

City of Mississauga

Corporate Report



Date: October 26, 2020

To: Chair and Members of Planning and Development Committee

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

Originator's files:
CD.03-UPT

Meeting date:
November 23, 2020

Subject

RECOMMENDATION REPORT (WARD 4 and WARD 5) – Mississauga Official Plan Amendment for the Uptown Major Node Character Area

Recommendation

1. That the report titled "Recommendation Report – Mississauga Official Plan Amendment for the Uptown Major Node Character Area" dated October 26, 2020 from the Commissioner of Planning and Building, be received.
2. That the proposed Mississauga Official Plan amendments contained in the report titled "Recommendation Report – Mississauga Official Plan Amendment for the Uptown Major Node Character Area" dated October 26, 2020 from the Commissioner of Planning and Building, be adopted.

Report Highlights

- This report contains the final policy changes for the Uptown Major Node Character Area in the Mississauga Official Plan (Chapter 13, Major Nodes).
- This Official Plan Amendment (OPA) was developed with input from internal departments, agencies, stakeholders and the public. Engagement took place between September and November, 2020, with a statutory public meeting held on October 19, 2020. Staff also received some written comments on the draft OPA.
- This report summarizes and addresses comments received during this consultation period. For more detail, Appendix 2 lists all comments received and highlights key considerations and/or modifications made to the draft OPA in response to those comments.
- The updated OPA policies are included in Appendix 5. Please refer to Appendix 6 to learn more about the planning rationale for each of the proposed policies. Appendix 7 assesses the policies against the provincial policy framework and other applicable policies.

Background

In July 2020, staff received Council support to develop an OPA to manage growth and respond to development pressure in Uptown Node. Specifically, the OPA was to address items such as: block size and road network, parkland locations, employment retention, requirement for development master plans and the need for affordable housing.

On October 19, 2020, a draft OPA for the Uptown Major Node Character Area (Uptown) was considered at a public meeting of the Planning and Development Committee. A copy of this report is included in Appendix 1 and minutes from the meeting are included in Appendix 4.

Comments

PUBLIC ENGAGEMENT:

The development of the OPA for Uptown has been a consultative process that has produced a framework to aid in the creation of a vibrant, mixed-use and connected community. The engagement program included statutory and non-statutory meetings, online communication and virtual meetings with landowners, members of the public and agency groups, as detailed below.

- **Virtual Community Meeting:** A virtual community meeting was held on October 5, 2020
- **Online Comment Form:** The draft OPA policies were posted on the project website on October 9, 2020, along with an online comment form. The comment form was available from October 9 to October 23, 2020.
- **Stakeholder and Land Owner Meetings:** Outreach with Uptown's stakeholders and major land owners took place between September and November, 2020 in order to provide information on the amendment and gain preliminary feedback on more site specific matters.
- **Statutory Public Meeting:** A statutory public meeting was held on October 19, 2020 at Planning and Development Committee. No deputations were made at this meeting, however staff received two sets of written comments.

A summary of all comments received, and the response from staff has been included in Appendix 2.

STAKEHOLDER COMMENTS:

Below is a summary of comments and concerns received through the public engagement process and responses provided by staff:

Creating a Complete CommunitySummary:

- Staff heard about the need for Uptown to evolve as a complete and mixed-use community that provides opportunities for people of all ages and abilities to live, work, shop and play.

Staff response:

- The proposed policy amendments aim to encourage a range and mix of housing, a finer grained road network, employment uses, parkland and community infrastructure. These policies aim to contribute to the creation of a complete community in Uptown.

Multi-Modal MovementSummary:

- Staff heard about the need for Uptown to support multi-modal movements and improve connections, including access to the Hurontario Light Rail Transit station. Staff also heard about the need to improve the overall pedestrian experience in Uptown.

Staff response:

- The proposed policy amendments includes a 'Block and Road Concept Plan' in order to develop a finer grained road network, break up large blocks, and create a permeable system of streets to support a well-connected and walkable community. The proposed policies also require new developments consider their impact on the public realm and streetscape in order to enhance the pedestrian experience.

Building Height & DensitySummary:

- There was a request to increase building heights at important locations / intersections in Uptown.

- There was also a request to consider including density policies in Uptown that would promote tall and slender buildings and potentially limit the number units on each site.

Staff response:

- Staff consider the existing policy framework guiding heights and densities in Uptown is sufficiently robust. The current Official Plan policy framework permits 25 storey towers, with the opportunity to exceed this limit if certain criteria can be met. Uptown's density is largely controlled through existing zoning provisions that place limits on how many units are permitted on each site. Staff consider that requests to vary height and/or density permissions in Uptown can be better addressed through a site-specific Official Plan Amendment and/or rezoning process when the proposed development can be comprehensively assessed.
- In terms of achieving more slender buildings, staff note that the physical form, relationship among buildings and the quality of the built environment are considered in *Chapter 9 Build a Desirable Urban Form, 9.2.1 Intensification Areas* of the Mississauga Official Plan. These policies also apply to the Uptown Major Node and encourage well-designed buildings, and discourage visual bulk. Further policies relating to the design of tall buildings could be developed as part of the City's Official Plan review process.

Community Infrastructure

Summary:

- The Peel District School Board (PDSB) identified the immediate need for a school site to support growth in Uptown and along the Hurontario corridor.

