the form of employment (i.e. planning for addition of jobs). However, market demand for high-density employment uses (offices) is presently not strong in the area.

Introducing residential use permissions to lands on the eastern edge of the Southdown Employment area would greatly accelerate the creation of a transit oriented community. It would also not result in the displacement of any major industries on the lands since they are currently occupied by retail users. However, further analysis is required to ensure that such sensitive uses are not adversely impacted by and are compatible with the operations of the existing industries and employment uses outside the MTSA boundary.

Clarkson Airshed Study

The Province had commissioned the Clarkson Airshed Study in 2010, which identified concerns with local air quality. The study identified local industries, truck traffic and the QEW corridor as significant local sources of pollutants taxing the Clarkson airshed.

Following the findings of the Clarkson Airshed Study, recent monitoring data indicate that there has been a general improvement in air quality within the area. Although such data is not conclusive, as it does not capture emissions of all major pollutants including Volatile Organic Compounds (VoCs), as identified in the Clarkson Airshed Study. As such, the environmental analysis conducted for the Clarkson TSA study recommends that an air quality study be undertaken prior to considering any sensitive uses on the identified parcels within the study area. (Refer to Figure 6 and 7 of the report in Appendix 1).

Clarkson GO MTSA - Air Quality Study Requirement

Staff are recommending an air quality study be prepared before residential uses are contemplated along the eastern edge of the Southdown Employment Area. The air quality study

³ Sensitive land uses are non-employment uses including and not limited to schools, daycares, places of worship, healthcare facilities and residential land uses.

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would account for results generated through two processes involving an Ambient Air Quality Monitoring program and Dispersion Modelling. Findings of the air quality monitoring will provide a comprehensive representation of the ambient air quality of the Clarkson TSA. While, dispersion modelling will estimate cumulative impacts of all industries within the area to help analyze the local air quality concentrations and meteorological conditions such as wind direction and terrain levels impacting proposed heights and land uses at block levels within Clarkson TSA.

The Air Quality Monitoring program is required to be conducted for a minimum of six months, including the summer period. The current COVID-19 situation has resulted in reduced economic activity, with many businesses being inactive or operating at reduced capacity and truck and vehicular traffic volumes being relatively lower. As such, air quality monitoring conducted in the next coming months may not accurately represent typical ambient air quality concentrations. Accordingly, it is recommended that approval be received from the City and their Consultants prior to proceeding with any air quality monitoring program at this time.

A Terms of Reference (ToR) outlining the requirements to conduct the air quality study has been drafted (Appendix 2).

The air quality study will assist staff to:

- Determine the status of current air quality of the area.
- Determine whether it is appropriate and safe to introduce sensitive land uses within the eastern boundary of the Southdown Employment Area and Clarkson GO MTSA.
- Recommend any required mitigation measures as needed.

Next Steps:

Terms of Reference to be shared with Landowners

Staff have been in discussions with Slate Asset Management LP, the landowner of 2105- 2075 and 2077-2087 Royal Windsor Dr. who would like to determine whether the City would consider a mixed use development including residential land-uses on their site. Their proposed concept plan is not permitted without City, Regional and Provincial approval. Slate Asset Management LP is willing to conduct the Air Quality Study at their expense or in collaboration with other landowners of adjacent properties including Metrolinx and RioCan, who are also interested in proposing residential uses on their sites.

Staff will share the Terms of Reference with the interested landowners and other stakeholders as necessary. Given limited project resources and staff with expertise in air quality analysis, staff recommend retaining a peer reviewer to conduct a review of any Air Quality Study.

Official Plan Amendment

Staff recommend that the requirement of an Air Quality Study be included in the Official Plan, and that such study would be subject to Council approval, prior to an application for any proposed sensitive land use changes within the Clarkson MTSA or Southdown Employment Area is deemed complete. In addition, development proponents will also have to demonstrate adherence to the Province's D-Series guidelines.

Concept Plan Development

Concurrent to the land-use compatibility work, the project team continued with drafting a preferred concept plan considering elements such as a conceptual built-form, connections and public spaces, mobility and placemaking. This work will provide an implementation framework for the Clarkson TSA, subject to the recommendations of the land use compatibility study.

Financial Impact

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

The cost of retaining a peer reviewer is estimated to be between \$10,000 to \$30,000, which would be incurred after an air quality study is submitted by an applicant to the City and is proposed to be funded through the City Planning Strategies capital project 17975 account #715601 for MTSA work.


Conclusion

Clarkson TSA Study will lay an implementation framework to guide future growth within the area to achieve the minimum density target of 150 residents and jobs per hectare. The additional growth could be achieved with the introduction of mixed use development including residential uses, or continuing with only employment types of uses as permitted within the Southdown Employment Area. To determine whether it is appropriate to consider residential use permissions on lands within the Southdown Employment Area, staff are recommending an Air Quality Study be completed. A comprehensive Air Quality Study will ensure any potential new development is appropriate and safe for future residents, while respecting the economic viability of the Southdown Employment Area.

Attachments

Appendix 1: Clarkson Air Quality, Noise & Vibration and Radiofrequency Compatibility Overview Study

Appendix 2: Terms of Reference - Air Quality Study



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