

City of Mississauga

Corporate Report



<p>Date: November 20, 2024</p> <p>To: Chair and Members of Planning and Development Committee</p> <p>From: Andrew Whittemore, M.U.R.P., Commissioner of Planning & Building</p>	<p>Originator's file: CD.21-CLA</p> <hr/> <p>Meeting date: December 9, 2024</p>
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Subject

RECOMMENDATION REPORT (WARD 2)

Clarkson GO Major Transit Station Area – Master Plan

Recommendation

1. That the Clarkson GO Major Transit Station Area – Master Plan contained in Appendix 5 of the report titled “Clarkson GO Major Transit Station Area – Master Plan” dated November 20, 2024, from the Commissioner of Planning and Building, be endorsed.
2. That staff be directed to prepare Official Plan policies for the Clarkson GO MTSA addressing land uses, transportation, community services and parkland, and urban design.

Executive Summary

- The Clarkson GO Major Transit Station Area (MTSA) is well served by higher order transit on the Lakeshore West GO Line. It also contains a significant portion of lands within the Southdown Employment Area, which is home to long standing industries that support Mississauga's economy. Provincial planning policies require municipalities to plan for population and employment growth and intensification in MTSA's.
- Action 2 of the “Growing Mississauga Housing Action Plan” commits the City to undertake employment land conversion studies, including at the Clarkson GO MTSA, to capitalize on new opportunities to build homes and deliver complete communities.
- In 2018, the City of Mississauga initiated the Clarkson GO MTSA Study to plan for new residential uses in the area. Through the initial phases of the Study, the need to consider air quality impacts from nearby industry was identified.
- In March 2023, an evaluation of air quality focused on a proposed development at 2077-2015 Royal Windsor Drive (Slate Asset Management) was completed that supported the removal of select lands from the Southdown Employment Area. In May 2023, staff

presented the findings to Council and were directed to complete the master plan for the Clarkson GO MTSA.

- The Clarkson GO Major Transit Station Area – Master Plan (Clarkson Master Plan) aims to boost housing supply while maintaining the viability and stability of the Southdown Employment Area. It is the outcome of extensive community engagement, analysis of existing context, as well as background and technical assessments of infrastructure capacity and transportation and land use compatibility impacts.
- Key recommendations from the Clarkson Master Plan include:
 - a vision and set of guiding principles to help shape future development;
 - removing select lands from the Southdown Employment Area to facilitate residential, mixed use development;
 - changes in land use permissions to support a broader mix of uses;
 - new and expanded public streets;
 - a new animated, vibrant Main Street;
 - an enhanced trail and pedestrian network;
 - a centrally located park to serve as a focal point for the community; and,
 - urban design standards to achieve a walkable, transit-supportive built form.
- Staff intend to bring forward draft official plan policies following endorsement of the Clarkson Master Plan. A community meeting on the draft policies is expected in early 2025. Official plan policies for the Clarkson GO MTSA will require provincial approval.

Background

The Clarkson GO MTSA is well served by higher order transit with all-day, two-way GO train service along the Lakeshore West Line. Provincial planning policies require MTSA's served by the GO Transit rail network to plan for a minimum density of 150 people plus jobs combined per hectare (PPJ/ha).

At the same time, a significant portion of the Clarkson GO MTSA is located within the Southdown Employment Area where residential and other sensitive uses are not permitted. Southdown is a well-established, stable employment area that is home to long-standing industries including a Petro Canada refinery and the Ash Grove Mississauga Cement Plant. Employment Areas help provide a stable tax base, access to jobs and land supply for industrial uses that are generally not compatible with residential and other sensitive uses.

Mississauga is committed to addressing housing supply challenges by ensuring its land use planning regime encourages construction of new housing units. Mississauga Official Plan (MOP) policies in effect today enable the development of 254,000 new residential units which well surpasses the Provincial housing target of 120,000 units.

