

City of Mississauga  
**Corporate Report**



<p>Date: June 5, 2024</p> <p>To: Chair and Members of Planning and Development Committee</p> <p>From: Andrew Whittemore, M.U.R.P., Commissioner of Planning &amp; Building</p>	<p>Originator's files: CD.03-LAK</p>
	<p>Meeting date: June 25, 2024</p>

## Subject

### INFORMATION REPORT (WARD 1)

#### **Dixie Outlet Mall Policy Review – Proposed Official Plan Amendment**

## Recommendation

That the report dated June 5, 2024, from the Commissioner of Planning and Building, titled Dixie Outlet Mall Policy Review – Proposed Official Plan Amendment, be received for information.

## Executive Summary

- Mississauga is committed to responding to the housing crisis by ensuring our land use planning regime supports the construction of new residential units. Mississauga Official Plan policies enable the development of 254,000 new residential units which surpasses the Provincial housing target of 120,000 units.
- Action 3 of the “Growing Mississauga Housing Action Plan” commits the City to study additional residential housing opportunities on key sites throughout the city, over and above the aforementioned 254,000 units. Specifically, sub-action 3.2 states that the City will collaborate with the landowners of Dixie Outlet Mall on a master plan of the site.
- In 2023, City Council approved a motion directing planning staff to engage with the public and prepare an official plan amendment (OPA) that considers policies to guide development for the Dixie Outlet Mall site in a manner that achieves a complete community and connectivity to the surrounding neighbourhood.
- In considering the site’s opportunities, several factors were assessed before the City arrived at a final master plan vision. These factors included residential/non-residential mix, the provision of open space, community services and schools, the adequacy of sewer and water infrastructure, surrounding road network, and access to transit.
- While the Dixie Outlet Mall site offers potential for new residential development, it should not be recognized as a priority growth area at the level of Major Transit Station Areas (MTSAs) or nodes. The site is constrained by limited water and wastewater servicing at a time when the Region is facing significant pressure to prioritize the upgrading of

services to support growth in priority growth areas such as MTSAs. Additionally, the site lacks higher-order transit and other forms of infrastructure.

- Staff are recommending a policy framework for the Dixie Mall site which envisions the creation of a complete, mixed-use community. This vision aligns with the objectives of the city's other "reimagined mall sites" to ensure future development is done in a manner that fosters healthy mixed-use communities.
- The proposed OPA could potentially facilitate redevelopment opportunities comprising of 15,000 m<sup>2</sup> of non-residential space and approximately 4,700 new residential units supporting a future population of almost 9,800 people. Accounting for the site's limitations will ensure the community functions well by affording a high quality of life for its future residents.
- Staff have held two community meetings and engaged with members of the public, landowners and other stakeholders to solicit ideas, identify direction for development and seek feedback on the draft policies. Staff continue to consult with Indigenous Communities and invite feedback on the draft policies.
- Site specific draft policies have been prepared and refined to address community input. Staff are seeking additional feedback on the proposed OPA. Comments received will be consolidated and addressed in a future recommendation report to the Planning and Development Committee (PDC).

## Background

The Dixie Outlet Mall is located in the southwest corner of South Service Road and Dixie Road within the Lakeview Neighbourhood Character Area. The mall, built in 1956, is one of Mississauga's oldest shopping centres and is occupied by over 100 stores and services. The site is currently designated Mixed Use in the City's official plan which allows for a wide range of retail, service commercial and residential uses and building heights of two to four storeys. The mall is situated on nearly 19 hectares of land and provides an opportunity for a greater mix of uses for housing and employment. In 2022, the Province of Ontario (Province) mandated that municipalities provide opportunities to build more homes (Bill 23, Build More Homes Faster Act) in order to help address the housing crisis. Mississauga is committed to responding to the housing crisis by ensuring our land use planning regime encourages construction of new residential units. Mississauga Official Plan (MOP) policies in effect today enables the development of 254,000 new residential units which well surpasses the Provincial housing target of 120,000 units.



**Aerial Photo of Dixie Outlet Mall, 1250 South Service Road and 1490 Dixie Road**

Mississauga's new housing plan, Growing Mississauga Housing Action Plan, was released in February 2023 with the key objective of building more units that are in need, such as affordable housing, purpose-built rental units and unit sized housing for families. The City is committed to studying additional residential housing opportunities on key sites throughout the city, over and above the aforementioned 254,000 units. Specifically, sub-action 3.2 states that the City will collaborate with the landowners of Dixie Outlet Mall on a master plan of the site.

