

# Recommendation Report Detailed Planning Analysis

**Owner: RGF (Mississauga) Developments Inc.**

**325 Burnhamthorpe Road West**

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## 1. Community Comments

Comments from the public at the community and public meetings were generally directed towards preservation of the YMCA recreational centre and density concerns. Below is a summary and response to the specific comments heard.

### Comment

The YMCA provides valuable services to the community and should not be demolished.

### Response

While the YMCA definitely provides important services for the community, it is privately owned, and the organization chose to sell their lands for redevelopment. Community/recreation centre uses are not the only uses permitted on the lands. The application before the City is to change a proposed local road bisecting the property north to south to a pedestrian walkway/easement. Redevelopment of this property could happen with or without this change to the official plan.

### Comment

The proposed development will have negative impacts on the functioning of Celebration Square to the east.

### Response

This application is not related to existing height or density permissions on the subject property or to future development. The Downtown Core and the subject lands do not have any maximum building heights or density prescribed by the official plan or Zoning By-law 0225-2007. However, through the site

plan application shadow impacts will be evaluated to try and protect Celebration Square from adverse shadow impacts.

### Comment

The development will block sunlight to existing apartments and block views.

### Response

This official plan amendment application is to redesignate a local road to a pedestrian walkway/easement and is not related to the property's existing height permissions. The Downtown Core has not had maximum building heights specified by the official plan or zoning by-law since 2001. The City does have maximum tower floor plate sizes and minimum tower separation distances between towers to ensure quick moving shadows and to ensure there are some sky views and avoid towers which act like a wall blocking out light. Block layout and building orientation is reviewed at the site plan approval stage.

### Comment

The proposal will increase traffic in the downtown.

### Response

The impact on the surrounding road network was studied through detailed traffic analysis. City staff found that this change resulted in nominal differences in intersection capacity and traffic delays, but enhanced traffic flows on Burnhamthorpe Road West and that active transportation and safety would be improved. In addition, the City Centre Transit Terminal is one of the largest transit terminals in Ontario with a transit network providing access throughout the City and Region and reducing

the requirement for automobile trips with GO bus, Bus Rapid Transit, Local and Regional bus service, and soon Light Rail Transit.

**Comment**

There is too much density and don't want to see the area become like Toronto.

**Response**

The Downtown Core is designated the downtown of Mississauga, which has been planned to have the greatest heights and densities and largest mix of uses to serve not only the local residents but those from the larger City and regional area.

**Comment**

There will be increased litter and garbage on the streets.

**Response**

There are property standard requirements and by-laws to prohibit littering. There is no evidence to suggest that a new series of buildings addressing the public street will result in more litter than occurs with the current use.

**Comment**

The area could be turned into a park.

**Response**

While not part of this Official Plan Amendment application, the City of Mississauga is seeking a park block within the proposed future development.

## 2. Updated Agency and City Department Comments

### UPDATED AGENCY AND CITY DEPARTMENT COMMENTS

The application was circulated to all City departments and commenting agencies on February 4, 2022. A summary of the comments are contained in the Information Report attached as Appendix 1. Below are updated comments.

#### Transportation and Works

Comments updated January 17, 2023, state that technical reports and drawings have been submitted to ensure that engineering matters related to noise, grading, servicing, stormwater management, traffic and environmental compliance can be satisfactorily addressed to confirm the feasibility of the project and in accordance with City requirements.

#### *Stormwater, Environmental and Noise Compliance*

OPA comments have been satisfactory addressed and further detailed technical comments are to be provided as part of the future lifting of the "H" Holding zone provision application.

#### *Traffic*

Three (3) traffic impact study (TIS) submissions were provided by LEA Consulting Ltd. in support of the proposed development. Each submission was reviewed and audited by staff from the City's Transportation and Works Department. Based on the third submission, dated November 2022 the study complied with

the City's TIS guidelines and is deemed satisfactory. The study concluded that the proposed development is anticipated to generate 691 (329 in, 362 out) and 865 (486 in, 379 out) gross two-way vehicular site trips for the weekday AM and PM peak hours in 2027, respectively.

The Transportation Impact Study (TIS) completed by the applicant's Transportation consultant evaluated two scenarios including one with the mid-block north-south public road through the subject site and one without. Both scenarios operate at similar levels of service (LOS), with nominal differences in overall intersection capacity and delays.

Replacing the planned public road with a pedestrian mews supports a fine-grained active transportation network, enhances the public realm by providing greater landscaping and lighting opportunities, improves active transportation safety and connectivity, and provides for enhanced traffic flows on Burnhamthorpe Road West.

