

City of Mississauga
Corporate Report



<p>Date: June 10, 2022</p> <p>To: Chair and Members of Planning and Development Committee</p> <p>From: Andrew Whittemore, M.U.R.P., Commissioner of Planning & Building</p>	<p>Originator's files: CD.03-DOW</p>
	<p>Meeting date: July 5, 2022</p>

Subject

PUBLIC MEETING RECOMMENDATION REPORT (WARDS 4 and 7)

Planning 15-Minute Cities: Downtown Fairview, Cooksville and Hospital Policy Review – Official Plan Amendments and Built Form Standards

Recommendation

1. That the amendments to Mississauga Official Plan proposed in Appendices 5 and 6 in the report titled “Planning 15-Minute Cities: Downtown Fairview, Cooksville and Hospital Policy Review – Official Plan Amendments and Built Form Standards” dated June 10, 2022, from the Commissioner of Planning and Building, be approved.
2. That the Official Plan Amendment By-law to implement Protected Major Transit Station Area policies as proposed in Appendices 5 and 6 in the report titled “Planning 15-Minute Cities: Downtown Fairview, Cooksville and Hospital Policy Review – Official Plan Amendment and Built Form Standards” dated June 10, 2022, from the Commissioner of Planning and Building, be prepared and submitted to the Region of Peel for approval.
3. That the Downtown Fairview, Cooksville and Hospital Built Form Standards proposed in Appendix 8 in the report titled “Planning 15-Minute Cities: Downtown Fairview, Cooksville and Hospital Policy Review – Official Plan Amendments and Built Form Standards” dated June 10, 2022, from the Commissioner of Planning and Building, be endorsed.
4. That staff be directed to explore strategies, including Community Improvement Plans and other incentives that support the retention and expansion of local businesses and employment uses in Downtown Fairview, Cooksville and Hospital Character Areas.

Executive Summary

- The City is proposing two Official Plan Amendments (OPA) and built form standards (BFS) to manage growth and development in Downtown Fairview, Cooksville and Hospital. The proposed OPAs and BFS aim to achieve vibrant, 15 minute cities with a high quality built form and a mix of housing, jobs, services and amenities.
- Public engagement on the draft OPAs and BFS began earlier this year. A public meeting was held on May 9, 2022, at which time an Information Report on the City's proposal and all submissions were received for information. Comments were received from residents, landowners, representatives of the development industry, agencies and other community groups.
- Based on the comments that have been received, several modifications have been made to the draft OPAs and BFS presented to the Planning and Development Committee (PDC) on May 9, 2022.
- The purpose of this report is to report back on comments received through public engagement and present staff's final recommendations on the proposed OPAs and BFS.
- Staff is also seeking approval of the two proposed OPAs, endorsement of the BFS and to begin preparing the implementing OPA By-laws. It is also recommended that strategies be explored to retain local businesses and employment in Downtown Fairview, Cooksville and Hospital.

Background

The City is proposing two Official Plan Amendments (OPA) and built form standards (BFS) to manage growth and development, and achieve a vibrant, 15-minute city in Downtown Fairview, Cooksville and Hospital. On January 24, 2022, staff received approval from the Planning and Development Committee (PDC) to begin community engagement on the draft OPAs and BFS¹. On May 9, 2022, a public meeting was held by the PDC, at which time a report on the City's proposal and all submissions were received for information². Staff presented updated draft OPAs and BFS, and summarized the public engagement program and comments received.

Comments

The purpose of this report is to report back on the comments received and present staff's final recommendations on the two proposed Downtown Fairview, Cooksville and Hospital OPAs and BFS. A number of comments were provided by residents, landowners, representatives of the development industry, agencies and other community groups through the policy review process. Appendix 1 contains copies of the written submissions and Appendix 2 provides staff's

¹ Link to January 24, 2022 PDC Information Report – <https://pub-mississauga.escribemeetings.com/FileStream.ashx?DocumentId=18981>

² Link to May 9, 2022 PDC Public Meeting Information Report – <https://pub-mississauga.escribemeetings.com/FileStream.ashx?DocumentId=25328>

responses to written and verbal submissions. In March, letters inviting Indigenous communities³ to participate in the policy review were sent. No responses have yet been received from Indigenous communities. At the public meeting held on May 9, 2022, five deputations were made. The minutes of the public meeting are contained in Appendix 3.