Provincial policies recognize the importance of having a land use planning framework designed for complete communities that provide access to housing, employment, schools, recreation, services and transportation options. This type of framework was taken into consideration when developing the proposed OPA which also align with the city's other "reimagined mall sites." This ensures that any future development will be done in a manner that fosters healthy mixed-use communities.

Over the last four years, there has been development interest expressed by one of two landowners of the site. In December 2022, a rezoning (OZ) and official plan amendment (OPA) application was formally submitted to the City of Mississauga (City) proposing to demolish the northwest portion of the mall and build five residential apartments buildings ranging between 18 and 25 storeys (file application [OZ/OPA 22-32](#)). Subsequent to the original application submission, the applicant has resubmitted a revised concept that reorganizes the proposed residential blocks and proposes four residential apartment buildings ranging between 8 and 19 storeys in height. The development application is still under review and public consultation on the proposal will continue as part of the application process.

In February 2023, planning staff were directed through a Council motion to engage with the public and prepare an OPA that considers policies to guide growth and development for the Dixie Outlet Mall site in a manner that achieves a complete community and connectivity to the surrounding neighbourhood.

## Comments

The proposed OPA included in Appendix 1 in this report, contains policies that have been further refined to incorporate feedback received since they were presented at the community meeting held early this year. Since January, staff have met with a residents' association, landowners, and responded to a number of emails from members of the public.

The proposed OPA is developed with consideration of the surrounding context and site constraints while recognizing opportunities for:

- increasing the city's housing supply and employment base;
- new amenities for shopping, services and parks; and
- enhancing the public realm and pedestrian/cycling environment with new connections and public streets.

The proposed OPA creates the policy framework to help manage growth and sets the direction and priorities for future redevelopment. The draft policies are to ensure that redevelopment will contain the elements of a complete community. The proposed policies, read together with other policies of the City's Official Plan, are important in setting out the expectations of development while advancing housing priorities.

## Site Opportunities and Constraints

The site was historically developed and planned for a large-scale retail shopping centre and only has a few points of access. While the site is accessible from three public streets (Haig Boulevard, South Service Road and Dixie Road) it is difficult to access from the surrounding area given its location adjacent to the QEW and minimal frontage on Dixie Road. There are limited ways to move within the site – through a large surface parking lot or by foot through the mall - due to a lack of public streets. Building new streets that connect with the existing road network is important to provide continuity and integration with the existing neighbourhood. They provide connections to community amenities, social activities and places of employment. Developed as part of a network, streets allow for movement to get around the community and to disperse traffic. Streets are also integral to emergency service planning.

There are two local bus routes that travel to the Dixie Outlet Mall. Route 5 generally runs along Dixie Road and connects to the Long Branch and Dixie GO Stations, and Route 4 stops at the Cooksville GO Station, Trillium Health Centre and Sherway Gardens. Although the site has limited public transit service, it is expected that demand for public transit use will increase with

additional population growth in the area. Although transit service frequency improvements can be achieved, the levels of transit service will not be equivalent to higher order transit.

MOP locates the Dixie Outlet Mall site in the Lakeview Neighbourhood and is not identified as either a Community Node or as a Major Transit Station Area by the Region of Peel (Region). Although Neighbourhood Character Areas are generally not areas intended for significant intensification, MOP contains policies that provide direction for infilling and the development of existing commercial sites as mixed-use areas. Where higher density uses are proposed, they should be located along corridors, existing apartment sites or commercial centres. The size of the site provides an opportunity to accommodate additional housing and other amenities. The site has served as a key location for commercial and retail uses but lacks the infrastructure and services needed to support a new residential community as it was never planned for this function. Redevelopment of the site would require the addition of new schools and parks and an increase in water and wastewater capacity that were not planned for originally. The Region is facing significant pressure to prioritize growth areas such as Major Transit Station Areas. It is currently undertaking a water and wastewater master plan and reassessing service capacity to support high-level growth areas of the city. As the Dixie Outlet Mall site is not recognized as a priority growth area to focus infrastructure improvements, staff are recommending that the level of development should align with site's limitations and servicing to facilitate redevelopment. Given this consideration, the proposed OPA would still accommodate 15,000 m<sup>2</sup> of non-residential space and approximately 4,700 new residential units to support a future population of almost 9,800 people.