Even with the traffic generated by the proposed development, the study area intersections and proposed vehicular accesses are expected to operate at acceptable levels of service for a dense urban context, with residual capacity available in the network. The proposed pedestrian mews will help achieve a more pedestrian-oriented, transit friendly environment without adversely impacting public safety.

Staff are also in the process of developing a Downtown Movement Plan which will help to manage growth and ensure

that the Downtown can thrive as a complete, vibrant and well served community into the future.

#### *Engineering Plans/Drawings and Other Engineering Matters*

The applicant has submitted a number of technical drawings, reports and material which will be further reviewed as part of subsequent submissions related to a future HOZ development application. Should this official plan amendment application be approved by Council or the Ontario Land Tribunal (OLT), site-specific technical details including, but not limited to, grading, municipal infrastructure design and construction, servicing, land dedications, easements, road works and traffic signals upgrade required in support of this development will be finalized through the related Development Agreement prior to the lifting of the Holding Provision on the subject lands.

### **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 May 6, 2022 (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 1.1.1 of the PPS states that accessibility is to be improved for persons with disabilities and older persons by addressing barriers, and ensuring necessary infrastructure and public service facilities.

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.

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.

The proposed pedestrian walkway will add to the existing network which exists to the north and provide a safer space for pedestrians separated from vehicular traffic. The proposed development is still broken down to provide permeability/connectivity through the block and represents an efficient land use pattern that avoids environmental health or safety concerns. As outlined in this report, the proposed development supports the general intent of the PPS.

#### **5. Conformity with 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 2.2.1.4 requires complete communities having a diverse mix of land uses, provide a range and mix of housing options, convenient access to public service facilities, open spaces and parks, and convenient access to a range of transportation options including safe, comfortable and

- convenient use of active transportation.
- Section 2.2.2.3 requires municipalities to encourage intensification generally throughout the delineated built-up area. Previous wording referred to encouraging intensification to generally achieve the desired urban structure.
- Section 2.2.2.3 also directs municipalities to identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas.

The PPS and Growth Plan indicate that development must be governed by appropriate standards including density and scale.

The proposed development conforms to the Growth Plan as it is providing a range of transportation options with the pedestrian walkway offering a safe and comfortable route for active transportation. The future development will also intensify an underutilized high density site and utilize existing municipal infrastructure.

The policies of the Greenbelt Plan and the Parkway Belt Plan are not applicable to this application.

## 6. Region of Peel Official Plan

As summarized in the public meeting report dated May 6, 2022 (Appendix 1), the proposed development does not require an amendment to the Region of Peel Official Plan. The subject property is located within the Urban System of the Region of Peel. General Objectives and Policies in Section 5.3 direct development and redevelopment to the Urban System to achieve sustainable development, and healthy communities

with a compact form and mix of uses that efficiently use land, services, and infrastructure while achieving an urban form and densities that are pedestrian-friendly and transit supportive.

The proposed amendment conforms to the ROP as it contributes to active transportation and healthy community design. The proposed development also represents a compact form and makes efficient use of land and services.

## 7. Mississauga Official Plan (MOP)

The proposal requires an amendment to the Mississauga Official Plan Schedules for the Downtown Core Character Area, to permit a pedestrian easement rather than a local road. 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:

*Directing Growth*

The subject site is located in the Downtown Core Character Area, at the northeast corner of Burnhamthorpe Road West and Confederation Parkway. The lands are currently occupied by a three storey YMCA recreation centre and associated surface parking lot.

The subject site is designated **Downtown Mixed Use**, which permits all forms of high density residential development, offices, retail commercial uses, civic and cultural facilities, hotel and conference facilities, restaurants, entertainment facilities, community infrastructure and parkland. There is also a local road designated to bisect the lands midblock linking Burnhamthorpe Road and City Centre Drive. The amendment proposed to the Official Plan through this application is to redesignate this local road to a pedestrian easement/walkway.

Section 5.3.1.13 of MOP states that the Downtown will be developed to support and encourage active transportation as a

mode of transportation, while Section 8.1.1 states that through the creation of a multi-modal transportation system, Mississauga will provide transportation choices that encourage a shift in lifestyle toward more sustainable transportation modes, such as transit and active transportation. Further, sidewalks or multi-use trails and pedestrian amenities will be a priority in Intensification Areas such as the Downtown Core (Section 8.2.4.7).

Mississauga also encourages a high quality, compact and urban built form to reduce the impact of extensive parking areas, enhance pedestrian circulation, complement adjacent uses, and distinguish the significance of the Intensification Areas from surrounding areas (Section 9.2.1.4).

