



Notice of the Passing of an Official Plan Amendment By-law (OPA 115)

City-Initiated By-law affecting City-Wide (for general policy changes regarding definitions); the Central Erin Mills Major Node Character Area; and the Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Node Character Areas, as identified in Mississauga Official Plan.

Date of Decision: December 9, 2020
Date of Notice: December 17, 2020
Last Date of Appeal: January 6, 2021

TAKE NOTICE that on December 9, 2020, the Council of the Corporation of the City of Mississauga passed By-law 0270-2020, to amend the Official Plan, under Sections 17 or 21 of the Planning Act, R.S.O., 1990, c.P.13 as amended.

THE PURPOSE AND EFFECT of the Official Plan Amendment is to revise policies pertaining to the Central Erin Mills Node and the Community Nodes that are mall-based and to add definitions for 'podium' and 'tactical urbanism'.

IF YOU WISH TO APPEAL to the Local Planning Appeal Tribunal a copy of an appeal form is available from the LPAT website at olt.gov.on.ca. An appeal of the by-law must be filed with the Clerk of the City of Mississauga, Attention: Diana Rusnov, 300 City Centre Drive, Mississauga, ON L5B 3C1, no later than **January 6, 2021**, by mail, courier, or in person by booking an appointment at <https://reservation.frontdesksuite.com/mississauga/reservation> and selecting Other Inquiries.

Only individuals, corporations and public bodies may appeal a by-law to the Local Planning Appeal Tribunal. A notice of appeal may not be filed by an unincorporated association or group. However, a notice of appeal may be filed in the name of an individual who is a member of the association or the group on its behalf.

No person or public body shall be added as a party to the hearing of the appeal unless, before the official plan amendment and/or by-law was passed, the person or public body made oral submissions at a public meeting or written submissions to the City of Mississauga Council or, in the opinion of the Local Planning Appeal Tribunal, there are reasonable grounds to add the person or public body as a party.

The Notice of Appeal must:

- 1) set out reasons for the appeal;
- 2) be accompanied by the fee in the amount of \$1,100.00 per application (as of July 1, 2020) payable to the Minister of Finance, and
- 3) be accompanied by a fee in the amount of \$300.00, payable to the City of Mississauga.
- 4) Four (4) copies of the appeal package.

MORE INFORMATION: A copy of the Official Plan Amendment in its entirety can be found at www.mississauga.ca/portal/cityhall/publicnotices or from **Ben Phillips** of the City of Mississauga, Planning and Building Department at (905) 615-3200 X **5881**.

Mailing Address for Filing a Notice of Appeal

City of Mississauga
Office of the City Clerk,
300 City Centre Drive, 2nd Floor,
Mississauga ON L5B 3C1

**Amendment No. 115
to
Mississauga Official Plan**

By-law No. 0270-2020

A by-law to Adopt Mississauga Official Plan Amendment No. 115

WHEREAS in accordance with the provisions of sections 17 or 21 of the *Planning Act*, R.S.O. 1990, c.P.13, as amended, ("*Planning Act*") Council may adopt an Official Plan or an amendment thereto;

AND WHEREAS, pursuant to subsection 17(10) of the *Planning Act*, the Ministry of Municipal Affairs and Housing authorized the Regional Municipality of Peel ("Region" or "Regional"), an approval authority, to exempt from its approval any or all proposed Local Municipal Official Plan Amendments;

AND WHEREAS, Regional Council passed By-law Number 1-2000 which exempted all Local Municipal Official Plan Amendments adopted by local councils in the Region after March 1, 2000, provided that they conform with the Regional Official Plan and comply with conditions of exemption;

AND WHEREAS, the Commissioner of Public Works for the Region has advised that, with regard to Amendment No. 115, in his or her opinion the amendment conforms with the Regional Official Plan and is exempt;

AND WHEREAS, Council desires to adopt certain amendments to Mississauga Official Plan regarding policy changes within the Major Node and Community Node Character Areas, and policy changes to the Introduction and Glossary chapters;

NOW THEREFORE the Council of The Corporation of the City of Mississauga ENACTS as follows:

1. The document attached hereto, constituting Amendment No. 115 to Mississauga Official Plan, is hereby adopted.

ENACTED and PASSED this 9th day of December, 2020.

Signed 
MAYOR

Signed 
CLERK

Amendment No. 115
to
Mississauga Official Plan

The following text attached constitutes Amendment No. 115.

Also attached but not constituting part of the Amendment are Appendices I and II.

Appendix I is a description of the Public Meeting held in connection with this Amendment.

Appendix II is a copy of the Planning and Building Department report dated September 4th, 2020, pertaining to this Amendment.

PURPOSE

The purpose of this Amendment is to revise policies pertaining to the Central Erin Mills Major Node and the Community Nodes that are mall-based and to add definitions for 'podium' and 'tactical urbanism'.

LOCATION

The lands affected by this Amendment are located city-wide (for general policy changes regarding definitions); the Central Erin Mills Major Node Character Area; and the Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Node Character Areas, as identified in Mississauga Official Plan.

BASIS

Mississauga Official Plan came into effect on November 14, 2012, save and except for the outstanding site specific appeals to the Local Planning Appeal Tribunal.

The amendments to the general policies are required to define terms used in the proposed policies.

The amendments to the Central Erin Mills Major Node Character Area and the Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Node Character Areas are to provide policies to guide the redevelopment and intensification of these areas into mixed use communities that provide a range of housing options, retail and service commercial uses and community facilities required for a complete community.

The proposed Amendment is acceptable from a planning standpoint and should be approved to ensure that clear and concise policies are in the Plan to guide future development.

DETAILS OF THE AMENDMENT AND POLICIES RELATIVE THERETO

1. Section 1.1.4, How to Read Mississauga Official Plan, Introduction, of Mississauga Plan, is hereby amended by adding the following to Policy 1.1.4.oo:
 - Complete Streets
2. Section 13.2, Central Erin Mills Major Node Character Area, of Mississauga Official Plan, is hereby amended by removing Floor Space Index (FSI) ranges from Map 13-2: Central Erin Mills Major Node Character Area.
3. Section 13.2, Central Erin Mills Major Node Character Area, of Mississauga Official Plan, is hereby amended by adding the following before Section 13.2.1, Special Site Policies and renumbering Section 13.2.1 to 13.2.11:

13.2.1 Introduction

The Central Erin Mills Major Node has a concentration of retail and service commercial uses, community facilities and transit facilities that serve the existing and planned uses within the Node and the broader regional community.

Erin Mills Town Centre is a two storey indoor mall surrounded by large surface parking lots and vacant parcels of land. Other types of retail and service commercial uses located in the Node include single storey and large format stores and strip plazas. It is anticipated that the Erin Mills Town Centre will remain as the retail anchor of the Node. However, the surface parking areas serving the mall, vacant lands and the single storey retail uses have development and intensification potential. The existing transit facilities will remain with plans to improve customer amenities.

The Node is to evolve into a healthy sustainable complete community with:

- its role as the centre of community life for persons of all abilities, incomes and ages preserved and enhanced through the provision of amenities, facilities, employment, social spaces and an attractive public realm
- its planned function as a focal point for retail and service commercial uses, community facilities and bus facilities retained
- the provision of a mixture of residential built forms and tenures suitable to a variety of income levels and household types including below-market priced housing
- active transportation modes that are prioritized within the Node and connect to the surrounding residential neighbourhoods
- public transit that is prioritized over vehicular traffic and connects to the surrounding regional community
- densities and a mix of uses that 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

- environmentally resilient development that includes the use of **stormwater best management practices** and **green infrastructure**.

13.2.2 General

- 13.2.2.1 Community infrastructure within the Node should be retained and, where appropriate, enhanced to meet the needs of the existing and planned residential population of the Node and surrounding neighbourhoods.
- 13.2.2.2 Public and private elements, including cultural uses, public art and the design of buildings and spaces should be unified and create a sense of place that is accessible, age friendly, comfortable and welcoming at all times of the year and contributes to the identity of the Node.
- 13.2.2.3 Parkland should be designed and located to create a central focus for the Node. Parkland may also provide gathering spaces and linear connections throughout the Node, to existing open spaces, commercial developments, community facilities and to surrounding neighbourhoods.
- 13.2.2.4 Playgrounds should be provided within an unobstructed 400 m walking distance from residential areas within the Node.
- 13.2.2.5 Privately owned publicly accessible space that enhances and connects the public open space system is encouraged.
- 13.2.2.6 **Tactical urbanism** is encouraged to enliven the Node on a temporary basis or to test ideas for long term changes.
- 13.2.2.7 Transit infrastructure and service within the Node should be retained and, where appropriate, enhanced to meet the needs of the ridership demand of the Node in alignment with MiWay standards.

13.2.3 Height and Density

- 13.2.3.1 A minimum building height of three storeys and a maximum building height of 25 storeys will apply. Buildings without a residential component will have a minimum height of two storeys.
- 13.2.3.2 A maximum FSI of 2.75 to be calculated across the entire area of the Node, excluding public and private roads, will apply.
- 13.2.3.3 Individual properties will not exceed an FSI of 2.75 unless it can be demonstrated to the satisfaction of the City that the FSI for the entire Node will not be exceeded and the development potential of other lands within the Node has been considered.
- 13.2.3.4 A gross density of between 200 and 300 residents and jobs combined per hectare measured across the Node will be achieved.
- 13.2.3.5 A combination of residential and employment uses are encouraged

13.2.4 Urban Design

- 13.2.4.1 Development will provide for a range of building types and heights, including mid-rise buildings to create diversity of urban form and housing choice. For the purpose of these policies, a mid-rise building means a building having a height that is greater than four storeys and less than the width of the street on which it fronts but not greater than 12 storeys. A mid-rise building cannot be structurally connected to a **tall building**.
- 13.2.4.2 Buildings will be designed and located to:
- frame and animate streets and public spaces;
 - create a coherent built environment;
 - provide setbacks along internal roads that provide a consistent building edge and relate to the scale of buildings and width of roads;
 - provide reduced building setbacks on internal roads with grade related retail and service commercial uses where appropriate;
 - provide significant and consistent setbacks along collector and arterial streets to promote landscape boulevards that enhance the pedestrian experience; and
 - create a street-wall along collector and arterial streets with appropriate openings for street-facing courtyards that provide usable landscape areas for residents and pedestrians
- 13.2.4.3 **Tall buildings** should have **podiums** and be located along arterial or collector roads or near transit facilities.
- 13.2.4.4 In order to maximize natural light, sky views and privacy, the following will be required:
- appropriate transitions between buildings, to open spaces and to adjacent neighbourhoods; and
 - a minimum separation distance of 40 metres between any portions of buildings that are greater than six storeys in height to prevent clustering.

13.2.5 Residential Uses

- 13.2.5.1 Residential development permitted by any land use designation will include:
- a minimum 10 percent of housing units that are below-market for each development application proposing more than 50 residential units. This will be comprised of units targeted for a range of middle income households. Approximately half of these units will be larger, family-sized dwellings containing more than one bedroom.

For the purposes of this section:

- middle income is defined as Mississauga households with

annual earnings between the lowest 40 to 60 percent of income distribution

- below-market ownership housing means housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income
- below-market rental housing means a unit for which the rent does not exceed 30 percent of gross annual household income

13.2.5.2 Affordable housing for low income households will be encouraged. It is recognized that affordable housing provision is subject to landowners being able to secure access to adequate funding and collaboration with the Region of Peel as Service Manager for subsidized housing.

13.2.5.3 Reduced parking requirements will be considered for the below-market and affordable housing units described in policies 13.2.5.1 and 13.2.5.2 as an incentive to encourage their development.

13.2.5.4 The below-market housing units described in Policy 13.2.5.1 are to be comprised of a mix of both below-market rental and below-market ownership housing when considered across the Node. Individual development applications are encouraged wherever possible to include a mix of both below-market rental and below-market ownership housing.

13.2.5.5 Land conveyance to a non-profit housing provider such as the Region of Peel will be considered in lieu of the direct provision of some or all of the below-market housing units described in Policy 13.2.5.1. Land parcel size, configuration, location, estimated unit yield and adherence to all other policies of this Plan will be included in this consideration.

13.2.5.6 Any existing below-market rental housing units that are retained under the provisions of the City's Rental Housing Protection By-law will count towards the below-market housing unit requirements described in Policy 13.2.5.1.

13.2.5.7 Residential built forms, unit types and sizes will accommodate the needs of a diverse population. This includes people at all stages of life and ability, particularly older adults, families and those with special needs.