SUMMARY OF COMMENTS RECEIVED ON THE DRAFT POLICIES AND BFS

Comments generally reflected the following themes:

1. Boundary expansion – the boundary of the Downtown Cooksville Character Area should be expanded to include 189 Dundas Street West.
2. Built form standards – the standards are restrictive, do not facilitate the best use of land, and should exempt certain sites. The BFS should allow for more flexibility in design. Other comments were received that buildings should be designed with diverse architecture and the use of quality materials.
3. Building heights – maximum heights should be increased from 25 storeys to 29 and 35 to 40 storeys in key locations, including for properties near the Cooksville GO Station and along Hurontario Street, Dundas Street and Agnes Street. Other comments were received requesting a reduction in maximum heights, including a request to reduce the maximum height from 25 storeys to 3 storeys for the commercial plaza located on the southeast corner of Hurontario Street and Fairview Road East.
4. Community hub – the existing community is lacking community space to access service and supports. A new community facility including a community centre/hub or a sports facility in Downtown Cooksville is needed to serve a growing population.
5. Environment – Cooksville Creek should be recognized as a significant natural heritage feature in the vision for all three communities. Development applications within floodplain areas should assess the impacts and identify flood measures and mitigation. More generally, sustainable practices should be incentivized.
6. Housing – concern that Cooksville will become less affordable to own or rent units. Comments emphasized the importance of Inclusionary Zoning as a tool to provide sufficient rental and affordable housing units through development. The need for shelters to address homelessness was also identified.
7. Land use designation – general support for redesignation of several properties to facilitate transit-supportive development, such as the proposed change in land use designation for

³ Indigenous communities sent an invitation letter: Haudenosaunee Development Institute, Huron-Wendat First Nation, Mississaugas of the Credit First Nation, and Six Nations of the Grand River

the lands near Shepard Avenue and King Street from Residential Medium Density to Residential High Density.

8. Local businesses and employment – request by local residents and community organizations to support existing local businesses in Downtown Cooksville. Comments expressed support for proposed policies that aim to expand local employment by retaining and expanding non-residential uses.
9. The Mississauga Hospital – request that the vision and policies place more emphasis on creating a healthier community, including health care services, and that land use permissions be expanded to support the redevelopment of the hospital.
10. Mix of uses – several property owners requested exemption from policies that require a) replacement of existing office and retail and service commercial floor space through redevelopment, b) three floors of retail and service commercial floor space at key locations and c) retail and service commercial uses at-grade. Other comments identified the need for more office space in Downtown Cooksville. Policies should allow for a broader range of uses on the ground floor of mixed use buildings, including community amenities and facilities.
11. Parking – minimum parking standards should be removed or lowered to help reduce housing prices and promote transit-oriented communities. Policies should allow for vertical parking that is publicly-accessible.
12. Parks and greenspace – concern that parkland provisions will impact the ability to achieve minimum density requirements and that parkland provision should be determined through the development application review process.
13. Transportation – concern that new roads and pedestrian connections may negatively impact development potential. Concern was also expressed for worsening traffic and gridlock that should be considered by the policy review. Others valued the walkability of Cooksville today and liked the addition of more walking trails, pedestrian pathways and new roads to improve connectivity. Comments were received that policies should support expansion of cycling infrastructure.
14. Schools – schools should be expanded to serve a growing population.
15. Urban form – policies on podium heights, angular plane transition and building height variations where more than one tower is proposed should be less restrictive. Another comment was made that the view south along Hurontario Street from Downtown Fairview should not be obstructed.
16. Vision – support for more walkable, mixed use development in Downtown Fairview and animated streets with storefronts and active uses in Downtown Cooksville. The vision for

Downtown Cooksville should also emphasize the importance of existing businesses, community amenities and housing affordability.

PLANNING FOR MAXIMUM BUILDING HEIGHTS

A number of comments were received on maximum building heights as identified in the section above. Staff is proposing minimum and maximum building heights through the City-Wide Major Transit Station Area (MTSA) OPA to be identified in new schedules 11-K and 11-L. Appendix 4 contains the proposed City-Wide MTSA OPA building height schedules for Downtown Fairview, Cooksville and Hospital.