Staff response:

- The PDSB has legislative mechanisms it can use to secure school sites. The proposed policy amendments encourage innovative partnerships in Uptown, along with opportunities to share community infrastructure and facilities, where practical. The requirement for development master plans on large sites should also assist in the identification of school sites.

Retain and Encourage Non-Residential Uses

Summary:

- There was general agreement that it will be important for Uptown to protect its non-residential space and encourage employment growth. However, some landowners noted

that any requirements for new office and retail space should be economically viable and flexible enough to allow for site-specific design responses

Staff response:

- The City's Official Plan identifies Uptown as a Major Node and envisages it as a Regional Centre with a mix of residential and commercial development. However, development applications for Uptown Node often have limited, if any office or commercial space.
- The policies aim to address this imbalance by encouraging non-residential uses in Uptown. Further, the policies require that existing office space be retained or replaced as part of a redevelopment. The policies also protect the existing retail services. Specifically, redevelopments that propose a reduction in retail square footage must demonstrate that they will not compromise existing retail function within Uptown.
- While new retail/service commercial and office uses in Uptown may be less financially viable than residential uses when assessed independently, combining non-residential and residential uses can achieve development viability. The amenity benefits of non-residential uses, particularly retail/service commercial, may enhance the attractiveness of the residential components for existing and new development.
- While staff would like to see new standalone offices developed in the Node, currently the market for these uses is not strong in the area. The Node's proximity to the Gateway area - where residential uses are not permitted and land values are less - is a major factor. Staff consider mixed-use buildings provide a better opportunity to increase office space in the short-term.
- Attracting office to the Uptown Node is important for fostering a mixed use, walkable, transit supportive community. A community improvement plan (CIP), similar to the Downtown Core Office CIP, may be a tool that Council wishes for staff to explore as a means to incentivize and attract new office into the Uptown Node.

Density Targets and Projected Growth

Summary:

- Staff received a question about how future growth projections align with density targets set for the Uptown Node.

Summary:

- There are currently two density targets to consider in Uptown. The Province has set a minimum density target of 160 ppj/ha; and the City has set its own higher density target for Uptown of 200-300 ppj/ha. Staff consider that the higher of these two targets prevails in planning for the area.
- Based on Uptown's current population of 12,300 people and 2,200 jobs, the area accommodates 148 ppj/ha. Therefore, Uptown is very much on track to achieving the targets set by both the Province and the City.
- In terms of projected growth, staff note that Uptown could be on track to having a population of between 25,000 and 30,000 people and support about 4,000 jobs. This population and employment range would put Uptown Node at the top end of the City's density target (200-300 ppj/ha) for the area.
- Over the much longer term, Uptown's population could reach 40,000 people and the area could employ about 4,000 people. This level of population and employment growth would result in Uptown exceeding current targets and reaching a density of over 400 ppj/ha.
- The OPA does not propose to amend density targets for Uptown, as growth is anticipated to fall within the targeted density range for many decades to come. However, staff will continue to review Uptown's density target over the longer term and determine if further upward adjustments are required.

Projected Growth	Density Range People and Jobs Per Hectare (PPJ/ha)
Target	200 - 300
Existing 12,300 people; 2,200 jobs	148
Zoning allowance 25,000 people; 4,000* jobs	295
Growth in pipeline <i>Including active and preliminary development applicatio):</i> 30,000 people; 4,000* jobs	346
Long term growth trajectory 40,000 people; 4,000* jobs	449

* Based on 2041 employment forecasts for Uptown Node.

Mapping Updates

Summary:

- Some mapping errors and/or omissions on the proposed Block and Road Concept Plan were identified.

Staff response:

- The pedestrian connection shown on the Block and Road Concept Plan, at Preston Meadow Ave and Hurontario Street, has been changed to reflect its correct location.
- A pedestrian connection from Hurontario Street east towards Four Springs Ave, as well as a pedestrian bridge connecting over Cooksville Creek has been added.
- Park #525, on the western boundary of the Uptown Major Node Character Area has been added in order to illustrate the network of existing and future open space in area.

OTHER MODIFICATIONS TO THE DRAFT OFFICIAL PLAN AMENDMENT POLICIES

In addition to the proposed revisions noted in the staff responses above, other modifications made to the draft Official Plan Amendment include:

- Changing the three-storey height limit on lands designated Residential Medium Density to four storeys, in order to be more consist with permissions in similar areas across the city.
- Renaming the Guiding Principles section to Introduction to be more consistent with similar sections of the Official Plan.
- Clarifying the policy intent for the Urban Design policies relating to the street hierarchy and design requirements.

Appendix 5 contains the draft official plan amendment for Uptown with proposed changes indicated. Additional adjustments may be required prior to a finalized version being brought forward to Council for approval.

Financial Impact

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

Conclusion

Comments from a range of stakeholders have been carefully considered and the proposed policies have been revised where appropriate. These policies will provide a sound planning framework for the future redevelopment of the Uptown Node into a complete, connected, mixed-use community.

Attachments

- Appendix 1: Public Meeting Information Report (Wards 4 and 5) – Mississauga Official Plan Amendment for the Uptown Major Node Character Area, October 19, 2020
- Appendix 2: Response to Comments Summary
- Appendix 3: Written Submissions
- Appendix 4: Public Meeting Minutes
- Appendix 5: Proposed Official Plan Amendment with Revisions
- Appendix 6: Planning Rationale for Proposed Amendment
- Appendix 7: Summary of Applicable Policies



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