

City of Mississauga Corporate Report



Date: 2019/05/17

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:
2019/06/10

Subject

Reimagining the Mall Directions Report

File: CD.03.REI

Recommendation

1. That the report titled "Reimagining the Mall Directions Report" dated May 17, 2019 from the Commissioner of Planning and Building, be endorsed.
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.

Report Highlights

- The Reimagining the Mall project has created a vision and proactive policy framework for the future redevelopment of mall-based nodes in Mississauga to be used to prepare an amendment to Mississauga Official Plan.
- The project has been a collaborative effort between the City and Peel Public Health.
- There was a significant community and stakeholder engagement program to establish the vision, guiding principles, and receive feedback on redevelopment concepts.

Background

In September 2017, the City of Mississauga, in partnership with Peel Public Health, initiated the Reimagining the Mall project to develop new land use policies for five of the City's shopping malls and their surrounding areas. Each of the shopping malls anchors a 'Community Node' or a 'Major Node' in Mississauga Official Plan (see Appendix 1). The nodes are as follows, with the shopping malls in parentheses:

1. Central Erin Mills Major Node (Erin Mills Town Centre)
2. Meadowvale Community Node (Meadowvale Town Centre)
3. Rathwood-Applewood Community Node (Rockwood Mall)

4. Sheridan Community Node (Sheridan Centre)
5. South Common Community Centre (South Common Centre)

The intent of the study is to create a proactive policy framework for redevelopment, considering that the traditional retail market is constantly evolving, and redevelopment presents significant opportunities for city-building and healthy community objectives. Gladki Planning Associates were retained as the lead consultant, providing planning analysis, with sub-consultants urbanMetrics and DTAH providing expertise in financial analysis and urban design, respectively.

Although density, built form, mix of uses and site layout will change through redevelopment, a critical objective is to ensure that the nodes' planned function for the communities be maintained. These areas are not only retail centres, but they also contain public services such as libraries and community centres, provide public and private gathering spaces, and most contain transit terminals that service residents and employees within the node and the surrounding communities. It is imperative that these functions which are essential components of a complete community are preserved, enhanced and integrated into any redevelopment of the node.

This report is 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. The end product is the Reimagining the Mall Directions Report (included as Appendix 2), which outlines the vision and guiding principles, the various inputs to analyses, including feedback from the communities, and finally, policy recommendations to implement the vision.

Comments

Community Engagement

Reimagining the Mall included an extensive public and stakeholder engagement program. Through walking audits, pop-up events, intercept interviews, online surveys, community meetings and an open house, the team engaged with over 850 individuals including members of the public, property owners, internal staff and external agencies. The project webpage has received nearly 10,000 total hits, 7,000 of those being unique visitors.

There has also been significant media coverage of Reimagining the Mall from various outlets, including television, radio, newspaper and magazine sources. In total, media relations efforts produced over 2.6 million impressions, which are the number of times an article or news story was viewed. In addition, staff have promoted the project internationally by presenting at the International Making Cities Livable Conference in 2018 and being interviewed by Shop!, an American retail magazine for its July/August 2018 edition.

Vision and Guiding Principles for Mall-Based Nodes

Based on all of the feedback that was received during the various community engagement events, a vision and corresponding guiding principles were developed. The participants shared how much their local shopping malls and surrounding areas are focal points and destinations for their community. They represent areas that allow for moderate intensification, provide gathering spaces, allow their daily needs to be met, and connect them to the rest of the city. There was also a recognition that redevelopment would likely occur over multiple phases, and may not happen in the immediate future. Rather, the intent of the project is to establish a framework that will guide future redevelopment, when conditions are appropriate. The following is the vision that was developed:

Vision: Mississauga's mall-based nodes will continue to be community focal points anchored by retail, community facilities, higher density housing forms and transit accessibility. As redevelopment occurs, these areas will evolve into healthy, sustainable, complete communities with: densities and a mix of uses which allow people to meet many of their daily needs locally and within walking distance; an attractive and well-connected built environment that promotes physically active lifestyles; and a unique quality of place which makes these areas vibrant and desirable places to be.

The vision is based on the following guiding principles that were developed in consultation with stakeholders and the public:

1. Strengthening community – preserve the function of the node as centre of the community
2. Diversity of uses – create a balance of compatible uses, with a concentration of retail in the node
3. Built environment and public places – ensure that intensification is appropriate, and redevelopment integrates green spaces, streets and the public realm in way that creates an attractive built environment
4. Mobility – increase permeability and connectivity so that all modes of transportation are improved
5. Environment – encourage sustainability measures to reduce the impact of redevelopment on the environment
6. Process/Phasing – ensure that phasing is done appropriately so that the function of the node is maintained during and post-development

Major Policy Recommendations

Based on all of the analyses and inputs received throughout the study process, the consulting team has developed recommended policy changes, contained in the Implementation Chapter of Appendix 2. The following are some of the major policy recommendations:

Maintenance of Retail Function

To protect the role of the nodes as retail centres, redevelopment will be required to maintain or increase the gross floor area used for commercial uses. A reduction may be considered if the planned commercial function of the node is not compromised and the services supportive of a complete community are maintained.

Intensification Targets

To accommodate additional density in the nodes, the intensification targets in the Official Plan should be amended. Community Nodes should be increased from 100-200 to 150-250 people and jobs per hectare. The intensification target of 200-300 people and jobs per hectare for Central Erin Mills is already well matched to redevelopment potential and therefore does not need amendment.

Maximum Building Height

Current Mississauga Official Plan policies require a minimum building height of two storeys and permit a maximum building height of 25 storeys for Major Nodes, while the permissions for Community Nodes are two to four storeys. The recommendations from the Directions Report are to:

1. increase the minimum building height to three storeys for both Major and Community Nodes
2. increase the maximum building height to 15 storeys for the Community Nodes
3. leave the maximum building height of 25 storeys for the Major Nodes unchanged
4. 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
5. provide for a range of building types and heights including townhouses and mid-rise buildings (5-8 storeys), with a limited number of taller buildings to create a varied streetscape

Maximum Floor Space Index (FSI)

FSI describes the ratio of the cumulative area of all floors from the buildings to the size of the property. While it does not control the built form (i.e. tall point towers vs. short, wide buildings), the purpose of FSI is to establish density parameters on a site.

Mississauga Official Plan already applies FSI to some of the properties within the nodes, but they are done on a site-specific basis and generally reflect the existing conditions. The recommendation from the Directions Report is to provide for redevelopment at:

1. a maximum density of 2.25 FSI of a development site, calculated net of public and private roads and storm water facilities for the Community Nodes
2. a maximum density of 2.75 FSI of a development site, calculated net of public and private roads and storm water facilities for the Major Node

Affordable Housing

As the mall-based nodes redevelop and intensify, they will be ideal locations for affordable housing. Preliminary financial analysis conducted in this study indicates that with a moderate amount of residential intensification, redevelopment is more than financially feasible, opening the opportunity for affordable housing. The recommendation from the Directions Report is that a minimum of 20% affordable and/or rental units should be required. The required percentage and the mix of affordable units and rental units will be further considered as part of the Housing Strategy implementation.

Development Master Plans

Development master plans are a tool identified in Mississauga Official Plan that allows the City to review development proposals on a holistic basis. Examples include the Lakeview Waterfront and Port Credit West Village. The recommendation from the Directions Report is that development master plans be required for the mall sites and any other large redevelopment areas within the node so that matters such as height and density, the location of new streets and site phasing can be assessed prior to the approval of a development application.

Block Sizes

In order to create a permeable system of streets and blocks, the consultants used the Region of Peel's Healthy Development Assessment standards, which are based on research conducted by St. Michael's Hospital. Those standards use maximum block dimensions of 80 by 180 metres. The City will consider the appropriateness of using a smaller block size standard for areas where connectivity and walkability are major objectives.

Other Considerations

Infrastructure Capacity

As part of Reimagining the Mall, staff have engaged with regional and municipal staff to determine if there is sufficient infrastructure capacity to accommodate the densities as envisioned through the study. Since the proposed policies are a framework for redevelopment rather than detailed land uses, densities and locations, assessing specific infrastructure capacity enhancements is not possible at this time. However, based on the comments received, the existing infrastructure is adequate based on the information currently available. Once detailed plans, including building height and massing, building locations, street patterns and block sizes are determined through development master plans and development applications, additional infrastructure may be required as determined through studies submitted in support of a

development proposal. Policies requiring an assessment of infrastructure capacity prior to development will be included in the Official Plan amendment. Appendix 3 summarizes the responses that have been received.

Residential Density and Financial Feasibility

The consulting team includes land economists who have experience in market research, economic development and feasibility analysis, including previous shopping mall redevelopments in Canada. They evaluated the densities and land use mixes of the development concepts for each node, and found that they were generally feasible. However, because residential uses produce a much higher return than non-residential uses, a certain threshold of residential density will be needed in redevelopment scenarios to make them financially attractive. Non-residential uses such as office, retail and service commercial uses are an important contribution to the amenities of the area and support the creation of a healthy and complete community. As such, including non-residential uses will make residential offerings more appealing to future purchasers or tenants.

Next Steps

Staff will commence the Official Plan amendment process and any supplementary studies/analysis to establish the policy framework in accordance with the vision and guiding principles. The public, stakeholders and agencies will have an opportunity to be engaged through that process, as well as subsequent development applications.

Financial Impact

Not applicable at this time.

Conclusion

With the changing nature of the retail market in Canada, coupled with the strong market for residential uses, it is only a matter of time before there will be significant development pressure on suburban-style shopping malls. As important hubs of community life, the key is to create a balance of residential intensification, while enhancing the elements that are important to the community such as commercial uses, transit accessibility, and attractive spaces for people to congregate.

Through a deeply consultative process, Reimagining the Mall has bundled those objectives into a strong vision for mall-based nodes in Mississauga. The consulting team has provided the City with directions and policy recommendations to ensure that the vision becomes a reality, whether redevelopment occurs in the short or long term.

Attachments

Appendix 1: Reimagining the Mall Key Map

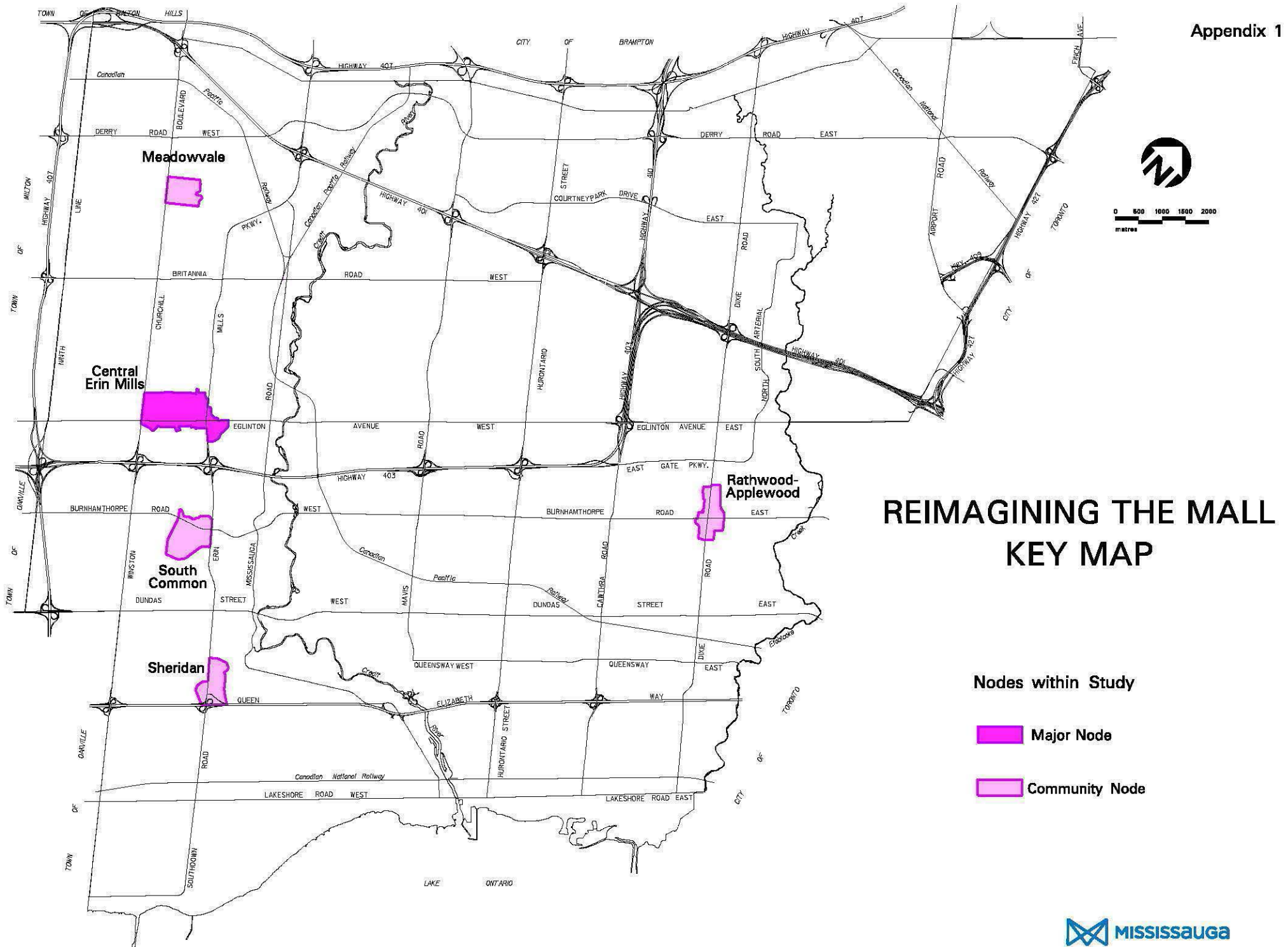
Appendix 2: Reimagining the Mall Directions Report

Appendix 3: Services and Infrastructure



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

Prepared by: Jordan Lee, Planner



Reimagining the Mall

Directions Report

Gladki Planning Associates
DTAH & urbanMetrics

May 2019



This page intentionally left blank

Contents

Executive Summary

1.0 Introduction	1
1.1 Study Areas	2
1.2 What is a Healthy Complete Community?	3
1.3 Elements of a Healthy Complete Community	4
1.4 Structure of Report	5
1.5 Supporting Documents	5
1.6 Process	6
2.0 Background Analysis	8
2.1 Policy Context	8
2.2 Existing Conditions	15
2.3 Retail Trends and Conditions	24
2.4 Best Practices and Case Studies	26
2.5 What We Heard	29
3.0 Vision and Guiding Principles	32
3.1 Vision	32
3.2 Guiding Principles	32
3.3 Toward Public Health Goals	35
4.0 Demonstration Plan Components	37
4.1 Streets and Blocks	38
4.2 Public and Community Places	41
4.3 Built Form	42
4.4 Land Uses and Retail Concept	46
5.0 Demonstration Plans	49
5.1 Central Erin Mills Major Node	49
5.2 Meadowvale Community Node	55
5.3 South Common Community Node	61
5.4 Sheridan Community Node	67
5.5 Rathwood-Applewood Community Node	73
5.6 Flexibility and Adaptability	79
6.0 Financial Analysis	81
6.1 Background	81
6.2 Findings	81
6.3 Analysis	81
7.0 Implementation	83
7.1 Recommended Policy Framework	84
7.2 Intensification Targets	95
7.3 Active Role for the City	97
8.0 Conclusion	100

This page intentionally left blank

Executive Summary

What does this Directions Report do?

The purpose of the Reimagining the Mall Directions Report is to recommend a planning framework for the long term evolution of five nodes anchored by indoor shopping centres.

The nodes under study and the corresponding shopping centres are:

- Central Erin Mills Major Node - Erin Mills Town Centre
- Meadowvale Community Node - Meadowvale Town Centre
- South Common Community Node - South Common Centre
- Sheridan Community Node - Sheridan Centre
- Rathwood-Applewood Community Node - Rockwood Mall



Map of mall-based node locations.

Why is this important?



Growth and Change – Mississauga has transitioned from a city that grows out through greenfield development to a city that grows up through redevelopment and intensification of strategic areas. The nodes included in the study have been identified as appropriate locations for intensification. Change is coming. The City must ensure that change is positive and advances the public good, including realizing planning objectives such as housing affordability, the opportunity for people to remain in their communities as they age, and healthy complete communities.



Retail Evolution – The retail sector is changing, marked by a shift to on-line retailing and the departure of traditional anchor tenants such as department stores. Although some have undergone a refresh, the shopping centres within the nodes are largely a product of a different era in retail. As the reinvestment cycle of these assets comes due, owners are considering new models in order to remain viable, particularly the mixing of residential and retail development.



Heart of Community – The nodes include a mix of retail, office and community uses and facilities that make them the heart of the surrounding community and a community crossroads that serves a similar function as a traditional main street. As change within the nodes occurs, it is essential that their community function is preserved and strengthened.



Making Better and Healthier Places – Our ideas about complete communities and good urban form have changed since these nodes were initially planned and built. Many of the nodes are car-dominated places. The malls themselves are usually well set back from streets in a sea of surface parking. While efficient for car use, many of these places do not invite the walking, cycling and transit usage that is essential in encouraging physical activity and healthy lifestyles. As these areas undergo change, there is the opportunity to preserve what works and improve the rest.

How were the recommendations developed?

The Reimagining the Mall study ran from Fall 2017 to Spring 2019. At each step in this process, public and stakeholder engagement was critical in gaining local knowledge, insights and opinions that were incorporated into the recommended planning framework.

These steps included:

Understanding Existing Conditions – A detailed analysis of the nodes and their relationship to the surrounding areas was undertaken, and included a retail property analysis of each mall.

Identifying the Forces for Change – Forces influencing the direction of change were identified, including planning policy directions from the Province, Region and City, and retail and development trends.

Considering Case Studies and Best Practice – In-depth case studies of mall redevelopment were completed to understand trends in redevelopment and identify lessons that could be applied to the nodes. A summary of best practice design precedents was compiled addressing streets, public realm, buildings, parking and tactical urbanism.

Developing a Vision – Guided by planning policy and feedback from the public and stakeholders, an overall vision was developed for the future of the nodes. Guiding principles were established to provide a further level of detail on how the vision would be achieved.

Testing – The guiding principles were applied to each node through the development and assessment of a demonstration plan. The demonstration plans were intended to show one way the guiding principles could be interpreted for each node.

Making Recommendations – Based on the testing and feedback from the public and stakeholders, recommendations were made on implementation, including changes to Official Plan policies and other actions to be undertaken by the City.



Workshop with City and Regional staff.



Pop-up engagement at Erin Mills Town Centre.

What is the proposed direction of change?

Vision

Mississauga's mall-based nodes will continue to be community focal points anchored by retail, community facilities, higher density housing forms and transit accessibility. As development occurs, these areas will evolve into healthy sustainable complete communities with: densities and a mix of uses which allow people to meet many of their needs locally and within walking distance; an attractive and well-connected built environment that promotes physically active lifestyles; and a unique quality of place which makes these areas vibrant and desirable places to be. As the mall-based nodes evolve, equitable access to public spaces and public input into the planning process will be prioritized.

Guiding principles provide a further level of detail in considering the implementation of the vision, and address: strengthening community, diversity of uses, built environment/public places, mobility, environment, and process/phasing.

Policy Recommendation Highlights

Strengthening Community

- Preserve and enhance the function of the nodes as centres of community life and ensure that intensification and redevelopment are accompanied by local community benefits.

Diversity of Uses

- Promote an overall balance of compatible uses that enhances the node as a place with a mix of uses and activities within the wider community.
- The nodes are to continue to be a focus for retail activity. Any redevelopment scheme that proposes to reduce the amount of commercial space will submit a retail and service needs assessment study that demonstrates that the retail and service needs of the local population continue to be met, and the node continues to function as a priority location for retail and service uses.
- Locate and orient new or replacement retail uses to contribute to the animation of streets and public spaces.

- Promote office development as part of mixed use redevelopment through the replacement of existing office space, as well as providing incentives for new office space through such measures as exempting new office developments from density restrictions and reduced parking requirements.
- Public community spaces, including libraries, community centres, social facilities, public spaces and recreation facilities, will serve as activity anchors that draw people to the nodes.
- Expand the range of housing options present in the community in terms of housing type, tenure and affordability.

Streets and Mobility

- Enhance safe and convenient movement through the area and to surrounding areas by prioritizing walking, cycling and public transit use, as well as addressing traffic and congestion issues.
- Enhance transit service as the population of the area increases and improve the siting and treatment of transit stops and facilities to ensure safety, comfort and visibility.
- Create a system of streets and blocks based on frequent intersections and connections for pedestrians and cyclists in order to enhance connectivity, provide for permeability and enable active transportation throughout the redevelopment area.



The built environment should make walking, cycling and public transit use safe, comfortable and convenient.

- Design new streets based on Complete Streets principles to provide space for all users: pedestrians, cyclists, transit and motorists.

Buildings and Scale of Intensification

- Ensure that the scale of intensification is in keeping with the hierarchy of intensification areas present in the city, reflects local conditions and provides transitions between areas of varying height and density.
- Shift the targeted density range for Community Nodes included in the Official Plan to 150 to 250 residents and jobs per hectare to better reflect appropriate levels of potential intensification in these areas.
- Provide for a range of building types and heights in redevelopment areas including



Low-rise building



Mid-rise building



Tall building

townhouses, mid-rise buildings, and a limited number of taller buildings with small floorplates in appropriate locations.

- Introduce a maximum density of 2.25 Floor Space Index (FSI) and a range of heights of between 3 and 15 storeys for Mixed Use and Residential High Density redevelopment areas in Community Nodes; and a maximum density of 2.75 FSI and a range of heights of between 3 and 25 storeys for Mixed Use and Residential High Density areas in the Central Erin Mills Major Node.
- New development proposals may be required to include a Development Master Plan which shows how density will be deployed, including lower densities in transition areas and compliance with angular planes, while meeting the other policies of the Official Plan.
- Design and locate buildings to appropriately transition to lower scale built form and have a positive relationship with streets and public spaces, including at-grade animation.

Public and Private Places

- Integrate and connect public and private elements of the built environment to create a unified and accessible area with a strong sense of place, a high quality public realm and four-season functionality.
- Create green, safe, and attractive public parks, promenades, streetscapes and privately owned public spaces that form a connected system linked to the surrounding area and support a range of local social and recreation activities.
- Treat streets and major roads as important public places and create a positive pedestrian experience through appropriate landscape treatment, street furniture and the use of buildings to frame and animate these spaces.
- Simplify and reduce parking requirements and diminish the impact of parking on the quality of the built environment.



High-quality public spaces serve many purposes including contributing to a sense of place, enhancing the pedestrian environment, and creating opportunities to connect socially.

Environment

- Encourage sustainability measures and features that minimize the environmental impact of the built environment and address energy efficiency, water conservation, greenhouse gas emissions and green infrastructure.
- Minimize impact of development on climate change by reducing reliance on fossil fuels through energy conservation and exploration of district energy systems and alternative energy sources for heating and cooling.

Process/Phasing

- For large sites, proponents may be required to prepare a Development Master Plan which demonstrates how the elements identified in the recommended policy framework will be addressed, indicates how new development will relate to the surrounding area and includes a phasing plan that shows how development will proceed over time.
- Encourage tactical interventions that provide low cost/temporary initiatives to improve the nodes and realize the principles outlined above.
- Phase development to: ensure the viability of all uses; support the financial feasibility of redevelopment and improvement; and maintain essential retail and service uses and access to community facilities throughout all phases.

Recommendations on an Active Role for the City

- Consider the redevelopment or reconfiguration of City-owned lands as part of a larger transformation of the nodes.
- Knit public and private elements of the nodes together in ways that allow them to animate each other and create a network of places and amenities that collectively function as a unified community space.
- Work with land owners and developers to consider how to bring community facilities into the heart of redevelopment as an animating force and anchor use.
- Expand community infrastructure to serve a growing population.
- Adopt a land first policy to parkland dedication within the nodes in order to add new kinds of public open spaces that currently do not exist in the nodes and surrounding areas, such as civic gathering spaces like urban squares, plazas, amphitheatres, etc.

What are the next steps?

The Reimagining the Mall study has provided the opportunity to have a broad discussion on the future of the mall-based nodes. The recommendations included in this Directions Report could serve as the basis of an Official Plan amendment to the policies addressing the nodes.

Through the project, stakeholders have come to a common understanding about how the nodes are valued and what their redevelopment should aim to achieve. As thinking about the nodes moves from general to specific in response to development proposals, the City of Mississauga should continue to fulfill its vital role as convener and facilitator of the public discussion on the evolution of the nodes as part of an inclusive and transparent public process.

1.0 Introduction

Mississauga is growing and its communities are evolving. Mississauga has transitioned from a city that grows out through greenfield development to a city that grows up through the redevelopment and intensification of strategic areas. The purpose of the Reimagining the Mall project is to establish a direction for the long-term evolution of five nodes anchored by indoor shopping centres.

Each of these nodes has been identified as an appropriate location for intensification. This study will help guide future intensification in these areas in a way that fosters healthy complete communities, communities where you can live, work, play and raise a family in an environment that supports and encourages healthy lifestyles and physical activity.

Each of these nodes lies at the centre of an established community. They provide an important mix of retail, services, community facilities and higher density forms of housing that makes these surrounding communities complete. This study will help ground potential redevelopment in the essential functions provided by the nodes in order to preserve and enhance their role as community focal points.

Redevelopment in the nodes and other intensification areas across the city is an essential way of expanding housing choice, improving affordability, promoting a variety of built form and providing flexibility for lifestyle changes as people go through life's stages, including aging in place.

This study uses an assessment of policy context, existing conditions and best practice as the foundation for the development

of a vision and guiding principles for the mall-based nodes. It tests the vision and guiding principles through the development and assessment of a demonstration plan for each node. The study then makes recommendations on the approaches, policies and implementation tools that the City should consider to realize the vision and guiding principles in practice.



Figure 1. Map of study areas.

1.1 Study Areas

The Mississauga Official Plan identifies Major Nodes and Community Nodes that fit within a hierarchy of intensification areas and are intended to be the focus of growth in population and jobs. This study addresses nodes that have developed around indoor shopping centres. Node boundaries are larger than the mall sites and encompass the areas around them as well.

The nodes under study and the corresponding shopping malls are:

- Central Erin Mills Major Node – Erin Mills Town Centre
- Meadowvale Community Node – Meadowvale Town Centre
- South Common Community Node – South Common Centre
- Sheridan Community Node – Sheridan Centre
- Rathwood-Applewood Community Node – Rockwood Mall

1.2 What is a Healthy Complete Community?

The physical characteristics of our communities can have a significant impact on our health.

Regular physical activity, whether for travel or pleasure, is important in maintaining or improving health. Neighbourhood, street and building design can make it easy or hard to incorporate physical activity into our daily routines, be it recreational physical activity, or through active transportation.

Active transportation is an especially important way of increasing physical activity. Active transportation is any form of human powered transportation – walking, cycling, inline skating or skateboarding. Although the built environment can facilitate recreational physical activity as well, its role is most pronounced in the choices we make about how we move through our environment during our daily routines.



Figure 2. Healthy complete communities encourage active transportation.

A built environment designed to encourage human movement has an impact on different scales: a building that encourages a worker

to take the stairs rather than the elevator; retail in proximity to housing which enables a walk rather than a drive to complete errands; a child who can cycle to their local school; or an efficient regional commute which incorporates walking and encourages people to leave their cars at home for their daily journey to work. These forms of physical activity have significant positive health outcomes.

The central elements of healthy complete communities are described on the following page in order to provide a framework for the evaluation of the built environment present in the five nodes.

These elements of healthy complete communities interact to ensure:

- People and destinations are located close enough to make active transportation possible and recreational opportunities accessible;
- Active transportation routes are direct and efficient; and
- Environments which are safe, inviting, comfortable and visually-pleasing for pedestrians and other forms of active transportation.

1.3 Elements of a Healthy Complete Community

A number of elements come together to create healthy complete communities.

Density

The number of people or jobs in an area. Higher densities support higher concentrations of services, retail, employment and other activities.

Mix of Uses

The mix of activities present in an area: residential, employment, retail and services, parks and community recreation, schools, etc. Mixing uses is central to the idea of a complete community where people can easily access all the things they need in their daily lives.



Figure 3. A restaurant patio activates the public realm.

Proximity

The distance between starting points and destinations. People are more likely to walk or cycle if destinations like work, school, child care and shopping are close by. Close access to parks and recreation centres makes it easier to use these community amenities.