## **OVERVIEW OF PROPOSED OPA**

Dixie Outlet Mall site is subject to the Lakeview Local Area Plan which includes policy 10.1.3.1 that identifies the site for potential intensification. It also allows for a maximum height of four storeys and requires that certain items be addressed through future development. This policy is proposed to be deleted and replaced with a new Special Site 14 policy to be added to Section 13 – Special Site and Exempt Site Policies of the Lakeview Local Area Plan.

The proposed OPA includes key guiding principles, and policies related to the design of parks and private realm, protection of naturalized areas, need for transit and community infrastructure, housing provisions, non-residential uses, heights and density, transportation options and implementation policies for the development of a new neighbourhood community. Proposed revisions to Map 2 - Long Term Road and Transit Network and Map 3 – Height Limits of the Lakeview Local Area Plan reflect a connected street network and increased building heights of up to 15 storeys, respectively.

The proposed OPA is to ensure the success of a complete community that accommodates a wide range and mix of land uses, housing options, transportation choices, employment, community infrastructure/facilities, and parks to meet long term needs. The proposed Special Site 14 policy includes the following elements:

**(a) Setting key guiding principles**

The guiding principles provide direction to support a vibrant public realm, well-designed parks, protected naturalized areas, community infrastructure, housing, appropriate heights and densities, and transportation options.

**(b) Providing parks and protecting naturalized areas**

The draft OPA contains polices on the provision of public parkland that are accessible and designed to support social and recreational activities for the community. It recognizes the continued importance of naturalized green corridors to sustain a healthy ecosystem.

**(c) Ensuring open and accessible privately owned public spaces**

It includes policies on privately owned public spaces. These types of spaces, where considered, will be designed to City standards and to the satisfaction of the City.

**(d) Providing transit and community infrastructure**

The draft OPA includes policies that recognizes the needs and priorities for more transit and community infrastructure, such as a fire station, paramedic station and school. It also encourages partnerships and collaborations to develop community infrastructure within a building with other uses.

**(e) Housing for more people**

The draft policies would allow for stand-alone residential buildings and a range of housing types/options.

**(f) Providing non-residential uses**

Additional policies for a minimum requirement of non-residential gross floor area of 15,000 m<sup>2</sup> are proposed to ensure that any new development will provide sufficient access to daily living needs (such as medical clinics, restaurants, banks, pharmacies, and grocery stores).

**(g) Creating a desirable urban form**

The Dixie Outlet Mall lands are an opportunity site that can be redeveloped as a mixed-use neighbourhood for new housing and employment; however, the site has constraints as mentioned earlier in this report. The site currently allows for building heights of up to four storeys, and the zone regulations for apartment buildings of this height permit a maximum floor space index (FSI) of 0.9.

The draft OPA proposes a maximum residential floor space index (FSI) of 2.4 and allows for increases in building heights from 4-storeys to a maximum of 15 storeys on the site. There is also a proposed policy that would allow an additional three storeys (up to a maximum of 18 storeys) for lands along the northern most boundary of the site and adjacent to the expanded transit terminal, provided that infrastructure and services, family-sized units and appropriate transitions are met.

Although the Dixie Outlet Mall site offers potential for new residential development, it is not identified as a key area for significant growth. The site is constrained by infrastructure servicing and has limited access to transit. The policy review recognizes the size and location of the site and provides direction for where the greatest heights and densities are most appropriate.

#### **(h) Providing transportation options**

The draft OPA contains policies for an improved transportation network. The proposed street network is necessary to achieve several objectives, including: a grid street network that provides connections to existing streets and integrates with the surrounding community; traffic dispersion; travel by bus, car, cycling or walking; access to work, school, shopping; emergency services; creation of smaller development blocks; and building entrances that front onto public streets.

#### **(i) Implementation**

Each phase of development will be required to provide a detailed demonstration plan that identifies, among other matters, land use and density distribution, building heights and massing, pedestrian and street network, and how the non-residential floor space is being met. The proposed OPA identifies a number of studies required by the City, including but not limited to a detailed phasing plan, public realm plan and transportation impact study.

## **Engagement and Consultation**

Staff have engaged with members of the public, stakeholders, and agencies. To date, two community meetings were held, and staff met with landowners and other stakeholders. Staff have also consulted with Indigenous Peoples to invite feedback on the draft policies.