13.2.5.8 Notwithstanding the Residential Medium Density policies of this Plan, mid-rise buildings are also permitted.

13.2.6 Mixed Use Designation

13.2.6.1 Lands designated Mixed Use will provide a variety of retail and service commercial uses that meet the needs of everyday living for people residing and working within the Node and in the surrounding neighbourhoods.

13.2.6.2 Retail and service commercial uses should be located to animate streets and public spaces.

- 13.2.6.3 Official plan amendments for the redesignation of lands designated Mixed Use may be considered provided the planned function of the non-residential uses is maintained.
- 13.2.6.4 Redevelopment that results in a loss of retail and service commercial floor space will not be permitted unless it can be demonstrated that the planned function of the existing non-residential component will be maintained.
- 13.2.6.5 For the purposes of the policies in this section, maintenance of the non-residential planned function of the Mixed Use designation means:
- a. the role of the Major Node in the City Structure hierarchy is maintained;
 - b. community facilities and gathering space functions are maintained;
 - c. a significant concentration of convenient, easily accessible retail and service commercial uses that meet the needs of the local population is maintained;
 - d. employment opportunities, such as office and institutional jobs, are encouraged; and
 - e. a grocery store use is maintained within the Node

13.2.7 Office Uses

- 13.2.7.1 Redevelopment that results in the loss of office space will be discouraged.
- 13.2.7.2 Office development may be excluded from the calculation of maximum FSI requirements without an amendment to this Plan.

13.2.8 Environment

- 13.2.8.1 To achieve a sustainable community and reduce reliance on fossil fuels, development will be designed to include sustainable measures such as:
- a. Designing and orienting buildings to be “solar ready” and to take advantage of passive heating and cooling;
 - b. Connecting to district energy systems, where available;
 - c. Using **renewable energy** sources such as solar or geothermal energy;
 - d. Managing stormwater run-off through innovative methods including **stormwater best management practices** and **green infrastructure**; and
 - e. Installing green roofs or white roofs.

- 13.2.9 Transportation
- 13.2.9.1 A road system with numerous intersections will be required to provide connectivity and encourage walking and cycling as the predominant modes of transportation within the Node.
- 13.2.9.2 Block sizes will be a maximum of 80 by 180 metres or an equivalent perimeter. Roads surrounding blocks will be public and meet City right-of-way and design standards.
- 13.2.9.3 A limited number of private roads may be permitted instead of a public road to facilitate underground services such as deliveries and parking, subject to the following:
- a. public easements will be required;
 - b. required right-of-way widths will be provided; and
 - c. appropriate terminus may be required for maintenance and operations where a public road connects with a private road.
- 13.2.9.4 New roads will connect and align with existing roads in surrounding neighbourhoods.
- 13.2.9.5 Roads will be designed as complete streets. New roads will be designed to incorporate active transportation and transit infrastructure. Existing arterial and collector roads within and surrounding the Node will be redesigned to incorporate active transportation and transit infrastructure, as appropriate.
- 13.2.9.6 Landscaping, street furniture and building setbacks will be used to animate roads and create a positive pedestrian, cycling and transit-oriented experience.
- 13.2.9.7 Vehicular access from roads will be coordinated and consolidated in order to minimize driveways and disruption to pedestrians, cyclists and transit.
- 13.2.9.8 Pedestrian and cycling connections to transit facilities will be prioritized.
- 13.2.9.9 Transit services will be enhanced as ridership demands increase. Transit stations and facilities will be incorporated into redevelopment plans adhering to MiWay standards.
- 13.2.9.10 Bicycle parking will be required and will be located throughout the Node and at transit facilities.
- 13.2.9.11 On-street parking will be provided as appropriate and integrated into the **streetscape** design, balancing the needs of all modes of transportation and the public realm elements that share the right-of-way.
- 13.2.9.12 Surface parking areas will be replaced by structured parking. Limited surface parking will be permitted to accommodate matters such as accessibility parking spaces, car-share spaces and pick-up/drop-off point delivery services.
- 13.2.9.13 Where surface parking is permitted its impact should be minimized by being located at the rear or side of buildings, by using screening

and employing low impact development techniques, and by providing pedestrian amenities, where appropriate.

- 13.2.9.14 Underground parking structures are preferred, however, where above grade parking structures are permitted they will be screened in such a manner that vehicles are not visible from public view and have appropriate direction signage to the structure. Along prominent streets, parking structures should be screened by liner buildings that incorporate a mix of uses between the parking structure and the street.

13.2.10 Implementation

- 13.2.10.1 The need for a development master plan will be determined through a pre-application meeting and in consultation with staff prior to application submission. Redevelopment of the existing Erin Mills Town Centre mall property will require a development master plan. Matters to be addressed by the development master plan may, among other matters, include the following:

- a. Delineation of development blocks;
- b. Road alignment and characteristics;
- c. Distribution of density;
- d. Building heights and massing;
- e. Land uses and estimated number of people and jobs;
- f. Phasing plans;
- g. Relationship to surrounding areas;
- h. Servicing requirements;
- i. A public realm plan, including parkland;
- j. Vehicular and active transportation circulation plan;
- k. Vehicular and bicycle parking;
- l. Animation at grade, particularly for retail focus areas and in proximity to transit services and along major roads;
- m. Environmentally sustainable measures;
- n. Existing and proposed transit infrastructure; and
- o. Pedestrian Network Plan

- 13.2.10.2 The City will work with development proponents to integrate public and private investments to achieve the objectives of this Plan including the provision of a focal point for the residents and employees within the Node and surrounding neighbourhoods, housing choices for people of various income levels and household types and improvements to multi-modal transportation assets and facilities.

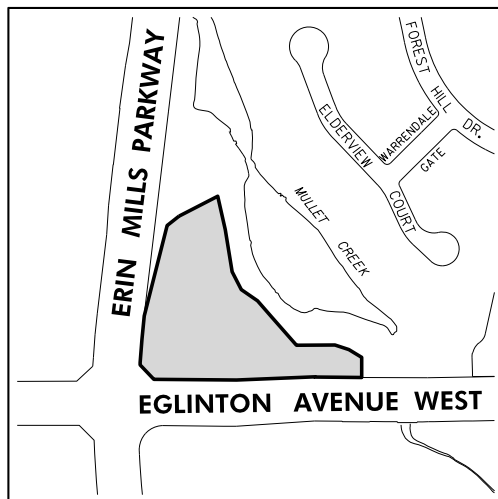
- 13.2.10.3 The City may require a retail and service needs assessment study when development applications propose a reduction of existing

commercial space. The study will address how the planned function of the Node as the focal point for retail and service commercial uses and community facilities for existing and planned residents of the Node and surrounding neighbourhoods is retained.

- 13.2.10.4 Where the redevelopment of retail and service commercial uses is proposed, phasing of development may be required to ensure that the planned function of the Node is maintained during redevelopment.
 - 13.2.10.5 When a public road is required or a private road is permitted instead of a required public road, development will occur by way of plan of subdivision to secure the location and size of development blocks and the alignment of roads.
 - 13.2.10.6 Applicants are encouraged to prepare development master plans jointly with other landowners in the Node. Where joint plans are not prepared, City staff may consult with other landowners in the Node.
 - 13.2.10.7 Applications proposing densities above a FSI of 2.75 will be required to demonstrate how the maximum density will not be exceeded across the Node and applicants may be required to enter into a development agreement and include lower density lands in the development proposal.
- 4. Section 13.2, Central Erin Mills Major Node Character Area, of Mississauga Official Plan, is hereby amended by adding Special Site 2 on Map 13-2: Central Erin Mills Major Node Character Area in accordance with the Special Site Policies.
 - 5. Section 13.2.11 (formerly policy 13.2.1), Special Site Policies, Central Erin Mills Major Node Character Area, of Mississauga Official Plan, is hereby amended by adding the following:

13.2.11.2

Site 2



13.2.11.2.1 The lands identified as Special Site 2 are located at the northeast corner of Eglinton Avenue West and Erin Mills Parkway.

13.2.11.2.2 Notwithstanding the policies of this Plan, the following additional policies will apply:

- a. a total maximum floor space index (FSI) of 3.4 will be permitted.

13.2.11.2.3 Policies of Sections 13.2.1 to 13.2.10 will not apply.

6. Section 14.1, Introduction, Community Nodes, of Mississauga Official Plan, is hereby amended by adding the following:

14.1.7 Mall-based Community Nodes

The Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Nodes were all created around an indoor shopping mall and have a concentration of retail and service commercial uses and community facilities. Community Nodes are expected to evolve and change as they intensify, however, their planned function as the focal point of commercial, community and transit uses serving the existing and planned residential and employment community within the Nodes and surrounding residential neighbourhoods, is to remain.

Many of the indoor shopping malls have undergone significant changes since they were initially built in terms of the mix of tenants, uses, physical size and layout. Common to all the shopping malls are large areas of surface parking and a variety of single storey small and large format retail stores that have developed surrounding the malls.

The mall-based Community Nodes will evolve into healthy sustainable complete communities with:

- their role as the centre of community life for persons of all abilities, incomes and ages preserved and enhanced through the provision of amenities, facilities, social spaces and an attractive public realm
- their planned function as a focal point for retail and service commercial uses, community facilities and transit facilities retained
- the provision of a mixture of residential built forms and tenures suitable to a variety of income levels and household types including below-market priced housing
- active transportation modes that are prioritized within the Nodes and connect to the surrounding residential neighbourhoods
- public transit that is prioritized over vehicular traffic and connects to the surrounding regional communities
- densities and a mix of uses that allow people to meet many of their needs locally and within walking distance
- attractive and well-connected built environments that promote physically active lifestyles

- environmentally resilient development that includes the use of **stormwater best management practices** and **green infrastructure**.

14.1.7.1 General

- 14.1.7.1.1 Community infrastructure within the Nodes should be retained and, where appropriate, enhanced to meet the needs of the existing and planned residential population of the Nodes and surrounding neighbourhoods.
- 14.1.7.1.2 Public and private elements, including cultural uses, public art and the design of buildings and spaces should be unified and create a sense of place that is accessible, age friendly, comfortable and welcoming at all times of the year and contributes to a unique identity for each Node.
- 14.1.7.1.3 Parkland should be designed and located to create a central focus for the Node. Parkland may also provide gathering spaces and linear connections throughout the Node, to existing open spaces, commercial developments, community facilities and to surrounding neighbourhoods.
- 14.1.7.1.4 A minimum of one playground should be provided in a central location within the Node.
- 14.1.7.1.5 Privately owned publicly accessible space that enhances and connects the public open space system is encouraged.
- 14.1.7.1.6 **Tactical urbanism** is encouraged to enliven Nodes on a temporary basis or to test ideas for long term changes.
- 14.1.7.1.7 Transit infrastructure and service within the Node should be retained and, where appropriate, enhanced to meet the needs of the ridership demand of the Node in alignment with MiWay standards.

14.1.7.2 Height and Density

- 14.1.7.2.1 A minimum building height of three storeys and a maximum building height of 15 storeys will apply. Buildings without a residential component will have a minimum height of two storeys.
- 14.1.7.2.2 A maximum **Floor Space Index (FSI)** of 2.25 to be calculated across the entire area of the Node, excluding public and private roads, will apply.
- 14.1.7.2.3 Individual properties will not exceed an FSI of 2.25 unless it can be demonstrated to the satisfaction of the City that the FSI for the entire Node will not be exceeded and the development potential of other lands within the Node has been considered.
- 14.1.7.2.4 A gross density of between 150 and 250 residents and jobs combined per hectare measured across the Node will be achieved.
- 14.1.7.2.5 A combination of residential and employment uses are encouraged.

14.1.7.3 Urban Design

- 14.1.7.3.1 Development will provide for a range of building types and heights, including **mid-rise buildings** to create diversity of urban form and housing choice. For the purposes of these policies, **Mid-rise Building** means a building having a height that is greater than four storeys and less than the width of the street on which it fronts but not greater than 12 storeys. A **mid-rise building** cannot be structurally connected to a **tall building**.

14.1.7.3.2 Buildings will be designed and located to:

- a. frame and animate streets and public spaces;
- b. create a coherent built environment;
- c. provide setbacks along internal roads that provide a consistent building edge and relate to the scale of buildings and width of roads;
- d. provide reduced building setbacks on internal roads with grade; related retail and service commercial uses, where appropriate;
- e. provide significant and consistent setbacks along collector and arterial streets to promote landscape boulevards that enhance the pedestrian experience; and
- f. create a street-wall along collector and arterial streets with appropriate openings for street-facing courtyards that provide usable landscape areas for residents and pedestrians

- 14.1.7.3.3 **Tall buildings** should have **podiums** and be located along arterial or collector roads or near transit stations.