Connectivity

The ease of travel between two points using roads, sidewalks, trails and cycling lanes. The more direct the routes and the greater the number of available routes, the more likely people will choose active ways of getting around.

Street Characteristics

The design of streets for all users. Complete streets are designed to ensure that all kinds of traffic can use them in a safe and comfortable manner: motorists, transit users, cyclists, pedestrians and people with accessibility challenges.

Quality of the Built Environment

The attractiveness of communities in an aesthetic sense impacts people's experience of places. Attention to the quality and appeal of areas and elements like parks and open spaces, streets, building facades and "in-between" spaces in the public realm help make people feel safe and comfortable moving through their neighbourhood.

1.4 Structure of Report

Section 1.0 introduces the Reimagining the Mall study, provides an overview of the study process and describes a conception of healthy complete communities which is the ultimate goal in shaping future change and redevelopment.

Section 2.0 provides a summary of the background analysis undertaken to inform the study, including policy review, analysis of existing conditions, summary of retail trends impacting suburban shopping centres, case studies/best practices in mall redevelopment, and overview of key themes from public and stakeholder engagement.

Section 3.0 establishes a vision and guiding principles that will be the foundation for any contemplated redevelopment within the nodes and assesses how these guiding principles fulfill the objective of promoting healthy complete communities.

Section 4.0 describes the approach of applying the guiding principles to the nodes through the creation of demonstration plans.

Section 5.0 details demonstration plans for each node. They are intended to show one way the guiding principles might be interpreted given local context, and are not to be interpreted as master plans for the nodes.

Section 6.0 provides a summary of the financial analysis of the demonstration plans from a development viability perspective.

Section 7.0 presents considerations and recommendations for further developing a policy framework and implementation approach to guide the evolution of the nodes.

Section 8.0 offers concluding thoughts.

1.5 Supporting Documents

Existing Conditions Analysis (March 2018)

Provides an analysis of existing conditions in the nodes, including an overview of the commonalities and differences between them, and a detailed healthy complete community analysis of each. A retail property analysis details broad trends in the retail sector and provides an assessment of the current and future competitiveness of each shopping centre.

Case Study and Best Practice Review (May 2018)

Provides an overview of trends in mall site intensification and redevelopment in Canada and the United States, and includes three in-depth case studies and a survey of design precedents.

Financial Analysis Report (November 2018)

Summarizes the key findings of the financial analysis of the demonstration plans to understand the feasibility of the development visions/concepts in the context of the Mississauga market.

Engagement Summary (December 2018)

Provides a description of the public and stakeholder engagement activities undertaken as part of the study and an overview of the main messages heard. An appendix includes links to individual summaries of each activity/event.

1.6 Process

Reimagining the Mall has been a public conversation. In each phase of work, engagement with the public and stakeholders has been used to generate and test ideas. The figure on the following page provides a summary of each phase, describing the nature of the technical work undertaken and the engagement activities that were used to support it. Further description of consultation approaches and results are included in Reimagining the Mall: Engagement Summary (December 2018).

Why Engage?

Our team identified three main engagement goals for Reimagining the Mall:

1. **Engage a broad spectrum of participants** including targeted stakeholders (mall owners and landowners) and those typically not included in public consultations (such as people less likely to attend public meetings due to lack of knowledge, interest and/or access);
2. **Clearly educate the public on the purpose of the study and process** in order to promote mutual understanding of the process, study goals, principles and designs; and
3. **Capture input, concerns and desires of the community and stakeholders in a meaningful way** in order to incorporate their feedback into well thought out planning directions. This includes better understanding how participants currently use the shopping malls/areas and how they envision the areas in the future.

By the Numbers

200+	community workshop/open house attendees
160	survey participants
300	pop-up attendees/ interviews
90+	walking audit attendees
100+	industry leaders/city and regional staff engaged



Figure 4. Community meeting in South Common Community Node.

Phase 1 - What's there today? (Fall 2017 - Winter 2018)

Technical

Background analysis

- Existing Conditions Analysis
- Retail Property Analysis
- Best Practices and Case Studies

Engagement

- Pop-ups and Intercept Interviews
- Walking Audits
- Stakeholder Meetings
- Online Survey

Phase 2 - What does the future look like? (Winter - Summer 2018)

Technical

Generate and test ideas

- Vision and Guiding Principles
- Demonstration Plans
- Financial Analysis

Engagement

- Panel Discussion and Internal City/Regional Workshop
- Community Meetings
- Stakeholder Meetings
- Online Survey

Phase 3- What's the plan to get there? (Summer 2018 - Spring 2019)

Technical

- Feedback on Vision, Guiding Principles and Demonstration Plans
- Develop Policy and Implementation Recommendations
- Final Reporting
- Presentation to Planning and Development Committee

Engagement

- Open House
- Stakeholder Meetings
- Online Survey

2.0 Background Analysis

2.1 Policy Context

There is a hierarchy of provincial, regional and municipal policies that apply to the study areas. This study considers how these policy directions are best applied at the local level. Key policy directions are outlined below.

2.1.1 Provincial Policies

Provincial Policy Statement 2014

The Provincial Policy Statement 2014 (PPS) provides the policy foundation for regulating the development and use of land in Ontario. It acknowledges that Ontario's long-term prosperity, environmental sustainability and social well-being is dependent on the ability to manage land use change and promote efficient development patterns. The PPS indicates that Settlement Areas shall be the focus of growth and development (1.1.3.1) and that planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment (1.1.3.3). Mississauga is a Settlement Area as defined by the PPS 2014. Further key policy direction includes:

- Safe, connected public spaces will provide opportunities for social interaction, recreation, and active transportation (1.5.1).
- Reducing the number and length of vehicle trips and supporting the use of active transportation and public transit are important goals. As such, land use and transportation considerations should be integrated at all stages of the planning process (1.6.7.4, 1.6.7.5).
- Planning should encourage a sense of place through well-designed built form, and conservation of built heritage resources and cultural heritage landscapes (1.7.1, 2.6.1).

Growth Plan

The Growth Plan for the Greater Golden Horseshoe informs growth management and environmental protection in the region through to 2041. The Growth Plan establishes policies to manage growth, achieve complete communities, protect the natural environment, support economic development, and ensure that there is enough land available to accommodate forecasted population and employment growth, today and in the future.

The Growth Plan's growth management regime emphasizes intensification within delineated built-up areas, with a key focus on strategic growth areas, as well as brownfields and greyfields. Strategic growth areas are areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a compact built

form. As discussed below, all of the mall-based areas under study have been identified by the City of Mississauga as intensification areas.

Other Growth Plan policy objectives, as related to the study areas, include goals to create active and healthy complete communities for all ages, achieve efficient development and land use by promoting compact built form, co-locate community facilities and assets, provide a diverse mix of uses and housing options, and foster a vibrant public realm that supports active transportation, transit and high quality of life.

2.1.2 Regional Policies

Region of Peel Official Plan

The Region of Peel is the upper-tier municipality that includes Mississauga. The Region of Peel Official Plan (ROP) is a long-term planning framework to guide growth and development, while having regard for protecting the environment, managing the renewable and non-renewable resources, and outlining a regional structure that manages change within Peel in an efficient manner. Sustainability is a central theme of the ROP.

The study areas are located within the Urban System, where, according to the ROP, development and redevelopment should be directed to meet population and employment targets (5.3.1, 5.3.2).

The ROP specifically directs municipalities to intensify within urban growth centres, intensification corridors, nodes, major transit station areas (MTSA) and any other areas deemed appropriate (5.3.3). The ROP provides direction for municipalities to develop strategies for these intensification

areas to support a mix of uses where appropriate, to ensure development of a viable transit system and to identify the type and scale of development within their official plans (5.5.3.2.7, 5.5.3.2.9). This intensification should respect the existing character of communities while revitalizing and enhancing developed areas (5.1.2, 5.3.1.3, 5.3.3.2.4, 5.5.3.1.3, 5.4.1.2). Encouraging sustainable development patterns will help create compact, efficient, vibrant, mixed use, transit-supportive, pedestrian-friendly urban environments (5.3.1, 5.5.1.6, 5.5.2.1, 5.5.3.1.5, 5.5.3.1.8).

In addition to policies on growth management, the ROP stresses the importance of an appropriate range, density, affordability and tenure of housing to meet the diverse needs of Peel Region residents (5.1.2, 5.3.3, 5.8.1.1, 5.8.1.2, 5.8.2.3). The Region plays a critical role in providing affordable housing and supporting the City of Mississauga's housing strategy.

ROP Amendment 27 was adopted by Regional Council in February 2017. It introduced new objectives and policies to the ROP to support and encourage the creation of a healthy built environment and communities that better meet the needs of an aging population, including:

- Direction for area municipalities to integrate the elements as defined by the Healthy Development Framework into their policies, plans, standards, and design guidelines to optimize their health promoting potential (7.4.2.4). These elements are identified as: density, service proximity, land use mix, street connectivity, streetscape characteristics and efficient parking.

- An objective to provide for the needs of Peel's aging population and allow opportunities for seniors to age within their community including the integration of community facilities and services with residential land uses (6.3.1.2).
- An objective to promote active aging for older adults by establishing healthy, complete, and accessible communities that are in close proximity to amenities, support services, and transit (6.3.1.4).

2.1.3 Municipal Policies and Implementation Tools

City of Mississauga Official Plan

The Mississauga Official Plan (MOP) establishes a comprehensive, integrated, and long-term planning framework that reflects the principles and requirements of the Planning Act, PPS, provincial plans, and the ROP. The MOP contains policies to protect and enhance the natural environment, direct growth to benefit the urban form, support a strong public transportation system and address long-term sustainability.

Directing Growth

The MOP states that Mississauga is at the end of its greenfield growth phase. As such, new growth will be accommodated through redevelopment and intensification within

developed areas. Most future growth will be directed to Intensification Areas (5.1.4, 5.5).

The MOP identifies the city's Urban System as comprised of the Green System, City Structure, and Corridors (5.1). The City Structure identifies seven elements, each with a unique role in accommodating development (5.3). The mall-based areas fall within two categories, both of which are considered Intensification Areas: Major Nodes and Community Nodes. In addition, all of the study areas are bordered or bisected by Corridors.

Major Nodes (Central Erin Mills) will provide for a mix of population and employment uses at densities and heights less than the Downtown, but greater than elsewhere in the city (5.3). They are to be planned as prominent centres of mixed use activity with a variety of employment opportunities, such as office and institutional jobs and regional shopping services that draw people from beyond the adjacent neighbourhoods. Section 5.3.2 establishes policies pertaining to Major Nodes.

Figure 5-5 indicates that Major Nodes are to have:

- a density range of 200 to 300 residents and jobs per gross hectare;
- a population to employment ratio of 2:1 to 1:2; and

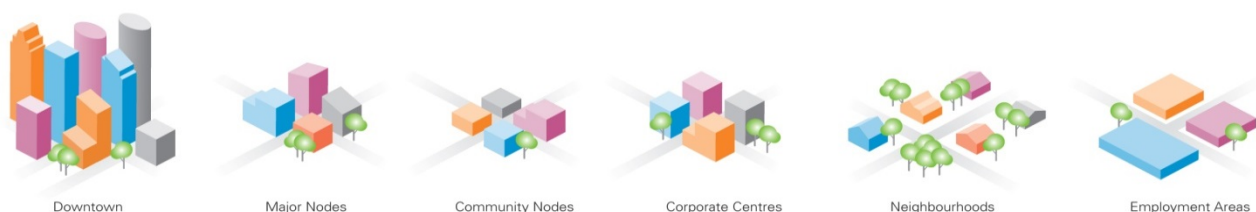


Figure 5. The City Structure, as laid out in the Mississauga Official Plan.

- minimum and maximum heights of 2 and 25 storeys.

Chapter 13 establishes further policies pertaining to all Major Nodes, including qualifications on the general land use designations outlined in Chapter 11, as well as conditions that must be met for proposals that fall outside of the 2 to 25 storey range. Policies in Section 13.2 pertain specifically to Central Erin Mills Major Node. They include FSI ranges for different areas of the node with special site policies included covering one site.

Community Nodes (Meadowvale, South Common, Sheridan and Rathwood-Applewood) will provide for a similar mix of uses as the Major Nodes, but with lower densities and heights (5.3). They are to provide access to a multitude of uses that are required for daily living – local shops and restaurants, community facilities, cultural, heritage and entertainment uses, schools, parks, open space as well as a diverse housing stock. Section 5.3.3 establishes policies pertaining to Community Nodes.

Figure 5-5 indicates that Community Nodes are to have:

- a density range of 100 to 200 residents and jobs per gross hectare;
- a population to employment ratio of 2:1 to 1:2; and
- minimum and maximum heights of 2 and 4 storeys.

Chapter 14 establishes further policies pertaining to all Community Nodes, including qualifications on the general land use designations outlined in Chapter 11, as well as conditions for proposals that fall outside

of the 2 to 4 storey range, and conditions for infill on lands with existing apartment buildings. Policies in Sections 14.5, 14.7, 14.8 and 14.9 pertain specifically to Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Nodes, respectively, and include site specific policies. They include FSI ranges for different areas of the nodes with special site policies included covering particular sites.

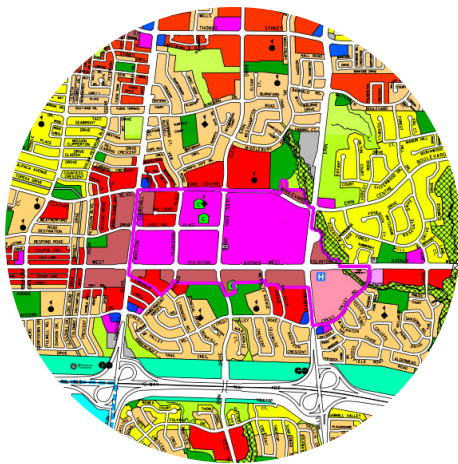
Complete Communities

Chapter 7 of the MOP states that “complete communities meet the day-to-day needs of people throughout all stages of their life.” The MOP anticipates that residents living in one of the city’s many Neighbourhoods may need to travel some distance to work. However, other services such as schools, shopping facilities, recreation centres or libraries should be available either within the Neighbourhood or in a nearby Major Node or Community Node.

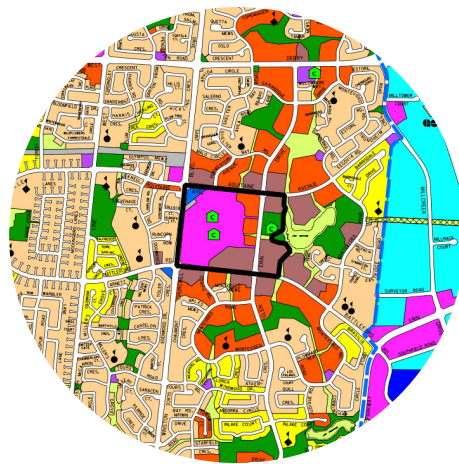
Complete communities policies encourage land use planning practices conducive to good public health and are intended to ensure housing mix to accommodate diverse housing preferences and socioeconomic characteristics and needs (7.1). Specifically, the policies set out to ensure housing choice in terms of tenure, type, quality and quantity (7.2).

Community infrastructure is a vital part of complete communities, contributing to the quality of life and well-being of residents. The preferred location of community infrastructure will be within the Downtown, Major Nodes, Community Nodes and Corridors (7.3).

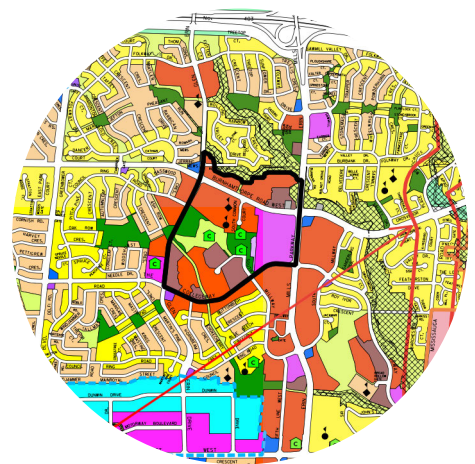
Schedule 10 shows land use designations for the study areas. The nodes are predominantly



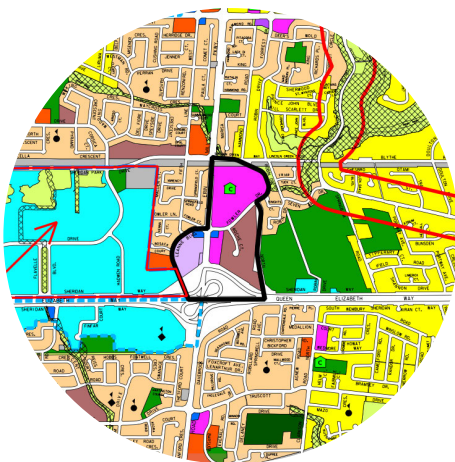
Central Erin Mills



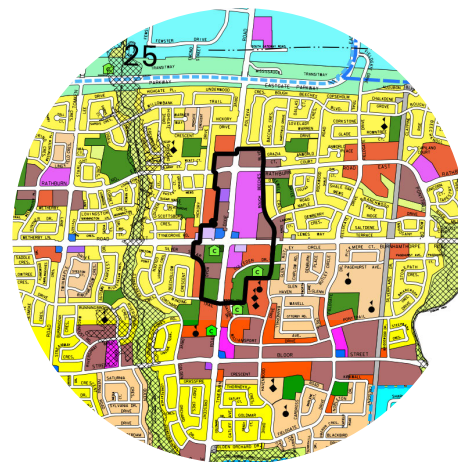
Meadowvale



South Common



Sheridan



Rathwood-Applewood



Figure 6. Land use designations for the mall-based nodes and surrounding areas.

designated Mixed Use, Residential High Density, Residential Medium Density and Public Open Space, with a significant concentration of community facilities.

Built Form and Public Realm

The MOP sets out policies on built form and public spaces to create an urban environment that fosters a strong sense of place and civic pride, defines a distinct character for each community and encourages the use of transit and active transportation (9.1).

Chapter 9 provides detailed policies to guide the creation of desirable urban form, addressing such matters as street and block patterns, streetscapes, building massing and site organization, height and built form transitions, open spaces, and the relationship of buildings to the public realm.

Transportation

The MOP policies on transportation focus on creating a multi-modal system that supports transit and active transportation through integrated planning. Policies provide direction on creating a finer grain road network, incorporating active transportation facilities into road design and fostering compact, pedestrian-oriented, mixed-use development in areas that support the transit network (Chapter 8).

Policies on parking address the potential for parking requirement reductions, the promotion of on-street parking and general policies on parking in Intensification Areas (8.4).

Environment, Green System and Natural Heritage Features

The MOP states that “the Green System is the first layer of the Urban System. It is essential to building a strong community and a competitive economy and must be considered in all land use and planning decisions.” Specifically, the MOP includes policies aimed to establish strategies that protect, enhance and expand the Green System, restore natural form, functions and linkages and enhance opportunities for enjoyment of the system (5.2). In addition, Chapter 6 provides further direction on the protection and enhancement of natural heritage features and the environment more broadly.

Fostering a Strong Economy

The MOP provides direction on the role of Major Nodes and Community Nodes in the broader Mississauga economy. Major office development will be encouraged to locate within Major Nodes and secondary office development will be encouraged to locate within Community Nodes (10.2.1, 10.2.3). Retail uses are encouraged to locate primarily within the Downtown, Major Nodes and Community Nodes (10.4.1). Within Major Nodes and Community Nodes, existing single storey retail development will be encouraged to redevelop into multi-storey mixed use developments (10.4.4).

Zoning By-law

Mississauga City Council adopted City of Mississauga By-law 0225-2007 to regulate the use of land, buildings and structures and to implement the policies of the Mississauga Official Plan. The predominant zones within the study areas are commercial (C), apartments (RA) and townhouse dwellings (RM4). Less common but present in some of the study areas are zones for office (O), institutional (I), open space (OS) and detached dwellings (R3).

Additional Guidelines

- Urban Design Guidelines for Back to Back and Stacked Townhouses (2018)
- Region of Peel Healthy Development Assessment (2016)
- Low-Rise Multiple Dwellings Urban Design Handbook (2015)
- Crime Prevention Through Environmental Design (2014)
- Standards for Shadow Studies Urban

Design Terms of Reference (2014)

- Pedestrian Wind Comfort and Safety Studies Urban Design Terms of Reference (2014)
- Green Development Standards (2012)

Additional Plans

- Future Directions Parks and Forestry Master Plan (2019)
- Mississauga Moves Transportation Master Plan (2019)
- Mississauga Culture Master Plan (2019)
- Mississauga Cycling Master Plan (2018)
- MiWay Five Transit Service Plan (2016)

2.2 Existing Conditions

Key Themes

The existing conditions analysis examines the mall sites and nodes, as well as their surrounding areas, to understand the role of the node in the broader urban context and how it fits into local patterns. A full analysis of existing conditions and a node-by-node evaluation is included in the supporting document, Reimagining the Mall: Existing Conditions Analysis (March 2018). Worthy to note, while the malls in each of the nodes are under one ownership, there are lands within the nodes that have other landowners.

1. Mixed Use Hearts of Surrounding Residential Communities

Traditional suburban environments segregate rather than mix uses. Although this is generally true in Mississauga, the nodes under study are the location of some of the greatest mixing of uses in the city. With the general exception of major employment generating uses, the nodes and the surrounding areas have all the necessary elements of a complete community: retail, locally-oriented services like professional health services, community

facilities, schools, parks and a good variety of housing types, including apartments and townhouses.

2. Community Focal Points

The mix of uses makes the nodes natural community focal points not just for those who live within them or nearby, but for a much larger catchment of low density neighbourhoods. In addition to community facilities, the malls in particular are an important anchor of this community function. Although many malls have turned their orientation outwards toward parking lots, the interior spaces within the mall still serve as public spaces, albeit privately-owned.



Figure 8. Food court at Erin Mills Town Centre.



Figure 7. South Common Centre and adjacent high-rise apartments.



Figure 9. Meadowvale Community Centre and Library.

3. Room to Grow

A variety of built form exists in the nodes. The nodes are typically comprised of low-rise buildings with mid-rise and taller apartment buildings located along major roads or in clusters. The tallest buildings in each node are:

Node	Height (storeys)
Central Erin Mills	25
Meadowvale	12
South Common	19
Sheridan	14
Rathwood-Applewood	20

Source: City of Mississauga Residential Directory 2019

Commercial buildings, such as the malls and other retail, are usually low-rise buildings; however, several of the nodes feature modest low- or mid-rise professional buildings. Commercial buildings located along major roads are typical of suburban retail sites with buildings surrounded by large parking lots and set back from the public sidewalk with limited direct pedestrian access from the street. Although redevelopment within some of the mall property sites has introduced satellite buildings that bring retail uses closer to the public sidewalk, most of the main entrances continue to be oriented toward surface parking facilities and considerably set back from the street.

The Official Plan establishes target density ranges of 100 to 200 people and jobs per hectare for Community Nodes and 200 to 300 people and jobs per hectare for Major Nodes. The balance of people to jobs in both kinds of nodes is targeted to fall within the

ratio range of 2:1 to 1:2. The density and ratios of the nodes under study are as follows:

Node	People and Jobs per Hectare	People to Jobs Ratio
<i>Major Node</i>		
Central Erin Mills	80	1:1.2
<i>Community Nodes</i>		
Meadowvale	101	2.9:1
South Common	84	5.0:1
Sheridan	122	2.6:1
Rathwood-Applewood	90	3.2:1

Source: Focus on Mississauga 2016

4. Auto-dominated Built Environments

In many parts of the nodes, the prioritization of vehicle movement has become the defining feature of these environments. Major roads/arterials establish the overall urban structure. They prioritize function – the fast efficient movement of vehicles to destinations – over aesthetics. The hierarchy of local streets/collectors/arterials concentrates traffic along



Figure 10. Dixie Road / Rathwood-Applewood.



Figure 11. Eglinton Avenue West / Central Erin Mills.

major roads rather than creating a finer grain network of connections and crossings.

The function of major roads is essential but unattractive. Buildings generally distance themselves from the major roads through large setbacks with parking lots or other features, rear- or side-lotting of housing or building facades with no direct access to the street. The combination of fast moving traffic and lack of animating connection between major roads and buildings generally create conditions that are not inviting to pedestrians.

Similarly, the mall sites themselves are auto-dominated. Located on large blocks set back



Figure 12. Pedestrian link between major road and internal street network blocked by fence / Meadowvale.

from major roads amidst extensive parking lots, they create an environment designed for auto access rather than pedestrian amenity.

5. Blocked Connectivity

Street patterns can limit connectivity. Busy major roads limit pedestrian entry points into the nodes. There are also many instances where obvious potential connections are prevented by fencing. Often, this is



Figure 13. Pathway underpass creates connection across arterials / South Common.

undertaken to control access points between private to public land.

6. Separate Pedestrian Networks

In some nodes and surrounding areas, particularly South Common and Meadowvale Community Nodes, off-street pedestrian and cycling pathways create an alternative circulation network purposely segregated from vehicular traffic. These pathways create a green circulation system which connect parks and schools to residential areas. These networks mitigate the lack of fine grain connectivity in the street network and enhance neighbourhood permeability for active modes of transportation.

7. Conditions for Transit and Active Transportation

Like pedestrians, cyclists can take advantage of pathway systems where they exist, but face inhospitable conditions when mixing with vehicular traffic. Although there are some protected cycling routes, coverage is not comprehensive. The Cycling Master Plan (2018) shows a number of proposed facilities within the nodes and bordering roads which would greatly enhance access to a city-wide network of cycling infrastructure.

The nodes generally have good local transit, with four of five nodes featuring a transit terminal within their boundaries. However, all transit terminals are located at the back of the shopping centre or in other peripheral locations. In general, they are unattractive places with a barren quality.



Figure 14. Transit terminal located at the back of the shopping centre / South Common.

Central Erin Mills Major Node

Area of Node: 122.6 ha (303.0 acres)

Area of Mall Site: 34.2 ha (84.5 acres)

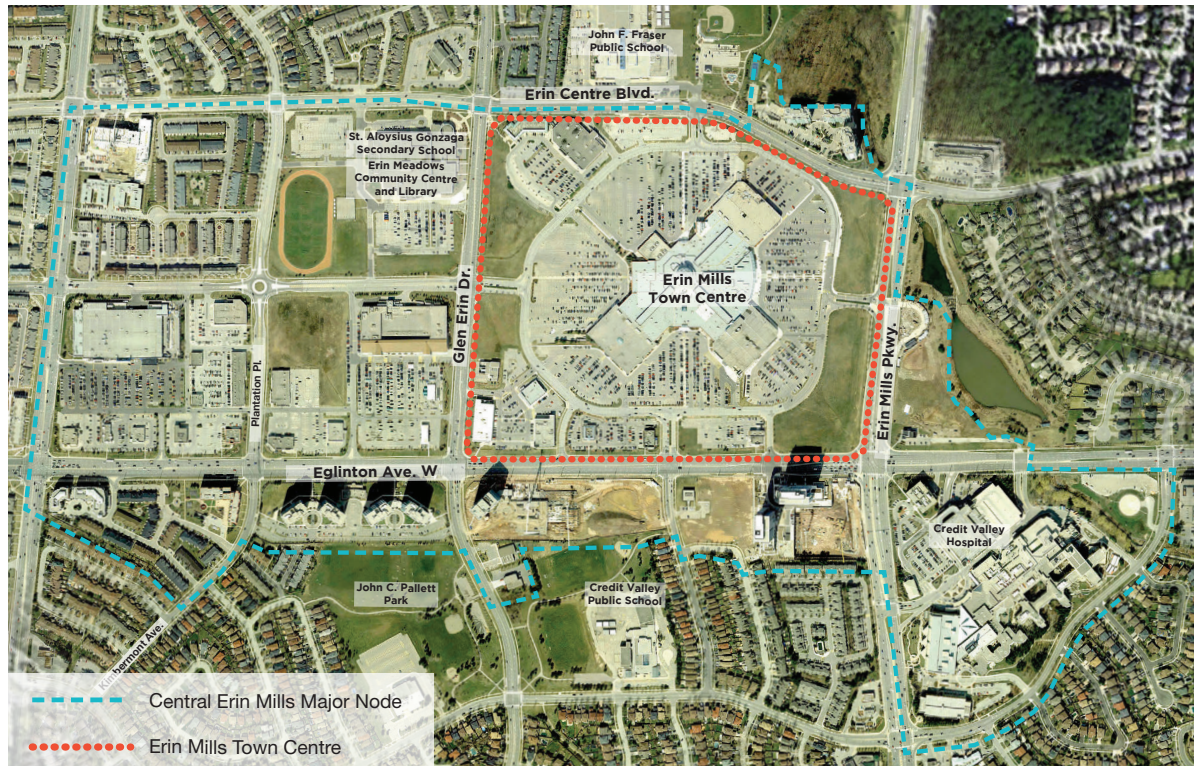
Mall Gross Leasable Area: 850,000 sq.ft

Population: 4,500

Jobs: 5,300

Population to Employment Ratio: 1:1.2

Density: 80.0 people and jobs per ha



- A Major Node, therefore intended for a more significant scale of intensification than the other nodes under study.
- Centred around Erin Mills Town Centre, a regional shopping centre which has recently undergone significant renovation. The mall has a largely inward orientation, although there has been pad retail development on the periphery of the mall site. Big box retail to the west of the mall within the node adds to the retail offer.
- A transit terminal is located at the eastern edge of the parking lot surrounding the mall, and transit routes run along the major roads.
- Credit Valley Hospital in the south east of the node is a major institution and employer.
- Significant number of schools in and around the node, including two secondary schools. Erin Meadows Community Centre and Library is co-located with a secondary school.
- A mix of housing types exist in the node including townhouses, high rises and seniors residences.