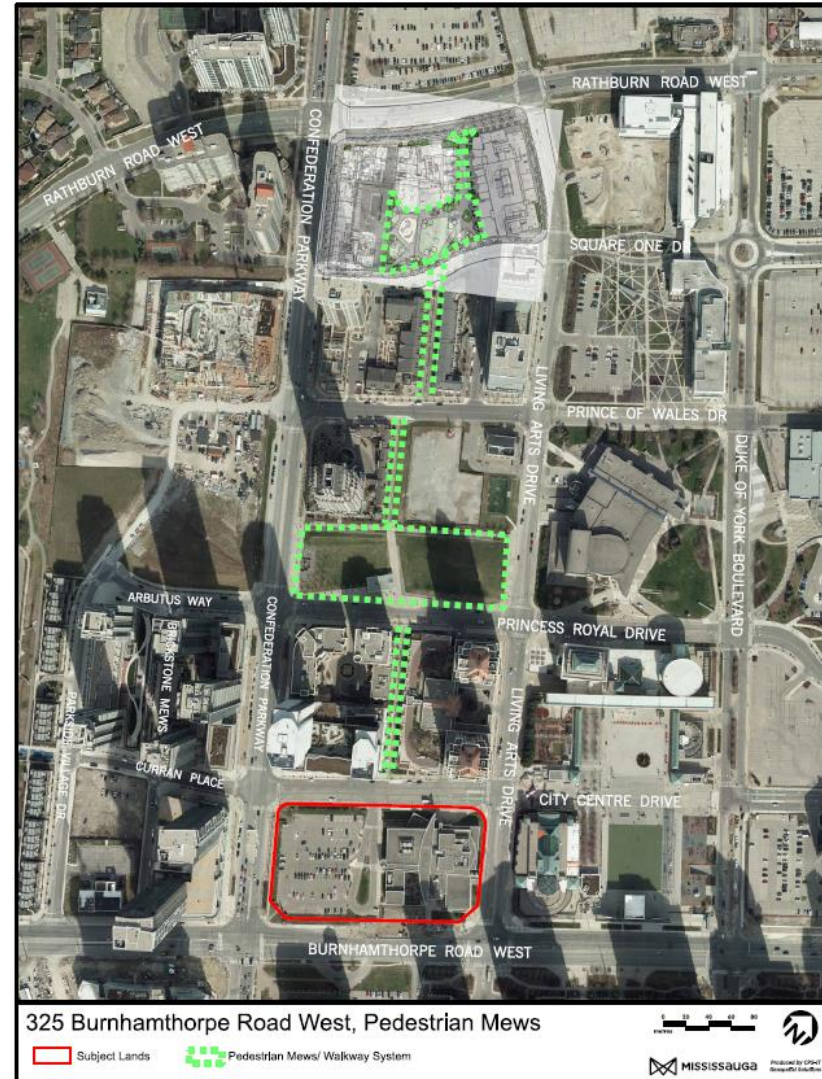
The replacement of the planned local road with a pedestrian walkway and easement on this particular block supports the vision for the Downtown Core to transform from a suburban car-oriented centre into a vibrant urban area with a focus on the pedestrian experience, and maintaining safety. Section 9.2.1.1 of MOP states that development will create distinctive places and locales. A pedestrian only walkway system provides a quiet and protected urban amenity within the downtown that is safe and can be enjoyed by young and old.

*Compatibility with the Neighbourhood*

The subject block is located within a unique area of the Downtown Core. In the area between Rathburn Road West and Burnhamthorpe Road West and between Confederation Parkway and Living Arts Drive, no other block is bisected by a

mid-block local road, but instead the large blocks were designed to be divided by a pedestrian walkway system protected by public easements. This serves to reduce block sizes, break down built form and allow for permeability and improved pedestrian circulation.

The proposed amendment would allow for the continuation of this pedestrian walkway network and provide for its logical completion extending from the major collector road at the north (Rathburn Road West) to the major collector road at the south (Burnhamthorpe Road West).





Roads are often used to break down large blocks, add needed road network and routing options, with mid-block local roads (B-streets) serving an important function of providing for access to parking and loading into the blocks and protecting the surrounding A-streets for active building faces containing retail. However, this district has a very different layout and provides a unique context different from other parts of the downtown. There is no mid-block B-street network, and the local road as currently shown for the subject lands does not link into any roads to the north or to the south. Therefore it would provide very little function from a traffic movement perspective. Staff believe that given the context of the area, the continuation of the pedestrian mews walkway system is more important than the local road vehicular access which is not found elsewhere in this area.

#### *Services and Infrastructure*

The City's Transportation and Works Department assessed 3 traffic impact study submissions that included scenarios with the local road and with the pedestrian walkway and determined that the area traffic will operate at similar levels of service.

