

City of Mississauga Corporate Report



Date: 2020/01/10

To: Chair and Members of Planning and Development Committee

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

Originator's files:
CD.03.REI

Meeting date:
2020/02/03

Subject

PUBLIC MEETING INFORMATION REPORT (ALL WARDS)

Reimagining the Mall - Official Plan Amendment Implementation

Recommendation

1. That the report titled "Reimagining the Mall - Official Plan Amendment Implementation" dated January 10, 2020 from the Commissioner of Planning and Building, be received for information.
2. That the submissions made at the public meeting held on January 13, 2020 to consider the report titled "Reimagining the Mall - Official Plan Amendment Implementation" dated January 10, 2020, from the Commissioner of Planning and Building, be received.

Report Highlights

- The Reimagining the Mall project created a vision and proactive policy framework for the future redevelopment of the City's mall-based nodes
- The next step in the project is implementation of the June 2019 Directions Report through recommended policy changes to Mississauga Official Plan
- This report presents a draft official plan amendment for consideration which includes a range of policies on items such as maximum building heights and densities, maintenance of retail function, affordable housing, block sizes, development master plans and environmental sustainability

Background

On June 10, 2019, the Planning and Development Committee considered the Reimagining the Mall Directions Report (Appendix 1) which recommended new land use policies for five of the City's shopping malls and their surrounding areas. This study establishes a comprehensive

policy framework for mixed-use redevelopment with the recognition that the traditional retail market is changing. It represents the culmination of significant community engagement, analysis of existing conditions, review of best practices, creation of development concepts, and testing of those concepts with the community.

Recommendation PDC-0043-2019 was adopted by Council on June 19, 2019:

1. That the report titled “Reimagining the Mall Directions Report” dated May 17, 2019 from the Commissioner of Planning and Building, be endorsed with the following amendments:
 - a) Remove from the Maximum Building Height Section 4. the following statement, “notwithstanding 2. and 3. above, provide for up to 20% higher maximum building heights in specific locations subject to meeting good planning and urban design criteria and the provision of community benefits
 - b) That the following sentence in the Affordable Housing section be amended as follows: “The recommendation from the Directions Report is that a minimum of 20% affordable, including ownership and rental units, should be required.”
2. That staff prepare an Official Plan amendment for the City’s mall-based nodes, based on the recommendations outlined in the Reimagining the Mall Directions Report, dated May 2019 from Gladki Planning Associates.

This report responds to Council’s direction for an Official Plan Amendment (OPA) to be prepared for the City’s mall-based nodes as identified in Appendix 2 (Central Erin Mills Major Node; Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Nodes). Although the Malton Community Node was not part of the formal study area included in the Directions Report, staff have included it in the recommended official plan policy changes. This is appropriate given its similar characteristics to the other mall-based nodes and comparable potential for future mixed-use intensification. While Dixie Outlet Mall is not within a Node, staff would consider applying similar policies in the review of future development applications that may be submitted for these lands.

Comments

Community Engagement

As outlined in the Directions Report, Reimagining the Mall incorporated significant public and stakeholder engagement. Over 850 individuals were reached through efforts that included walking audits, pop-up events, intercept interviews, online surveys, community meetings and open houses. Media coverage included television, radio, newspaper and magazines. This resulted in over 2.6 million impressions, which represents the number of times an article or news story was viewed.

Notification of the February 3, 2020 public meeting and this staff report was made in the Mississauga News, on the Reimagining the Mall web page and via email to all residents who had previously provided their contact information as part of Reimagining the Mall. Staff also notified the six mall owners affected by the proposed policy changes.

Overview of the Draft Official Plan Amendment

A draft OPA (Appendix 3) has been prepared to implement the recommendations of the Directions Report, including the two modifications adopted by Council through Recommendation PDC-0043-2019. It incorporates comments made by staff in Planning and Building, Transportation and Works, and Community Services departments during their review of the draft OPA policies. The following summarizes key policies within the draft OPA.

Maintenance of Retail Function

Redevelopment that results in a loss of retail and service commercial floor space will not be permitted unless it can be demonstrated that the planned function of the existing non-residential component will be maintained during and after redevelopment.

Intensification Targets

For mall-based Community Nodes, the intensification target has been increased from 100-200 to 150-250 people and jobs per hectare in order to recognize their redevelopment potential as recommended within the Directions Report. It will remain at 200-300 people and jobs per hectare for the Erin Mills Major Node, as this target already matches well with the Major Node's redevelopment potential.

Building Height

For the Erin Mills Major Node and mall-based Community Nodes, minimum heights have been increased to three storeys. Maximum heights have been increased to 15 storeys for Community Nodes and left at 25 storeys for the Central Erin Mills Major Node. The potential for an additional 20% in maximum building heights, as suggested in the Directions Report, has not been incorporated into the draft OPA. This is consistent with Council's direction through Recommendation PDC-0043-2019. A range of building types and heights are to be provided, including mid-rise buildings. Generous separation distances are required between tall buildings to prevent clustering and to promote natural light, sky views and privacy.

Maximum Floor Space Index (FSI)

This measure of density is proposed to be a maximum of 2.75 FSI for the Erin Mills Major Node and 2.25 FSI for the mall-based Community Nodes. Public and private roads are excluded from the calculation, which is to be applied across the entire area of each node and also to individual properties.

Affordable Housing

Through the adoption of Recommendation PDC-0043-2019, Council has indicated its intent that a minimum of 20% of new residential units will be affordable in the mall-based nodes. The draft

policy states that this percentage is to be comprised of a mix of rental and ownership housing and applies to the Erin Mills Major Node and the mall-based Community Nodes.