14.1.7.3.4 In order to maximize natural light, sky views and privacy, the following will be required:

- a. appropriate transitions between buildings, to open spaces and to adjacent neighbourhoods;
- b. a minimum separation distance of 40 metres between any portions of buildings that are greater than six storeys in height within the Meadowvale Community Node to prevent clustering; and
- c. generous separation distances between **tall** buildings within the Malton, Rathwood-Applewood, Sheridan and South Common Community Nodes to prevent clustering.

14.1.7.4 Residential Uses

14.1.7.4.1 Residential development permitted by any land use designation will include:

- a. a minimum 10 percent of housing units that are below-market for each development application proposing more than 50 residential units within the Meadowvale, Sheridan and South

Common Community Nodes. This will be comprised of units targeted for a range of middle income households. Approximately half of these units will be larger, family-sized dwellings containing more than one bedroom. For the purposes of this section:

- middle income is defined as Mississauga households with annual earnings between the lowest 40 to 60 percent of income distribution
- below-market ownership housing means housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income
- below-market rental housing means a unit for which the rent does not exceed 30 percent of gross annual household income

14.1.7.4.2 Affordable housing for low income households will be encouraged. It is recognized that affordable housing provision is subject to landowners being able to secure access to adequate funding and collaboration with the Region of Peel as Service Manager for subsidized housing.

14.1.7.4.3 Reduced parking requirements will be considered for the below-market and affordable housing units described in policies 14.1.7.4.1 and 14.1.7.4.2 as an incentive to encourage their development.

14.1.7.4.4 The below-market housing units described in policy 14.1.7.4.1 are to be comprised of a mix of both below-market rental and below-market ownership housing when considered across the Node. Individual development applications are encouraged wherever possible to include a mix of both below-market rental and below-market ownership housing.

14.1.7.4.5 Land conveyance to a non-profit housing provider such as the Region of Peel will be considered in lieu of the direct provision of some or all of the below-market housing units described in policy 14.1.7.4.1. Land parcel size, configuration, location, estimated unit yield and adherence to all other policies of this Plan will be included in this consideration.

14.1.7.4.6 Any existing below-market rental housing units that are retained under the provisions of the City's Rental Housing Protection By-law will count towards the below-market housing unit requirements described in Policy 14.1.7.4.1.

14.1.7.4.7 Residential built forms, unit types and sizes will accommodate the needs of a diverse population. This includes people at all stages of life and ability, particularly older adults, families and those with special needs.

14.1.7.4.8 Notwithstanding the Residential Medium Density policies of this Plan, low-rise and mid-rise apartment buildings are also permitted.

14.1.7.5 Mixed Use Designation

- 14.1.7.5.1 Lands designated Mixed Use will provide a variety of retail and service commercial uses that meet the needs of everyday living for people residing and working within each Node and those living in

surrounding neighbourhoods.

- 14.1.7.5.2 Retail and service commercial uses will be located to animate streets and public spaces.
- 14.1.7.5.3 Retail and service commercial uses are required on at least a portion of the ground floor of buildings on lands designated Mixed Use.
- 14.1.7.5.4 Official plan amendments for the redesignation of lands designated Mixed Use may be considered provided the planned function of the non-residential uses is maintained.
- 14.1.7.5.5 Redevelopment that results in a loss of retail and service commercial floor space will not be permitted unless it can be demonstrated that the planned function of the existing non-residential component will be maintained.
- 14.1.7.5.6 For the purposes of the policies in this section, maintenance of the non-residential planned function of the Mixed Use designation means:
 - a. the role of the Community Node in the City Structure hierarchy is maintained
 - b. community facilities and gathering space functions are maintained;
 - c. a significant concentration of convenient, easily accessible retail and service commercial uses that meet the needs of the local population is maintained; and
 - d. a grocery store use is maintained within the Node.

14.1.7.6 Office Uses

- 14.1.7.6.1 Redevelopment that results in the loss of office space will be discouraged.
- 14.1.7.6.2 Office development may be excluded from the calculation of maximum FSI requirements without an amendment to this Plan.

14.1.7.7 Environment

- 14.1.7.7.1 To achieve a sustainable community and reduce reliance on fossil fuels, development will be designed to include sustainable measures such as:
 - a. designing and orienting buildings to be “solar ready” and to take advantage of passive heating and cooling;
 - b. connecting to district energy systems, where available;
 - c. using **renewable energy** sources such as solar or geothermal energy;
 - d. managing stormwater run-off through innovative methods including **stormwater best management practices** and **green infrastructure; and**

- e. installing green roofs or white roofs.

14.1.7.8 Transportation

- 14.1.7.8.1 A road system with numerous intersections will be required to provide connectivity and encourage walking and cycling as the predominate modes of transportation within the Nodes.
- 14.1.7.8.2 Block sizes will be a maximum of 80 by 180 metres or an equivalent perimeter. Roads surrounding blocks will be public and meet City right-of-way and design standards.
- 14.1.7.8.3 A limited number of private roads may be permitted instead of a public road to facilitate underground services such as deliveries and parking, subject to the following:
 - a. public easements will be required;
 - b. required right-of-way widths will be provided; and
 - c. appropriate terminus may be required for maintenance and operations where a public road connects with a private road.
- 14.1.7.8.4 New roads will connect and align with existing roads in surrounding neighbourhoods.
- 14.1.7.8.5 New roads will be designed as **complete streets**. Existing arterial and collector roads within and surrounding the Node will be redesigned as **complete streets**, as appropriate.
- 14.1.7.8.6 Landscaping, street furniture and building setbacks will be used to animate roads and create a positive pedestrian, cycling and transit-oriented experience.
- 14.1.7.8.7 Vehicular access from roads will be coordinated and consolidated in order to minimize driveways and disruption to pedestrians, cyclists and transit.
- 14.1.7.8.8 Pedestrian and cycling connections to transit facilities will be prioritized.
- 14.1.7.8.9 Transit services will be enhanced as ridership demands increase. Transit stations and facilities will be incorporated into redevelopment plans adhering to MiWay standards.
- 14.1.7.8.10 Bicycle parking will be required and will be located throughout the Nodes and at transit facilities.
- 14.1.7.8.11 On-street parking will be provided as appropriate and integrated into the **streetscape** design, balancing the needs of all modes of transportation and the public realm elements that share the right-of-way.
- 14.1.7.8.12 Surface parking areas will be replaced by structured parking. Limited surface parking will be permitted to accommodate matters such as accessibility parking spaces, car-share spaces and pick-up/drop-off point delivery services.
- 14.1.7.8.13 Where surface parking is permitted its impact should be minimized

by being located at the rear or side of buildings, by using screening and employing low impact development techniques, and by providing pedestrian amenities, where appropriate.

- 14.1.7.8.14 Underground parking structures are preferred, however, where above grade parking structures are permitted they will be screened in such a manner that vehicles are not visible from public view and have appropriate direction signage to the structure. Along prominent streets, parking structures should be screened by liner buildings that incorporate a mix of uses between the parking structure and the street.

14.1.7.9 Implementation

- 14.1.7.9.1 The need for a development master plan will be determined through a pre-application meeting and in consultation with staff prior to application submission. Redevelopment of the existing mall properties will require a development master plan. Matters to be addressed by the development master plan may, among other matters, include the following:

- a. Delineation of development blocks;
- b. Road alignment and characteristics;
- c. Distribution of density;
- d. Building heights and massing;
- e. Land uses and estimated number of people and jobs;
- f. Phasing plans ;
- g. Relationship to surrounding areas;
- h. Servicing requirements;
- i. A public realm plan, including parkland;
- j. Vehicular and active transportation circulation plan;
- k. Vehicular and bicycle parking;
- l. Animation at grade, particularly for retail focus areas and in proximity to transit services and along major roads;
- m. Environmentally sustainable measures;
- n. Existing and proposed transit infrastructure; and
- o. Pedestrian Network Plan

- 14.1.7.9.2 The City will work with development proponents to integrate public and private investments to achieve the objectives of this Plan including the provision of a focal point for the residents and employees within each Node and surrounding neighbourhoods, housing choices for people of various income levels and household types and improvements to multi-modal transportation assets and facilities.

- 14.1.7.9.3 The City may require a retail and service needs assessment study when development applications propose a reduction of existing commercial space. The study will address how the planned function of the Node as the focal point for retail and service commercial uses and community facilities for existing and planned residents of the Node and surrounding neighbourhoods is retained.
 - 14.1.7.9.4 Where the redevelopment of retail and service commercial uses is proposed, phasing of development may be required to ensure that the planned function of the Node is maintained during redevelopment.
 - 14.1.7.9.5 When a public road is required or a private road is permitted instead of a required public road, development will occur by way of plan of subdivision to secure the location and size of development blocks and the alignment of roads.
 - 14.1.7.9.6 Applicants are encouraged to prepare development master plans jointly with other landowners in the Node. Where joint plans are not prepared, City staff may consult with other landowners in the Node. .
 - 14.1.7.9.7 Applications proposing densities above a FSI of 2.25 will be required to demonstrate how the maximum density will not be exceeded across the Node and applicants may be required to enter into a development agreement and include lower density lands in the development proposal.
- 7. Section 14.4, Malton Community Node Character Area, of Mississauga Official Plan, is hereby amended by removing **Floor Space Index (FSI)** ranges from Map 14-4: Malton Community Node Character Area.
 - 8. Section 14.4, Malton, Community Node Character Area, of Mississauga Official Plan, is hereby amended by deleting Section 14.4.1, Urban Design Policies.
 - 9. Section 14.4, Malton Community Node Character Area, of Mississauga Official Plan, is hereby amended by deleting Sections 14.4.2, Special Site Policies and 14.4.2.1, Site 1.
 - 10. Section 14.5, Meadowvale Community Node Character Area, of Mississauga Official Plan, is hereby amended by removing **Floor Space Index (FSI)** ranges from Map 14-5: Meadowvale Community Node Character Area.
 - 11. Section 14.5, Meadowvale, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Section 14.5.1, Land Use.
 - 12. Section 14.5, Meadowvale, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Sections 14.5.2, Special Site Policies and 14.5.2.1. Site 1.
 - 13. Section 14.7, Rathwood-Applewood Community Node Character Area, of Mississauga Official Plan, is hereby amended by removing **Floor Space Index (FSI)** ranges from Map 14-7: Rathwood-Applewood Community Node Character Area.
 - 14. Section 14.7, Rathwood-Applewood, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Section 14.7.1, Land Use.

15. Section 14.7.2, Special Site Policies, Rathwood-Applewood Community Node, of Mississauga Official Plan, is hereby amended by deleting Sections 14.7.2.1. Site 1 and 14.7.2.2 Site 2
16. Section 14.7, Rathwood-Applewood Community Node, of Mississauga Official Plan, is hereby amended by renumbering Section 14.7.2.3. to 14.7.2.1.
17. Section 14.7, Rathwood-Applewood, Community Node, of Mississauga Official Plan, is hereby amended by deleting Policy 14.7.2.1.2 (formerly 14.7.2.3.2) and replacing it with the following:

14.7.2.1.2 Notwithstanding the provisions of this Plan, townhouse dwellings will be permitted. The maximum *floor space index (FSI)* permitted for all development will be 2.56 and the maximum permitted height will be 20 storeys.
18. Section 14.8, Sheridan Community Node Character Area, of Mississauga Official Plan, is hereby amended by removing **Floor Space Index (FSI)** ranges from Map 14-8: Sheridan Community Node Character Area.
19. Section 14.8, Sheridan, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Section 14.8.1, Land Use.
20. Section 14.8, Sheridan, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Sections 14.8.2, Special Site Policies and 14.8.2.1. Site 1.
21. Section 14.9, South Common Community Node Character Area, of Mississauga Official Plan, is hereby amended by removing **Floor Space Index (FSI)** ranges from Map 14-9: South Common Community Node Character Area.
22. Section 20, Glossary, of Mississauga Official Plan, is hereby amended by adding the following:

Podium means the base of a building that is distinguished from the taller portion of the building by being set forward or articulated architecturally.

Tactical Urbanism means the use of low-cost and temporary changes to the built environment that add to the vitality and activity of the community or to test ideas that may result in long term change.