Within Downtown Fairview, Cooksville and Hospital, proposed building heights vary based on the new vision for these areas. In Downtown Fairview, building heights will transition down from Burnhamthorpe Road to emphasize the prominence of the Downtown Core within the UGC. In Downtown Cooksville, the proposed heights align with the desire to have a vibrant mainstreet focus and human-scaled built form around the Hurontario and Dundas Street intersection, and more generally along Dundas Street. The greatest heights in Downtown Cooksville will be located near the Cooksville GO Station. In Downtown Hospital, transit-supportive development along Hurontario Street and the Queensway with maximum heights of 25 storeys for new residential development will ensure greater access to housing, jobs and services.

Staff also note the following points which informed the recommended building height policies.

- The proposed building heights can accommodate the City and Region's planned density target of 300 people and jobs per hectare (ppj) to 2051 and beyond for these areas. Additional density beyond the 300 ppj target is not needed to accommodate the city's overall growth allocation⁴.
- The existing Official Plan height structure allows for development and growth to support light rail transit, bus rapid transit and GO service improvements, and major changes are not required to achieve the density target.
- The policies are intended to create more development certainty around heights and aid prospective land purchasers with their investment decisions.
- Staff has considered comments from landowners and made several adjustments where they are consistent with the vision for these areas – e.g. increasing maximum heights from 25 storeys to 30 storeys around the Cooksville GO Station site.

⁴ Link to April 19, 2022 PDC Information Report Mississauga Official Plan Review – Technical Memo: Mississauga's City Structure and Residential Growth Accommodation – <https://pub-mississauga.escribemeetings.com/FileStream.ashx?DocumentId=23040>

- The Downtown Core allows for unlimited heights and densities and is planned to receive the greatest amount of growth within Mississauga. There are many development sites available in the Downtown Core that can accommodate tall buildings above 30 storeys. Locating these buildings in other parts of the Urban Growth Centre (UGC) would impact land values, infrastructure planning and the Official Plan vision for unique communities. Downtown Fairview, Cooksville and Hospital, while also part of the UGC, are not planned to accommodate the same level of growth.
- The proposed building heights align with existing or proposed land use designations with lower heights for Residential Medium Density, Residential Low Density I and II designations and greater heights for Residential High Density, Office and Mixed Use designations.
- In several locations, proposed building heights recognize approved or existing development.

CHANGES TO OFFICIAL PLAN POLICIES IN RESPONSE TO COMMENTS

On May 9th at the PDC, staff presented changes to the Downtown Fairview, Cooksville and Hospital official plan policies and BFS. Following that meeting, staff received further comments on the draft policies and BFS. Based on a review and consideration of the comments, staff propose further modifications to the policies and BFS. Appendices 5 and 6 of this report identify each modification to the draft official plan policies and schedules, respectively. A summary of key changes to the draft policies and schedules since the May 9th PDC meeting are provided below.

1. Add policy text identifying when proposed protected MTSA policies in Chapter 12: Downtown will come into force and effect.
2. Remove the proposed policy directing staff to work in collaboration with school boards to determine the need for educational facilities through the review of development applications. Section 7.3 of Mississauga Official Plan contains similar direction that will continue to apply to development within Downtown Fairview, Cooksville and Hospital.
3. Revise the figure showing the future pedestrian connections and public parkland network at Shepard Avenue and Paisley Boulevard East by identifying a public park symbol on both sides of Shepard Avenue, north of Paisley Boulevard East.
4. Revise the proposed angular plane height transition policy to have it apply where a development is adjacent to a residential low or medium density land use designation. The new policy wording recognizes the planned context.
5. A change to the land use designation on the east side of Cook Street, north of Agnes Street from Residential High Density to Residential Medium Density. This change recognizes existing townhouses on the site.