Mississauga's Housing Plan (Growing Mississauga Housing Action Plan), is the City's roadmap to boost housing supply, improve affordability, streamline approvals and work with government partners to deliver housing-related infrastructure. Specifically, action 2 states that the City will undertake employment land conversion studies to discover new opportunities to add residential units, including at the Clarkson GO MTSA.

This report recommends approval of a master plan that provides for the building of more homes, while maintaining the integrity and viability of the broader Southdown Employment Area. An excerpt from the Clarkson Master Plan showing the boundaries of the Clarkson GO MTSA and Southdown Employment Area is contained in Appendix 1.

INITIATING THE CLARKSON GO MTSA STUDY

The City of Mississauga initiated the Clarkson GO MTSA Study in 2018. The City retained The Planning Partnership (TPP) as the lead consulting firm to undertake a planning analysis, with sub-consultants HDR and Dillon providing transportation and land use compatibility expertise, respectively. Since then, several key project milestones have been completed. These include considering possible redevelopment opportunities, conducting four community meetings, drafting of vision and guiding principles, evaluating land use compatibility and transportation impacts, and completing all necessary technical background studies.

An MTSA boundary delineation exercise was also undertaken as part of the Study in partnership with the Region of Peel. In 2022, the Region's MTSA boundaries and minimum density targets were approved by the Province, including for the Clarkson GO MTSA. The Clarkson Master Plan is the latest project deliverable of the Study and identifies how additional population and employment growth can be accommodated.

EVALUATING AIR QUALITY IN THE CLARKSON GO MTSA

A land use compatibility analysis completed in January 2020, along with community and stakeholder feedback, identified the need for further evaluation of air quality. Previous studies by the Ministry of the Environment, Conservation and Parks had concluded air quality around the Clarkson GO Station was compromised, but current air quality data was lacking.

Work on the Clarkson Master Plan was paused while the following steps were undertaken to address air quality concerns:

- October 2020: Council adopted an Amendment to Mississauga Official Plan (MOPA 117) requiring a completed air quality study before sensitive uses can be considered in Southdown.
- February 2023: WSP Canada Inc. completed an evaluation of air quality at 2077-2105 Royal Windsor Drive on behalf of the owners of the lands – Slate Asset Management (Slate). Slate has submitted a development application proposing sensitive uses on the lands. WSP found that pollution levels are largely due to transportation activities;

commonly experienced in similar urban environments in the Greater Toronto Area (GTA); and not sufficiently elevated to prohibit residential development.

- March 2023: Dillon Consulting, an engineering firm retained by the City, completed a peer review that confirmed the overall air quality findings of WSP Canada Inc.

Staff presented the air quality findings to Council and were directed to resume work on the Clarkson Master Plan in May 2023. This included identifying areas for new residential uses.

Comments

City staff recommend Council endorse the Clarkson Master Plan to help shape growth in the Clarkson GO MTSA. The Clarkson Master Plan is the culmination of significant community engagement, analysis of existing conditions, creation of development concepts and testing of those concepts with the community. It outlines a vision and set of guiding principles for the Clarkson GO MTSA, proposes urban design standards and recommends policy modifications to implement the vision.

The Clarkson Master Plan aims to:

- boost housing supply as part of a mixed use, complete community;
- increase the number of potential transit users within walking distance of the Clarkson GO Station;
- improve transportation connections, particularly for pedestrians and cyclists; and
- maintain the viability and integrity of employment lands that are in short supply.

Full build out of the Clarkson Master Plan is conservatively estimated to accommodate a total of 15,200 people and 2,400 jobs with a density of 215 PPJ/ha, which exceeds the minimum density requirement of 150 PPJ/ha for the Clarkson GO MTSA. The Clarkson Master Plan estimates that an additional 5,000 residential units could be built as a result of proposed land use changes.

KEY COMPONENTS OF THE CLARKSON MASTER PLAN

Key components of the Clarkson Master Plan include: a Concept Plan identifying land uses, parks, opens space, trails, streets and blocks; a Building Height Plan; and a Demonstration Plan illustrating a potential development scenario. Excerpts of these plans are attached as Appendices 2, 3 and 4. A complete copy of the Clarkson Master Plan is contained in Appendix 5. An overview of key directions from the Clarkson Master Plan is provided below.