IMPLEMENTATION

Upon the approval of this Amendment by the Council of the Corporation of the City of Mississauga, Mississauga Official Plan will be amended in accordance with this Amendment.

This Amendment has been prepared based on the Office Consolidation of Mississauga Official Plan dated November 22, 2019.

INTERPRETATION

The provisions of Mississauga Official Plan, as amended from time to time regarding the interpretation of that Plan, will apply in regard to this Amendment.

This Amendment supplements the intent and policies of Mississauga Official Plan.

APPENDIX I

PUBLIC MEETING

All property owners and residents within the City of Mississauga were invited to attend a Public Meeting of the Planning and Development Committee held on February 3, 2020 in connection with this proposed Amendment.

Several comments were made and questions asked at the Meeting, which were addressed by staff. This included responses to items such as affordable housing, the definition of mid-rise buildings, development master plans, Section 37 community benefits, transit, environmental sustainability and maintaining retail uses.

City of Mississauga Corporate Report



Date: September 4, 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.REI

Meeting date:
September 28, 2020

Subject

RECOMMENDATION REPORT (ALL WARDS)

Recommendation Report - Reimagining the Mall - Official Plan Amendment Implementation

Recommendation

1. That the report titled "Recommendation Report - Reimagining the Mall - Official Plan Amendment Implementation" dated September 4, 2020 from the Commissioner of Planning and Building recommending approval of the official plan amendment, be adopted.
2. That Mississauga Official Plan be amended in accordance with the proposed changes contained in this report.

Report Highlights

- This report contains the final recommended changes to Mississauga Official Plan in order to implement the Reimagining the Mall project for the City's mall-based nodes.
- A public meeting was held on February 3, 2020 to hear comments regarding the proposed amendments. A number of landowners provided oral and written comments before, during and after the public meeting.
- Several changes have been made to the proposed official plan policies, including those related to affordable housing.

Background

On February 3, 2020, the Planning and Development Committee considered the Reimagining the Mall - Official Plan Amendment Implementation Information Report (Appendix 1) at a public meeting. This report presented a draft official plan amendment (OPA) that would update planning policies for six of the City's shopping malls and their surrounding areas. These revised policies relate to a range of items including maximum building heights and densities,

maintenance of the existing retail function, affordable housing, block sizes, development master plans and sustainability. It establishes a policy framework for mixed-use redevelopment with the recognition that the traditional retail market is changing.

Comments

The purpose of this report is to summarize and address the comments received from the community, departments, agencies and Council. A comprehensive summary of this input and staff responses are provided in Appendix 2. Complete comment submissions are attached as Appendix 3. Appendix 4 contains the meeting minutes from the statutory public meeting that was held on February 3, 2020, including summaries of the three oral submissions that were made.

Below is a summary of key concerns expressed by stakeholders and responses provided by staff:

- Concern that a minimum 20% requirement for all new residential units to be affordable to low and middle income households is excessive and not financially viable, particularly without government funding subsidies. Some held the position that this is essentially making use of inclusionary zoning (IZ), which is not permitted on these lands because they are not within a Major Transit Station Area (MTSA) or an area subject to a development permit system as required by the *Planning Act*.

Staff response: In May 2020, the City retained land economists urbanMetrics to update their preliminary financial analysis originally undertaken in May 2019 as part of the Directions Report for Reimagining the Mall. This new analysis used updated market data and specifically looked at whether the mall sites could be redeveloped in a way that is financially viable with the proposed affordable housing policies in place. It found that this is not feasible using the assumptions in the draft policy (i.e. 10% low income affordable units and 10% middle income affordable units) unless the low income affordable units are subsidized by non-profit funding sources. Their analysis does show that a policy requiring 10% of units to be affordable for middle income households is viable for redeveloped mall sites in the Central Erin Mills, Meadowvale, South Common and Sheridan Nodes. With the preliminary assumptions used, Rockwood Mall (Rathwood-Applewood Community Node) continues to present a challenge if redevelopment were to be pursued today even if affordable units were reduced to a 10% provision. Westwood Square in the Malton Community Node was not assessed, as it was not part of the original Directions Report evaluation and never included a potential redevelopment plan. Also, the land economics within the Malton

Community Node would likely present challenges to providing affordable housing. Appendix 5 contains the final report provided by urbanMetrics.

With these results, the affordable housing policy within the OPA has been revised to encourage the provision of low income affordable units in all Nodes subject to the availability of subsidized funding sources and to require 10% affordable units for middle income households developed within the Central Erin Mills, Meadowvale, South Common and Sheridan Nodes. This is consistent with Mississauga's Housing Strategy, which prioritizes affordability for middle income households and is part of providing a range of housing options for all residents. This is a fundamental component of good community planning.

The draft policies differ from IZ in several ways, including the incorporation of flexibility. The draft policy recognizes that low income units are subject to securing funding from non-profit housing partners and so does not prescribe a minimum amount of units but encourages its provision. Also, the definition of "affordable" is less onerous than the provincial definition and focuses on middle-income households. The policy now allows for land dedications in lieu of direct construction of affordable units. The City may also consider a Community Benefit Charge (currently Section 37 density bonusing) as part of an affordable housing contribution.

- Request for flexible policy language related to maximum heights and densities.

Staff response: The proposed height and floor space index (FSI) standards are consistent with the consultant's recommendations outlined in the May 2019 Directions Report and Council's specific direction related to the necessity of fixed heights as noted in their June 19, 2019 recommendation. Additional height and density would not be consistent with Council's direction or the City Structure hierarchy mandated by the Official Plan. Landowners have not identified a specific concern or conflict with how these standards may impact future redevelopment plans for their lands.

- Concern that wording requiring the maintenance of commercial floor space is too strong.

Staff response: The proposed wording already allows flexibility related to the commercial floor area provision. Reduced amounts of commercial space will be considered if it can be demonstrated that the Node's planned function will be maintained after redevelopment.

- Concern with a policy that would require buildings that are entirely commercial to be a minimum of three storeys.

Staff response: Staff recognize the challenge of providing minimum three storey buildings in cases where there are only non-residential uses (e.g. retail, service commercial, office, institutional). After further consideration and discussions, including a meeting with one of the Node landowners and their planning consultant, it is recommended that the draft policies be modified to permit minimum two storey heights where buildings do not contain a residential component.

- Concern with a policy that would require existing grocery stores to be maintained.

Staff response: After further consideration and discussion with landowners, it is recommended to adjust the policy to require the maintenance of at least one grocery store in each Node. This allows flexibility in location.

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:

- Counting existing affordable rental units that are retained under the provisions of the Rental Housing Protection By-law towards the 10% affordable housing requirement
- Adding a threshold of 50 units for the minimum 10% affordable housing provisions to apply to development applications consistent with City practices elsewhere
- Clarifying that affordable housing should have a mix of ownership and rental units across the Node rather than on every individual land parcel that redevelops
- Clarifying that the affordable housing policy would involve a mix of unit sizes
- Clarifying that mid-rise buildings would be permitted in addition to low rise apartment buildings on lands designated “Residential Medium Density”
- Making a number of wording changes related to transit infrastructure
- Requiring Development Master Plans for all of the mall sites as part of future development applications

Appendix 6 contains the latest draft of the official plan amendment. Proposed changes since the Information Report version are shown in coloured text. 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

The approval of amendments to Mississauga Official Plan is a key milestone in the implementation of the Reimagining the Mall policies. 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 City's mall-based nodes into vibrant, mixed-use communities.

Attachments

Appendix 1: Reimagining the Mall - Official Plan Amendment Implementation Information Report

Appendix 2: Response to Comments Summary

Appendix 3: Written Submissions

Appendix 4: Public Meeting Minutes

Appendix 5: urbanMetrics Financial Analysis Update Report

Appendix 6: Updated Proposed Official Plan Amendment



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

Prepared by: Ben Phillips, Manager, Official Plan Review

City of Mississauga

Corporate Report



Date: 2020/01/10

To: Chair and Members of Planning and Development Committee

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

Originator's files:
CD.03.REI

Meeting date:
2020/02/03

Subject

PUBLIC MEETING INFORMATION REPORT (ALL WARDS)

Reimagining the Mall - Official Plan Amendment Implementation

Recommendation

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

Report Highlights

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

Background

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

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

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

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

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

Comments

Community Engagement

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

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

Overview of the Draft Official Plan Amendment

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

Maintenance of Retail Function

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

Intensification Targets

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

Building Height

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

Maximum Floor Space Index (FSI)

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

Affordable Housing

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

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

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

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

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

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

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

The recommended policy approach is summarized in the following table:

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

Block Sizes and Streets

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

Development Master Plans

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

Environmental Sustainability

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

New Definitions

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

Special Site Policies

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

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

Future Zoning Implementation

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

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

Financial Impact

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

Conclusion

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

Attachments

Appendix 1: Reimagining the Mall Directions Report

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

Appendix 3: Proposed Official Plan Amendment



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

Prepared by: Ben Phillips, Manager, Official Plan Review

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

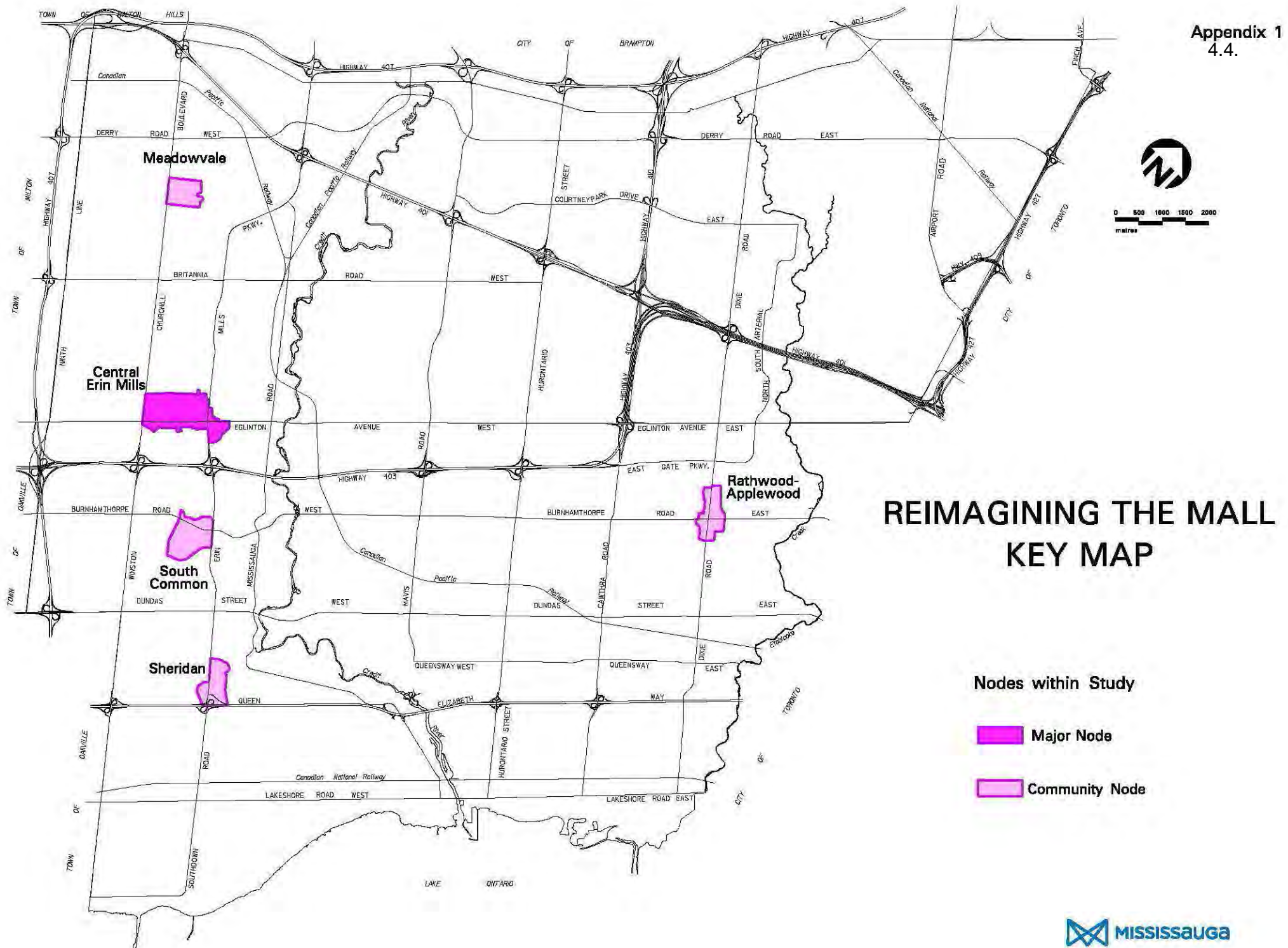
Appendix 2: Reimagining the Mall Directions Report

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



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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:

- Growth will feature densities and a mix of land uses that efficiently use land, resources, infrastructure, and public service facilities and support public transit and active transportation (1.1.3.2, 1.6.7.4).
- An appropriate range and mix of housing types and densities, including affordable housing, must be provided to meet the needs of current and future residents (1.1.1, 1.4.1, 1.4.3).