As outlined in the City's Housing Strategy (October 2017), affordable housing is a broad term that encompasses various levels of need. Those with deepest needs require housing that is typically subsidized by government (e.g. emergency and transitional housing, supportive housing, social housing, subsidized rental housing). Low and moderate income households also need housing that is affordable to their needs (e.g. affordable rental and ownership). Redevelopment of our mall-based nodes will require an appropriate mix of housing types along this spectrum of affordability to achieve the minimum 20% threshold. This mix may vary by node depending on local needs, specific redevelopment plans, financial participation by government (local, regional, provincial and federal) and opportunities for development partnerships (e.g. non-profit housing providers). It will also depend on staff recommendations and Council decision-making on specific development applications.

As the City's Housing Strategy focuses on providing housing that is affordable to Mississauga's middle income households, the draft policy requires that approximately half of the 20% figure be targeted for this area of need. Middle income households represent those with annual earnings in the lowest 40% to 60% of incomes, which is currently between approximately \$56,000 and \$106,000. Housing would have to be affordable to a range of these middle income households, not just those at the high end of the range. As affordability is defined as spending a maximum of 30% of gross household income on housing costs, this currently means:

- Maximum rent of between \$1,410 and \$2,650 per month
- Maximum home purchase price of between \$230,000 and \$412,000

The balance of affordable units would be for low income households (i.e. earnings in the lowest 40% of incomes), subject to securing access to funding. Collaboration with the Region of Peel as Service Manager for subsidized housing may also be required. The City would support the Region in efforts to secure housing for those with the deepest needs.

It is also recommended in the draft policy that reduced parking requirements be considered for affordable housing units as an incentive to encourage their development.

The recommended policy approach is summarized in the following table:

Household Income Profile	Affordability Target	Current Affordable Housing Cost (2019)
Middle Income (lowest 40% - 60% of incomes)	Approximately 10% of all units	Rent - range of units between \$1,410 - \$2,650 per month Own - range of units between \$230,000 - \$412,000
Low Income (lowest 40% of incomes)	Approximately 10% of all units	Rent - under \$1,410 per month Own - under \$230,000

Block Sizes and Streets

Block sizes will be a maximum of 80 m (262 ft.) by 180 m (590 ft.) or an equivalent perimeter. This will help create a permeable system of streets and blocks, resulting in a well-connected, walkable community. This block size is based on the Region of Peel's Healthy Development Assessment standards, which is founded on research conducted by St. Michael's Hospital. While streets surrounding blocks will be public, a limited number of private streets may be permitted in certain circumstances.

Development Master Plans

The need for a development master plan will be determined through a pre-application meeting and in consultation with staff prior to development application submission.

Environmental Sustainability

To achieve a sustainable community and reduce reliance on fossil fuels, development will be designed to include sustainable measures such as: constructing solar ready buildings; connecting to district energy systems; using renewable energy sources such as solar or geothermal energy; managing stormwater run-off through innovative methods.

New Definitions

A definition for "Mid-Rise Building" is proposed for Mississauga Official Plan. These buildings are to be greater than four storeys to qualify as mid-rise. Their maximum height is to be less than the width of the street on which the building fronts but not greater than 12 storeys. It is proposed that this definition apply City-wide, except where Character Areas specify an alternative maximum height. Definitions for "Podium" and "Tactical Urbanism" are also proposed City-wide.

Special Site Policies

Most Special Site policies are recommended for removal as the proposed new policies represent a comprehensive update to the vision of these nodes. Notwithstanding, it is recommended that three Special Site policies for lands that have previously achieved development application approvals for significant proposals be maintained:

- Special Site 1, Central Erin Mills Major Node (2530 Eglinton Avenue West) - to permit townhouses in addition to apartment buildings on the property at a maximum FSI of 3.2 (File: OZ 13/005 W8; The Daniels Corporation) - currently under construction
- Special Site 1 - South Common Community Node (2277 South Millway) - to permit townhouses (File: OZ 16/004 W8; 2277 South Millway G.P. Inc.) - currently under construction
- Special Site 3 - Rathwood-Applewood Community Node (1350 Bough Beeches Boulevard) - to permit townhouses in addition to apartment buildings to maximum FSI of 2.56 (File: OZ 05/019 W3; 1350 Bough Beeches Boulevard Limited).

Future Zoning Implementation

A range of commercial and residential zones exist within the mall-based nodes that do not align with the new official plan policies proposed in this report. Staff recommend that a systematic review and update of zoning within these nodes be commenced after the proposed policy changes are made to Mississauga Official Plan. Rezoning of lands would be prioritized according to an evaluation of a number of factors, including:

- current zoning land use permissions and development standards
- parcel size and configuration
- location
- existing uses and built form
- tenure
- access to existing roads, parks, transit and other facilities/infrastructure
- overall redevelopment potential

Financial Impact

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

Conclusion

Reimagining the Mall has been a deeply consultative process that has produced a policy framework for the successful redevelopment of the City's mall-based nodes into vibrant, mixed-use communities. The next step in achieving this objective is to incorporate specific policies into Mississauga Official Plan. Comments received on the proposed amendments outlined in this report will be considered and staff will report back to the Planning and Development Committee on submissions made.

Attachments

Appendix 1: Reimagining the Mall Directions Report

Appendix 2: Key Map of Mall-based Nodes affected by Proposed Official Plan Amendment

Appendix 3: Proposed Official Plan Amendment



Andrew Whitemore, M.U.R.P., Commissioner of Planning and Building

Prepared by: Ben Phillips, Manager, Official Plan Review