It was found that the proposed official plan amendment to replace the planned public road with a pedestrian walkway supports a fine-grained active transportation network, enhances the public realm by providing greater landscaping and lighting opportunities, improves active transportation safety and connectivity, and also provides for enhanced traffic flows on Burnhamthorpe Road West.

Staff support the proposed amendment as the proposal will help achieve a more pedestrian-oriented, transit-friendly environment without adversely impacting public safety.

The site is currently serviced by the following MiWay Transit routes:

- Number 26 on Burnhamthorpe Road West having direct access to South Common Mall in the west and to Islington and Kipling Station in the east
- Number 28 on Confederation Parkway having direct access to Trillium Hospital
- Number 6 on Living Arts Drive having direct access to Erindale GO and Westdale Mall
- Number 8 on Living Arts Drive having direct access to Mississauga Valley Community Centre, Cawthra Road and into Port Credit
- Number 302 on Living Arts Drive having direct access to Philip Pocock Secondary School

The site is also within 760 m (0.47 miles) of the City Centre Transit Terminal which will include the future Hurontario Light Rail Transit (HLRT) line, and provides local and regional routes to all parts of the City and into adjacent municipalities.

For these reasons, these applications are consistent with MOP, the Region of Peel Official Plan, the Growth Plan for the Greater Horseshoe and the PPS.

## 8. Community Benefits Charge

Schedule 17 of Bill 197, COVID-19 Economic Recovery Act, 2020, amended the Planning Act. The Section 37 Height/Density Bonus provisions are replaced with the Community Benefit Charge (CBC) provisions, implemented by a CBC By-law passed by Council. Section 37 of the Planning Act now allows municipalities to impose a CBC on land to fund costs related to growth. Funds collected under CBC will be to fund projects City-wide and Council will be requested at budget time each year to spend or allocate CBC funds to specific projects in accordance with the CBC Strategy and Corporate Policy.

In response to this legislative change, Council passed the City's new CBC By-law on June 22, 2022, which will be administered by the Corporate Services Department, Finance Division. The by-law specifies to which types of development and redevelopment the charge applies, the amount of the charge, exemptions and timing of charge payment. The CBC is 4% of the value of the land. A land appraisal is required in order to determine the applicable CBC in each case.

As the subject proposal is more than 5 storeys and contains 10 or more residential units in total, the CBC is applicable and will be payable at the time of first building permit.

## 9. "H" Holding Provision

The existing zoning of the lands (H-CC2(1)) contains an "H" Holding Provision, and as per all lands within the Downtown Core, the conditions for removal include:

- delivery of an executed Servicing Agreement and/or Development Agreement in a form satisfactory to The Corporation of the City of Mississauga, addressing and agreeing to the installation or placement of all required municipal works, including municipal walkways, the provision of land dedication for future public road widenings, and transit rights-of-way and easements, including the provision of parkland, the provision of required securities, and related provisions.
- convey/dedicate to the City a right-of-way to be used for a street on 'A' and 'B' Street Frontages identified on the Schedules of this Part of this By-law, where a street currently does not exist.

A Removal of "H" Holding Provision application will be required prior to site plan approval and any building permit issuance. The applicant has not submitted an application to remove the holding provision for these lands.

## 10. Site Plan

Prior to development of the lands, the applicant will be required to obtain site plan approval. A site plan has been submitted and is in early stages of review under file SP 22-139 W7.

Through the site plan and removal of “H” Holding Provision application process, further refinements are anticipated for the design of the proposed development, including a possible open space/park on-site.

## 11. Conclusions

In conclusion, City staff has evaluated the application to permit the redesignation of the planned local road to a pedestrian easement/walkway against the *Provincial Policy Statement*, the *Growth Plan for the Greater Golden Horseshoe*, Region of Peel Official Plan and Mississauga Official Plan.

The proposed amendment conforms to the PPS, Growth Plan, and Region of Peel Official Plan providing for convenient and safe pedestrian movement within the Downtown Core, the City’s focus area for intensification, and has no negative impacts on the transportation network. The amendment also conforms to Mississauga Official Plan as it meets the intent, goals, and objectives of the Plan and doesn’t negatively impact or destabilize the neighbouring lands. The lands are suitable for the pedestrian walkway and easement, and logically extend the existing mews network southwards linking it with a major collector road (Burnhamthorpe Road West) for improved access

and connectivity. The pedestrian walkway will still break down the built form of the block adding permeability through the lands but with a pedestrian focus. Staff recommend that the application be approved as it is consistent with the character of the immediate context (blocks to the north) and improves pedestrian safety and amenity and does not result in any significant impacts to the road network.

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