Planning staff initiated the policy review and held a virtual community meeting on March 28, 2023, in which over 200 participants attended. The focus of the meeting was to gather ideas and directions on elements that comprise a complete community. Discussion revolved around housing consisting of both low-rise and higher density forms; the importance of having retail and other services in new developments; improving movement for pedestrians, cyclists and transit users; green spaces and naturalized corridors; the need for schools and community centres; low-income housing; safety; property values; and a community node. A “what we heard” report is available at [yoursay.mississauga.ca/dixie](https://yoursay.mississauga.ca/dixie) which summarizes the details of the discussion.

Draft official plan policies were later developed by planning staff, taking into consideration community feedback and planning principles. A second community on the draft policies was held on January 29, 2024. Nearly 300 participants attended the meeting and their comments included a wide range of topics:

1. Appropriate Building Height, Density, and Built Form – comments reflected the preference for redevelopment to have a mix of building heights. Some participants

expressed that buildings should be 10 to 12 storeys; some commented buildings should be no more than 15 storeys; others felt that 20 storeys or more is reasonable.

Comments on density also differed amongst members of the public. Some participants asked that density be kept as low as possible, while others voiced concern that the proposed density (residential FSI of 2.4) may be insufficient given the housing crisis. In terms of the built form, new development should have a mix of housing forms such as townhouses and apartment buildings.

2. Need for Community and Service Infrastructure – participants expressed the importance of providing for community and service infrastructure, and for these uses to be accessible within walking distance of homes. There were a number of questions regarding the location for these uses, particularly for schools.
3. Development Application OZ/OPA 22-32 – inquiries were made on the status of the development application, as well as how the policy review would be used to evaluate the application. There was concern that the developer's proposal represented a piecemeal approach to the development of the site, without having prepared a plan for the entire property. Some participants commented that they were not against development, so long as it is reasonable and properly planned.
4. Importance of the Environment – there were numerous comments regarding the environment, particularly the importance of having environmental policies, incorporation of green infrastructure, saving trees and shrubs, planning for electric vehicles, and protecting natural hazards.
5. Provision for a Mix of Housing Types, Tenures, and Affordability – comments were received on having more family-sized units and requiring developers to build affordable housing. Others inquired about the tenure and indicated that rental housing may not always be appropriate.
6. Consideration of the Neighbourhood Context – comments questioned the site's appropriateness for more density given a number of other infill projects within the area, such as the Lakeview Village development. Questions were asked whether there was consideration for the site to become a Community Node.
7. Stronger Policies for Non-Residential Uses – participants felt strongly that essential services, such as grocery stores, pharmacies, doctor's offices and daycares, must be provided through redevelopment. A comment was raised that a strong policy is necessary to ensure that adequate retail space is provided as part of a complete mixed-use development.
8. Assessment of Parking, Traffic and New Streets – questions were raised about the mitigation of traffic congestion, provision of parking, and application of traffic calming



measures. Comments regarding a new road connection to Haig Boulevard were provided. Some participants requested that a road connecting to Haig Boulevard be removed, while other participants had no issue with the new road so long as traffic is managed well, and the street is pedestrian friendly. There were also concerns about the potential of increased traffic on Dixie Road with future development.

9. Quality Parks/Green Spaces – comments received emphasized the need for destination green spaces that people can enjoy. Questions were asked about the park locations, amount of park land and park features.
10. Planning Process – participants asked how Indigenous communities were being consulted, how participants' comments are being considered, and how the Province of Ontario and Minister's Zoning Orders can affect the planning process.
11. Provision for Public Transit and Active Transportation – there were numerous comments on public transit improvements, including new routes, increased frequency, and connections to other transit systems. Concern was raised regarding pedestrian safety when crossing Dixie Road.

A copy of this discussion is also available on the project website noted above.

## Financial Impact

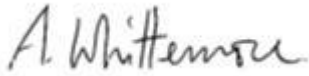
There are no financial impacts resulting from the recommendations in this report.

## Conclusion

The draft OPA sets a new policy framework for the Dixie Outlet Mall site and provides direction to help guide development that supports a complete community. Feedback received through the community engagement process have been considered in the proposed OPA. Staff is recommending that the PDC receive the draft OPA for information. Staff are seeking additional feedback on the refined policies and comments received will be considered and included in a recommendations report to the PDC.

## Attachments

Appendix 1: Lakeview Local Area Plan – Draft Official Plan Amendment



---

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

Prepared by: Karin Phuong, Policy Planner