6. Remove policy text that is referred to in another section of the OPAs, or in the City-Wide MTSA OPA. For example, text introducing A, B and C streets has been deleted where it is referenced elsewhere in the OPAs.
7. New policies allowing for additional building heights by no more than 3 storeys to incentivize non-residential uses through development in Downtown Fairview, Cooksville and Hospital. The additional height would be subject to meeting building transition policies. Downtown Cooksville, Special Site 1 is excluded from the policy in recognition of the vision for the area and existing non-residential uses within the site.
8. Recommend that the City-Wide MTSA OPA amend Schedule 11-L: Building Heights Schedule to increase maximum building heights at 2 locations – a) from 12 to 25 storeys for the Bronte College site, and b) from 16 to 25 storeys for the Kaneff property located at the northwest corner of Confederation Parkway and Queensway West.
9. New policy to explore strategies, including Community Improvement Plans and other incentives that support the retention and expansion of local employment uses.

Appendix 7 provides detailed planning rationale for the proposed amendments to Downtown Fairview, Cooksville and Hospital Character Areas and Schedules of Mississauga Official Plan.

CHANGES TO THE BUILT FORM STANDARDS

The built form standards have been revised to clarify that balconies should be inset and should not project from the podium or tower portion of the podium. Appendix 8 contains the proposed BFS with modifications.

ENSURING CONSISTENCY AND CONFORMITY TO PROVINCIAL AND REGIONAL PLANS

The proposed OPAs have regard for matters of Provincial interest set out in the *Planning Act*, is consistent with the *Provincial Policy Statement*, and conform to the *Growth Plan for the Greater Golden Horseshoe*, the in force Region of Peel Official Plan and the adopted, but not yet approved Region of Peel Official Plan passed by Region of Peel By-law 20-2022. Appendix 9 provides an overview of consistency and conformity with applicable Provincial and Regional plans and policies.

IMPLEMENTING THE PROPOSED OFFICIAL PLAN AMENDMENTS

Following approval of the recommendations in this report by the PDC, Staff will be preparing two OPA By-laws to City Council for adoption: 1) OPA No. 145 will implement policies on vision, guiding principles, community infrastructure, urban design, roads and pedestrian connections; and 2) OPA No. 146 will implement protected MTSA policies on heights and land uses that are specific to Downtown Fairview, Cooksville and Hospital.

The policies of OPA No. 146 are intended to complement the land use, height and density policies that are being introduced through the separate City-Wide MTSA OPA. The City-Wide

MTSA Amendment will come into force and effect when the new Region of Peel Official Plan is approved by the Province. As such, the in-force date of OPA No. 146 is contingent on the City-Wide MTSA OPA and the new Region of Peel Official Plan coming into force and effect.

The Region of Peel has indicated that OPA No. 145 is exempt from Regional approval and that OPA No. 146 must be forwarded to Regional Council for approval.

Financial Impact

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

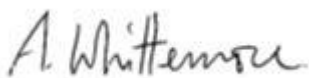
Conclusion

A number of comments were made by participants on the two proposed OPAs and BFS. Staff has considered the comments received and propose further modifications to the OPAs and BFS. The proposed OPAs support the creation of vibrant, 15 minute cities in Downtown Fairview, Cooksville and Hospital, and facilitates transit-supportive development with a mix of housing, jobs, services and amenities. The proposed BFS will help ensure that development contributes to a high quality built form and a vibrant public realm.

Staff is seeking approval of the two Downtown Fairview, Cooksville and Hospital OPAs, endorsement of the BFS and to begin exploring strategies to retain local businesses and employment uses. The next step is to prepare the OPA By-laws for City Council's adoption and to submit OPA No. 146 to Regional Council for approval.

Attachments

- Appendix 1: Written Submissions
- Appendix 2: Response to Comments
- Appendix 3: Public Meeting Minutes
- Appendix 4: Proposed Building Heights and Land Uses for Downtown Fairview, Cooksville and Hospital – Draft Protected MTSA Schedules 11-K, 11-L and 11-M
- Appendix 5: Recommended Official Plan Amendments – Revised Character Area Policies
- Appendix 6: Recommended Official Plan Amendments – Revised Official Plan Schedules
- Appendix 7: Planning Rationale for Proposed Amendments to Mississauga Official Plan
- Appendix 8: Downtown Fairview, Cooksville and Hospital Built Form Standards
- Appendix 9: Applicable Policy Analysis



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