Source: Focus on Mississauga 2016. Note: Minor inconsistencies between Population and Jobs figures relative to Population to Employment Ratio and Density due to rounding.

Node Profile

Meadowvale Community Node

Area of Node: 40.3 ha (99.6 acres)

Area of Mall Site: 15.8 ha (39.0 acres)

Mall Gross Leasable Area: 373,000 sq.ft

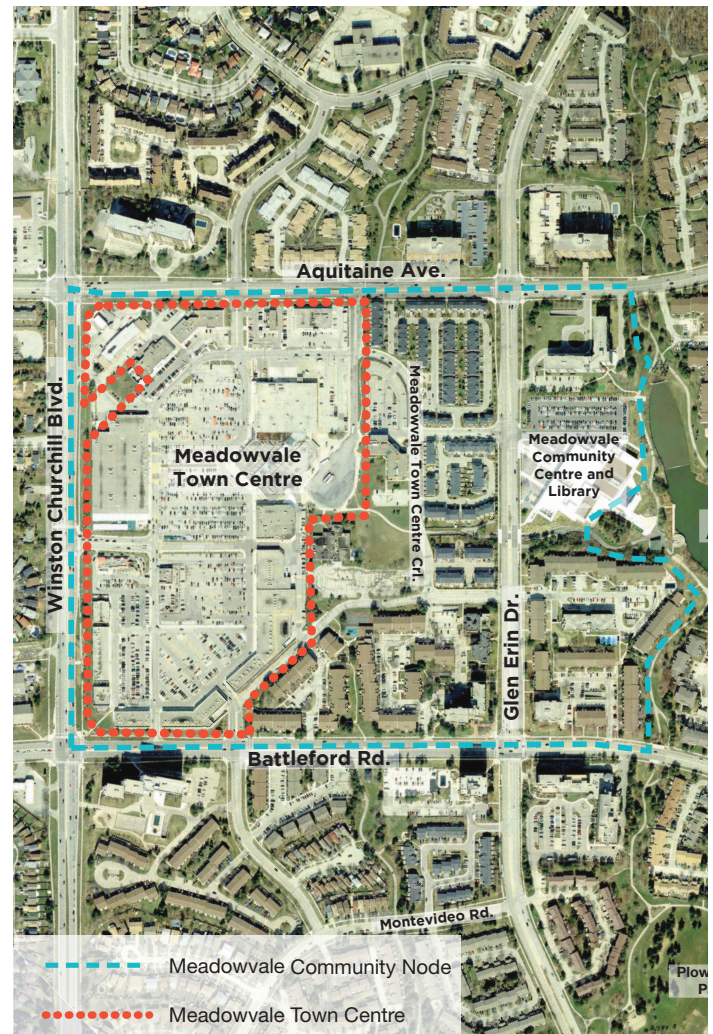
Population: 3,000

Jobs: 1,100

Population to Employment Ratio: 2.9:1

Density: 101.2 people and jobs per ha

- Meadowvale Town Centre is a local-serving centre. Over the years the orientation of the retail offer has shifted from interior-facing to exterior-facing, with significant development around the periphery of the mall site.
- A transit terminal is located at the back of the mall on the eastern side.
- Adjacent to the transit terminal is a professional office building and church campus.
- An extensive system of trails and pathways creates an alternative network connecting parks and schools to residential areas and the node, and includes an underpass of Glen Erin Drive.
- In 2016, the library moved from the mall to a new facility, the Meadowvale Community Centre and Library, in the east of the node adjacent to Lake Aquitaine, a recreational feature and public open space.
- A mix of housing types exists in the node, including townhouses, low-rise apartments and high rises.
- Although there are no parks or schools in the node, there are many in the surrounding residential areas and a secondary school close by.



Source: Focus on Mississauga 2016. Note: Minor inconsistencies between Population and Jobs figures relative to Population to Employment Ratio and Density due to rounding.

South Common Community Node



Area of Node: 69.1 ha (170.7 acres)
Area of Mall Site: 10.1 ha (25.0 acres)
Mall Gross Leasable Area: 251,000 sq.ft
Population: 4,800
Jobs: 1,000
Population to Employment Ratio: 5.0:1
Density: 84.2 people and jobs per ha

- South Common Centre is a local-serving centre. As with some of the other centres, there has been a shift toward exterior-facing and pad retail for national brands. The interior portion of the mall is weathered but still features independent businesses.
- A transit terminal is located at the back of the mall on the western side.

- Clustered west of the mall are a library, community centre, as well as schools and churches. A significant portion of the node is occupied by a park with wooded areas, pathways and sports fields.
- Although there are no roads which bisect the node superblock, pathways create connectivity throughout the centre of the node and link to an extensive pathway network in the surrounding area. There are a number of pathways that create linkages under major roads.
- The node features a good mix of housing, including townhouses and low-, mid- and high-rise apartments, some of which are co-operatives and seniors housing.

Source: Focus on Mississauga 2016. Note: Minor inconsistencies between Population and Jobs figures relative to Population to Employment Ratio and Density due to rounding.

Sheridan Community Node

Area of Node: 47.1 ha (116.4 acres)

Area of Mall Site: 12.3 ha (30.4 acres)

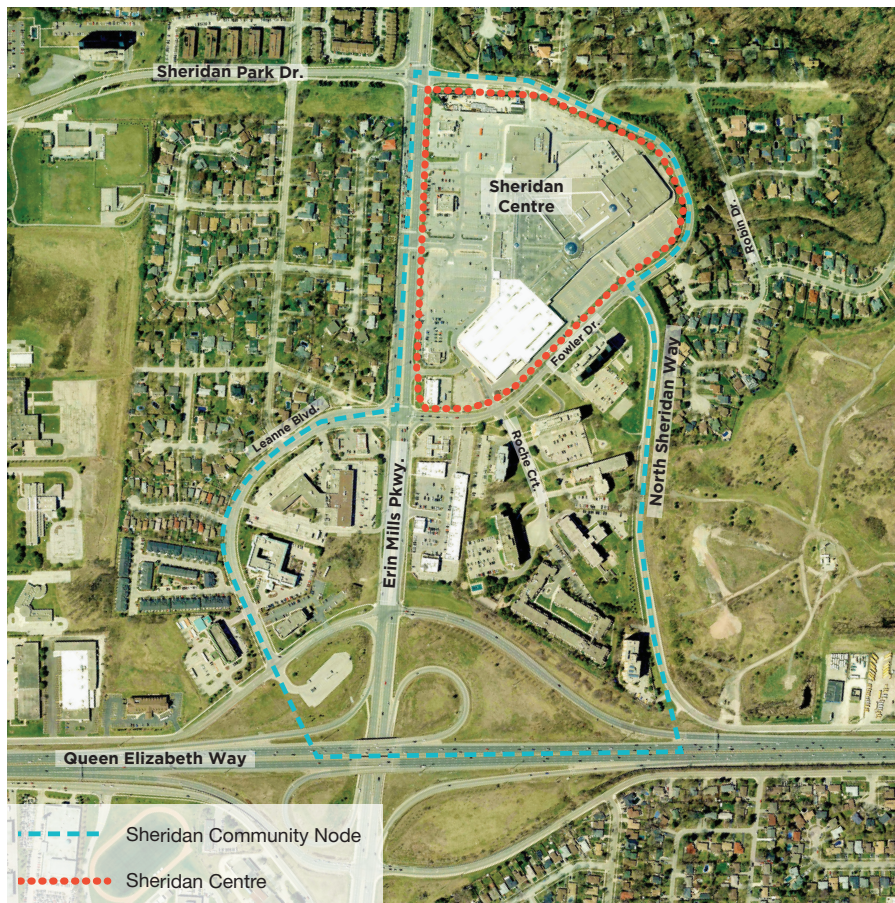
Mall Gross Leasable Area: 548,000 sq.ft

Population: 4,100

Jobs: 1,600

Population to Employment Ratio: 2.6:1

Density: 121.6 people and jobs per ha



- Sheridan Centre was formerly a regional centre, but over the years its catchment has decreased and it is now primarily local serving.

- The retail offer is largely interior-oriented. There are a number of vacancies, including one left by the closure of Target, which have not been filled. Part of the centre has been repurposed for office uses.

- The shopping centre is the location of a library branch and a number of community organizations.

- There are no parks in the node itself and links to parks and pathways in the surrounding area are not as

strong as present in the other nodes.

- The southern half of the node features an apartment neighbourhood, strip mall retail, office uses, a seniors residence and a hotel.
- A transit terminal is located at the back of the mall in the form of lay-bys along Fowler Drive.

Source: Focus on Mississauga 2016. Note: Minor inconsistencies between Population and Jobs figures relative to Population to Employment Ratio and Density due to rounding.

Rathwood-Applewood Community Node

Area of Node: 49.5 ha (122.3 acres)

Area of Mall Site: 9.6 ha (23.7 acres)

Mall Gross Leasable Area: 293,000 sq.ft

Population: 3,400

Jobs: 1,000

Population to Employment Ratio: 3.2:1

Density: 89.7 people and jobs per ha

- The node is centred around Rockwood Mall. Unlike many of the other nodes, the mall has seen less pad retail development at the periphery of the mall property. However, the mall itself has both interior and exterior-oriented retail.
- The node features a good offer of community facilities, including a library, theatre, arena and community centre. However, the links between these facilities and the mall are not strong.
- There are two parks in the southern portion of the node and a number of others in the surrounding area.
- The node includes a variety of higher density forms of housing, such as townhouses and high-rise apartments.
- Strip-style retail and a professional office building are located along the major roads.
- The node does not have a transit terminal, but bus stops exist along the major roads that bisect the area.



Source: Focus on Mississauga 2016. Note: Minor inconsistencies between Population and Jobs figures relative to Population to Employment Ratio and Density due to rounding.

2.3 Retail Trends and Conditions

The retail function is essential to the role the nodes play as centres of community. As the long term evolution of the nodes is considered – including opportunities for intensification – it is essential to consider how the retail function will evolve as well. A full Retail Property Analysis addressing current conditions and future trends is included as an appendix to Reimagining the Mall: Existing Conditions Analysis (March 2018).

Retail Trends

Traditional Mall v. Power Centre

The traditional mall format – enclosed and organized around anchor tenants – thrived until the 1990s. The department store was critical to the retail “ecosystem” created by traditional malls, serving as anchors and offering a broad range of consumer products, while smaller retailers in the same malls focused on clothes and related accessories.

In the 1990s, the emergence of power centres challenged the role of the department store. Large format specialty retailers, as well as large format general retailers, such as Walmart and Costco, were able to provide better selection and pricing than department stores. Power centres grouped “big-box” stores around parking lots, a departure from the traditional mall format, which organized retailers within an interior network which also served a role as community gathering space.

Some regional shopping centres have been able to counter the challenge posed by power centres by focusing on clothes and fashion, competing to attract first-to-market and exclusive brands. However, many mid-size and smaller community shopping

centres have experienced trouble attracting or maintaining existing retailer and service tenants. These centres have become more local-serving in nature, relying on day-to-day convenience retail/service uses, such as supermarkets, fast-food outlets and banks to attract customers.

Online Retailing

Technology is actively redefining how consumers shop, browse for products and spend money. It is generally accepted that e-commerce has resulted in sales transfer away from physical retail facilities. However, the impact of online shopping differs significantly across individual store categories. For example, ticket sales, books and music have been significantly impacted by online shopping, whereas other sectors, including furniture, jewelery and accessories, have not seen a significant change.

Retailers are using e-commerce platforms as a tool to supplement bricks and mortar stores. Coming from the other direction, many web-based retailers (e.g. Frank and Oak, Warby Parker, etc.), have added physical retail facilities to support online operations. Omni-channel retailing incorporates bricks and mortar stores and a variety of on-line and other electronic platforms to connect with consumers and gain market share.

Experiential Retailing

A generational shift is occurring in consumption toward valuing experiences over things. Experiential retailing attracts customers with retail experiences rather than simply selling products. Examples include a yoga apparel store that also offers yoga lessons, or a furniture and housewares store that also includes a kids play area

and restaurant. A common component in experiential retailing is to foster a sense of community in an entertaining setting.

Current Conditions

The shopping centres included in this study are weathering established and emerging retail trends with varying success.

Region-Serving Centres

Among the five shopping centres included in this study, Erin Mills Town Centre is the only region-serving centre. As such it draws on a larger trade area, and has a retail offer weighted to non-food store retailers with a lower proportion of services relative to local-serving retail centres. Erin Mills Town Centre has recently undergone a significant renovation to enhance its competitiveness relative to other region-serving centres.

Local-Serving Centres

The remaining malls included in the study (i.e. Meadowvale Town Centre, Rockwood Mall, Sheridan Centre, and South Common Centre) have evolved significantly from their historical functions due in large part to recent shifts in the retail industry. These malls typically have moved away from strong and well utilized interior malls, to an increasing emphasis on external facing, power centre style units. It is these external units that often contain the primary anchor tenants for each centre, which drive customer traffic. At the same time, the enclosed mall components are often struggling, facing limited customer traffic, and a lack of identity due to the loss of department store and other anchors.

Of the centres surveyed, the stronger local centres have stable, community-based trade

areas, and potentially one or two anchor tenants with a broader customer draw (i.e. Walmart, Canadian Tire, HomeSense, etc.). These centres typically contain a relatively high proportion of service-based uses relative to regional centres. These centres also contain portions that are experiencing strong customer activity and low vacancy rates (typically power centre format), alongside other areas that are defined by local independent businesses and higher vacancy rates (typically enclosed).

By comparison, other local centres are defined by limited trade area growth prospects, either due to demographic change (i.e. population decline, slow income growth, aging population, etc.) or a lack of anchor tenants to draw in customers. These centres often have significant existing vacancies, or large portions of each centre that are underperforming.

2.4 Best Practices and Case Studies

In considering the future of Mississauga's mall-based nodes, there are numerous examples of mall redevelopment in Canada and the United States that are worth considering for design inspiration, as well as insights on effective planning process and financial viability. Best practices in mall site intensification and redevelopment, including design precedents and three in-depth case studies, are the subject of a supporting document, *Reimagining the Mall: Case Study and Best Practice Review* (May 2018).

Overview

Although they share many similarities, the retail sectors in the United States and Canada also have differences. Unlike in Canada, many of the mall redevelopments in the United States have followed the lifestyle centre format. Lifestyle centres attempt to recreate the aesthetics of traditional main streets or small town downtowns in a contemporary retail environment. Lifestyle centres use theming, an outdoor pedestrian network, high quality design, and a significant focus on

eating, recreation and entertainment to offer retail environments that focus on experience and quality of place.

In Canada, the lifestyle centre format has been slow to emerge (with the exception of the Shops at Don Mills which is explored as a case study in the supporting document). However, mall redevelopments share some similarities with those in the United States, featuring a mix of uses and emphasis on the quality of the public realm and pedestrian experience.

Canadian mall redevelopments differ from those in the United States in two main ways: first is the inclusion of high density forms, including high rise buildings; second is the proximity of higher order transit. In many instances, the expansion of the transit system has been the catalyst for reconsidering the highest and best uses of mall sites. Retail uses still feature prominently, but are often accompanied by major residential intensification. In a number of instances, even if higher order transit is not available, but good local transit is, redevelopment proposals have also included tall buildings and significant residential uses.



Figure 15. The Shops at Don Mills.



Figure 16. Humbertown Shopping Centre.

Case Studies

The three case studies included in the supporting document are:

The Shops at Don Mills, Toronto – The complete redevelopment of an older enclosed mall into Canada’s first open-air lifestyle centre, with associated office and high-rise residential development. The retail portion was developed in the initial phases in one-to two-storey buildings. The development of the residential portion continues in mid-rise buildings of 12 to 15 storeys and tall buildings of up to 39 storeys.

Humbertown Shopping Centre, Toronto – The approved redevelopment of a partial two-storey mall into a mixed-use area, incorporating non-residential uses on the ground and second floors, residential uses, community amenities and a series of publicly accessible open spaces and parkettes. The built form mix includes townhouses as well as mid-rise buildings of up to 12 storeys.



Figure 17. Elmvale Acres.

Elmvale Acres, Ottawa – The planned transformation of a partially enclosed 1960s-era shopping centre next to a bus transit station into a mixed-use area incorporating outward-oriented retail, residential uses in a variety of forms and a new public park. The development mix includes low-rise commercial buildings backed by townhouses providing a transition to the adjacent residential neighbourhood and a mix of mid- and high-rise buildings ranging in height from 9 to 18 storeys.

Case Study Key Lessons

Strong common themes emerged from case studies:

Effective Community Engagement is Essential But May Not Result in a Resolution

In long-established communities which view their shopping mall as an important community asset, the idea of redevelopment can be highly contentious. Early and ongoing dialogue with the community is essential. It allows the developer and municipality to understand the issues underlying opposition and what the community values. It is an opportunity to inform and educate the public about the planning process, the policy framework and ideas about good urban form. It provides a venue to describe why the redevelopment represents a net community benefit. Engagement can help all parties understand where potential compromises may lie that allow for conflicts to be resolved outside the land tribunal system.

Redevelopments Are a Transition Between Traditional Suburban and Urban Forms

The three case studies demonstrate a compromise between traditional suburban

and urban environments. The redevelopments add height and density, combine a variety of uses, make public realm additions and improvements like parkettes, attractive streetscapes and other public spaces, and improve conditions for pedestrians and cyclists. They also continue to provide a substantial amount of parking, often in surface parking lots. The continuation of surface parking is critical to the financial success of the redevelopment in the short term. It enables many local residents to continue to visit and use the area as they have traditionally done, while opening up opportunities for new ways to use the site through the other improvements. These surface parking lots might be a further phase of redevelopment, if the financial rationale for their presence disappears over time.

Residential Uses Are Required to Make Renewed Retail Work

Significant residential uses are essential to make redevelopment work financially. New residential development increases the customer base within close proximity to the renewed retail offer. As well, the inclusion of residential development subsidizes less profitable uses, including retail/service commercial facilities. For all three case studies, residential is the dominant component of the redevelopment. Although commercial uses serve as a major amenity that improves the attractiveness of residential uses, they are not financially viable isolated from the broader redevelopment mix. In the Shops at Don Mills example, the phasing of retail in advance of residential components was a major challenge to its viability.

The Public Realm Will Likely Include Both Public and Privately Owned Public Spaces

Enclosed shopping malls are considered by many to be important community spaces. While the public has access to them, they are ultimately privately owned and controlled. Although these spaces are replaced with elements such as squares, parkettes and streets in many redevelopments – elements that are traditionally held in public ownership – developers and owners are reluctant to relinquish control of these spaces to the municipality. Continued private ownership allows the owner to maintain and program these spaces at standards higher than the municipality would, in line with the “brand” of the larger development.

2.5 What We Heard

As described in Section 1.0, Reimagining the Mall has been a public conversation about the future evolution of the mall-based nodes. A variety of approaches and engagement tools have been used to gain a broad variety of perspectives. An overview of the engagement findings, as well as summaries for individual consultation events and activities, are included in Reimagining the Mall: Engagement Summary (December 2018).

Our team integrated and analyzed all feedback received, looking for common, consistent themes, areas of general agreement, and areas where participants had differing opinions. The key messages of what we heard are categorized into the following topics:

1. Experiences (how people currently use the malls – what’s working well and what’s not working well);
2. The Future (what participants want to see in the future within the nodes); and
3. Implementation (how participants think we should get there).

Experiences

The nodes are car-oriented. Most of the participants we spoke with drive to and within the mall areas (over half), while only a quarter say they walk. Only a small percentage cycle or take transit. A lack of connectivity, an unpleasant physical environment and safety concerns were seen as key impediments to walkability within all nodes.



"I used to take the bus here but the bus stop is too far from the Community Centre. It would be convenient to have a stop right here."



"I like Rockwood because I'm helping the community when I shop here"

The malls often act as town squares; places for people to gather. Many people we spoke with visit the malls to access the common spaces. This includes using the spaces for exercise (mall walking), to meet friends and family, to eat food and drink coffee, or just hang out and read the newspaper.

Malls are convenient. Many indicated they visit the malls because they are easy to access and convenient for everyday shopping needs, including groceries and other basic items. However, shopping for boutique items, including clothing, is typically done at larger malls, such as Square One, or online.

The Future

Through all phases, key directions were given regarding what the future of the nodes could look like. Specifically, we discussed future possibilities for the nodes that could contribute to healthy, complete communities.

Different futures for the malls and nodes are imagined. Key ideas are incorporated below:

Retain both the retail and community function of the mall sites. Participants discussed the need for both community and retail experiences that could be enjoyed year round.

Support a mix of uses within new developments. Participants confirmed that a mix of uses, including residential, commercial and community infrastructure, could assist to attract a wide range of demographics and reduce car dependency. Ideas ranged from incorporating community amenities and services (such as doctors' offices, shared coworking spaces, nonprofit organizations) into mall sites as well as considering residential intensification within the areas.



"Malls are going to have to change, they will have to become the centre of activities."

There were also requests for better activities and community uses within the mall and/or surrounding areas, so that residents could visit the areas into the evenings.

Ensure public and community spaces are central to the redevelopment of the nodes. Specifically, participants discussed the need to maintain both indoor and outdoor public and privately owned public spaces that can be accessed 24/7, all year round and for all ages.

Design streetscapes to be safe, accessible and attractive. Participants indicated that streets should be pedestrian-oriented and aesthetically pleasing, designed as places where people can easily gather.

Prioritize a multi-modal transportation system that emphasizes protected

cycling lanes, pedestrian connections and better transit routes to encourage safety, accessibility, connectivity and quality of travel.

Create an architecturally interesting built environment that incorporates continuous street frontages that frame the street, emphasizes open spaces, promotes the human scale and uses environmental and sustainable design.

Sustainable design should be embedded in the redevelopment of these areas.

Technological advancements, such as driverless cars and online shopping, should be considered.

Implementation

In envisioning the future, it is important to consider the action plan to get us there. The public and stakeholders had a number of recommendations and input regarding

implementation, summarized below:

Sustainable partnerships and continued community engagement is key to success. Developing partnerships and building capacity with community members, landowners, tenants and City staff is essential to ensuring redevelopment is beneficial for all.

Phasing and temporary uses need to be considered. The nodes are large and complex sites, with many different landowners and tenants. Therefore, redevelopment needs to incorporate flexibility in phasing and consider temporary uses.

Equity/accessibility should be prioritized. Many members of the public voiced concern about displacement when/if redevelopment occurs, highlighting the need to both engage all residents (including newcomers, people facing poverty, youth) throughout the planning process and consider users' needs throughout design and phasing.



Figure 18. Feedback board from a pop-up at Erin Mills Town Centre.

3.0 Vision and Guiding Principles

3.1 Vision

Mississauga's mall-based nodes will continue to be community focal points anchored by retail, community facilities, higher density housing forms and transit accessibility. As redevelopment occurs, these areas will evolve into healthy sustainable complete communities with: densities and a mix of uses which allow people to meet many of their daily needs locally and within walking distance; an attractive and well-connected built environment that promotes physically active lifestyles; and a unique quality of place which makes these areas vibrant and desirable places to be. As the mall-based nodes evolve, equitable access to public spaces and public input into the planning process will be prioritized.

3.2 Guiding Principles

1. Strengthening community

1.a. Community-oriented

Preserve and enhance the function of the nodes as centres of community life for all ages through the provision of amenities, facilities and social spaces.

1.b. Community benefits

Ensure that intensification and redevelopment are accompanied by local community benefits, such as community facilities, public realm improvements, civic spaces and parks, and increased connectivity.

1.c. Equitable access

Ensure equity of opportunity and equity of access to public spaces and decision-making processes for all users.

2. Diversity of uses

2.a. Balance and compatibility

Promote a balance of compatible uses in close proximity that enhances the contribution of the node to the mix of uses within the wider community.

2.b. Multi-functional spaces

Encourage multi-functional spaces that combine uses in symbiotic ways to promote full day activity and animation: shopping, services, leisure activities, fitness, food, entertainment, civic life, social gathering and work.

2.c. Place-based retail

Preserve the role of the node as a concentration of "bricks and mortar" retail uses, particularly convenient and easily accessible retail that meets everyday needs.

2.d. Housing variety

Expand the range of housing options present in the community in terms of housing type, tenure and affordability.

3. Built environment / Public places

3.a. Scaling intensification

Ensure that the scale of intensification is in keeping with the hierarchy of intensification areas present in the city, reflects local conditions and provides transitions between areas of varying height and density.

3.b. Buildings with a positive relationship to their surroundings

Design and locate buildings to frame and animate streets and public spaces, contribute to the identity of the node and together with other buildings create a coherent built environment.

3.c. Integration of public and private elements

Integrate and connect public and private elements of the built environment to create a unified and accessible area with a strong sense of place, a high quality public realm and four-season functionality.

3.d. Green, safe and attractive public places

Create green, safe, and attractive public parks, promenades, streetscapes and privately owned public spaces that form a connected system and support a range of local social and recreation activities.

3.e. Streets as public places

Treat streets and major roads as important public places and create a positive pedestrian

experience through appropriate landscape treatment, street furniture and the use of buildings to frame and animate these spaces.

3.f. Reduce negative impact of parking

Diminish the impact of parking on the quality of the built environment by encouraging its location in structures and underground, and greening and providing pedestrian amenities in surface lots.

4. Mobility

4.a. Creating space for all modes

Enhance safe and convenient movement through the area and to surrounding areas by prioritizing walking, cycling and public transit use, as well as addressing traffic and congestion issues.

4.b. Permeability

Improve connectivity and permeability within the nodes by developing a fine-grained network of streets as redevelopment occurs.

4.c. Connectivity to surrounding areas

Strengthen connections from mall sites and nodes to surrounding areas with priority given to active modes.

4.d. Improved transit service and facilities

Enhance local and regional transit service as the population of the area increases and improve the siting and treatment of transit stops and facilities to ensure safety, comfort and visibility.

5. Environment

5.a. Environmental impact

Encourage the use of sustainability measures and features that minimize the environmental impact of the built environment and address energy efficiency, water conservation, greenhouse gas emissions and green infrastructure.

6. Process / Phasing

6.a. Engagement

Undertake meaningful engagement with community residents early and often in the design and development process.

6.b. Tactical urbanism

Encourage tactical interventions that provide low cost/temporary improvements to

improve the nodes and realize the principles outlined above.

6.c. Phase development

Phase development to ensure the viability of all uses and support the financial feasibility of redevelopment and improvement.



Figure 19. The Amazing Brentwood in Burnaby, BC illustrates how public health goals can be realized through shopping mall redevelopment.

3.3 Toward Public Health Goals

The overriding ambition represented in the vision and guiding principles is that the mall-based nodes evolve as healthy complete communities. The elements of healthy complete communities are described in Section 1.3. The summary below describes how the guiding principles can be understood as a means to realize these elements.

Density

Increasing the number of people and jobs in an area supports an expansion of local services, retail and employment. The guiding principles support intensification appropriate to local conditions and the node's place in Mississauga's urban hierarchy.

Mix of Uses + Proximity

Mixing of uses combines with proximity to allow people to access all the things they need in their daily lives within walking or cycling distance. Currently the nodes feature a mix of uses, although within the node, these uses are often segregated. The guiding principles: allow appropriate intensification within the nodes, which brings a larger population within a short distance to a variety of uses; ensure that the nodes continue to serve as concentrations of retail, services and community facilities, serving the nodes themselves and their surrounding areas; and encourage the mixing of uses, wherever compatible, within the node and even within buildings.