- 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

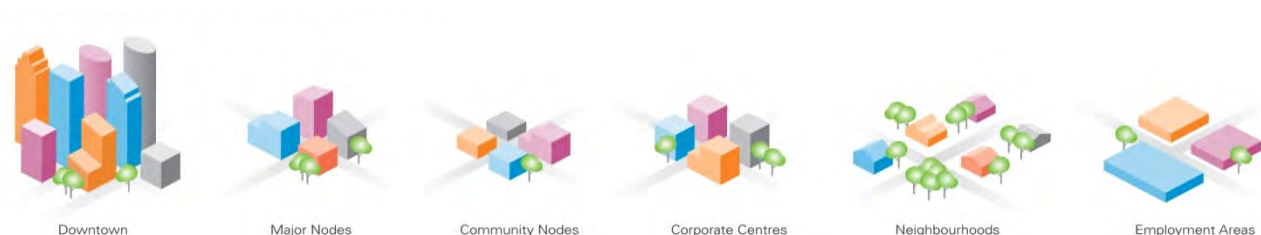


Figure 5. The City Structure, as laid out in the Mississauga Official Plan.

- 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

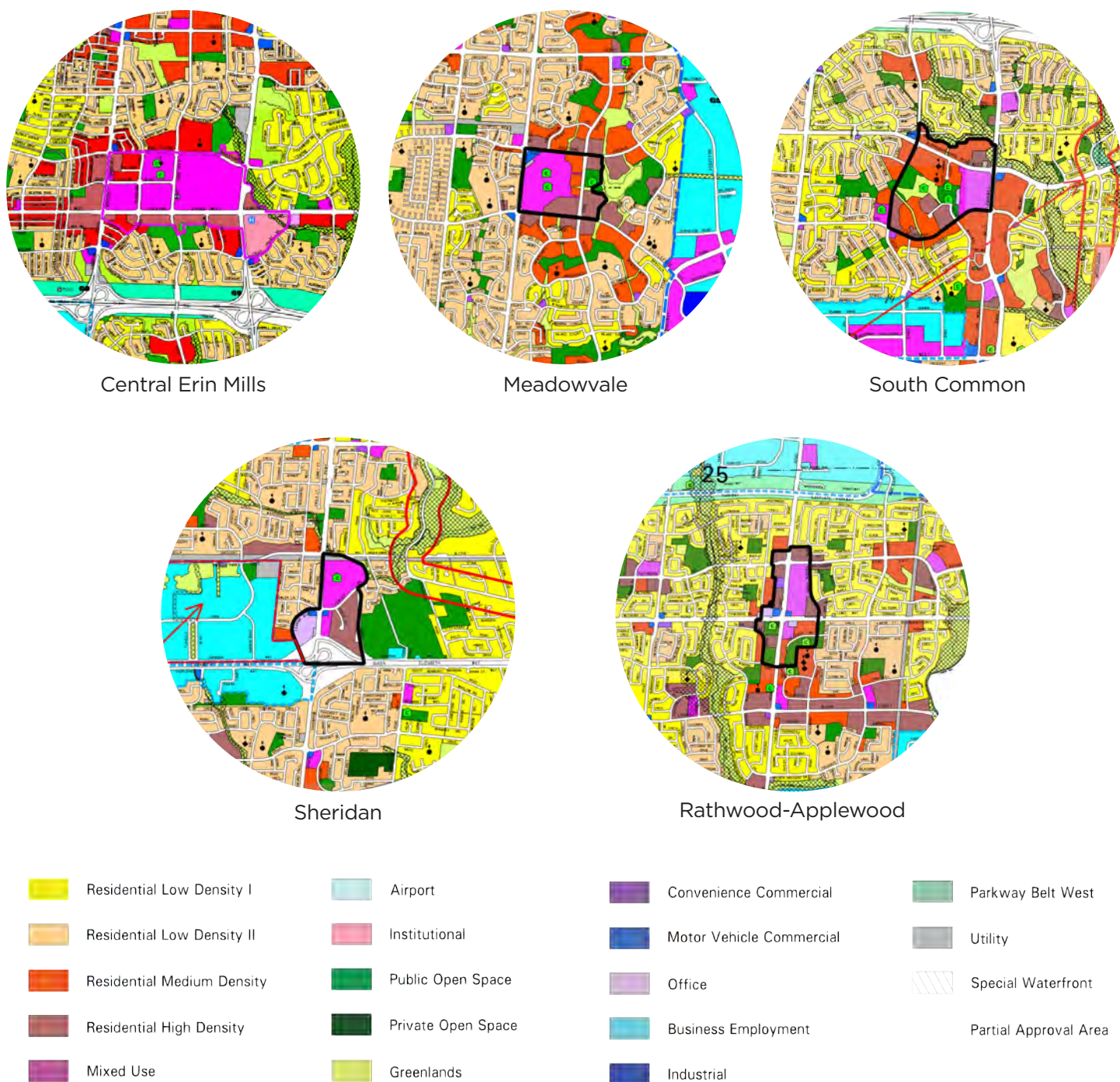


Figure 6. Land use designations for the mall-based nodes and surrounding areas.

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.

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.



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

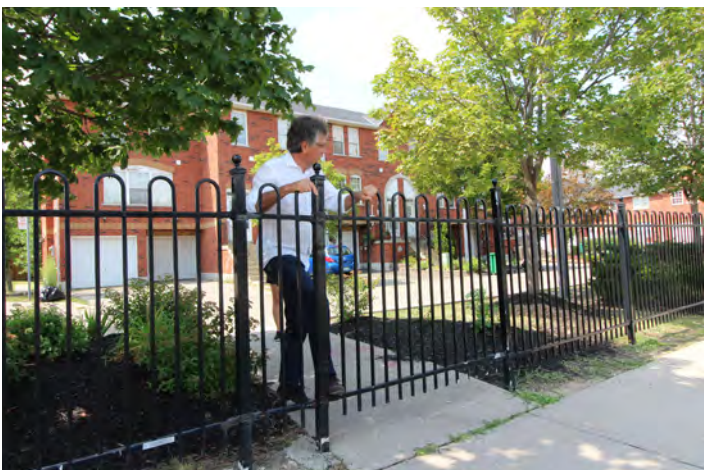


Figure 12. Pedestrian link between major road and internal street network blocked by fence / Meadowvale.

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.

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

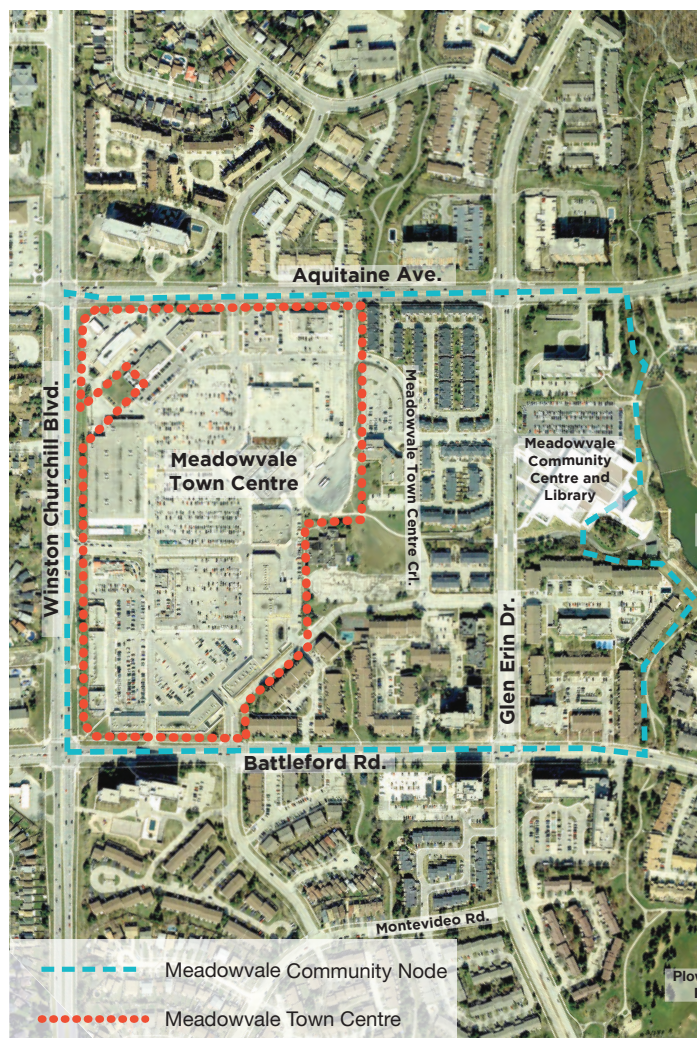
Population: 3,000

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)