1. Define a vision for future development in the Clarkson GO MTSA

Through the Clarkson GO MTSA Study engagement process, the community helped define a vision for the Clarkson GO MTSA – shown below in italicized text. The vision emphasizes the importance of achieving a mixed use, complete community with a vibrant public realm and a

connected transportation network. It is supported by six guiding principles which are intended to provide overall direction for future development.

The Clarkson Major Transit Station Area will transform into a vibrant, sustainable, complete and mixed-use community where a diversity of buildings and an animated/vibrant and connected public realm offers pedestrians, cyclists, transit users and drivers different ways to access, navigate and experience the area and direct themselves towards the Clarkson GO Transit Station.

Living, working and playing will be supported and enhanced by a range of housing forms, employment opportunities, community facilities and a connected network of parks and open spaces that complements the natural environment.

2. Remove select lands from the Southdown Employment Area

Current Official Plan policies identify portions of the Clarkson GO MTSA west of Southdown Road and south of the Lakeshore West GO Line as part of the Southdown Employment Area. The Clarkson Master Plan recommends removing select lands from the Southdown Employment Area to allow for residential and other sensitive uses. These lands are located closest to the Clarkson GO Station and were determined to have the fewest land use compatibility issues. They generally extend to the western edge of the Clarkson GO Station parking facility and are located north of Royal Windsor Drive, and are shown in Appendix 2.

Lands that are not recommended for removal include those located west of the Clarkson GO Station parking facility where heavier employment uses such as a municipal works yard and transportation facility are present. The portion of the Clarkson GO MTSA south of Royal Windsor Drive (i.e., Clarkson Crossing shopping plaza) is also not recommended for removal due to land use compatibility concerns with an adjacent radio transmission antenna array and closer proximity to the Ash Grove Mississauga cement plant and other heavy industrial uses. Should the makeup of businesses change in Southdown, a further review of the Employment Area boundaries may be warranted.

3. Plan for a complete community with a mix of uses

MOP identifies the portion of the Clarkson GO MTSA east of Southdown Road as part of the Clarkson Village Community Node Character Area (Clarkson Village). Clarkson Village already exhibits many of the desirable characteristics of a complete community, including a range of housing options, mixed use development along Lakeshore Road West, and a strong sense of place and community identity.

The Clarkson Master Plan recommends changes to land use designations and Character Area boundaries. These include extending the Clarkson Village Community Node to encompass the lands being removed from the Southdown Employment Area as well as the area located within the Clarkson-Lorne Neighbourhood (see Appendix 2).

The Clarkson Master Plan also identifies sub-Areas that collectively are intended to achieve the vision for a mixed use, complete community (see Appendix 2 for a map showing sub-Areas):

- The Mixed Use Area will accommodate a mix of uses to support residential development and a transit-supportive built form. Mixed use buildings will contain non-residential uses such as office, service commercial and retail in addition to residential uses. In key locations, development will be required to provide active, ground floor non-residential uses with front doors and storefronts facing onto public streets and parks.
- The Residential Area provides further opportunities for growth and intensification, particularly north of the Lakeshore West GO Line where Metrolinx has surface parking. A range of residential building types will be permitted, including townhouse, mid-rise and high rise buildings. While not required, non-residential uses will be permitted to provide more opportunity for retail, services and amenities.
- The Employment Area will continue to permit uses that have been established including office, retail, municipal works yard and transportation facility. This Area will help minimize the potential for land use compatibility conflicts by separating heavier employment uses from sensitive uses in the Mixed Use and Residential Areas. It will also continue to contribute to the mix of jobs that are located within walking distance of the Clarkson GO Station.