Connectivity

The guiding principles promote permeability within the node by developing a finer network of streets and off-street pedestrian

and cycling connections that break up large blocks. Improving connections from the node to surrounding areas is also prioritized.

Street Characteristics

The guiding principles take a Complete Streets approach to the treatment of the road network within and adjacent to the nodes. The first principle of Complete Streets is to make space for users of all modes of transportation – walking, cycling, driving and riding transit – within the road network.

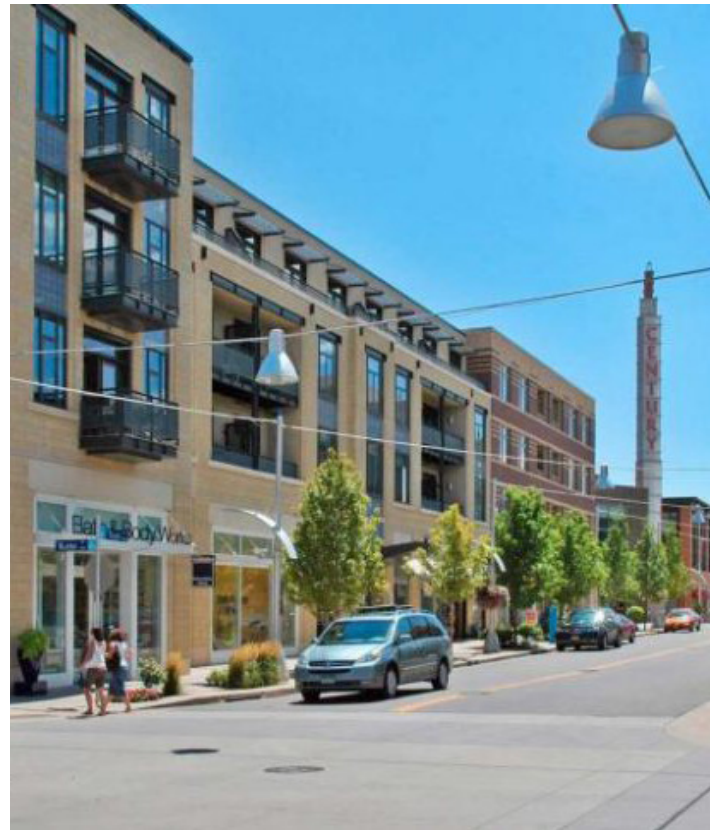


Figure 20. Mixing of uses and proximity allows people to meet their daily needs without needing to drive.

This is a profound departure from existing conditions where vehicles are treated as the dominant mode.

Quality of the Built Environment

Combined, the guiding principles advance a strong agenda for the improvement of the quality of the built environment. They recognize how buildings, streets, and other publicly and privately owned spaces come together to create a public realm. They establish that the aesthetic and functional qualities of these diverse parts of the built environment must create a greater whole which encourages and enables active lifestyles. All places within the nodes should be designed to make them places people want to be.

Other Dimensions of Health

The above elements of healthy communities focus on the ability of built environments to enable and encourage physical activity. The built environment can impact health in other ways as well. Social isolation can result in profound negative health outcomes. Built environments and particularly the presence of community facilities and other spaces have the power to enable and encourage civic life and social interactions which are critical to positive mental and physical health. The vision and guiding principles pay particular attention to the nodes as focal points of community life.



Figure 21. People want to spend their time in beautiful environments.

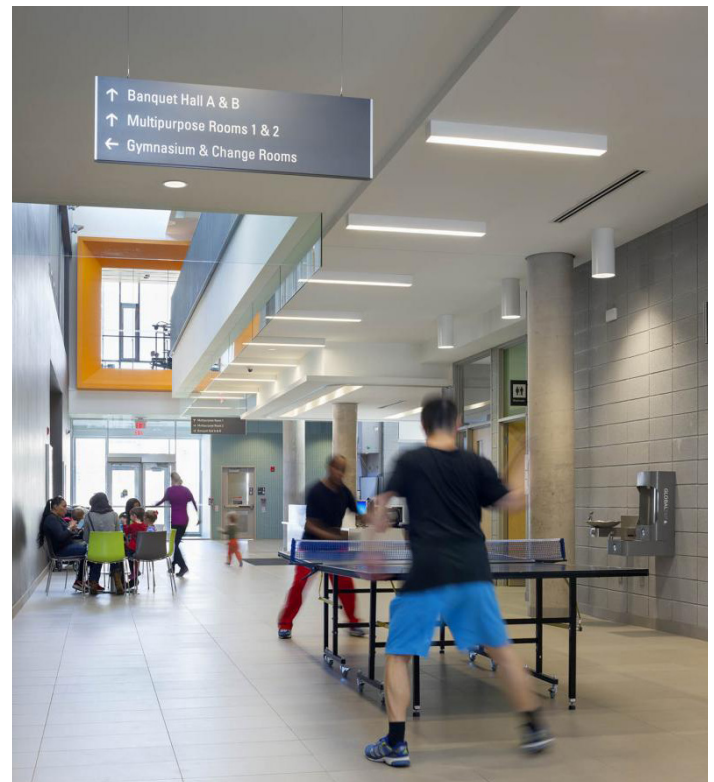


Figure 22. Social interaction is critical for physical and mental health.

4.0 Demonstration Plan Components

Applying the Guiding Principles to the Node

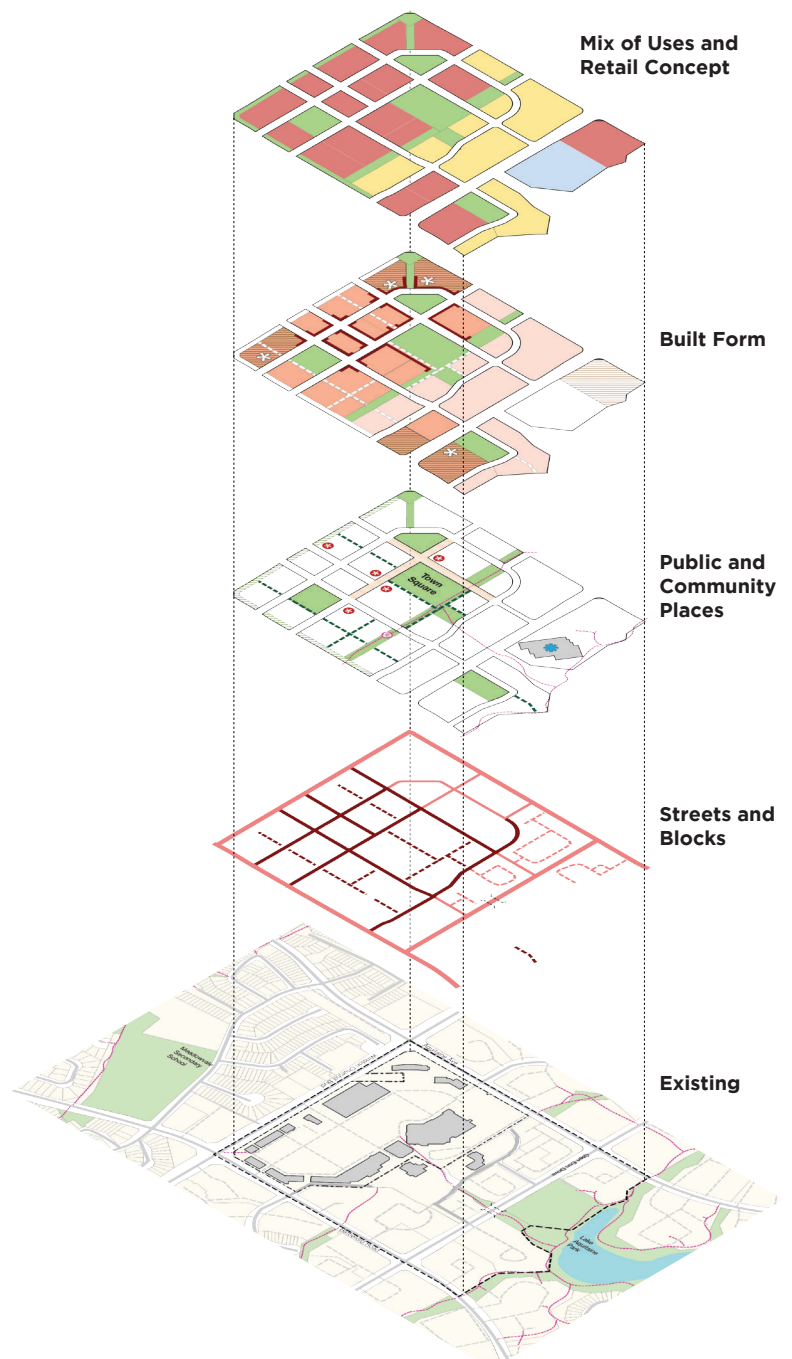
The demonstration plans are an example of how the guiding principles might be applied to each node. The guiding principles are intended to provide clear direction, but also flexibility. They might be applied to a node in a number of ways and still achieve the overall vision. Therefore, a demonstration plan shows one way the guiding principles can be interpreted. It is presented for illustrative purposes only and it is not the only potential outcome of the recommendations.

Demonstration Plan Components

The demonstration plans are comprised of four key structuring components:

- mix of uses and retail concept
- built form
- public and community places
- streets and blocks

These components work together to create an attractive, livable community with a mix of uses, walkable streets, distinctive neighbourhoods and access to a variety of open spaces.



4.1 Streets and Blocks

Superblock to Walkable Block

The mall sites currently feature buildings set behind large surface parking on one superblock, an environment designed for automobiles but not for walking. Large blocks and parcels, in both the mall properties and within the nodes, provide an opportunity to break up the superblock and integrate a finer grain of pedestrian-friendly streets and new public spaces. A more refined block network can provide development flexibility, improve walkability and strengthen pedestrian and cycling connections to transit, parks and amenities.



Figure 23. Don Mills Shopping Centre in Toronto in the 1970s. Large block with limited public streets. Designed for auto-oriented commercial uses only.

Figure 24. Shops at Don Mills today. Large block broken up by new streets. A more compact, connected, and walkable street and block network with lively, animated public spaces.

Quality and Amenity

Streets are as much local social meeting places for the neighbourhood as they are movement and infrastructure corridors. Street design contributes significantly to the economic, environmental and social life of a place. New streets should be designed to encourage opportunities for social interaction in the public realm.

The demonstration plans include a range of different streetscape and place-making opportunities for large arterials and smaller scale local streets.



Figure 25. Castro Valley Streetscape (California): Complete Streets design approach on an arterial street.



Figure 26. Market Street (Toronto): flexible boulevard.



Figure 27. Indianapolis Cultural Trail (Indiana): protected cycle lanes.

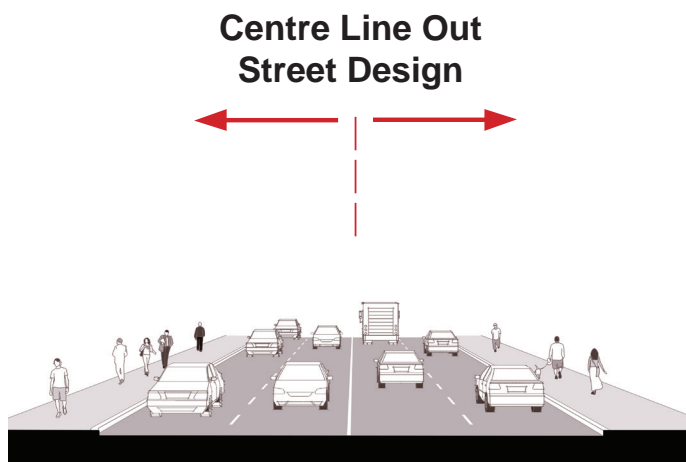


Figure 28. Town Centre (Rockville, MD): high-quality pedestrian-oriented streetscape.

Complete Streets

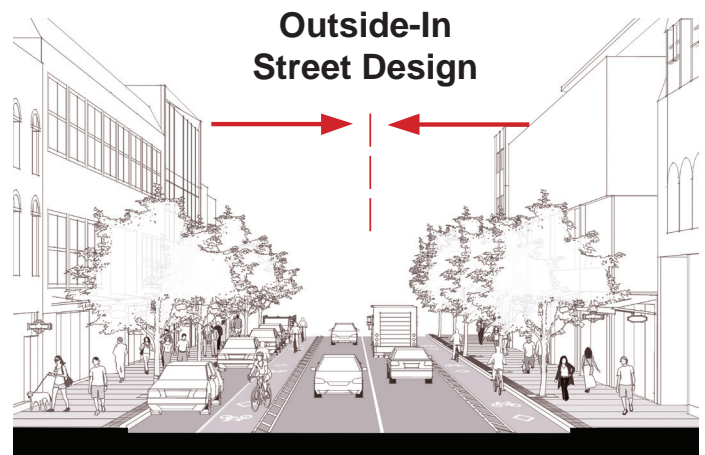
People come to and move through the nodes in many ways, including walking, cycling, public transit and car. Reimagining the Mall explores how to increase transportation choice to reduce reliance on cars and better manage traffic congestion. To achieve this shift will require a rethink of the built form and public realm along the arterials, adding new local streets to improve the movement network, ensuring active grade related uses, and better integrating transit into the overall design.

The demonstration plans incorporate a Complete Streets approach to street design. The Complete Streets approach describes streets as both links and places. Providing greater choice for how people move will enliven the public realm and help to manage congestion. Of paramount importance is designing a street network and public realm that emphasizes safety for the most vulnerable users and creates places to live, work, play and shop. It is well understood that with this approach, cities become more resilient and efficient.



Focus of Traditional Approaches:

Auto Mobility
Automobile Safety



Complete Street Approach:

Multi-modal Mobility + Access
Public Health & Safety
Economic Development
Environmental Quality
Livability / Quality of Life
Equity

Transit

Transit facilities are currently located in peripheral areas, often isolated from the key destinations and lacking amenities such as shelters and seating. The demonstration plans integrate transit facilities with other uses to improve placemaking opportunities.

4.2 Public and Community Places

The traditional interior mall fused the ideas of the “main street” and “town square” and moved their function inside into private, but publicly-accessible, spaces. These areas may change with redevelopment. New spaces that serve as community meeting places should replace them. These may include a combination of privately and publicly owned spaces, indoors and outdoors. Outdoor spaces should be framed by buildings that support and animate the public realm.

Public places are urban parks, pocket parks, sliver open spaces, courtyards, connecting links and urban squares. Community places include community centres, indoor and outdoor malls, indoor markets, recreation facilities and libraries.

The demonstration plans test how these different kinds of public and community places might be combined in different ways to create a network.

Public Places



Figure 29. Mariposa Park (San Francisco): urban park.



Figure 30. Paley Park (NYC): a small pocket park providing a quiet escape from the city.

Community Places



Figure 31. (Atlanta, GA): food courts and other interior spaces within malls provide community space.



Figure 32. Scarborough Public Library (Toronto): libraries are vibrant community hubs.

4.3 Built Form

Animating the Public Realm

The majority of the existing mall properties were initially designed as stand-alone buildings within vast open parking lot landscapes. As a result, there is currently little sense of built form continuity or integration between the mall property and its surroundings.

Many suburban malls have entered into a process of urbanization. This has included adding pedestrian friendly streets and public spaces, introducing a finer grain of streets, using built form to better define streets and public space and incorporating amenities to support community, commercial, retail, and residential uses.

The demonstration plans examine a range of approaches for new buildings, infill buildings or renovations to existing buildings.

The range of precedents on this page illustrate how buildings can animate the public realm through active frontages and a mix of uses.

In residential areas, a well-designed ground floor provides a transition from the public to private realm.

In this zone, stoops, porches, low decorative fencing or railings, front doors, and gardens provide a means of connecting the inside with the outside, giving residents a proprietary sense of the street while fostering a greater sense of community and animation.



Figure 33. Port Credit Square (Mississauga): a range of ground floor commercial uses animating an urban square.



Figure 34. Planned Station Square Redevelopment (Vancouver): a fine grain of commercial ground units with podiums and residential towers above.

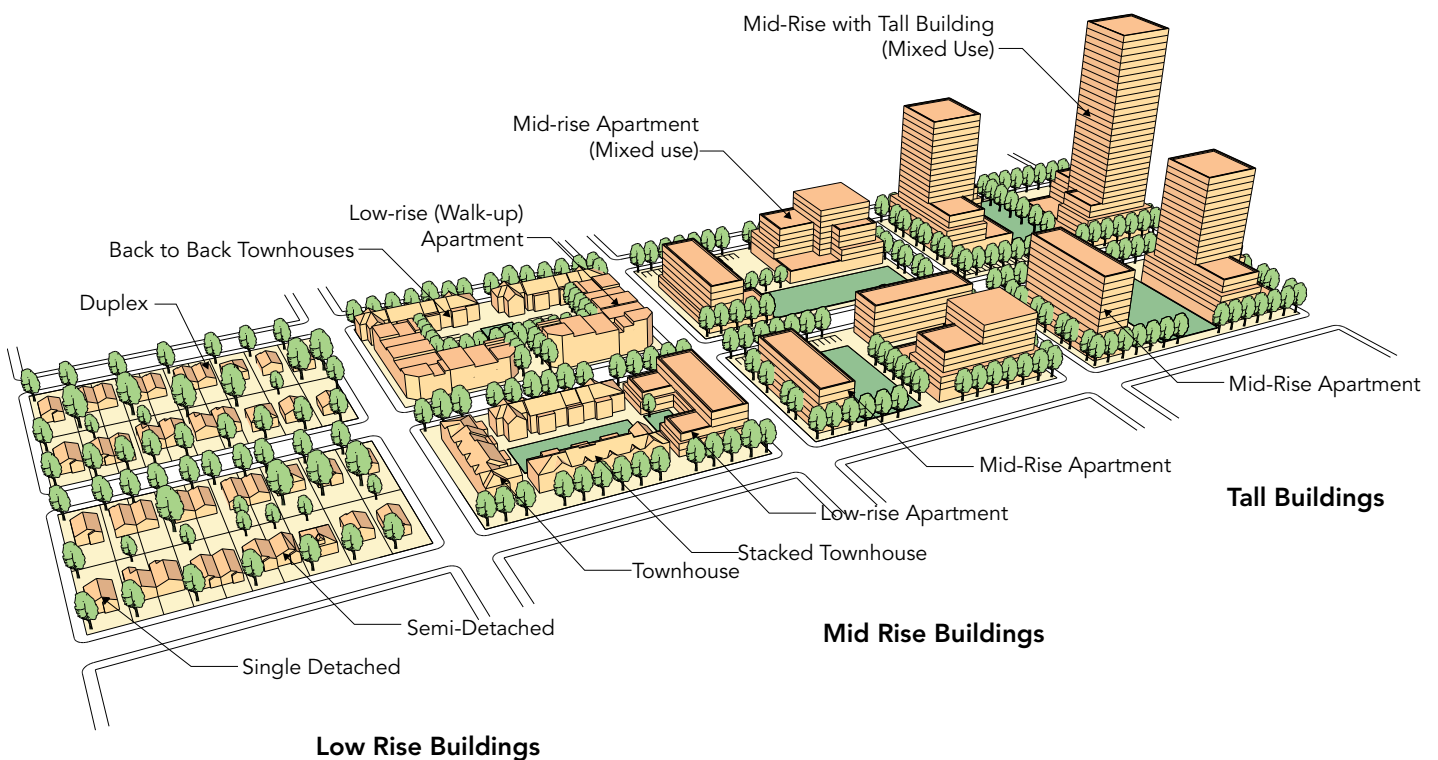
Determining Appropriate Built Form

Building design influences the character and quality of the public realm and pedestrian environment. Building height, location, proportionality with abutting streets and transitions to existing neighbourhoods are key considerations. A mix of low-rise, mid-rise and high-rise buildings is encouraged in each of the nodes. The design of buildings, streets and other public and publicly accessible urban open spaces should work together to create a more sustainable, pedestrian oriented environment.

The scale of new development should relate to and be informed by the existing and planned context. Intensification can and should improve overall environmental and community sustainability. The demonstration plans situate built form to frame important streets, corners or public open spaces and locate buildings of the greatest height and density towards the primary street intersections, adjacent to commercial areas and around transit hubs. Lower density low-rise buildings such as townhouses, and walk-up apartments are located close to existing neighbourhoods to provide a sense of transition. The design of all new buildings should seek to minimize their adverse environmental and overlook impacts on adjacent low-rise neighbourhoods by conforming to the height limits defined by 45-degree angular planes starting at the relevant residential property lines.

The demonstration plans include three buildings types:

1. Low-rise buildings
2. Mid-rise buildings
3. Tall buildings



Low-rise buildings

- 1-4 storeys in height.
- Include townhouses, walk-up apartments, and retail, commercial or office buildings.
- Provide sense of transition in scale and use to existing low-rise neighbourhoods.



Figure 35. Low-rise building.

Mid-rise buildings

- Height appropriately proportioned to the width of each street or public open space onto which it fronts (generally 4-9 storeys).
- Create a pedestrian scale by providing a meaningful relationship between people in the buildings and people in the public realm and can provide high densities without high-rise buildings.
- Compose the majority of redevelopment within the demonstration plans.
- May be independent or the base of tall buildings.
- Can accommodate a mix of uses including commercial ground floors with residential or office uses in the upper floors.



Figure 36. Mid-rise building.



Figure 37. Mid-rise building.

Tall buildings

- Greater than 9 storeys.
- Above lower scale podium buildings, floor plate controls for residential tall buildings (maximum 750m²).
- Located at appropriate focal points, such as the junction of arterials or along the key arterials.
- Building heights should reflect the place of the nodes in the hierarchy of intensification areas present in the City and be sensitive to local context.



Figure 38. Tall building.



Figure 39. Mid-rise with tall building.

4.4 Land Uses and Retail Concept

Land Use

People want to live, play, work and shop in their own complete community. A complete community is a place that meets people's needs for daily living at any stage of life by providing convenient access to a mix of jobs, local businesses, community services and infrastructure (including affordable housing, schools, recreation, open spaces), a full range of housing, and easy and safe access to public transit, walking and cycling routes and other transportation options.

At present, the five mall-based nodes are retail and service centres serving their surrounding residential communities. They feature concentrations of local serving retail, professional services, community facilities and higher density forms of housing (Central Erin Mills is the exception with a regional as well as local retail offer).

Generally, the development pressures on the nodes are for higher residential densities to support reformatted retail. The demonstration plans show a framework for intensification that includes other community benefits such as an improved public realm and a network of community places. Within this framework, there is scope for a broader mixing of compatible uses, such as office commercial and live-work units, which add to the “completeness” of the mix of uses in the node.



Figure 40. Seattle (WA): live-work buildings.



Figure 41. Walk up apartments.



Figure 42. Saint James Condominiums (Toronto): residential mixed use.

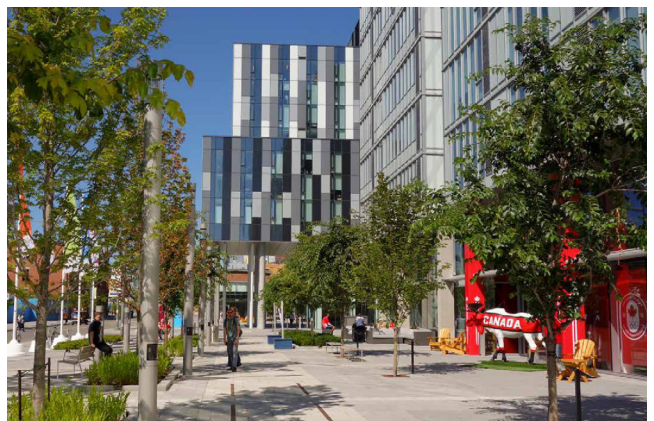


Figure 43. West Don Lands (Toronto): mixed use district.

Retail Concept

It is of vital importance that the nodes preserve their role as concentrations of local retail that meets the everyday needs of the nearby community. Local retail is the cornerstone of a complete community.

However, retail is a changing industry, one particularly impacted by new formats and advances in technology. The retail model of the enclosed mall organized around traditional anchor tenants has come under pressure from on-line retailing, big box type retail organized into “power centres” and the disappearance of major department store chains. Some of the malls present in the nodes are still doing well, while others look weathered and have lost major anchor tenants.

Across North America, retail redevelopments are reinventing their retail offer. Redevelopment includes a mix of uses, increasing the number of customers in close proximity to retail. Attention is paid to the quality of the public realm and retail mix, focusing on shopping experience as a key driver in attracting customers and driving sales.

The demonstration plans experiment with different retail concepts that could be realized through redevelopment.



Figure 44. Main street centred on a public square.



Figure 45. Major anchors in high density building.



Figure 46. Centralized food hall/market.



Figure 47. Partial redevelopment of mall.

This page intentionally left blank

5.0 Demonstration Plans

5.1 Central Erin Mills Major Node

Imagine a mixed use community anchored by a regional mall...

The demonstration plan for the Central Erin Mills Major Node starts with a redevelopment scheme that retains and expands the existing vital mall anchor, converting its surface parking into a mixed-use community.

The key features are:

- Central Erin Mills is the largest of the nodes. The demonstration plan divides the node into smaller precincts each with their own public space, retail or community space.
- New urban plazas and courtyards located at the Town Centre entrances to extend retail activity outwards into the public realm.
- Introduction of smaller blocks with more streets and paths.
- Adding urban parks/community places to the community centre precinct as surface parking is replaced or phased out over time.
- Transforming Hazelton Place into an 'urban boulevard' with landscape frontages, tree planting and active transportation linkages to connect the Town Centre to the urban parks/community places in front of the community centre.