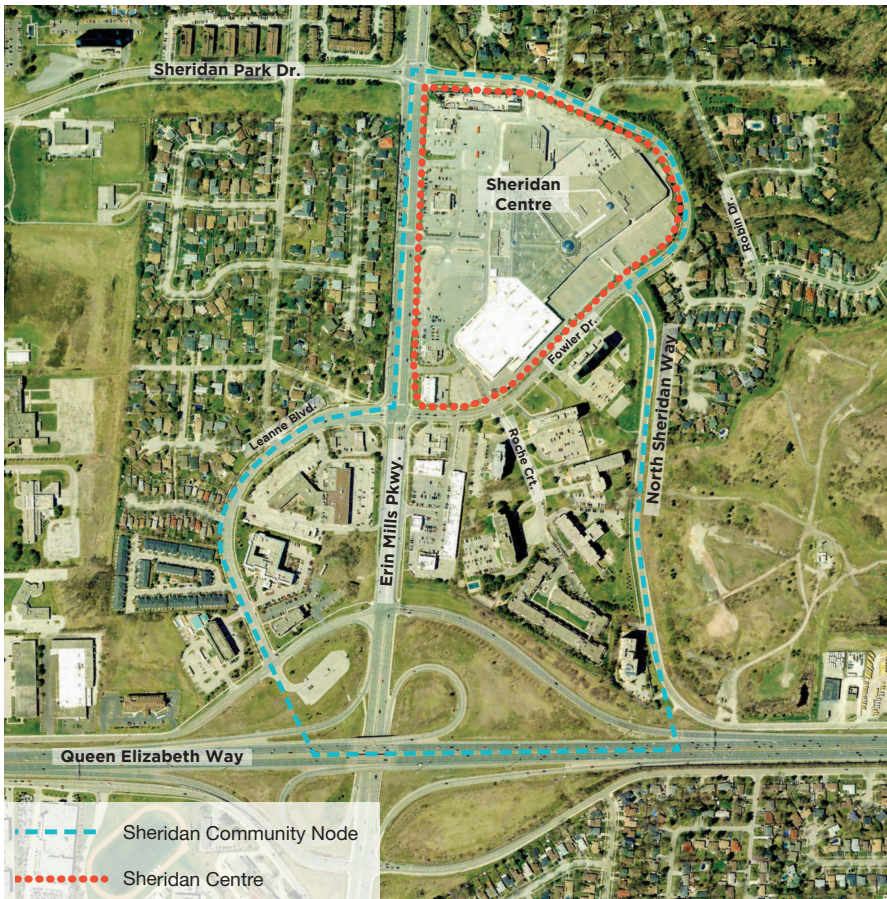
Mall Gross Leasable Area: 548,000 sq.ft

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

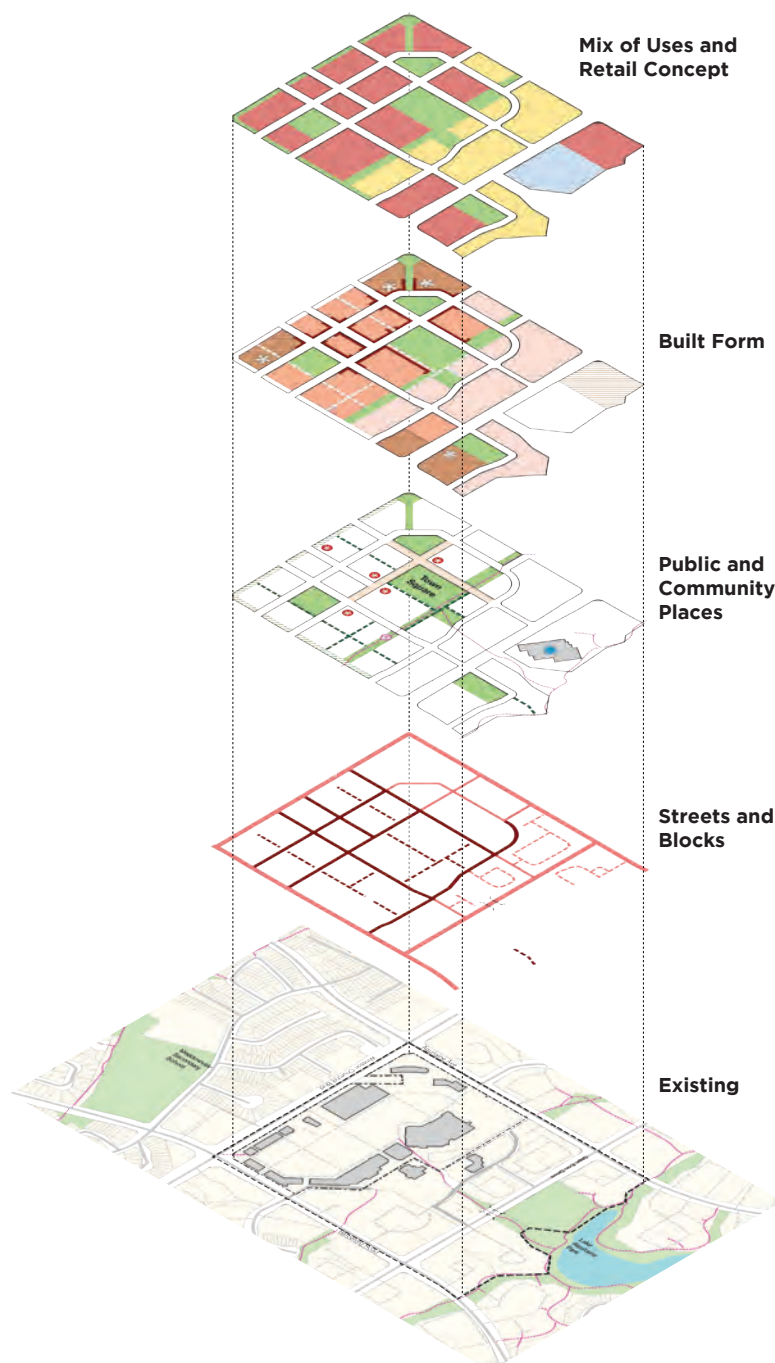
The demonstration plans are an example of how the guiding principles might be applied to each node. The guiding principles are intended to provide clear direction, but also flexibility. They might be applied to a node in a number of ways and still achieve the overall vision. Therefore, a demonstration 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.

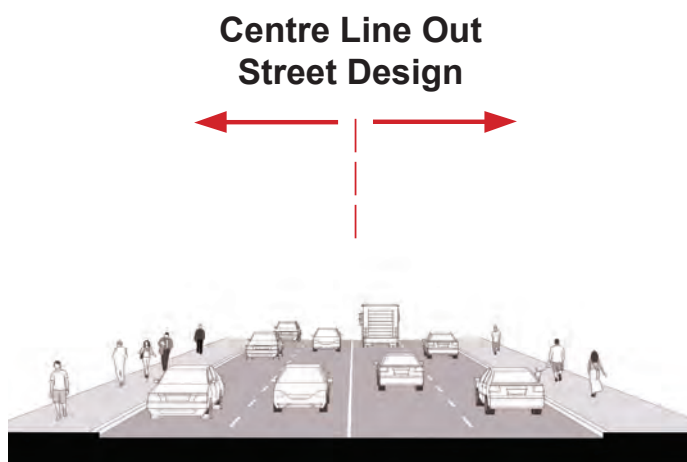


Figure 28. Town Centre (Rockville, MD): high-quality pedestrian-oriented streetscape.

Complete Streets

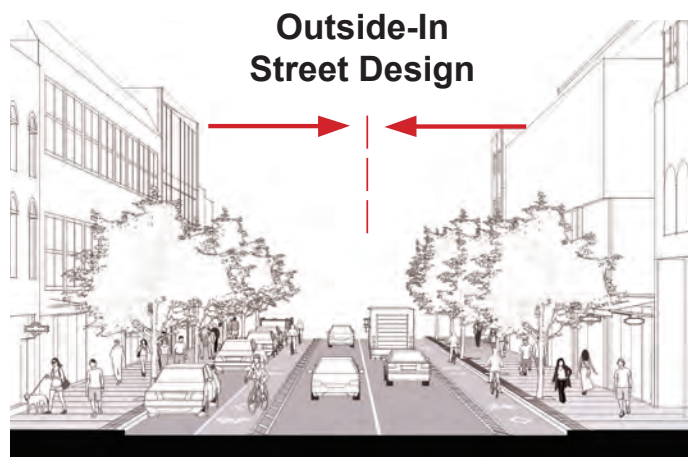
People come to and move through the nodes in many ways, including walking, cycling, public transit and car. Reimagining the Mall explores how to increase transportation choice to reduce reliance on cars and better manage traffic congestion. To achieve this shift will require a rethink of the built form 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.

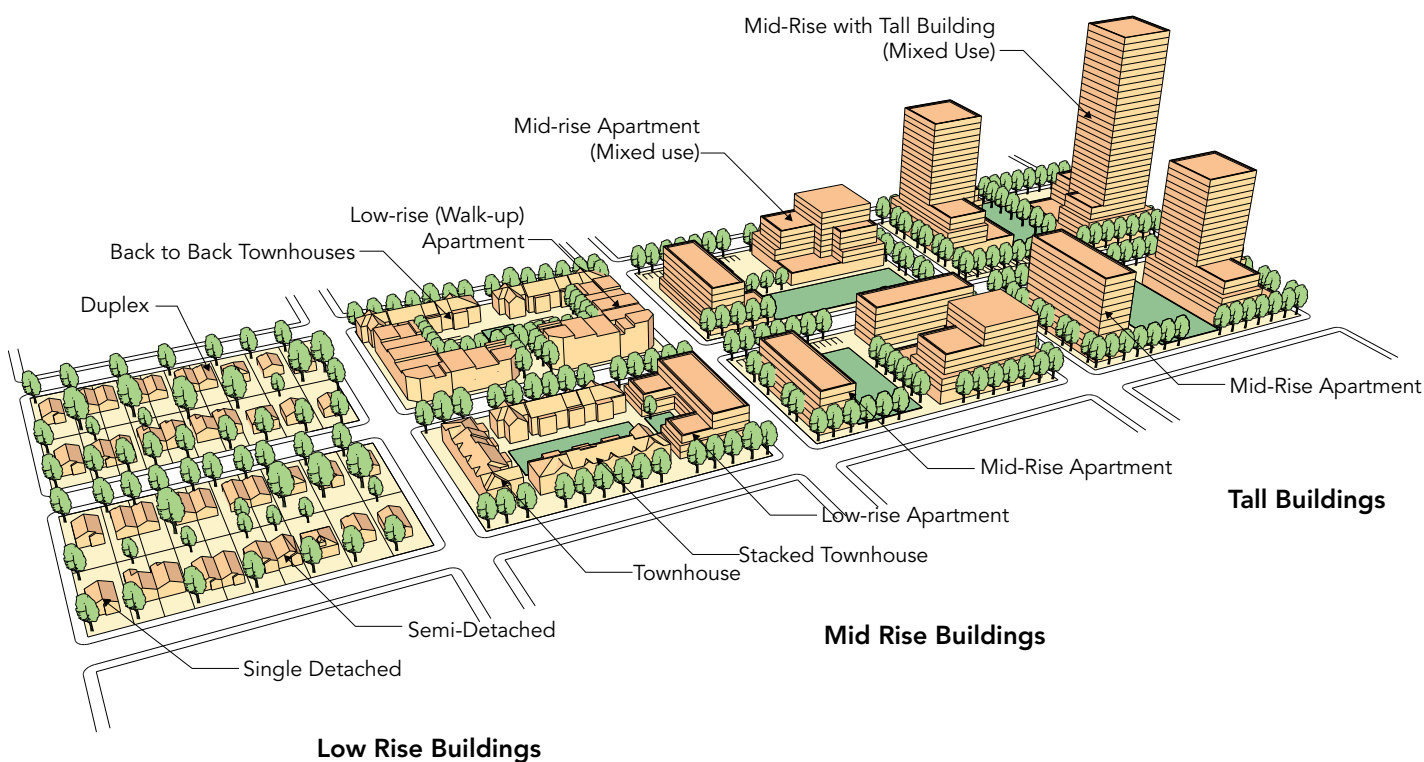
Determining Appropriate Built Form

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.

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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.