4. Increase maximum building heights

The Clarkson GO MTSA Study considered public feedback, the City's City Structure hierarchy and the existing context to develop recommended minimum and maximum building heights as shown in Appendix 3. A range of building heights are proposed with the tallest buildings up to 25 storeys generally located north and south of the Clarkson GO Station. A transition to lower building heights is recommended east of Southdown Road where a mix of low rise and high rise buildings exist.

MOP MTSA policies currently under appeal would allow increases in maximum heights, subject to meeting criteria on the vision for the area, land uses, compatibility, urban design and infrastructure capacity. West of Southdown Road and south of the Lakeshore West GO Line, the maximum height is also based on the air quality study that considered sensitive uses with heights up to 25 storeys. Increases in height beyond 25 storeys would require a scoped air quality addendum to confirm that there are no potential impacts from nearby air pollutants beyond that height. Other site constraints such as the presence of natural hazards, industry or limited vehicular access may limit development heights.

5. Complete the transportation and park network

The Clarkson Master Plan recommends an enhanced transportation network with improved access to the Clarkson GO Station, and safe, accessible pedestrian and cycling infrastructure. The enhanced transportation network will help accommodate planned growth in the Clarkson

GO MTSA. Proposed new streets, and pedestrian and trail connections, are shown in the demonstration plan attached as Appendix 4.

A new north-south Main Street is a key component of the enhanced transportation network and connects Royal Windsor Drive and the Clarkson GO Station. It is envisioned as a walkable and cycling-friendly street with a vibrant mix of shops, services and amenities, separated cycling facilities, and generous, attractive sidewalks.

The Clarkson Master Plan also identifies the general location of new parks to serve a growing population, improve access to green space, and provide opportunities for recreation and social activity. Specifically, a centrally located community park will serve as a focus for the community and anchor the new Main Street. To fulfill this function, the park will have public frontage on Main Street, be of sufficient size to accommodate population growth, and be designed as a connected, contiguous park that is able to serve as the main open space feature for the community. Development adjacent to the centrally located park will have active frontages with retail and service commercial uses on the ground floor.

6. Plan for a walkable, transit-supportive built form

The Clarkson Master Plan recommends urban design standards to further guide and direct development at the development application review stage. In general, the intent is to set appropriate and desirable standards for development that achieves a walkable, transit-supportive built form. While many of the standards provide for minimum requirements that are often expressed as specific numbers, flexibility and innovation may result in exceptions where the overall goal of a walkable, transit-supportive built form is upheld.

The standards provide direction on: the appropriate orientation and placement of buildings and building features such as entrances, vehicular access, and parking; minimum separation distances between towers; podium heights (the portion of a building that forms the base or foot of a structure); transition in building heights; minimizing shadows; and landscaping.

TESTING INFRASTRUCTURE AND SERVICING CAPACITY

As part of the Clarkson GO MTSA Study, a review of infrastructure and servicing capacity was undertaken. The results are summarized below.

Transportation

HDR was retained to conduct a transportation assessment of the final Clarkson Master Plan. Transportation modeling indicated that the proposed street network and arterial road system are generally expected to accommodate future traffic demands. Key intersections may warrant adjustments to signalization in the future to improve operations and ease vehicular entry into the block located at the northwest corner of Royal Windsor Drive and Southdown Road.

Engineering Services

Analysis of water and wastewater capacity revealed constraints with the full build-out of the Clarkson GO MTSA. The Region of Peel is currently undertaking servicing master plans that will help determine the timing and delivery of watermain and sanitary sewer improvements needed to accommodate forecasted growth.

Public and Community Services

The Peel District School Board and Dufferin-Peel Catholic District School Board indicated sufficient school capacity is available nearby. Additional park space will be required to accommodate growth.

NEXT STEPS

Following endorsement of the Clarkson Master Plan, staff will prepare Official Plan policies to implement key policy directions. A community meeting on the draft policies is expected in the first quarter of 2025.