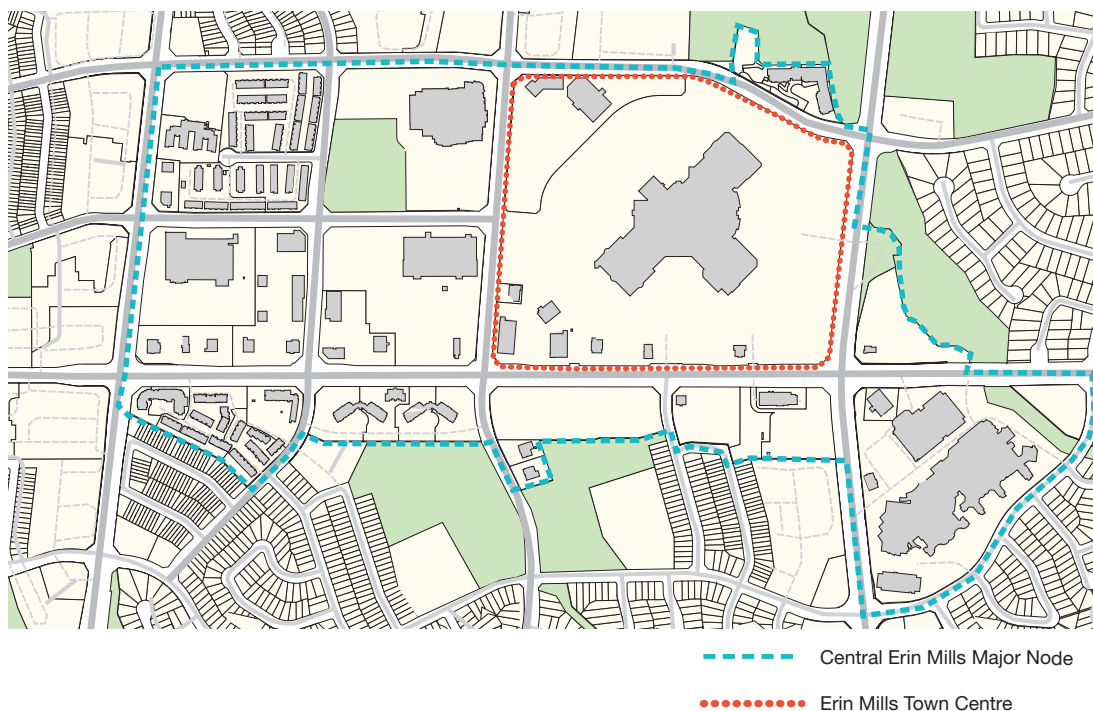
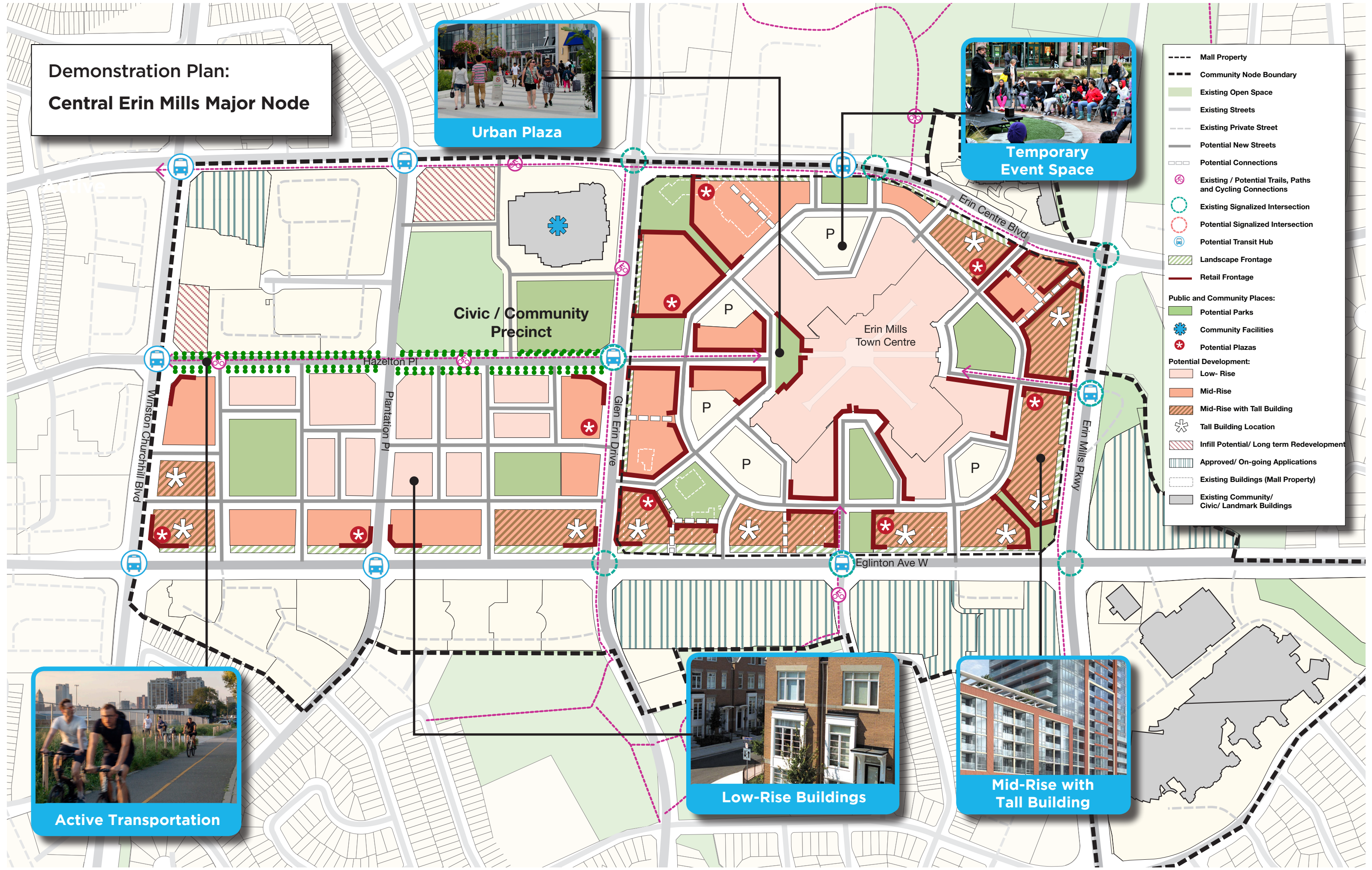


Figure 48. Existing Central Erin Mills Major Node.

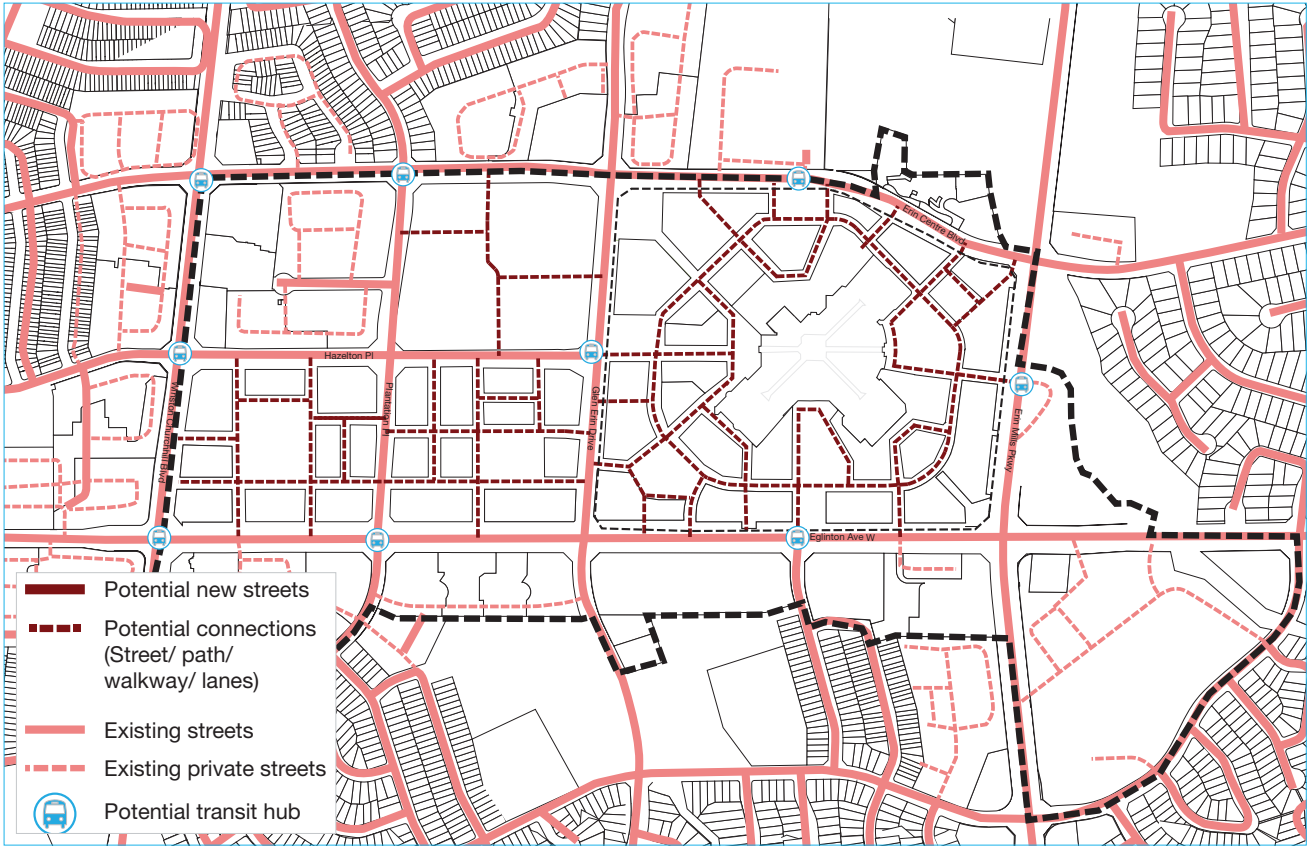
This page intentionally left blank

Demonstration Plan: Central Erin Mills Major Node

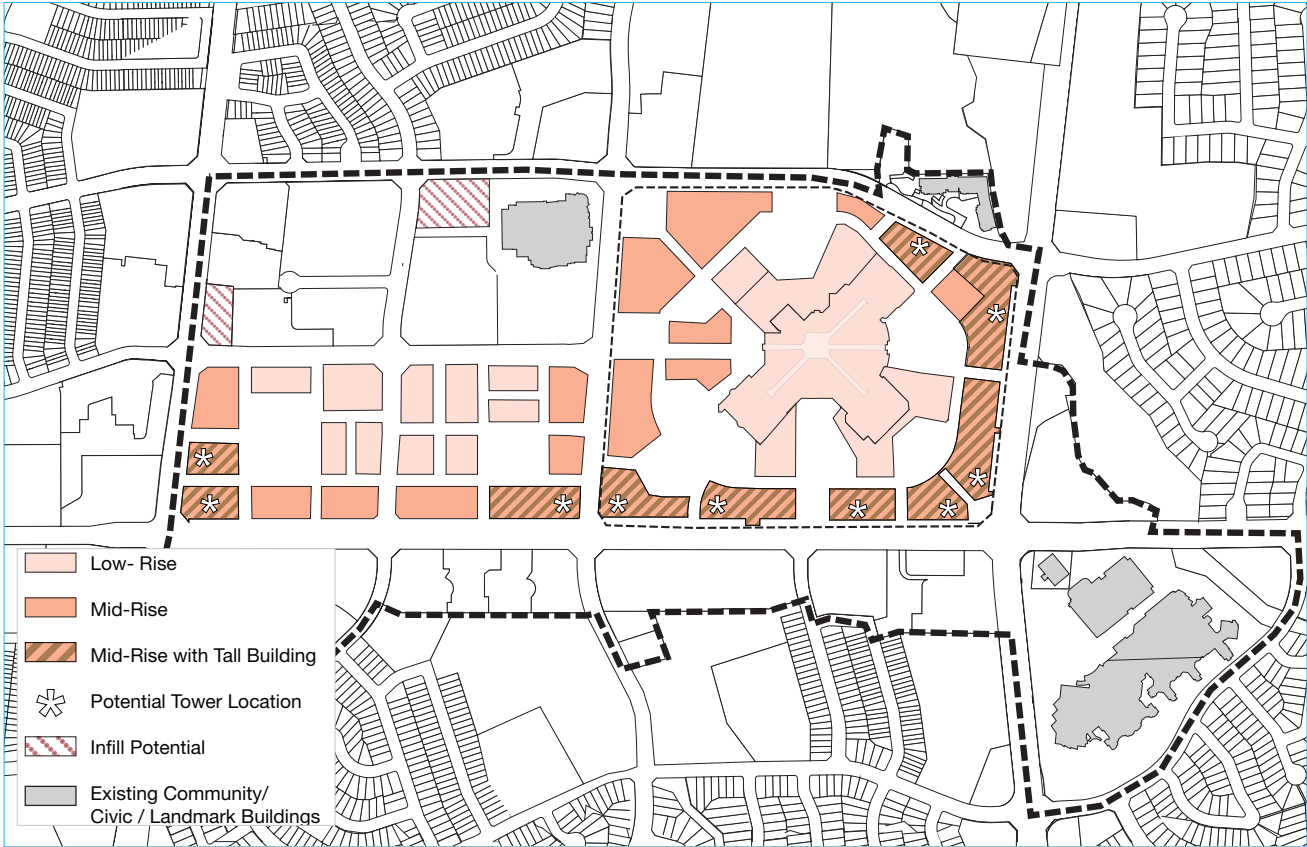


- Mall Property
- - - Community Node Boundary
- Existing Open Space
- Existing Streets
- Existing Private Street
- Potential New Streets
- Potential Connections
- Existing / Potential Trails, Paths and Cycling Connections
- Existing Signalized Intersection
- Potential Signalized Intersection
- Potential Transit Hub
- Landscape Frontage
- Retail Frontage
- Public and Community Places:
 - Potential Parks
 - Community Facilities
 - Potential Plazas
- Potential Development:
 - Low- Rise
 - Mid- Rise
 - Mid- Rise with Tall Building
 - Tall Building Location
 - Infill Potential/ Long term Redevelopment
 - Approved/ On-going Applications
 - Existing Buildings (Mall Property)
 - Existing Community/ Civic/ Landmark Buildings

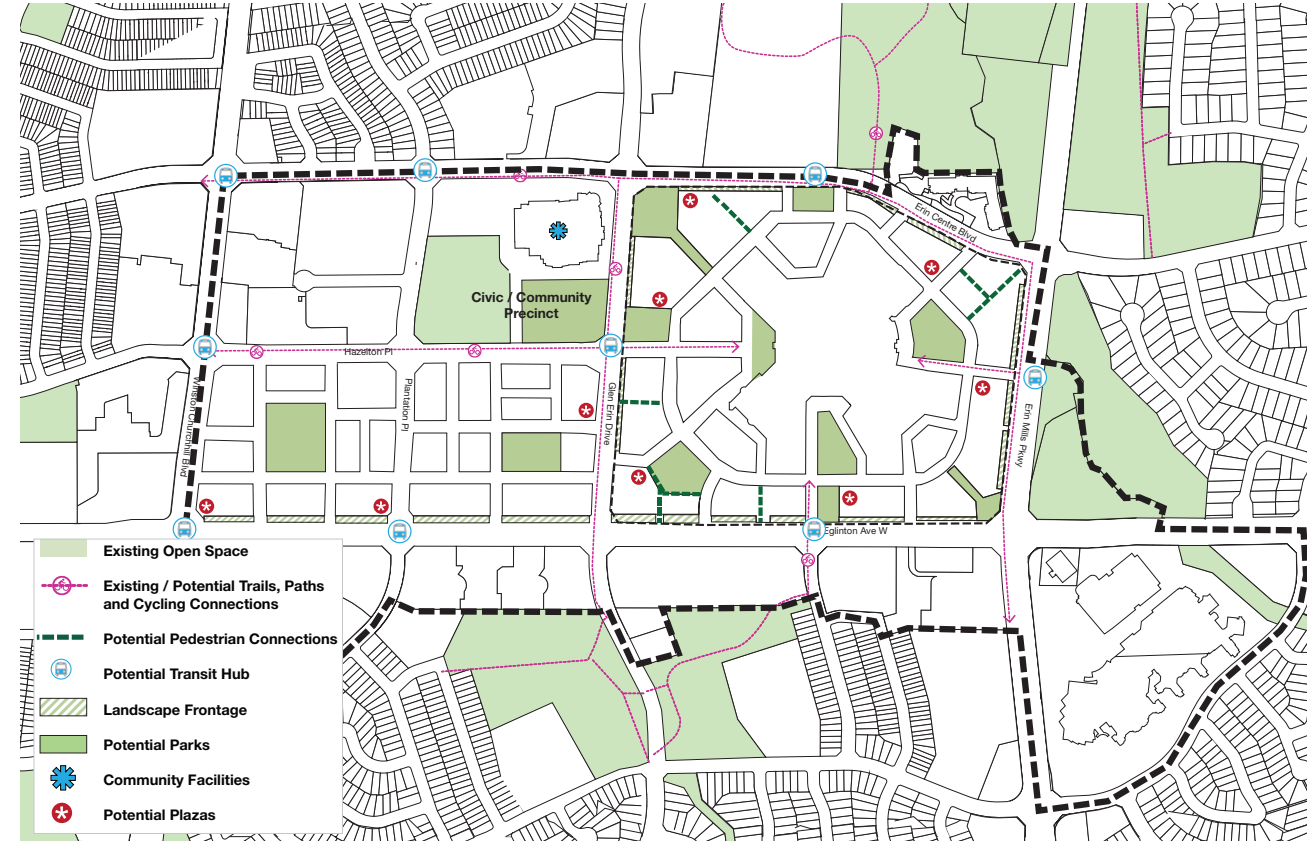
This page intentionally left blank



Streets and Blocks



Built Form



Public and Community Places



Mix of Uses and Retail Concept

This page intentionally left blank

5.2 Meadowvale Community Node

Imagine a mall centred on a town square...

The demonstration plan for the Meadowvale Community Node shows a comprehensive redevelopment of the mall property and Meadowvale Town Centre allowing for phased implementation.

The key features are:

- Town square providing a focal point to the public realm.
- New north/south and east/west urban parks include active transportation linkages to connect the town square to the Meadowvale Trail and Lake Aquitaine Park.
- Tall buildings mark the important intersections of Winston Churchill Boulevard, Aquitaine Avenue and Battleford Road with low rise buildings adjacent to Lake Aquitaine Park and existing neighbourhoods.
- Intimate retail district clustered around new parks, plazas and pedestrian friendly streets.
- A bus hub is located in close proximity to community focal point.

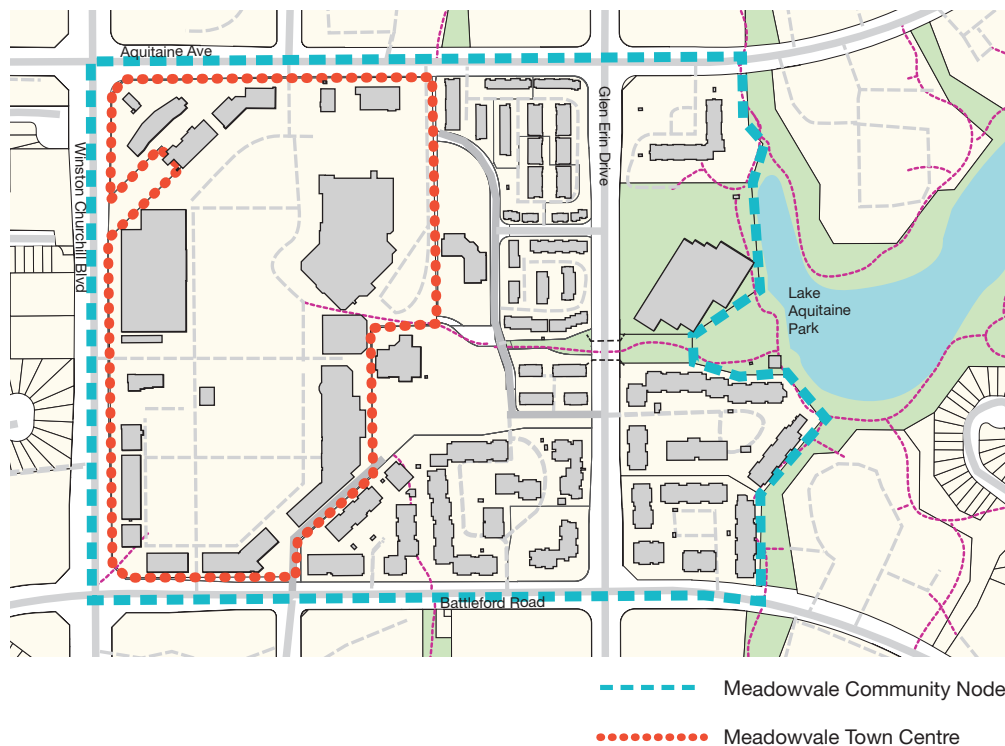
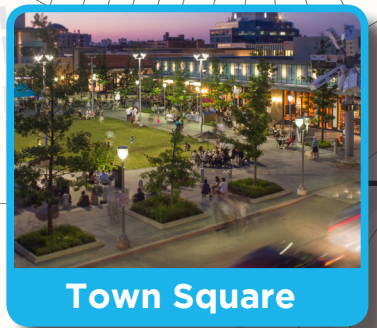


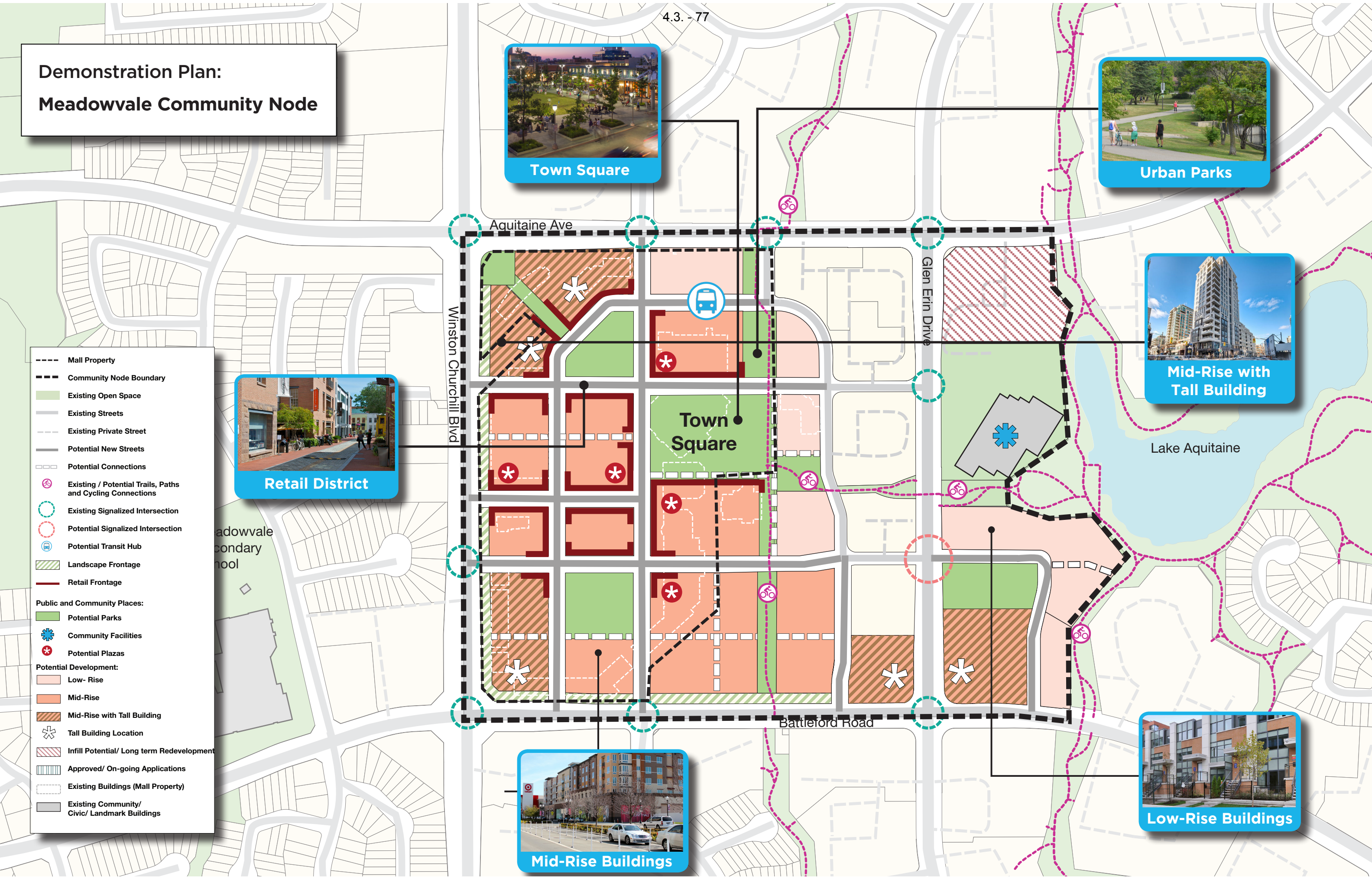
Figure 49. Existing Meadowvale Community Node.

This page intentionally left blank

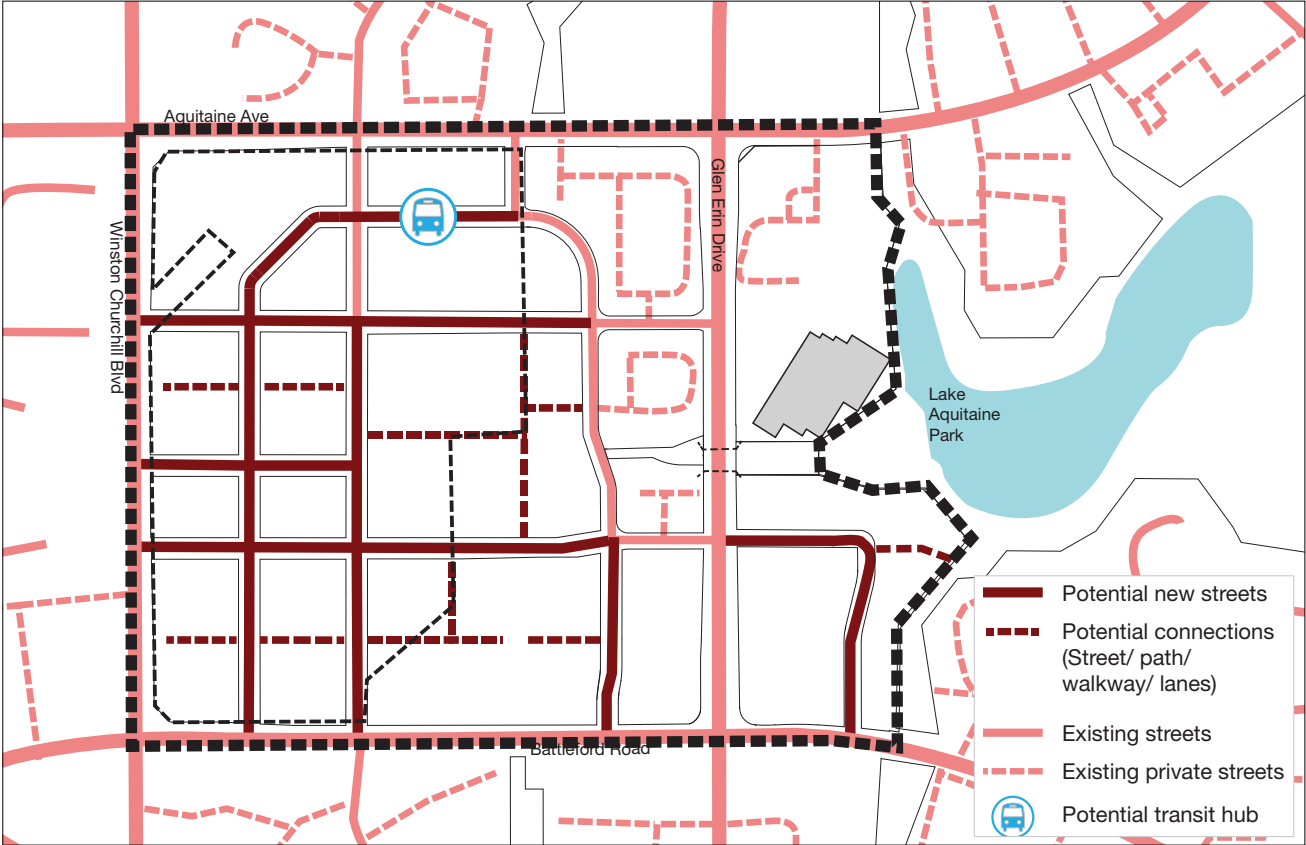
Demonstration Plan: Meadowvale Community Node



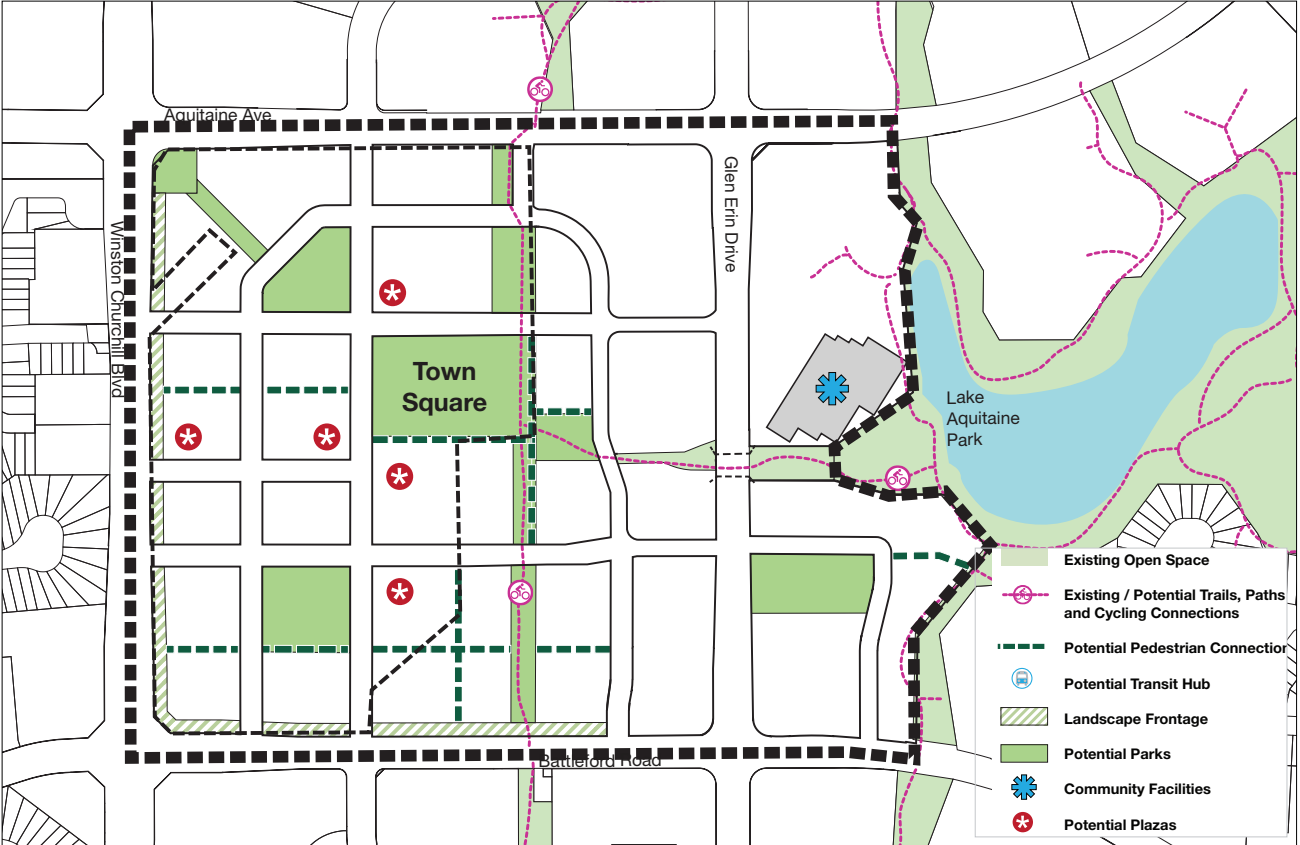
- Mall Property
- Community Node Boundary
- Existing Open Space
- Existing Streets
- Existing Private Street
- Potential New Streets
- Potential Connections
- Existing / Potential Trails, Paths and Cycling Connections
- Existing Signalized Intersection
- Potential Signalized Intersection
- Potential Transit Hub
- Landscape Frontage
- Retail Frontage
- Public and Community Places:
- Potential Parks
- Community Facilities
- Potential Plazas
- Potential Development:
- Low- Rise
- Mid-Rise
- Mid-Rise with Tall Building
- Tall Building Location
- Infill Potential/ Long term Redevelopment
- Approved/ On-going Applications
- Existing Buildings (Mall Property)
- Existing Community/ Civic/ Landmark Buildings