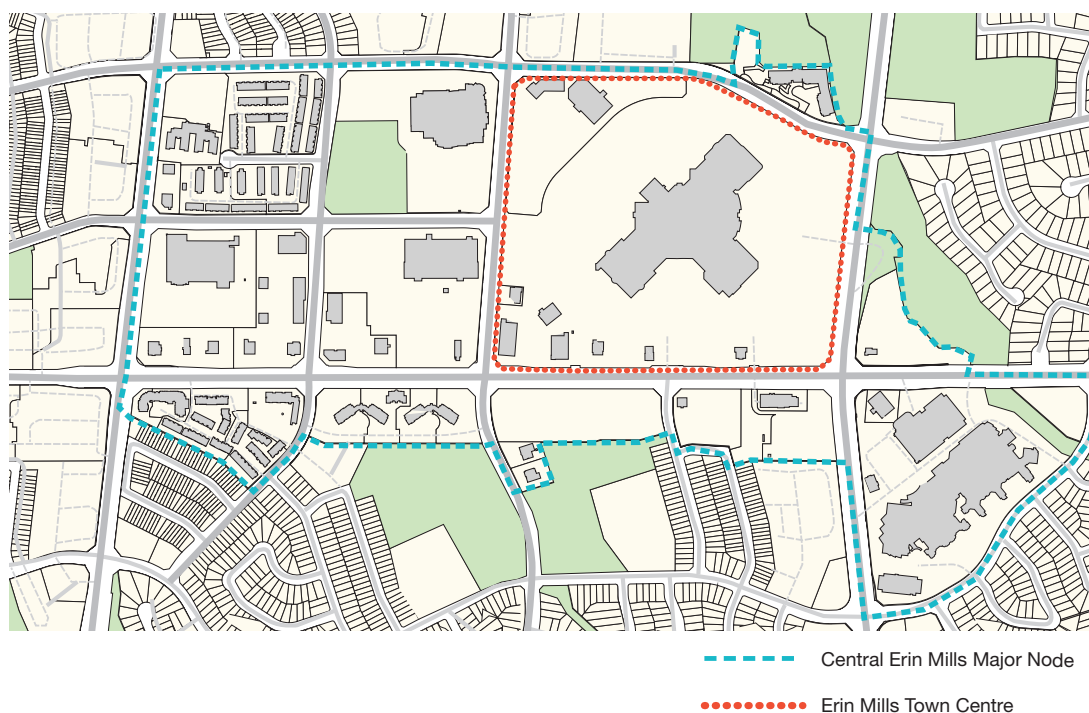
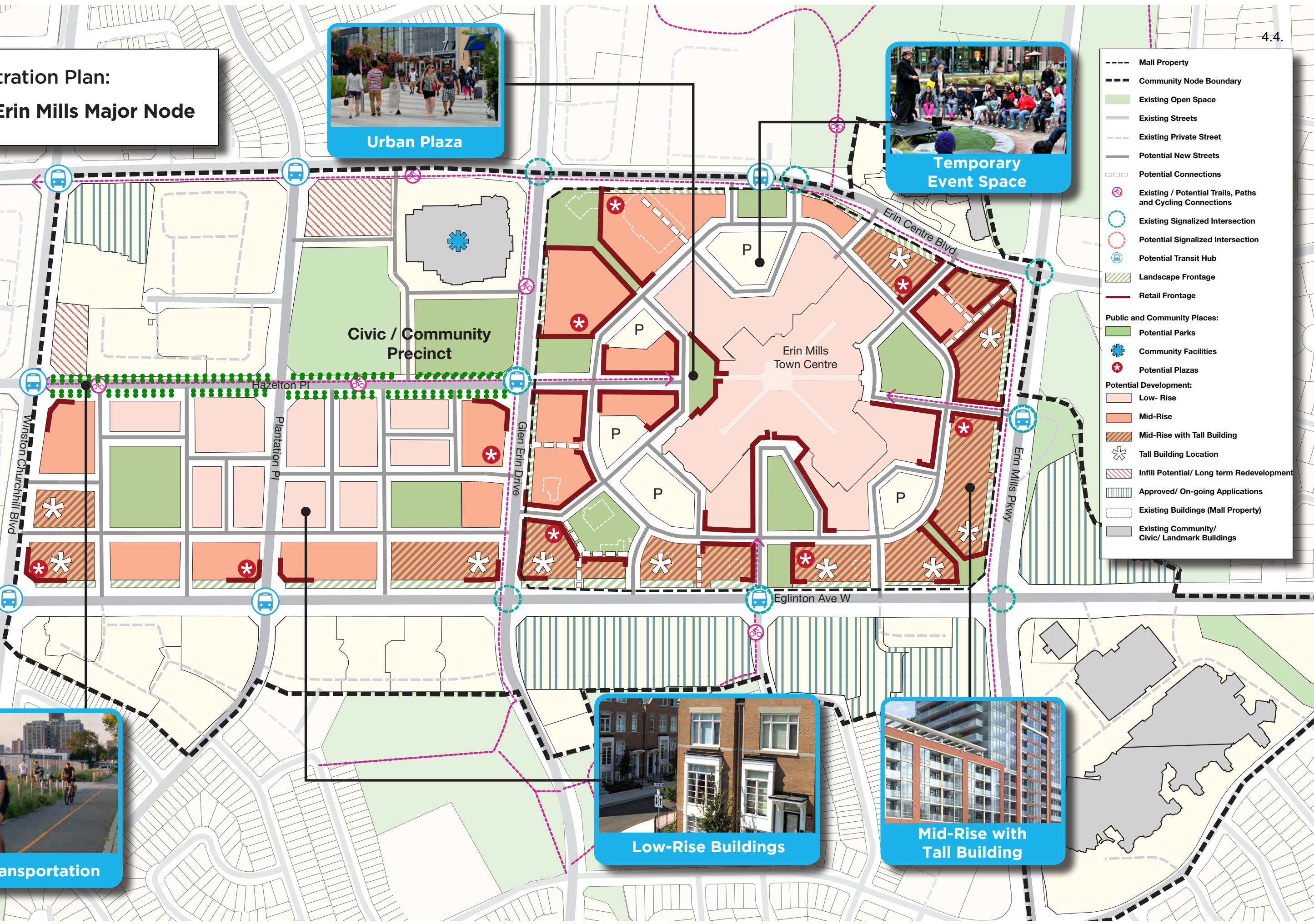
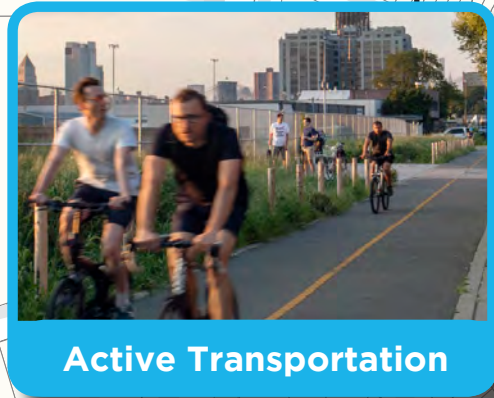


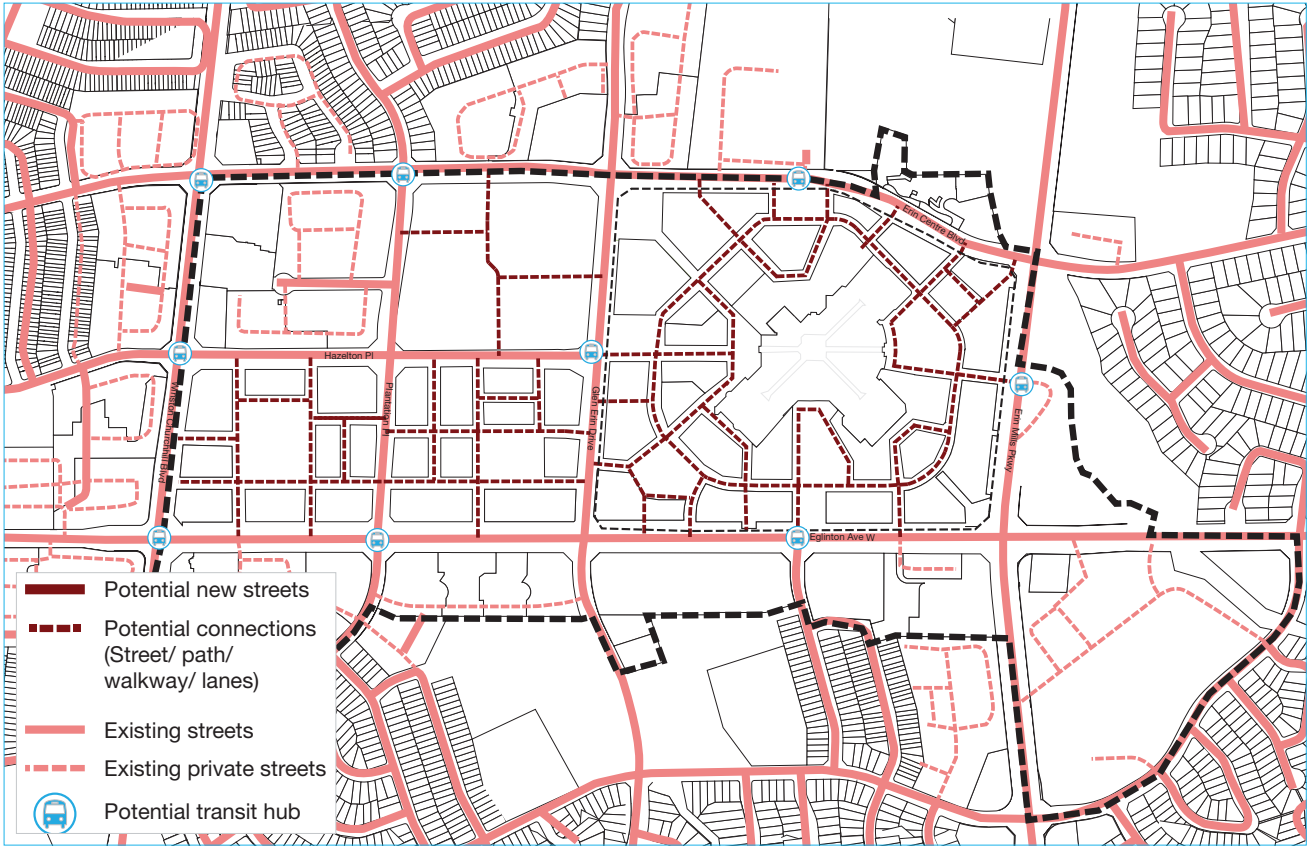
Figure 48. Existing Central Erin Mills Major Node.

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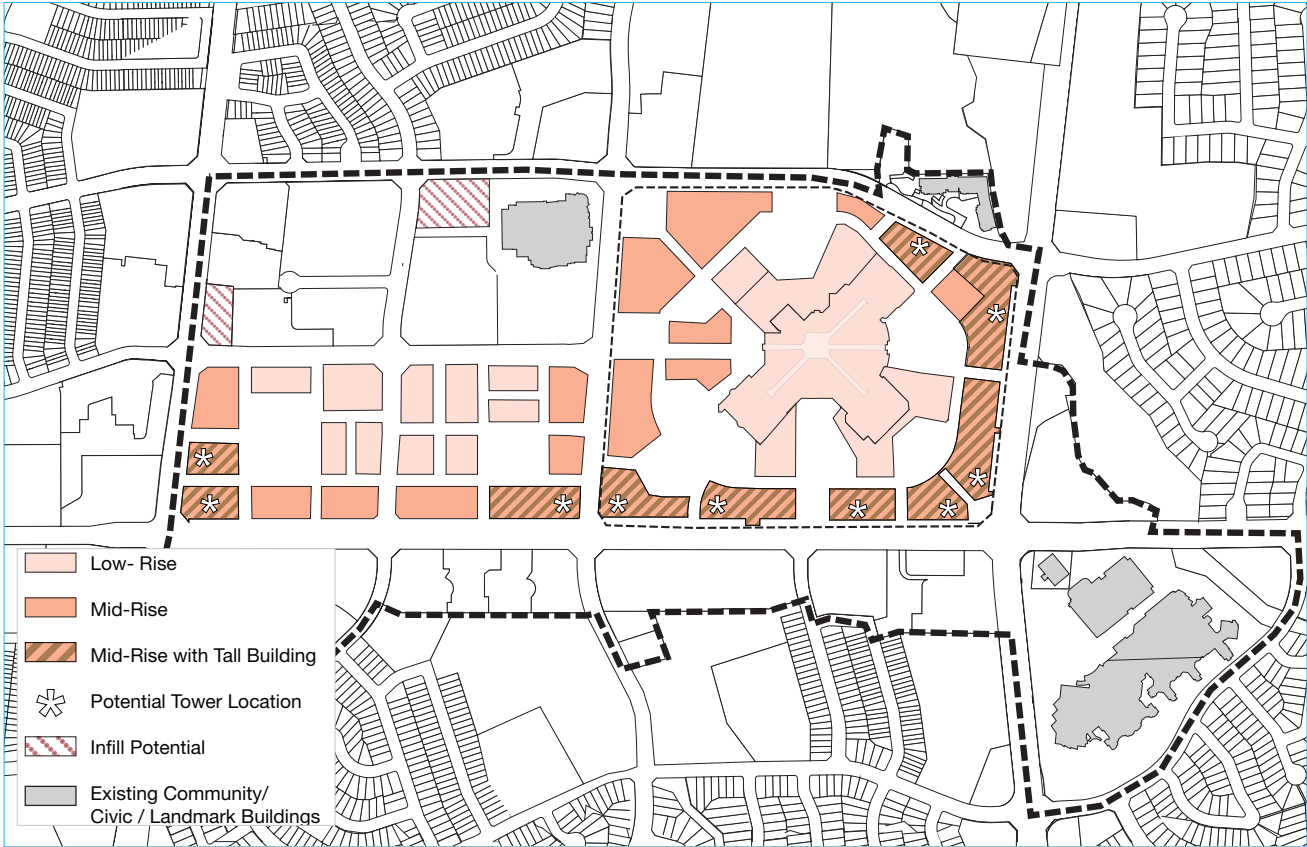
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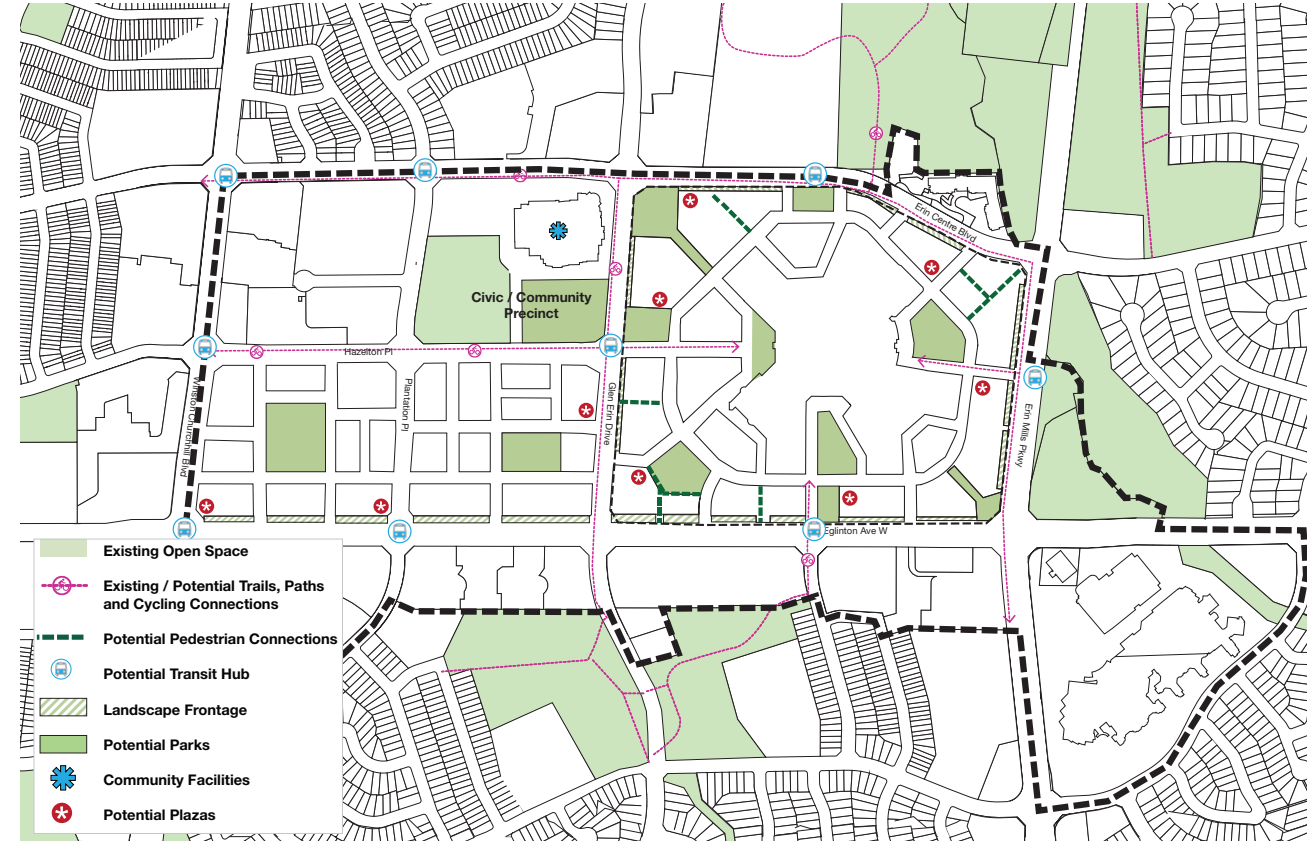
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Streets and Blocks