Policy changes to land uses in the Clarkson GO MTSA require provincial approval. The Province has a significant review period (90 days) before a municipality can hold a statutory public meeting on land use policy changes in MTSA's. Staff will share draft policies with the Province at the earliest opportunity and plans to have them implemented through the Official Plan Review process currently underway to prepare a new Official Plan for Mississauga. If timing does not align with the Official Plan Review process, approval of the Clarkson GO MTSA policies may need to go through a separate process with the Province.

Staff will work to implement non-policy directions through additional planning tools including updating the Lakeshore Road West Clarkson Village Urban Design Guidelines.

Engagement and Consultation

The Clarkson Master Plan reflects the feedback received through multiple engagement activities undertaken with the community since 2018. A total of four community meetings were held to develop a vision and set of guiding principles, test development scenarios, present Study findings and finalize a concept plan. The consulting team and staff also met with key stakeholders, including landowners, nearby industry, Metrolinx, the Ministry of the Environment, Conservation and Parks, and Peel Public Health to receive feedback on draft directions of the Clarkson Master Plan.

COMMENTS RECEIVED FROM THE FINAL COMMUNITY MEETING

Staff hosted a community meeting to receive feedback on the draft master plan on November 22, 2023 that included proposed directions on vision, public realm, land uses, mobility and parkland. Approximately 110 participants were in attendance. Overall, participants expressed support for the master plan and the vision for a walkable, transit-supportive community, and had suggestions for improvement. Comments from the community are summarized in a What We

Heard report on the project website (<https://yoursay.mississauga.ca/clarkson>). These comments were used to refine the trail and pedestrian connection network, building heights, land use permissions and public realm.

After the community meeting, area landowners provided written correspondence on the following matters:

- request to remove two sites west of the Clarkson GO Station parking facility and Clarkson Crossing from the Southdown Employment Area to facilitate residential, mixed use development;
- request to change land use and height permissions along the eastern edge of Southdown Road, south of Lushes Avenue (913, 923 and 927 Southdown Road); and
- continued concerns from industry with the introduction of sensitive uses in the Southdown Employment Area and impacts to their operations.

In response to these comments, a further evaluation of land use compatibility within the Clarkson MTSA was undertaken. It confirmed the presence of heavier industry to the west of the Clarkson GO Station parking facility. Staff also note that the Clarkson Crossing site is located adjacent to a radio transmission antenna array which can interfere with the use of electronic devices (e.g. radios, clocks, phones, telephones), and is in closer proximity to the Ash Grove cement plant and other heavier industries. Accordingly, no changes were made to the area being removed from the Southdown Employment Area. However, the Clarkson Master Plan was revised to acknowledge that additional sites may be removed from the Southdown Employment Area should the makeup of businesses in the area change.

Site constraints were identified for the properties at 913, 923 and 933 Southdown Road, each containing a detached house. Adjacent properties contain detached houses, townhouses, low rise apartments and natural hazard lands. Current MOP policies allow for intensification of the properties, including low rise apartments up to 4 storeys in height. Staff propose to evaluate whether taller buildings are appropriate as part of the subsequent policy implementation stage.

Financial Impact

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

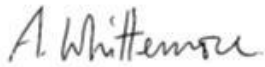
Conclusion

The Clarkson Master Plan sets out a framework for a mixed use, complete community in the Clarkson GO MTSA. It aims to boost housing supply while maintaining the viability and stability of the Southdown Employment Area. It is the outcome of significant community engagement, analysis of existing context, and technical assessments of infrastructure capacity and transportation and land use compatibility impacts. To achieve these aims, the Clarkson Master Plan proposes a vision and guiding principles, changes to official plan policies and urban design

standards. Staff recommend Council endorse the Clarkson Master Plan, and that staff be directed to prepare official plan policies for the Clarkson GO MTSA.

Attachments

- Appendix 1: Clarkson GO MTSA Character Area Boundaries
- Appendix 2: Clarkson Master Plan – Concept Plan
- Appendix 3: Clarkson Master Plan – Building Heights
- Appendix 4: Clarkson Master Plan – Demonstration Plan
- Appendix 5: Clarkson GO Major Transit Station Area – Master Plan



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