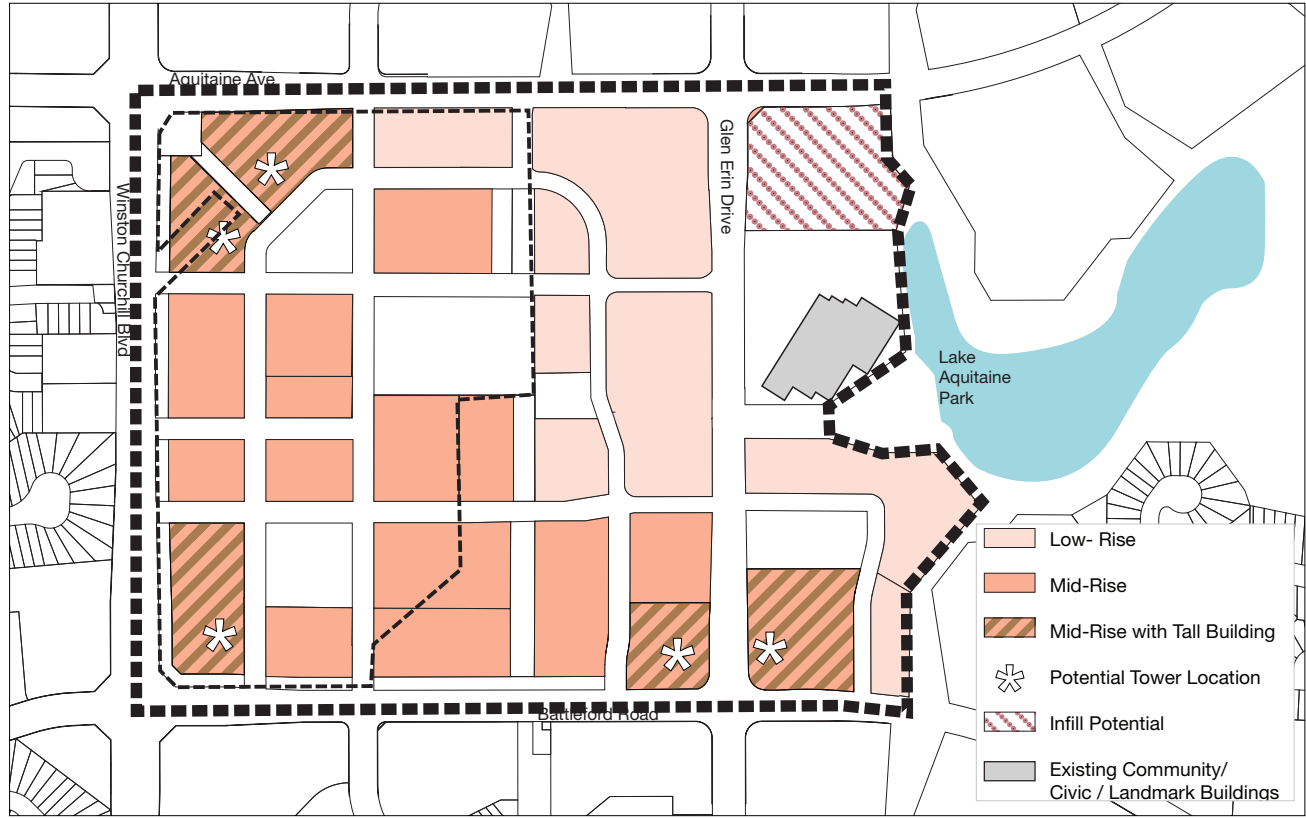
This page intentionally left blank



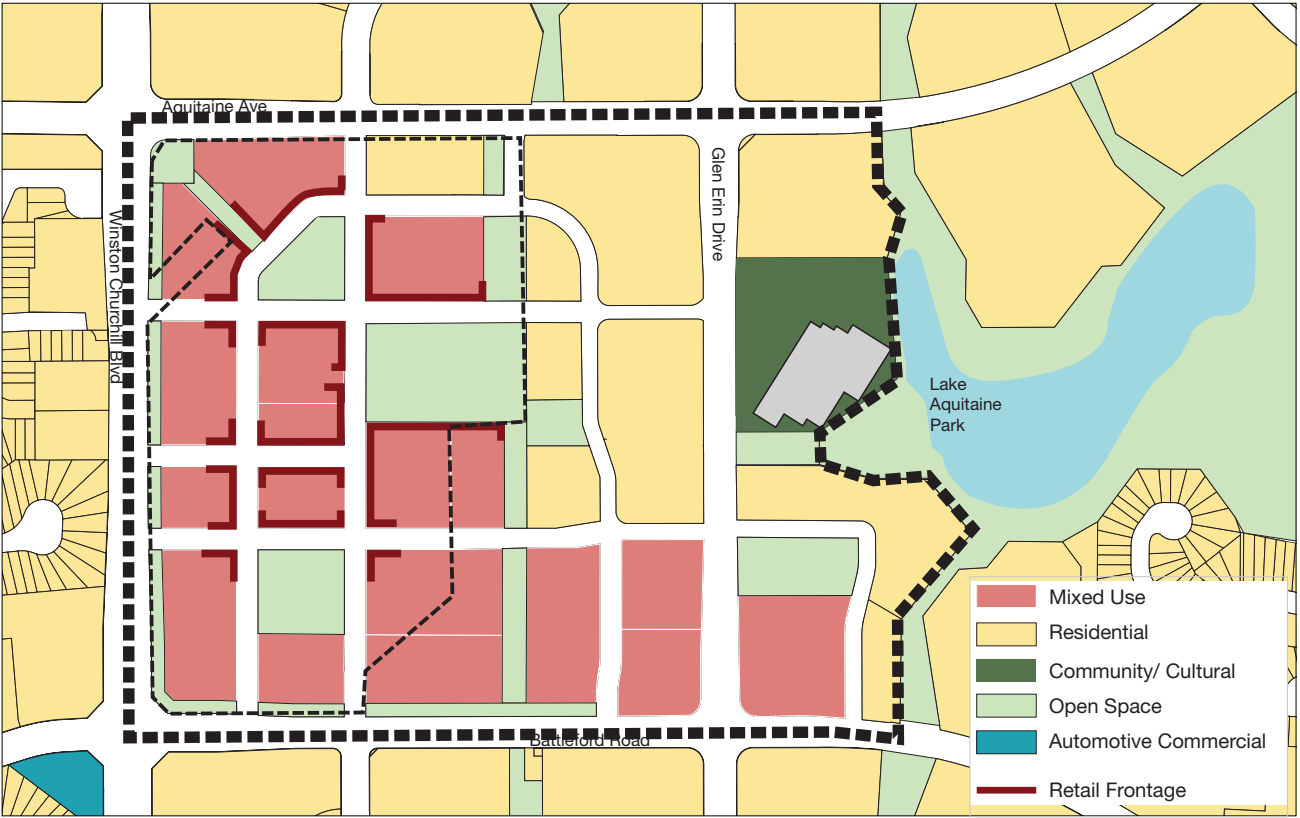
Streets and Blocks



Public and Community Places



Built Form



Mix of Uses and Retail Concept

This page intentionally left blank

5.3 South Common Community Node

Imagine partially redeveloping a mall to create a new park gateway...

The demonstration plan for the South Common Community Node shows a partial redevelopment of the mall property and infill development along The Collegeway and Burnhamthorpe Road.

The key features are:

- Maintaining one of the key retail anchors and adding infill along the arterials.
- Adding a new east/west pedestrian spine to connect South Common Park to Erin Mills Parkway. The spine contains a small urban plaza gateway entrance along the Parkway, a new east/west pedestrian friendly street and a new central “market hall” building lining the existing big box anchor tenant.
- Predominantly street-related mid-rise buildings with tall buildings marking the Erin Mills Parkway frontage.
- A range of smaller units and main street style retail focused around an internal commercial/retail street.
- A new linear bus hub with improved streetscaping and grade related buildings to connect the existing park and community facilities with the new market hall.

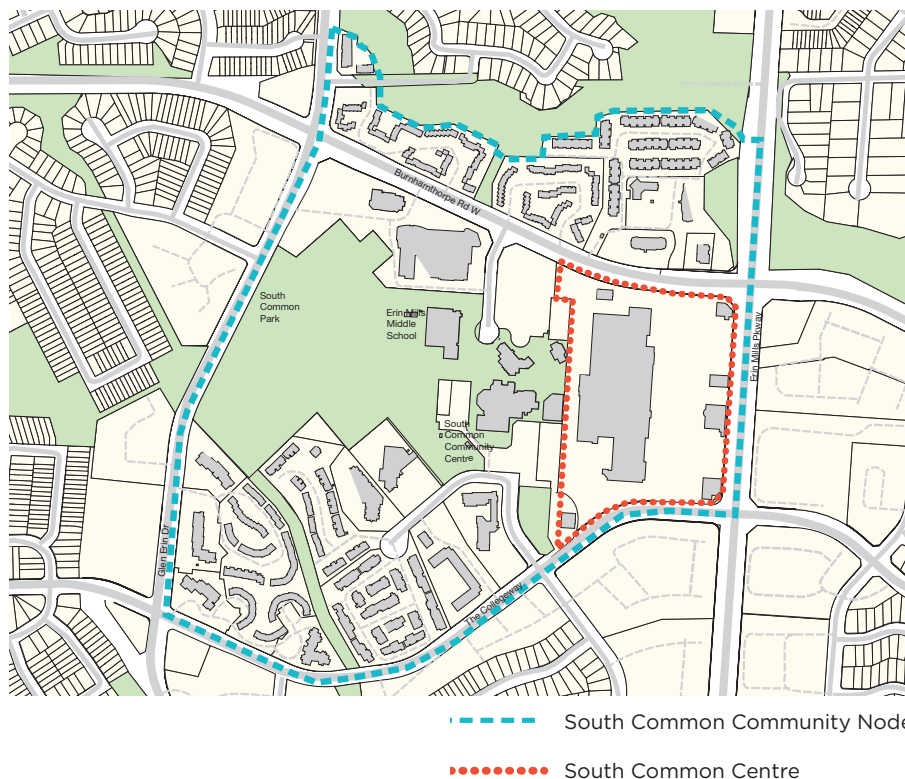


Figure 50. Existing South Common Community Node.

This page intentionally left blank

Demonstration Plan: South Common Community Node



Urban Plaza



Transit Spine



Market Hall

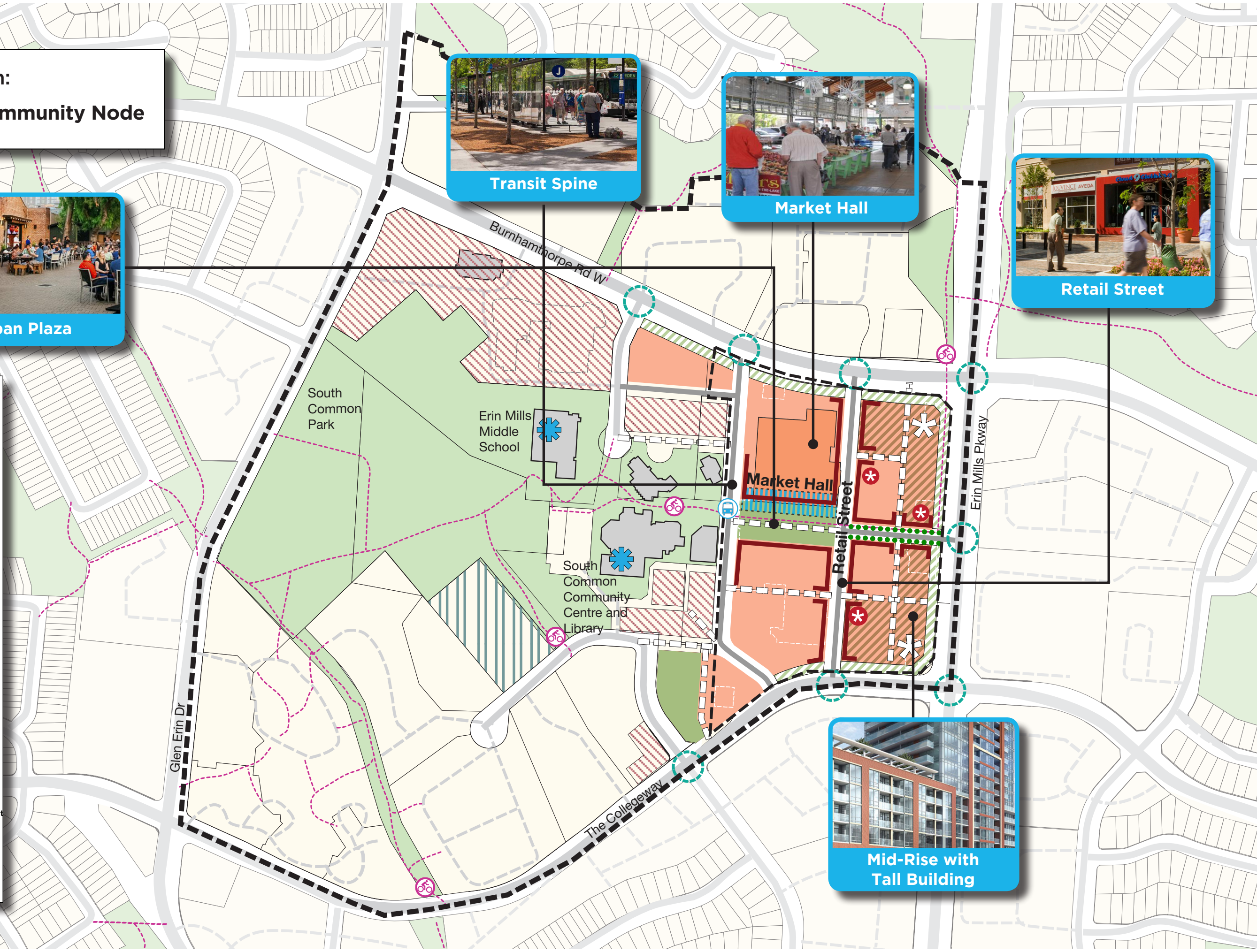


Retail Street

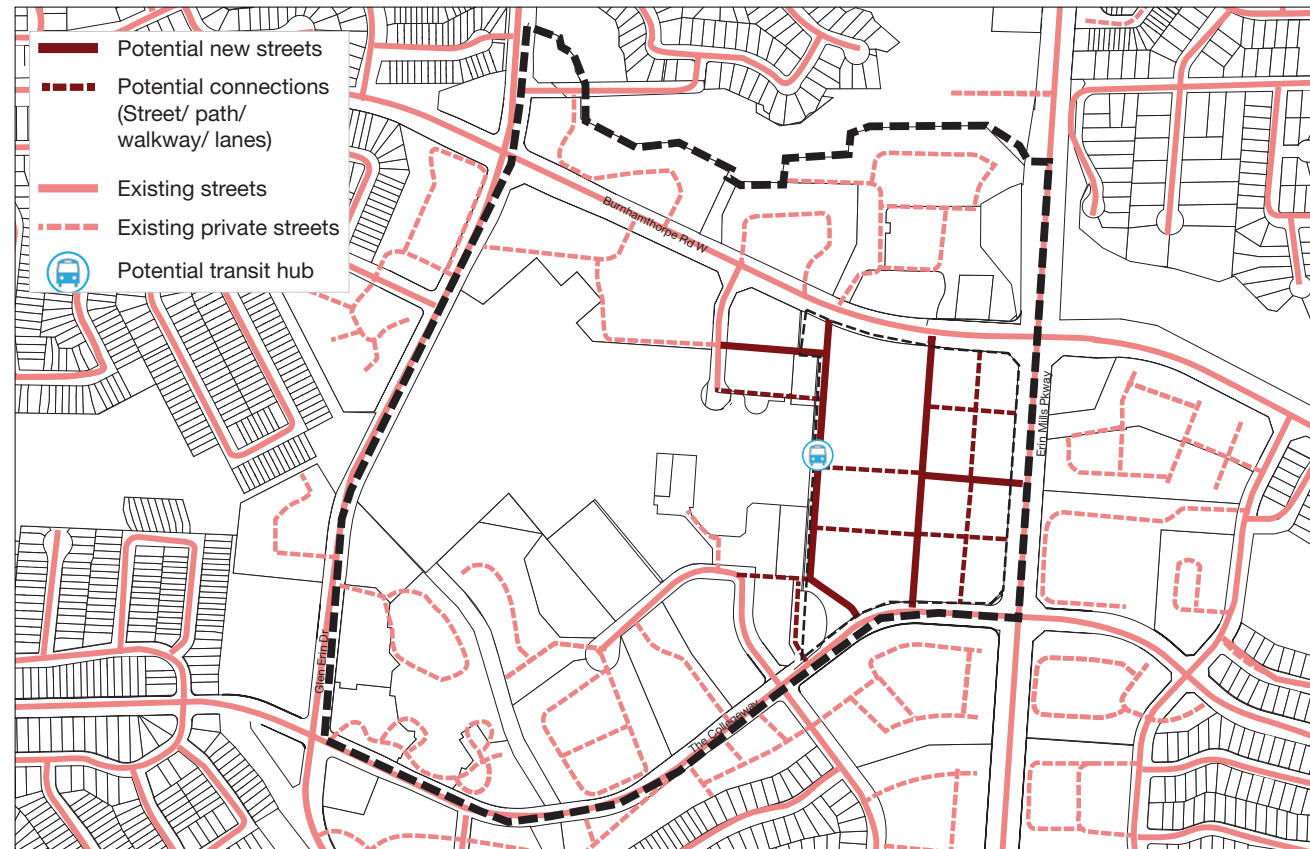


Mid-Rise with
Tall Building

- Mall Property
- - - Community Node Boundary
- Existing Open Space
- Existing Streets
- Existing Private Street
- Potential New Streets
- Potential Connections
- Existing / Potential Trails, Paths and Cycling Connections
- Existing Signalized Intersection
- Potential Signalized Intersection
- Potential Transit Hub
- Landscape Frontage
- Retail Frontage
- Public and Community Places:
- Potential Parks
- Community Facilities
- Potential Plazas
- Potential Development:
- Low- Rise
- Mid-Rise
- Mid-Rise with Tall Building
- Tall Building Location
- Infill Potential/ Long term Redevelopment
- Approved/ On-going Applications
- Existing Buildings (Mall Property)
- Existing Community/ Civic/ Landmark Buildings



This page intentionally left blank



Streets and Blocks



Public and Community Places



Built Form



Mix of Uses and Retail Concept

This page intentionally left blank

5.4 Sheridan Community Node

Imagine a green redevelopment...

The demonstration plan for the Sheridan Community Node shows pedestrian-oriented retail reconfigured around a new central open space and community hub.

The key features are:

- Given the proximity to significant parks and open spaces the demonstration plan for the Sheridan community hub is the 'greenest' of the five nodes, incorporating principles of sustainable growth, urbanism and green building technologies.
- Notable greening elements include an extension of the Sheridan Trail Greenway through the mall site, green streets, a large urban park and adding a signature landscape gateway at the entry point from the highway.
- The community hub would relocate the existing library and community services into a new community centre/urban park, adjacent to a new transit hub.
- Predominantly mid-rise buildings with taller buildings marking the Queen Elizabeth Gateway. The new connecting link provides an open space buffer to the residential neighbourhoods to the north.
- Infill development opportunities in the tower neighbourhood on Roche Court and redevelopment of commercial properties along Erin Mills Parkway.



Figure 51. Existing Sheridan Community Node.

This page intentionally left blank

Demonstration Plan: Sheridan Community Node



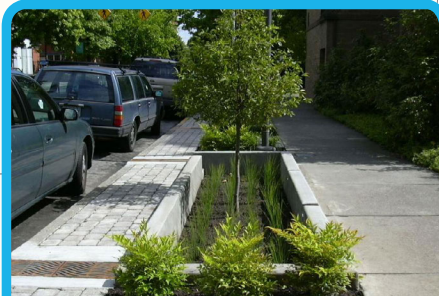
Connecting Link



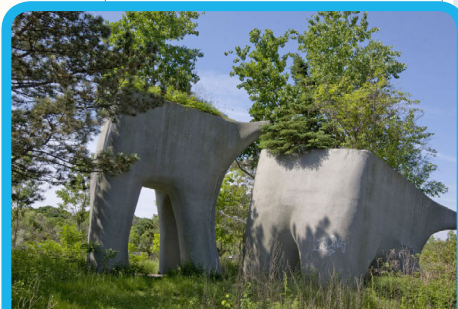
Community Facilities



Retail Streets



Green Streets



Landscape Gateway



This page intentionally left blank



Streets and Blocks



Built Form



Public and Community Places



Mix of Uses and Retail Concept

This page intentionally left blank

5.5 Rathwood-Applewood Community Node

Imagine a major road transformed into a retail main street...

The demonstration plan for the Rathwood-Applewood Community Node shows redevelopment focused collectively on Dixie Road as a landmark “main street” within Mississauga.

The key features are:

- Comprehensive redevelopment of the mall and redistribution of retail along the main street.
- Dixie Road transformed into a landmark main street incorporating urban boulevards, active transportation, street tree planting, wide sidewalks and traffic calming.
- A mix of new mid-rise buildings and new infill buildings that provide pedestrian scale, sense of enclosure and animation to the public realm of Dixie Road.
- Adding a block of residential development along Bough Beeches Boulevard to provide a transition in scale towards the existing neighbourhoods to the east.
- A large urban park provides a buffer between the commercial focused main street and the residential areas to the east.

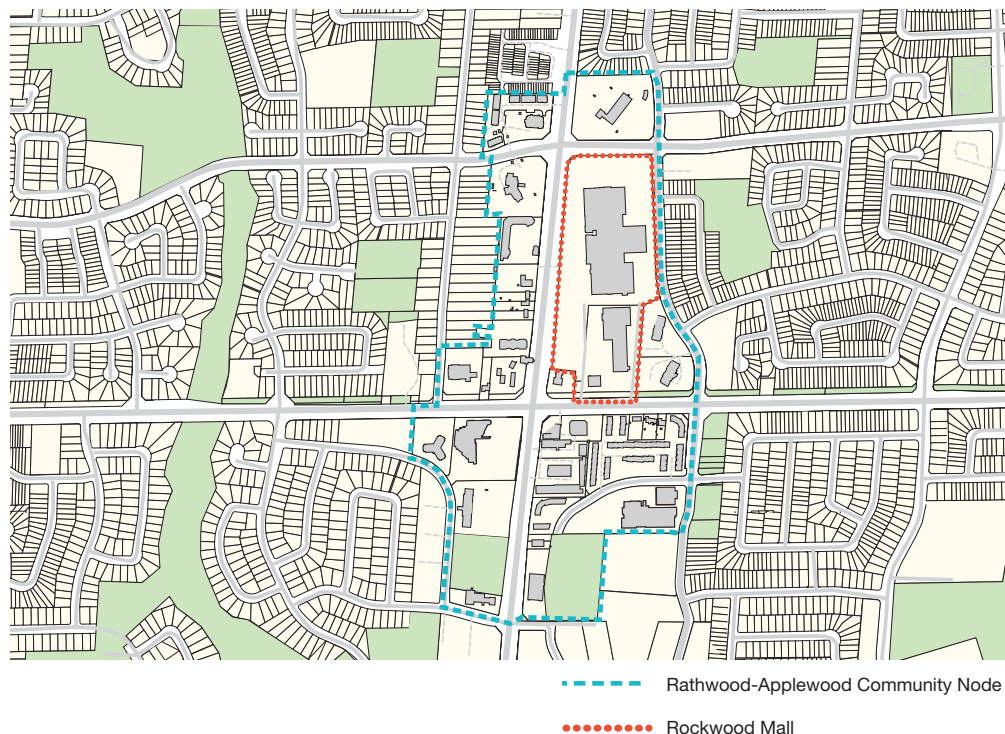


Figure 52. Existing Rathwood-Applewood Community Node.

This page intentionally left blank

Demonstration Plan:
Rathwood-Applewood
Community Node



Urban Boulevard



Mid-Rise with Tall
Buildings



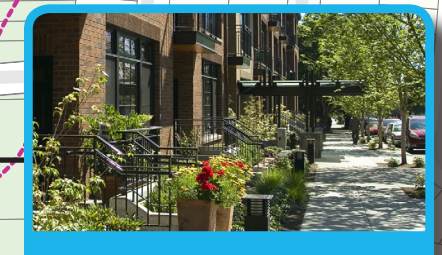
Main Street Focus



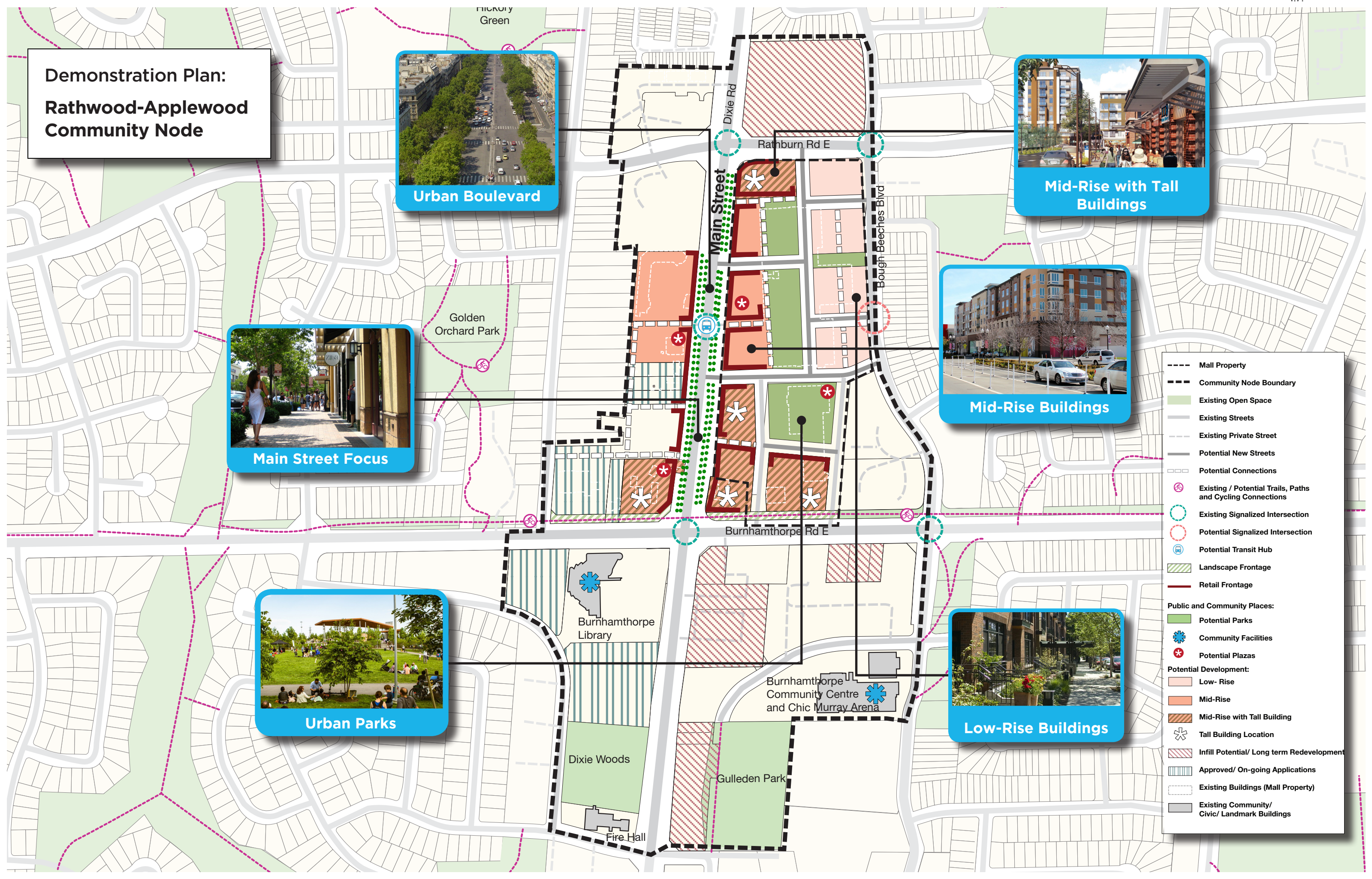
Mid-Rise Buildings



Urban Parks

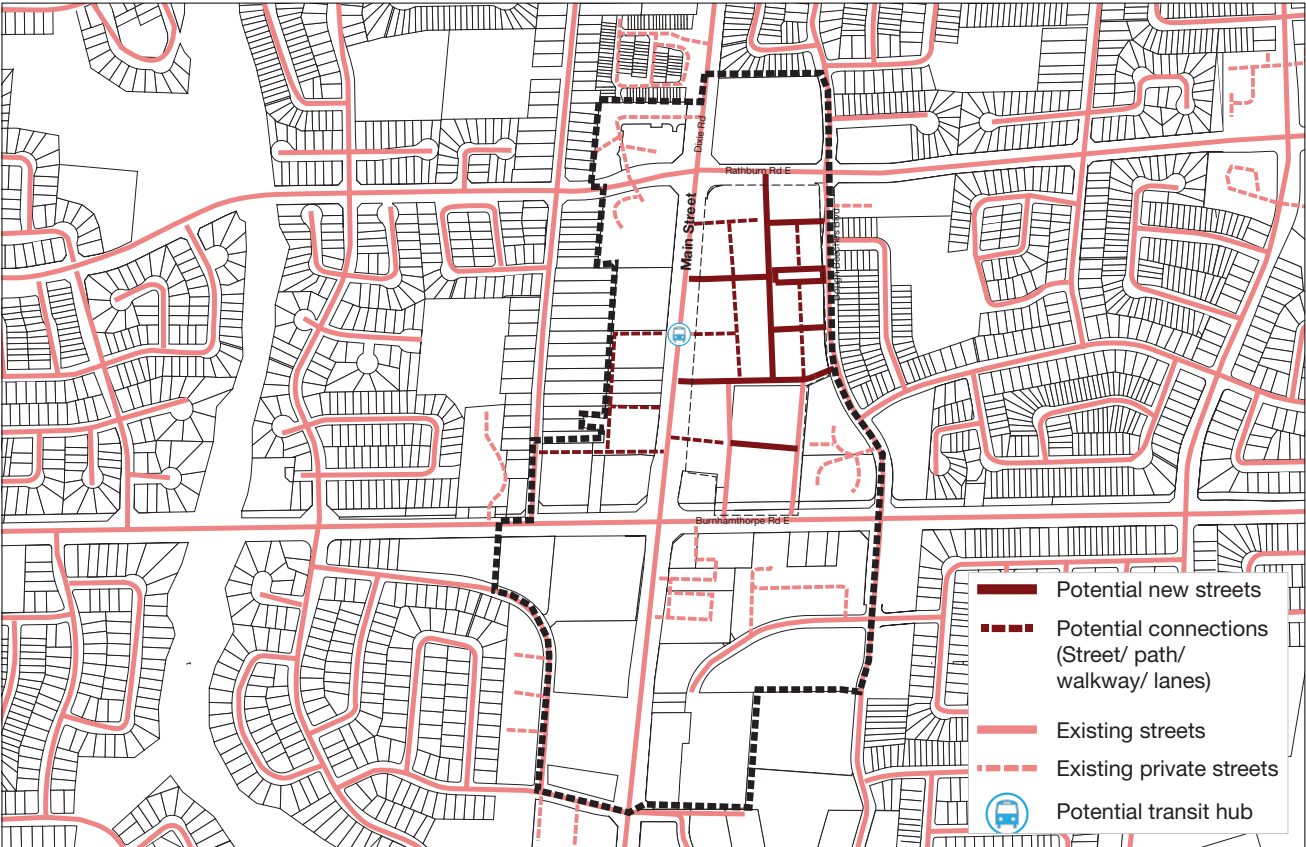


Low-Rise Buildings



- Mall Property
- - - Community Node Boundary
- Existing Open Space
- Existing Streets
- - - Existing Private Street
- - - Potential New Streets
- - - Potential Connections
- Existing / Potential Trails, Paths and Cycling Connections
- Existing Signalized Intersection
- Potential Signalized Intersection
- Potential Transit Hub
- Landscape Frontage
- Retail Frontage
- Public and Community Places:
 - Potential Parks
 - Community Facilities
 - Potential Plazas
- Potential Development:
 - Low- Rise
 - Mid-Rise
 - Mid-Rise with Tall Building
 - Tall Building Location
 - Infill Potential/ Long term Redevelopment
 - Approved/ On-going Applications
 - Existing Buildings (Mall Property)
 - Existing Community/ Civic/ Landmark Buildings

This page intentionally left blank



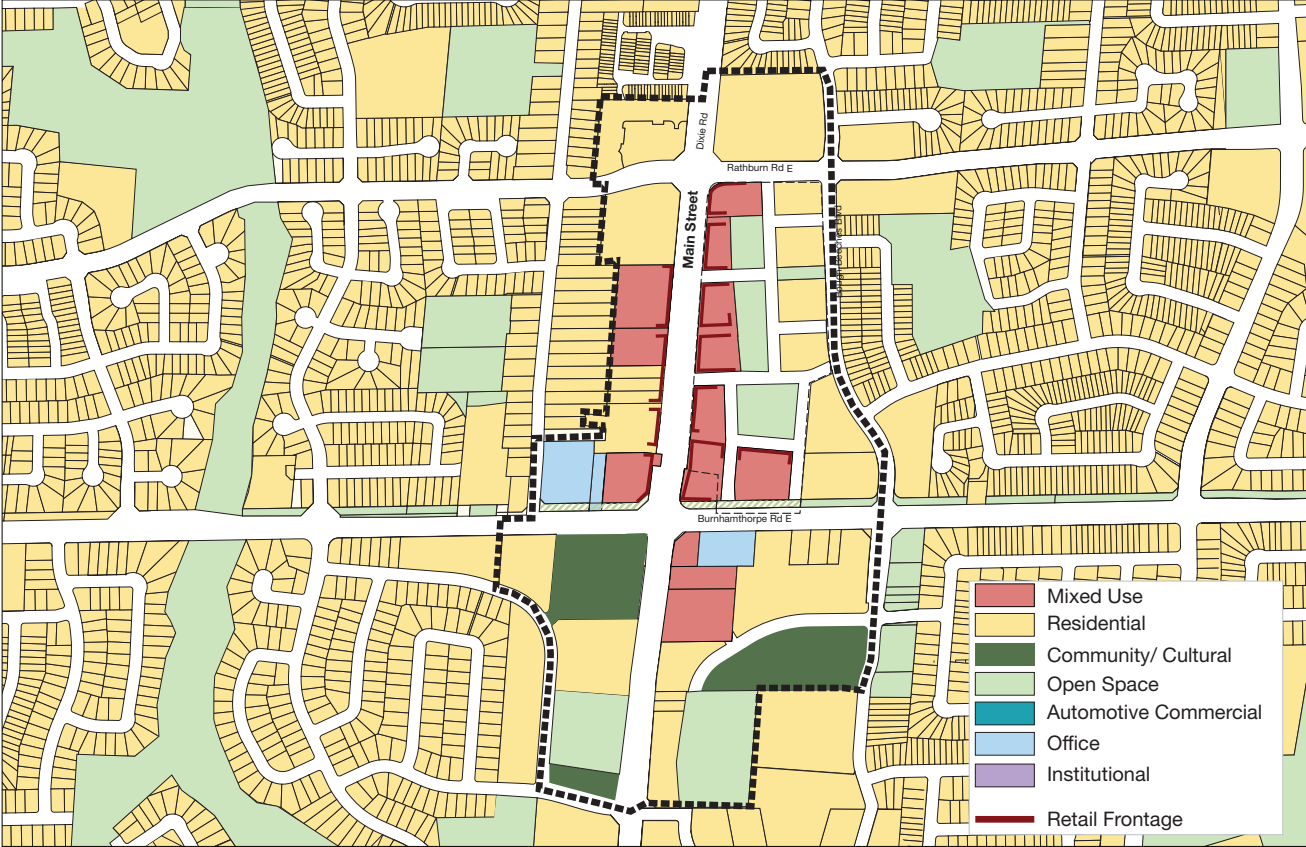
Streets and Blocks



Public and Community Places



Built Form



Mix of Uses and Retail Concept

This page intentionally left blank

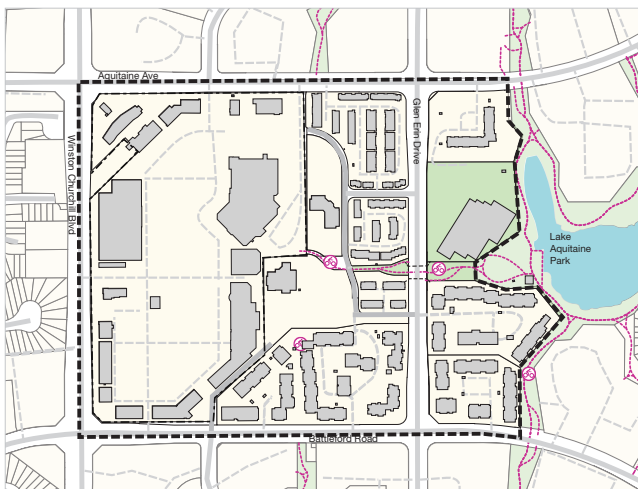
5.6 Flexibility and Adaptability

Potential Phasing

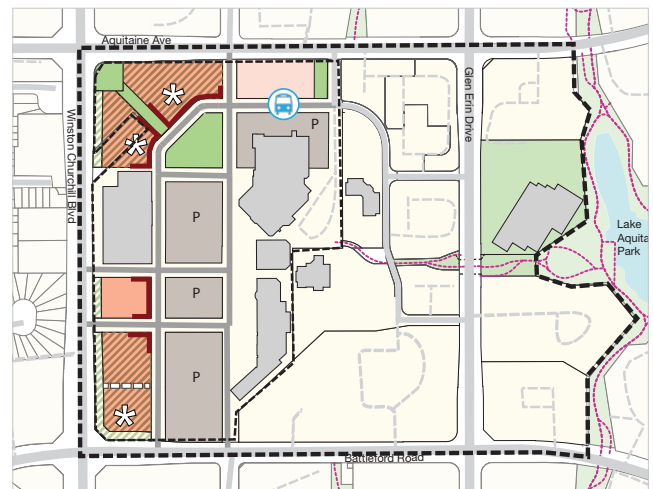
The overall build out of the nodes may take many years to complete. Phasing of each precinct should occur in such a way to mindfully consider the impact of each phase on the overall character and vision of the place.

Options for phasing should protect the essential complete community elements such as the proposed street and block network and proposed public and community places.

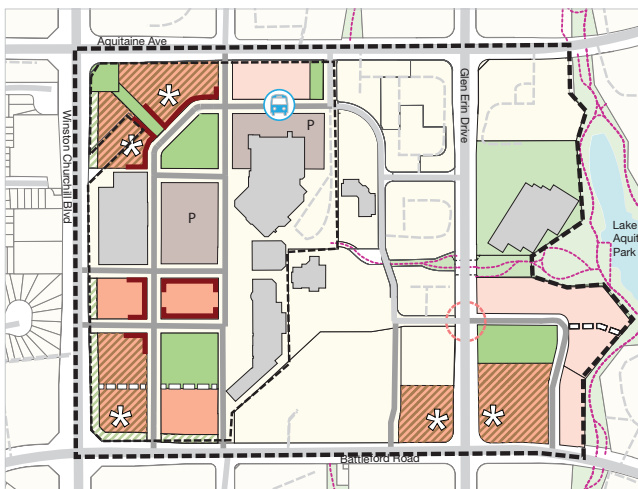
An example of the phasing of a large mall site, such as Meadowvale Town Centre, can be seen below. The first phase could include mall renovations, improved pedestrian pathways, greening and programming, which may become catalysts for revitalization. In the second phase, infill buildings are constructed along the major roads, maintaining the anchor retail and surface parking. In the third and final phases, surface parking is phased out and replaced with new mixed use buildings and streets creating a complete community.



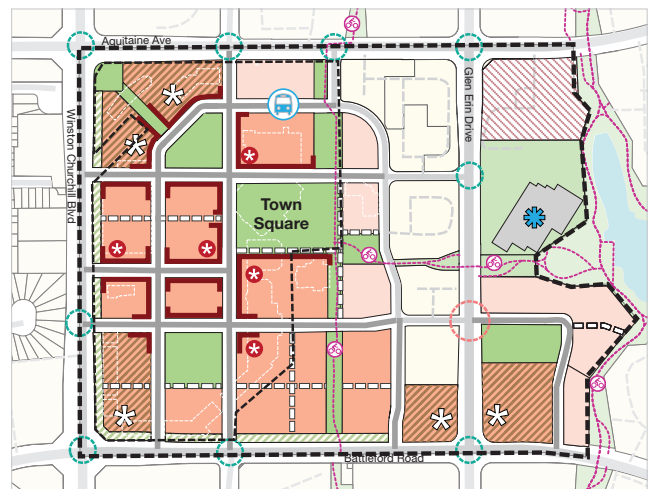
Phase 1



Phase 2



Phase 3



Full Build Out

Tactical Urbanism

Revitalization might not all happen at once. Tactical urbanism is a term used to describe a collection of low-cost, temporary changes to the built environment intended to improve places and catalyze long-term change.



Figure 53. Modular market constructed from recycled shipping containers.



Figure 54. An ecomobility hub is a place where environmentally-friendly transport options such as cycling, public transport, car share and electric charging stations are clustered.



Figure 55. Many parking lots across North America are claimed as places for skateboarding on the weekends and evenings.



Figure 56. Markets can contribute to the overall community experience, while creating jobs.



Figure 57. Urban agriculture is a great way to make under utilized land more productive and create social hubs for the community.

6.0 Financial Analysis

A financial analysis of the demonstration plans was undertaken to understand the feasibility of the development visions/concepts from a financial perspective in the context of the Mississauga market. The analysis is an evaluation of particular redevelopment concepts on particular mall sites. The complete findings of the financial analysis are included in the supporting document, *Reimagining the Mall: Financial Analysis Report* (November 2018).

6.1 Background

Although the demonstration plans include the entirety of their respective nodes, the financial analysis focused exclusively on the mall sites. It has generally been assumed that these mall sites serve as the central/focal point for the nodes and will be essential in kick-starting any comprehensive redevelopment within these areas.

In the demonstration plans, the retail offer of the mall sites was reduced based on the retail market analysis. This represents a 15% reduction of retail gross floor area (GFA) for Meadowvale Town Centre, South Common Centre and Rockwood Mall, a 35% reduction for Sheridan Centre, and no reduction for Erin Mills Town Centre. Note: a more in-depth retail market analysis would be required to determine more precisely what an appropriate right-sized retail offer would be for each of these sites.

The GFA of new build within the demonstration plans was allocated to retail or residential uses. The financial viability of reducing or increasing the amount of retail, as

well as replacing residential uses with office uses was included in a sensitivity analysis within the financial analysis.

6.2 Findings

Based on the demonstration plans, the scale of intensification and type of development contemplated at the various mall sites are generally feasible.

One exception to this observation is the Rockwood Mall site within the Rathwood-Applewood Community Node. This is primarily due to the relatively limited amount of residential density contemplated on the site, particularly when compared to the significant amount of commercial space and corresponding parking requirements.

Of the other mall sites, the Meadowvale Town Centre and Erin Mills Town Centre show the greatest development viability. The demonstration plans for South Common Centre and Sheridan Centre are also financially viable although with a smaller buffer of profitability.

6.3 Analysis

Residential development represents the lowest risk and most profitable form of development. The financial analysis suggests that residential uses are the only financially viable use when considered in isolation. Based on the analysis, both ownership condominium and purpose-built rental units deliver a strong rate of return that drive financial feasibility for the overall development concepts.

The addition or inclusion of **office uses** in the development concepts represents a net-loss financially and reduces the overall feasibility of these concepts. Furthermore, recognizing broader market trends relating to office development patterns in Downtown Toronto, Mississauga and the 905 region, higher vacancy rates and challenges attracting significant tenants outside of Downtown Toronto may create additional barriers to the inclusion of any meaningful amount of new major office space construction at these locations.

When viewed in isolation, the introduction of **new retail/service commercial uses** generally represent a net loss financially, at any level of development. Based on prevailing rental rates, the estimated value of commercial assets is not sufficient to offset the significant upfront costs required to plan for and construct them.

Notwithstanding these financial realities, certain commercial assets can still be viewed as “loss-leaders” primarily intended to contribute to the amenity of the area and the creation of complete communities. For example, convenience-based retail/service commercial and related local-serving office uses will nonetheless represent important components of any redevelopment plans for these sites. Furthermore, the establishment of these types of uses may also help to improve sales for the residential components of the development programs.

Parking costs represent a significant overall portion of the construction and development costs at each site. Based on existing parking policy, the construction costs associated with structured parking constitute a significant portion of the overall costs of the redevelopment. Reductions

in the overall parking requirements would significantly improve the financial feasibility of the development concepts identified. Furthermore, these reductions may allow for the inclusion of other, non-residential, institutional, or public uses, while still maintaining the overall project feasibility.

7.0 Implementation

The Reimagining the Mall project has established a strong vision for the future of the nodes under study. Guiding principles expand on the vision and provide direction on the evolution of the form and function of these nodes. This concluding section provides recommendations on how the vision and guiding principles can be supported through changes to the planning policy framework and direct action by the City of Mississauga.

The vision and guiding principles represent both change and continuity with the current conditions of the nodes. The direction they set for the evolution of built form is a departure from the status quo. Based on an understanding of how built form characteristics work to create and support healthy complete communities, the vision and guiding principles represent a shift from a low-density car-oriented model toward a higher density multi-modal model that encourages walking, cycling and the use of transit.

However, although the intensity of uses and built form may change, the essential functions of the nodes remain the same and are vital to their long-term success. The nodes were originally planned and developed as a part of a broader community. They have concentrations of retail, community facilities and high density residential. In this way, they are important for the mix of uses not just within their own boundaries, but to the uses accessible from the surrounding neighbourhoods as well. They are community hubs, serving as a community cross-roads and offering concentrations of community places, be they public spaces, like a library

or park, or privately-owned public spaces, like an interior mall or coffee shop. In many ways, the malls and surrounding nodes serve the same functions as a traditional main street, but adapted to the suburban context. As a change of form is contemplated for the nodes, it is critical that these essential functions are preserved, enhanced and better integrated.

In the vision for these nodes, form and function coalesce to create attractive and vital spaces, animated by a variety of uses, with a positive relationship between buildings, streets and open spaces. In the process of redevelopment, special attention must be paid to the quality and variety of community places. Creating a sense of place and animating the public realm are a top priority. Retail has an important role to play in achieving all these things and should be encouraged to locate and cluster together in the nodes.

7.1 Recommended Policy Framework

The recommended policy framework is intended to guide and encourage future redevelopment of mall-based nodes, particularly the mall sites. For the most part, the policies are intended to apply equally to all of the nodes, with some variation regarding densities and heights for Central Erin Mills Major Node, due to its unique context, greater size and role as a regional centre.

The organization of the policies follows the format provided in Section 3.0 of this report: Vision and Guiding Principles. Each of these principles is elaborated further with more detailed policies to provide guidance for redevelopment proposals as they are brought forward. Below is an explanation of the policies, followed by the recommended policies themselves. The development of these policies was informed by existing Mississauga Official Plan and other Council approved policies, the testing of the vision and guiding principles in the demonstration

plans described in Sections 4.0 and 5.0, and feedback received from the public and stakeholders on these demonstration plans and throughout the project process.

Vision:

Mississauga's mall-based nodes will continue to be community focal points anchored by retail, community facilities, higher density housing forms and transit accessibility. As development occurs, these areas will evolve into healthy sustainable complete communities with: densities and a mix of uses which allow people to meet many of their needs locally and within walking distance; an attractive and well-connected built environment that promotes physically active lifestyles; and a unique quality of place which makes these areas vibrant and desirable places to be. As the mall-based nodes evolve, equitable access to public spaces and public input into the planning process will be prioritized.



Figure 58. The policy framework recommended in this section aims to preserve the essential functions of the nodes while fostering the characteristics of healthy complete communities.

7.1.1 Strengthening Community

Policy Rationale

The strengthening community policies are intended to reinforce the importance of the mall nodes as centres of the community, where intensification is accompanied with community benefits and spaces that are accessible to persons of all abilities, incomes and ages.

Policy Recommendations

7.1.1.1 Community-oriented

- Preserve and enhance the function of the nodes as centres of community life for persons of all abilities, incomes and ages through the provision of amenities, facilities and social spaces.

7.1.1.2 Community benefits

- Ensure that intensification and redevelopment are accompanied by local community benefits, such as community facilities, affordable housing, public realm improvements, civic spaces and parks, and increased connectivity.

7.1.2 Diversity of Uses

Policy Rationale

The financial analysis, summarized in Section 6.0, indicates that residential uses have the strongest development viability. Generally, retail/service commercial and office uses represent a net loss financially when assessed independently. However, combining non-residential and residential uses can achieve development viability, while finding the right balance of uses to create a complete community. Indeed, the amenity benefits of non-residential uses, particularly retail/service commercial, may enhance the attractiveness of the residential components of development programs.

Thus retail/service commercial will be an essential use in the redevelopment of the nodes and contribute to and animate a range of public spaces. However, the retail sector is evolving quickly, with changes impacting the quantity, variety and location of “bricks and mortar” retail. In an environment where retail GFA is being rationalized, it is important to maintain the nodes as the preeminent locations for local retail, in order to ensure that retail contributes to the place-making and community animation vision for the nodes.

Existing Official Plan policies envision the nodes as important centres of employment. Retail and, in the case of Central Erin Mills Major Node, institutional uses are major contributors to jobs within the nodes. Many of the nodes also feature office buildings which generally offer professional and health-related services. Given the mixed use context and the limited opportunities to grow retail-related jobs, major job growth is only likely be accomplished through the addition of

office uses. However, the financial analysis, included in Section 6.0, indicates that, given broader market trends relating to regional office development patterns, the inclusion of a meaningful amount of new major office space within redevelopment programs for the nodes is unlikely. If the City is to achieve an increase in office development in the nodes it will have to take a more proactive role in improving the viability of office development and preserving the office space currently in the nodes.

This set of policies promotes mixed use, balanced development. The node as a focus for retail, service uses and community amenity is to be preserved and reinforced. Office employment is encouraged through density and parking incentives in order to achieve a balance of complementary uses and create the opportunity to reduce work trips. Any reduction of existing retail space is to be assessed through an area wide retail needs analysis to ensure that the retail and service needs of the local population continue to be met and the function of the node as the centre of the community is maintained and enhanced. The housing policies reinforce the City's emphasis on achieving a diversity of housing types, including affordable and rental housing to meet the needs of many different households.

Policy Recommendations

7.1.2.1 Balance and compatibility

- Promote an overall balance of compatible uses in close proximity that enhances the contribution of the node to the mix of uses and activities within the wider community.

- Preserve and strengthen the role of the node as a focus of retail activity.
- Promote office development as part of mixed use redevelopment through the replacement of existing office space, as well as providing incentives for new office space through such measures as exempting new office developments from density restrictions and reduced parking requirements.

7.1.2.2 Multi-functional spaces

- Encourage multi-functional spaces that combine uses in symbiotic ways to promote full day activity and animation: shopping, services, leisure activities, fitness, food, entertainment, civic life, social gathering and work.
- Maintain, enhance and, where appropriate, expand the public community spaces in the nodes including libraries, community centres, social facilities, public spaces and recreation facilities.

7.1.2.3 Place-based retail

- Preserve the role of the node as a concentration of "bricks and mortar" retail uses, particularly convenient and easily accessible retail that meets everyday needs.
- Conduct a retail and service needs assessment study when the amount of existing commercial space is proposed to be reduced as part of a redevelopment scheme, in order to ensure that the retail and service needs of the local population continue to be met, and the nodes continue to function as the priority location for

retail and service uses.

- Locate and orient new or replacement retail uses to contribute to the animation of streets and public spaces, for example, on the ground floor in mixed use buildings along existing arterial roads or along an internal main street.

7.1.2.4 Housing variety

- Expand the range of housing options present in the community in terms of housing type, tenure and affordability.
- Provide for a minimum of 20 percent of affordable and/or rental housing in redevelopment areas.

7.1.3 Built Environment/Public Places

Policy Rationale

Permeability, streets and blocks

These policies are intended to create a system of streets and blocks with frequent intersections and connections for pedestrians and cyclists. Specific block sizes would not typically be included in Official Plan policies, but could be referenced in design guidelines. The Peel Region's Healthy Development Assessment Standards, which propose blocks with dimensions of less than 80 by 180 metres, could provide a reference point for developing more specific design guidelines with respect to block sizes for Mississauga.

New streets are to meet the City's right-of-way and other requirements to provide a familiarity with other streets in the City, ensure a high standard of maintenance and provide for continuity over time should ownership of land parcels and buildings change.

Appropriate Intensification

The objective of creating new communities with a diversity of building types, heights and scales emerges from the demonstration plans and community discussions that were held as part of the Reimagining the Mall project.

The location of taller buildings on small floorplates (typically proposed by other municipalities in the range of 750 square metres) above a street-related podium is proposed in most cases along arterial and collector roads since these locations would minimize sun, shadow and privacy impacts on existing and new lower scale neighbourhoods in the interior of the redevelopment areas. The exact floor plates and podium heights

could be specified in design guidelines.

The principle of achieving significant separation distances between the taller elements of buildings is intended to avoid clustering of tall buildings in one area and preserve light, privacy and skyviews. The reference to “significant” in this regard reflects the intent to provide a greater separation than 25 metres (as exists in other GTA municipalities), closer to 40 metres, to recognize the unique character of nodes within the urbanizing context of Mississauga. Exact separation distance numbers could be established through design guidelines.

The proposed maximum densities, calculated on a net basis, not including public and private roads or stormwater facilities, correspond to the densities in the demonstration plans, which show that at these densities redevelopment would result in livable communities while considering financial feasibility. Lower densities would be appropriate on sites adjacent or near low rise residential buildings, to achieve positive micro climatic conditions or to provide for appropriate transition in building massing and relationships to streets and open spaces. Maximum heights for taller buildings generally reflect the height of taller buildings already existing in the nodes or located nearby.

The transition policies are intended to ensure that existing and new low rise buildings and neighbourhoods are protected from adjacent development through the application of an angular plane. This type of angular plane is often specified by municipalities in their zoning by-laws and/or design guidelines and measured at a 45 degree, or in some cases, a 30 degree angle from the property line of low rise building or neighbourhood. These

types of exact measures could be specified by Mississauga in design guidelines.

Buildings with a positive relationship to their surroundings

These policies address how buildings are to be located along different types of streets. The intent is to create a system of, what are, in effect, linear parks adjacent to arterial and collector streets, with generous building setbacks and buildings that are located parallel to the street as well as buildings fronting onto street-facing courtyards. The intent is to create open spaces that result in a pleasant pedestrian and park-like environment for residents and workers.

Along internal streets two conditions are envisioned: setbacks from streets to provide front yards, which are distinct from the public realm, and “main streets” with retail uses at grade and tighter street wall conditions, while still providing generous sidewalk proportions. The guidance for the exact location of buildings in relation to the street are most appropriately addressed in zoning by-laws and/or urban design guidelines, which could also include a specific angular plane measured from the sidewalk on the opposite side of the street and specific setback measures for each type of street.

Integration of public and private elements

These policies are intended to ensure that private redevelopment results in a high quality public realm through maximizing sunlight on the sidewalks and open spaces between the Spring and Fall equinox, and minimizing wind conditions for walking and sitting. Specific criteria could be included in design guidelines. Additional policies address the inclusion of cultural uses, public art and

the design of public and private buildings and spaces to contribute to a distinct identity for each node.

Green, safe and attractive public places

The intent of these policies is to achieve attractive public parks, promenades, streetscapes and privately owned public spaces that form a connected system through on-site parkland dedication, enhanced connections to existing parks, and the provision of a system of new linear open spaces and public squares.

Streets as public places

These policies focus on creating attractive pedestrian environments along streets through landscaping, street furniture and animation of these spaces as well as minimizing curb cuts by consolidating vehicular access points across sidewalks. The intent is to encourage public streets wherever possible and feasible and, where this is not possible or feasible, to ensure that private streets are designed to look and feel like public streets.

Reduce negative impact of parking

These policies are intended to mitigate the negative impact on quality of life and the environment of large surface parking areas by reducing parking requirements through shared parking, as well as encouraging parking to be provided underground or in structures. Where surface parking is to be provided, it is directed to the side or rear of buildings. The policies also address the importance of providing bicycle parking and planning to address a future with autonomous vehicles.

Policy Recommendations

7.1.3.1 Permeability: Streets and Blocks

- Create a system of streets and blocks based on frequent intersections and connections for pedestrians and cyclists in order to enhance connectivity, provide for permeability and enable active transportation throughout the redevelopment area.
- Design new streets that meet the City's right-of-way and other requirements to connect to the surrounding area road network and provide mid-block connections.
- Design new streets to reflect Complete Streets principles incorporating active transportation elements and, where feasible, provide cycling facilities along existing arterial and collector roads as part of the City's Cycling Master Plan.

7.1.3.2 Scaling intensification

- Ensure that the scale of intensification is in keeping with the hierarchy of intensification areas present in the City, reflects local conditions and provides transitions between areas of varying height and density.
- Provide for a range of building types and heights in redevelopment areas including townhouses and mid-rise buildings. A limited number of taller buildings with small floorplates may be considered in some locations.
- When taller buildings are permitted they should be located on podiums primarily along arterial and collector roads or near transit stations and in locations that minimize shadow

impacts on lower rise buildings and open spaces.

- Provide for significant separation distances between tower components of taller buildings to avoid clustering in one area.
- Provide for redevelopment at:
 - a maximum density of 2.25 FSI of the development site, calculated net of public and private roads and storm water facilities, and a range of heights of between 3 and 15 storeys for Mixed Use and Residential High Density redevelopment areas in the Meadowvale, South Common, Sheridan and Rathwood-Applewood Community Nodes; and
 - a maximum density of 2.75 FSI, calculated net of public and private roads and storm water facilities, and a range of heights of between 3 and 25 storeys for the Mixed Use and Residential High Density redevelopment areas in Central Erin Mills Major Node;

subject to, at the City's discretion, the preparation of a development master plan, as described in Section 7.1.6, which shows how the density will be deployed, including lower densities in transition areas and compliance with angular planes, while meeting the other policies of the Official Plan. Up to 20 percent higher maximum building heights in specific locations may be achievable subject to meeting good planning criteria and the provision of additional community benefits.

- Provide for a gradual transition in height from lower rise buildings and areas designated for low rise development

to higher buildings by respecting an angular plane that ensures protection of light, view and privacy for low rise buildings and/or areas designated for lower density development in the Official Plan.

7.1.3.3 Buildings with a positive relationship to their surroundings

- Design and locate buildings to frame and animate streets and public spaces, contribute to the identity of the node and, together with other buildings, create a coherent built environment.
- Provide for significant, consistent setbacks along arterial and collector roads to promote: landscape boulevards that enhance the pedestrian experience; setbacks that relate to the scale of buildings and the width of the right of way along internal roads; and tighter setbacks along internal main streets with grade related retail uses.
- Design buildings along internal streets to provide a consistent building edge. On arterial and collector roads, consider building locations with both street-wall podiums and openings to street-facing courtyards that provide usable landscape areas for residents and/or pedestrians.

7.1.3.4 Integration of public and private elements

- Integrate and connect public and private elements of the built environment to create a unified and accessible area with a strong sense of place, a high quality public realm and four-season functionality.

- Provide for appropriate microclimatic conditions in the public realm to achieve sunlight between the Spring and Fall equinox and minimal wind impacts for pedestrians and users of open spaces.
- Consider how cultural uses, public art and the design of public and private buildings and spaces can contribute to a distinct identity.

7.1.3.5 Green, safe and attractive public places

- Create green, safe, and attractive public parks, promenades, streetscapes and privately owned public spaces that form a connected system and support a range of local social and recreation activities.
- Prioritize parkland dedication in the form of land over cash-in-lieu to expand the variety of parks spaces and facilities within the node.
- Design and locate public parks as a central focal point within the nodes and amenities connected to surrounding neighbourhoods.
- Provide publicly accessible private open spaces in appropriate locations to contribute to the creation of an open space system for the node.
- Provide playgrounds within a 400 metre walking distance of residential areas, unimpeded by major barriers to pedestrians.
- Enhance connections to existing public open spaces.
- Create new public squares and linear parks as gathering places and passageways in key locations as part of an overall redevelopment scheme to

contribute to a high quality of life for future residents.

7.1.3.6 Streets as public places

- Treat streets and major roads as important public places and create a positive pedestrian experience through appropriate landscape treatment, street furniture and the use of buildings to frame and animate these spaces.
- Coordinate and consolidate vehicular access from roads to minimize driveways and curb cuts.
- Encourage the provision of public streets wherever possible and feasible and where not possible or feasible, design private streets to look and feel like public streets.

7.1.3.7 Reduce negative impact of parking

- Simplify and reduce parking requirements and promote shared parking by different uses at different times of day as well the provision of car-share spaces.
- Diminish the impact of parking on the quality of the built environment by encouraging its location in structures and underground.
- Where surface parking areas are provided, locate these at the side or rear of buildings and provide screening, greening and pedestrian amenities.
- Consider future role of autonomous vehicles in provision of parking spaces and pick-up or drop-off areas.
- Provide bicycle parking facilities and amenities for cyclists to enhance mobility options.

7.1.4 Mobility

Policy Rationale

Policies regarding mobility prioritize walking, cycling and transit, with a particular emphasis on improving pedestrian and cycling connections to transit hubs within the nodes and improving transit services to the node. Mississauga is working on the Miway Infrastructure Growth Plan to identify the requirements for new and/or improved transit terminals, associated infrastructure and transit priority infrastructure at major intersections along MiExpress corridors. These requirements will be incorporated into redevelopment plans for mall-based nodes.

Policy Recommendations

7.1.4.1 Creating space for all modes

- Enhance safe and convenient movement through the area and to surrounding areas by prioritizing walking, cycling and public transit use, as well as addressing traffic and congestion issues.
- Prioritize pedestrian and cycling connections to transit hubs.

7.1.4.2 Improved transit service and facilities

- Enhance transit service as the population of the area increases and improve the siting and treatment of transit stops and facilities to ensure safety, comfort and visibility.

7.1.5 Environment

Policy Rationale

Environmental policies focus on achieving environmental sustainability and addressing climate change by reducing greenhouse gas emissions, stormwater management, energy efficiency and water conservation.

Policy Recommendations

7.1.5.1 Minimizing environmental impact

- Encourage sustainability measures and features that minimize the environmental impact of the built environment and address energy efficiency, water conservation, greenhouse gas emissions and green infrastructure.
- Minimize impact of development on climate change by reducing reliance on fossil fuels through energy conservation and exploration of district energy systems and alternative energy sources for heating and cooling.

7.1.6 Planning Process/Phasing

Policy Rationale

The Official Plan has policies that enable the City to require a development master plan as part of a complete application submission for an official plan amendment, rezoning, draft plan of subdivision or condominium or consent application. This requirement is most pertinent to the mall sites, but could also pertain to other large sites within the nodes.

Accordingly these policies have been adapted for the nodes and call for the preparation of, at the City's discretion, development master plans as part of the application process for mall sites and other large redevelopment areas where new streets and phasing are proposed. The intent is to address phasing issues and show how proposed development fits in with development on adjacent lands. This recognizes that redevelopment may take place over many years and be initiated by different land owners, but that the end result needs to read as an integrated whole, with streets and blocks that are aligned and future development options are not compromised. The policies also provide for tactical urbanist interventions to improve conditions in the interim prior to redevelopment.

Policy Recommendations

7.1.6.1 Preparation of development master plans

- A development master plan may be required for mall redevelopment sites and other large parcels. The plan will demonstrate how the elements identified in the recommended policy framework will be addressed, indicate how new development will relate to the

surrounding area and include a phasing plan that shows how development will proceed over time. Development master plans may include some or all of the following components to be determined through the application process:

- patterns of streets and blocks;
- connections to surrounding neighbourhoods;
- distribution of density;
- massing and building heights;
- land uses;
- retail and office concept;
- animation at grade;
- a public realm plan;
- location of parks and open spaces;
- vehicular and active transportation circulation networks;
- community services and facilities;
- servicing requirements;
- sustainability measures;
- phasing; and
- relationship to development in the surrounding areas.

7.1.6.2 Tactical urbanism

- Encourage tactical interventions that provide low cost/temporary initiatives to improve the nodes and realize the principles outlined above.

7.1.6.3 Phasing of development

- Phase development to ensure the viability of all uses and support the financial feasibility of redevelopment and improvement.
- Phase development to ensure that essential retail and service uses and access to community facilities are maintained throughout all phases.

7.2 Intensification Targets

Both Major Nodes and Community Nodes are identified as intensification areas within the urban hierarchy established by the Official Plan. Major Nodes are to achieve a gross density of between 200 and 300 residents and jobs combined per hectare. Community Nodes are to achieve a gross density of between 100 and 200 residents and jobs combined per hectare.

The demonstration plans were used to provide rough estimates of the redevelopment potential of the nodes. As mentioned previously, the demonstration plans were just one possible interpretation of how the vision and guiding principles might be applied to the nodes. Using assumptions of what built form densities were appropriate for the different areas within the node and how these densities converted to residents and jobs, population densities were calculated. Current residents and jobs per hectare, and those estimated for each node based on the demonstration plans are shown in the table below.

The Official Plan gross density target for

Central Erin Mills Major Node is well matched to the redevelopment potential. There is much greater variation in the gross densities generated for the Community Nodes. This result is largely due to the variation in the redevelopment opportunities amongst the nodes, for example: South Common Community Node features a large amount of green space and the redevelopment potential is limited to roughly a quarter of the area of the node; whereas a much larger proportion of the Meadowvale Community Node was shown to be redeveloped in the demonstration plan.

It is appropriate to reconsider the targeted gross density range for Community Nodes included in the Official Plan. The Community Nodes under study either already exceed or are relatively close to achieving the bottom of the density range of 100 residents and jobs per hectare. Therefore, meeting the bottom end of the target range would represent very modest intensification, a scale of intensification which would be unlikely to spur the redevelopment of the shopping mall sites. The gross densities associated with the demonstration plans show that the intensification potential of some of the

Residents and Jobs per Hectare	Central Erin Mills	Meadowvale	South Common	Sheridan	Rathwood-Applewood
Current	80	101	84	122	90
Demonstration Plan*	247	268	144	229	168

* In addition to redevelopment shown on the demonstration plans, the nodes also have sites suitable for infill development and some select sites that are more likely developed in the long term. Potential density increases associated with these kinds of development were not included in the gross density calculations for the demonstration plans. Therefore the ultimate gross densities achievable within the nodes may be somewhat higher than indicated for the demonstration plans.

Community Nodes exceeds the upper end of the target range of 200 residents and jobs per hectare.

It is therefore recommended that the City shift the targeted density range for Community Nodes included in the Official Plan to 150 to 250 residents and jobs per hectare.

In addition, the current Official Plan includes target population to employment ratios for the nodes. Given the location of the nodes, current access to transit, and the development feasibility of office uses, achieving these ratios is unlikely and may not be desirable. For this reason, including these ratios in the Official Plan should be reconsidered.



Figure 59. To achieve the goals outlined in this report through mall redevelopment, intensification targets as indicated in the Official Plan may need to be reconsidered.

7.3 Active Role for the City

In addition to putting the planning framework in place to guide private sector redevelopment, the City should consider becoming an active partner/collaborator in the transformation of the nodes.

7.3.1 Consider the redevelopment or reconfiguration of City-owned lands

The City is a major landowner in most of the nodes. It is within City lands that essential community functions – provided by parks, libraries, and community centres – are anchored. Like the rest of the nodes, these lands often feature low density uses in car-dominated environments. These lands need to be part of the general shift toward the kind of urban environment being encouraged by the planning framework, while preserving and expanding their community functions. In the redevelopment/intensification of City-owned lands, new models might be considered, including public-private partnerships and the mixing of public and private uses within intensified built form.

7.3.2 Knit public and private elements of the nodes together around a common public realm

The nodes currently feature privately owned public spaces and amenities such as retail, food courts and other indoor spaces, publicly owned amenities such as parks, community facilities and schools, as well as non-governmental/civil society community uses such as places of worship and the operating space of non-profit groups. Where possible, these uses should be physically integrated in a manner which allows them to animate each other and create a network of places and amenities that collectively

function as a unified community space. For example, the redevelopment/intensification of a community facility could be oriented toward, or integrated within, a broader public realm network created by adjacent private redevelopment. Connections could be made between interior public realm networks associated with public community facilities and renewed private interior mall type spaces.

7.3.3 Integrate public and private uses to foster the animation of nodes as community hubs

Large scale retailers like department stores used to serve as anchor tenants drawing customers to local malls. This model retail ecosystem has in many instances broken down, a trend that has hurt the vitality of some local malls. The City should work with land owners and developers to consider how to bring the community function into the heart of redevelopment as an animating force and anchor use.

7.3.4 Invest in community infrastructure to serve a growing population

The redevelopment of portions of the nodes toward higher density residential uses brings the opportunity to rejuvenate and expand community facilities and parks to the benefit of existing and new residents. These community infrastructure benefits are critical to winning broad local support for redevelopment and intensification. These benefits should be realized through a number of approaches:

Parkland dedication

Public open spaces are a critical component of realizing the vision for the nodes. While the areas in and around the nodes generally

have a good provision of parkland, these parks generally focus on recreation. While new parks within the nodes may provide further recreation opportunities, there is an opportunity to add new kinds of public open spaces that currently do not exist in the nodes and surrounding areas, such as civic gathering spaces like urban squares, plazas, amphitheatres, etc.

The City has a by-law in place to secure the conveyance of land for parks under s.42 and s.51.1 of the Planning Act. Generally, for medium and high density developments, cash-in-lieu of parkland dedication is calculated using a flat rate per unit. However, the City also has the ability to take land at a rate of 1 ha per 300 units. The recommended policy framework in Section 7.1.3 above calls for the City to adopt a land first policy to parkland dedication in order to ensure that the densities permitted within the nodes are being supported by adequate open spaces, contributing to a public realm system which will become one of the primary amenities and distinguishing features of the redeveloped nodes.

Residual parkland dedication to be contributed as cash-in-lieu is directed to general city-wide accounts. Although funds cannot be ear-marked for specific areas at present, the use of these funds should be directed to parkland improvements within areas undergoing development and the vicinity, in order to provide local benefits for areas experiencing growth.

At the time of writing, proposed changes to the Planning Act remove provisions in s.42 and s.51.1 allowing for an alternative parkland dedication rate. These provisions are critical in ensuring that intensification

is accompanied by additions of parkland to meet the needs of an expanding population. The City should endeavour to use whatever new tools are provided to secure an appropriate level of parkland within the nodes and to direct community benefits charges to the improvement of the areas undergoing redevelopment.

Securing public access to privately owned public spaces

In the redevelopment of large parcels of land, such as mall sites, some development proponents are reticent to make public dedications of land for the internal network of streets and “public spaces”, like plazas and squares. There are a number of reasons for this: a desire for greater control over the retail environment; an ability to maintain parks and streets to a higher standard than those controlled by the City; and the efficiency of underground parking structures. For practical purposes, the functionality of these privately owned public spaces are generally the same as public spaces. Where privately owned streets are provided within redevelopments, the City should formally secure public access to these spaces with the legal conveniences or easements at their disposal. The City should also consider to what extent the provision of privately owned public open spaces should count toward meeting parkland dedication obligations, if at all.

The City should consider Official Plan policies that establish under what conditions privately owned public spaces are appropriate, associated design requirements and the ability to use powers granted under the Planning Act to secure them.

Directing development charges and community benefits contributions to local community infrastructure

The expansion of community facilities is a key local benefit, necessary to serve growing populations and enhance local support for intensification. At the time of writing, proposed changes to provincial legislation are drastically changing the tools municipalities have at their disposal to fund community benefits through charges to developers. These charges will likely be allocated to city-wide accounts. It will be important to ensure that redevelopment is accompanied by an appropriate local investment in community infrastructure funded through these sources.

Promoting tactical urbanism.

Tactical urbanism describes low-cost, potentially temporary changes to the built environment that add to the vitality and activity of urban spaces. These could include pop-ups and public space installations, as well as more permanent incremental interventions such as improvements to access by pedestrians, cyclists and transit users, or improved landscaping or public spaces.

The City has an important role as an enabler, idea generator and funder of tactical urbanism. Some ideas the City could pursue include:

- Prepare an ideas manual that communicates the scope of what tactical urbanism means to educate the general public, the arts community and mall owners about the potential impact of tactical urbanist interventions.

- Establish a program to provide grants or matching grants for tactical urbanist interventions on mall properties;
- Identify a Tactical-Urbanist-in-Chief within the City organization to champion tactical urbanist ideas and address potential road blocks due to city processes and requirements; and

8.0 Conclusion

The Reimagining the Mall study has provided the opportunity to have a broad discussion on the future of the mall-based nodes. This discussion has involved the City, Region, landowners, community members, political representatives and other stakeholders. It has been an important first step in ensuring an inclusive dialogue and in laying the foundations for cooperative relationships.

The vision and guiding principles that have emerged from this process establish a strong direction for change, while preserving and enhancing what people value in the nodes.

The nodes will continue to satisfy their original planned function. They will serve as community focal points with concentrations of local retail and community facilities. Higher density housing will contribute to the variety of housing in terms of form and tenure and enable diverse households to call the community home. Concentrations of people and activity will facilitate a good provision of transit.

While the vision and guiding principles establish continuity with the past and present, they also set new directions. They take advantage of the opportunity of redevelopment and reinvestment to reinvent the built environment to realize the characteristics of healthy complete communities: densities and mix of uses that can support a good variety of amenities within walking distance; direct and convenient routes for pedestrians, cyclists and transit users; and environments that are safe, inviting, comfortable and visually pleasing.

In realizing the vision and guiding principles, there are roles for both private land owners/developers and the public sector. The policy recommendations included in this Directions Report establish standards for the redevelopment of private land. Recommendations on an active role for the City are focused on ensuring that public and private elements are closely integrated and strengthen the role of the nodes as community focal points and great places to be.

As thinking about the nodes moves from general to specific as development proposals come forward, the pattern of cooperative dialogue established through the Reimagining the Mall study should be continued. The City of Mississauga must continue to fulfill its vital role as convener and facilitator of the public discussion on the evolution of the nodes as part of an inclusive and transparent public process. The vision and guiding principles offer a sound foundation upon which to have these discussions and serve as an important reference point for realizing the highest ambitions for the nodes.

Services and Infrastructure

Based on the comments received from applicable City Departments and external agencies, the existing infrastructure is adequate based on the information currently available. Once detailed plans, including building height and massing, building locations, street pattern and block sizes are determined through development master plans and development applications, additional infrastructure may be required as determined by studies submitted in support of a development proposal (e.g. Traffic Impact Study).

Department and Agency Comments:

Department/Agency	Comments
Region of Peel	<p>The Region conducted a Water and Wastewater Servicing Analysis with the following results:</p> <ul style="list-style-type: none"> • Planning <ul style="list-style-type: none"> ○ Overall, residential population projections for the mall site and community nodes exceed the Region's 2041 planned residential growth forecasts. However, employment forecasts are general within the Region's 2041 forecasts. ○ Program Planning will be informed of any changes to the forecasts. • Water Servicing <ul style="list-style-type: none"> ○ Overall, capacity analysis indicates that the existing/planned water distribution system is sufficient to service the anticipated growth within and around the five mall sites. ○ Storage and treatment capacity is sufficient to service the proposed developments based on future planned infrastructure. ○ Final connection points and fire flow requirements will be discussed. • Wastewater Servicing <ul style="list-style-type: none"> ○ Treatment capacity is sufficient to serve the proposed development based on future planned infrastructure. ○ The sewershed drainage areas for each site were identified and convey all flow via existing trunk sewers with no need for pumping. ○ Depending on final growth allocation and site configuration, some mall sites could require upgrades to the existing wastewater collection system. ○ Final connections and sanitary sewer upgrades will be discussed.
City Community Services Department – Parks and Forestry Division/Park Planning Section	<ul style="list-style-type: none"> • The provision of parkland will be reviewed through the City's planning approvals process, including the dedication of additional parkland. • POPS shall be provided where the City determines that parkland is needed and unencumbered parkland is not practical or where the City determined that POPS in a particular location will enhance the existing or proposed network of parkland in the area. • Playgrounds should be provided within a 400 meter walking distance of residential areas, unimpeded by major pedestrian barriers.

Appendix 3

Department/Agency	Comments
City Community Services Department – Libraries	<ul style="list-style-type: none"> The Future Directions Master Plan recommends that Mississauga maintains a provision standard of 0.5 square foot per capita of library space, with a goal of eventually moving to 0.6 square foot per capita. An increase in the population density of nodes where libraries exist will mean that the Library would have to investigate expanding its footprint in those areas.
City Community Services Department – Recreation	<ul style="list-style-type: none"> Based on a review of the Recreation Future Directions Master Plan in relation to the information provided, there are no anticipated impacts at this time to the provision levels and services that Recreation provides.
City Community Services Department – Fire	<ul style="list-style-type: none"> Fire does not have enough information at this point to determine the full impact to Fire and Emergency services operations.
City Transportation and Works Department	<ul style="list-style-type: none"> Traffic impacts will be reviewed through the City's planning approvals process, including the submission of a Traffic Impact Study. A high level road capacity analysis was not feasible given that Reimagining the Mall establishes a framework and does not identify specific locations for new roads or individual building heights and densities.

Existing Services and Infrastructure

Service / Infrastructure	Central Erin Mills Major Node	Meadowvale Community Node	Rathwood-Applewood Community Node	Sheridan Community Node	South Common Community Node
Community facilities:	<ul style="list-style-type: none"> Erin Meadows CC and Library 	<ul style="list-style-type: none"> Meadowvale CC and Library 	<ul style="list-style-type: none"> Burnhamthorpe Library Burnhamthorpe CC 	<ul style="list-style-type: none"> Sheridan Library 	<ul style="list-style-type: none"> South Common CC and Library
Nearby parks:	<ul style="list-style-type: none"> Duncairn Downs Quenippenon Meadows Erin Woods Forest Hill Park Woodland Chase Crawford Green John C. Pallett Park 	<ul style="list-style-type: none"> Lake Aquitaine Park Plowman's Park Settler's Green Eden Woods Union Park Hunter's Green Maplewood Park 	<ul style="list-style-type: none"> Rathwood District Park Hickory Green Golden Orchard Park Kennedy Park Dixie Woods Gulleden Park Jaycee Park Beechwood Park Rockwood Glen 	<ul style="list-style-type: none"> Sheridan Park Don Gould Park Dean Henerson Memorial Park Lincoln Hollow Loyalist Creek Hollow Springbank Meadows 	<ul style="list-style-type: none"> South Common Park Woodhurst Heights King's Masting Park Pine Tree Hill Dunn Park Pine Tree Hill

Appendix 3

Service / Infrastructure	Central Erin Mills Major Node	Meadowvale Community Node	Rathwood-Applewood Community Node	Sheridan Community Node	South Common Community Node
Nearby trails:	<ul style="list-style-type: none"> • Dedicated bike lanes along Erin Centre Boulevard 	<ul style="list-style-type: none"> • Meadowvale Trail • Lake Aquitaine Trail • Millgrove Trail 	<ul style="list-style-type: none"> • Burnhamthorpe Trail • Charley Martin Trail 	<ul style="list-style-type: none"> • Sheridan Trail 	<ul style="list-style-type: none"> • Glen Erin Trail • Sawmill Valley Trail • Burnhamthorpe Trail
Current MiWay service:	<ul style="list-style-type: none"> • 13 – Glen Erin • 34 – Credit Valley • 35 – Eglinton-Ninth Line • 35A – Eglinton-Tenth Line • 45 – Winston Churchill • 45A – Winston Churchill Speakman • 46 – Tenth Line-Osprey • 48 – Erin Mills • 49 – McDowell • 67 – Streetsville GO • 109 Meadowvale Express • 305 – Streetsville-Falconer 	<ul style="list-style-type: none"> • 10 – Bristol-Britannia • 13 – Glen Erin • 38 – Creditview • 38A – Creditview-Argentina • 39 – Britannia • 42 – Derry • 43 – Matheson-Argentina • 44 – Mississauga Rd • 45 – Winston Churchill • 45A – Winston Churchill-Speakman • 46 – Tenth Line-Osprey • 48 – Erin Mills • 57 – Courtneypark • 64 – Meadowvale GO • 87 – Meadowvale-Skymark • 90 – Terragar-Copenhagen Loop • 104 – Derry Express • 109 – Meadowvale Express • 313 – Streetsville Secondary-Meadowvale TC 	<ul style="list-style-type: none"> • 5 – Dixie • 20 – Rathburn • 26 – Burnhamthorpe • 76 – City Centre-Subway 	<ul style="list-style-type: none"> • 13 – Glen Erin • 23 – Lakeshore • 29 – Park Royal-Homelands • 45A – Winston Churchill Speakman • 71 – Sheridan-Subway • 110 – University Express 	<ul style="list-style-type: none"> • 1C – Dundas-Collegeway • 13 – Glen Erin • 26 – Burnhamthorpe • 29 – Park Royal-Homelands • 36 – Colonial-Ridgeway • 48 – Erin Mills • 101 – Dundas Express • 110 – University Express • 310 – Clarkson Secondary-Winston Churchill • 347 – Loyola-South Common

Appendix 3

Service / Infrastructure	Central Erin Mills Major Node	Meadowvale Community Node	Rathwood-Applewood Community Node	Sheridan Community Node	South Common Community Node
Peel District School Board schools serving the node * denotes school within the node	<ul style="list-style-type: none"> • Middlebury PS • Credit Valley PS • Thomas Street Middle School • John Fraser SS 	<ul style="list-style-type: none"> • Shelter Bay PS • Plowman's Park PS • Edenwood Middle • Meadowvale SS • Streetsville SS 	<ul style="list-style-type: none"> • Burnhamthorpe PS • Forest Glen PS • Westacres PS • Glenhaven Sr PS • Tomken Road Middle • Applewood Heights SS • Glenforest SS 	<ul style="list-style-type: none"> • Oakridge PS • Thorn Lodge PS • Homelands Sr • Erindale SS 	<ul style="list-style-type: none"> • Brookmeade PS • Sawmill Valley PS • Erin Mills Middle* • Erindale SS
Dufferin-Peel Catholic District School Board schools serving the node * denotes school within the node	<ul style="list-style-type: none"> • Divine Mercy • St. Rose of Lima • St. Aloysius Gonzaga SS* 	<ul style="list-style-type: none"> • St. Teresa of Avila • Our Lady of Mount Carmel 	<ul style="list-style-type: none"> • St. Basil • St. Alfred • St. Theresa of Calcutta • John Cabot • Philip Pocock 	<ul style="list-style-type: none"> • St. Francis of Assisi • Iona 	<ul style="list-style-type: none"> • St. Clare • St. Margaret of Scotland • Loyola