Built Form



Public and Community Places



Mix of Uses and Retail Concept

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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.

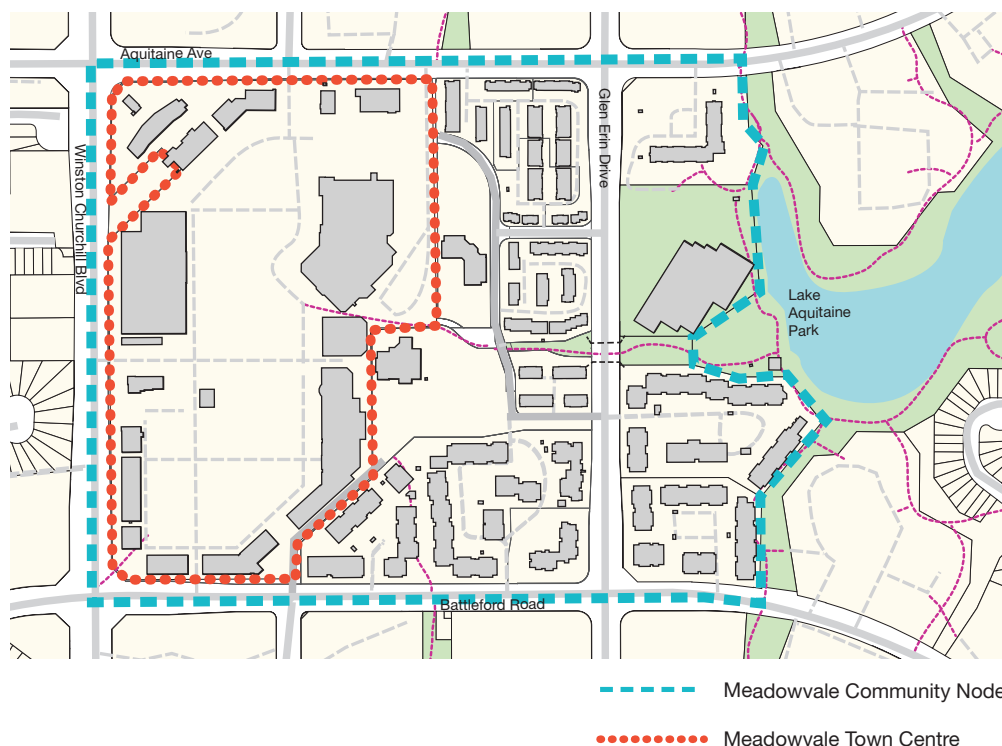


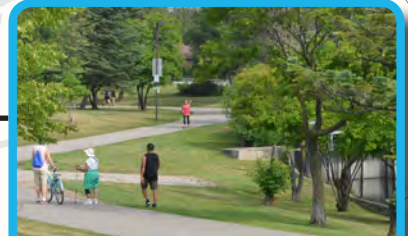
Figure 49. Existing Meadowvale Community Node.

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Demonstration Plan: Meadowvale Community Node



Town Square



Urban Parks



Mid-Rise with
Tall Building



Retail District

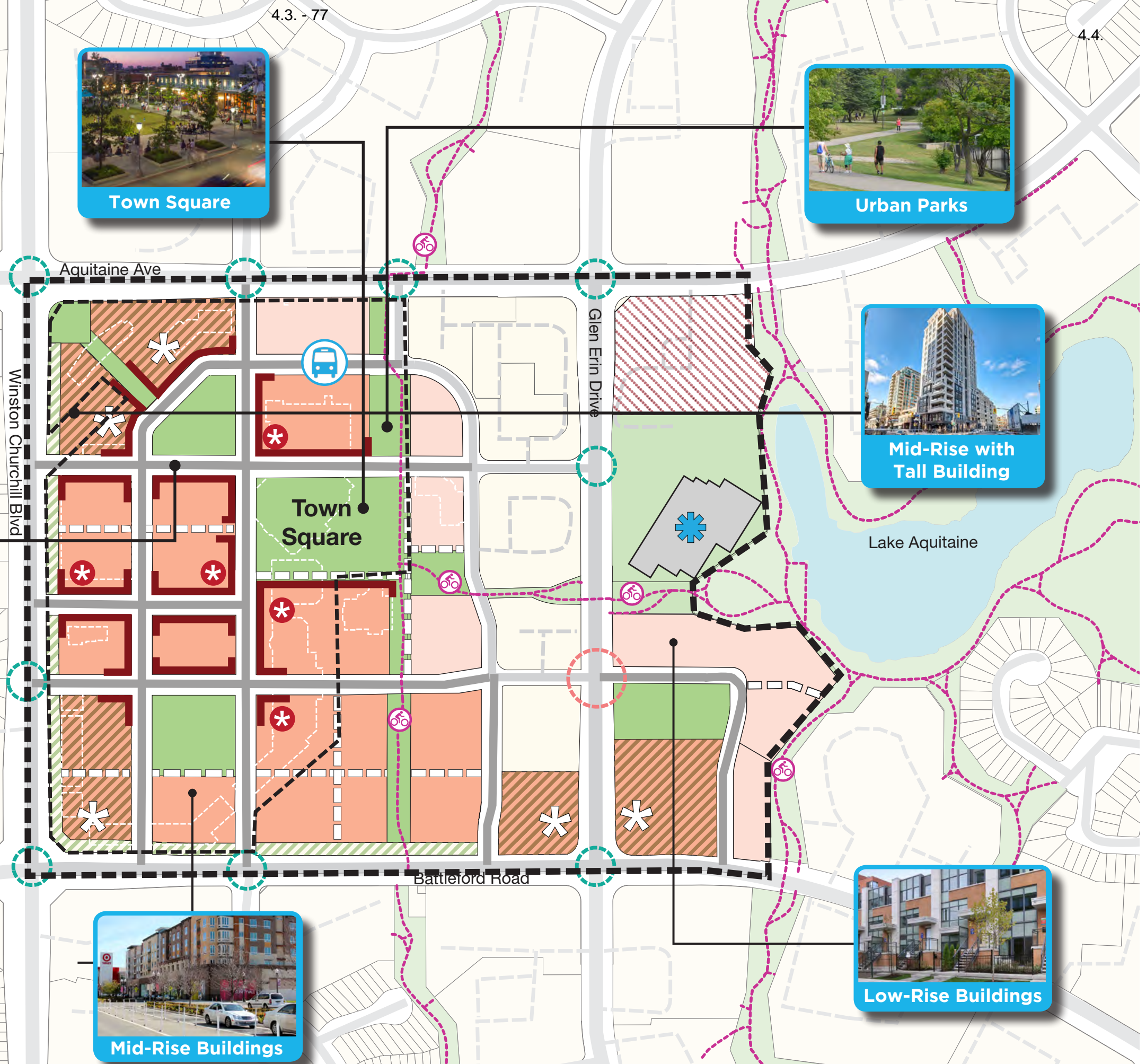


Low-Rise Buildings

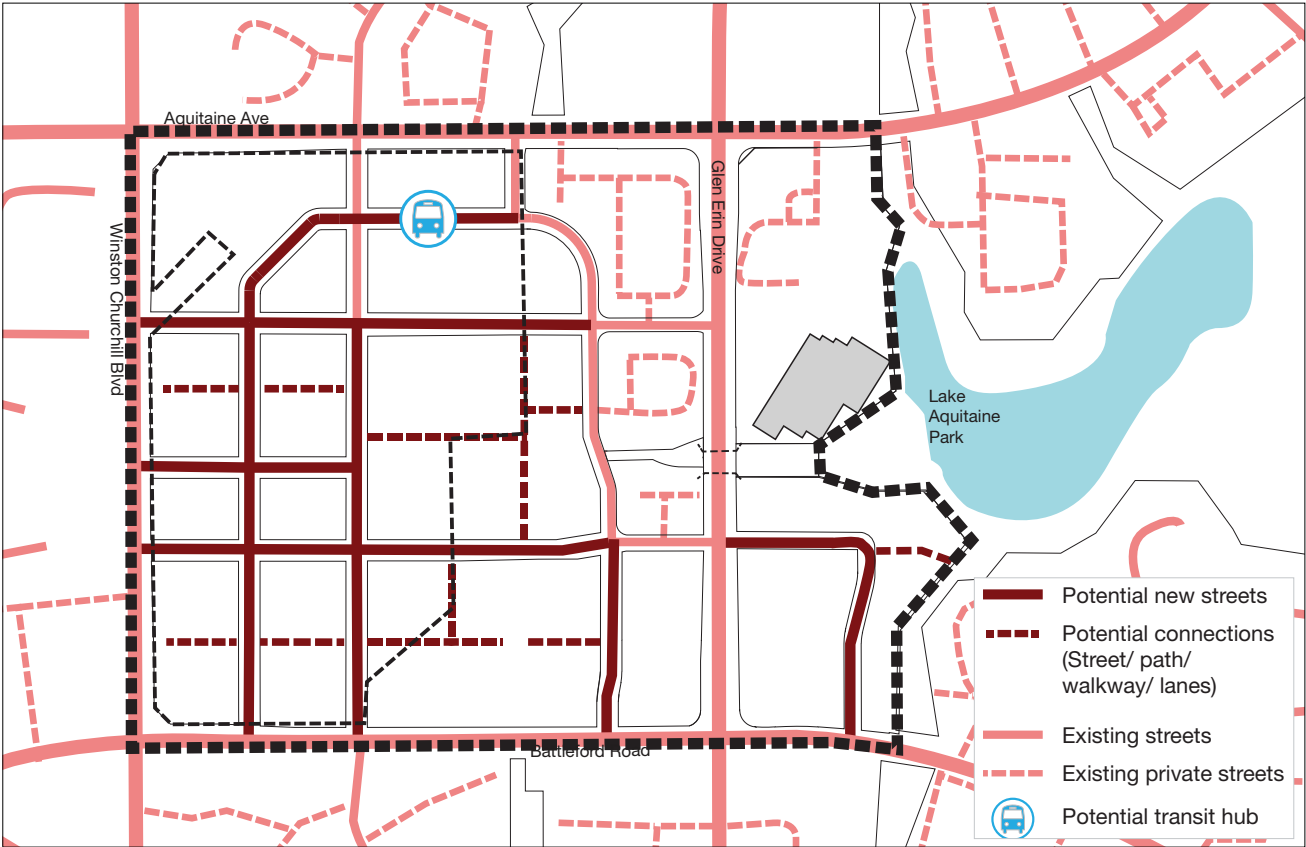


Mid-Rise Buildings

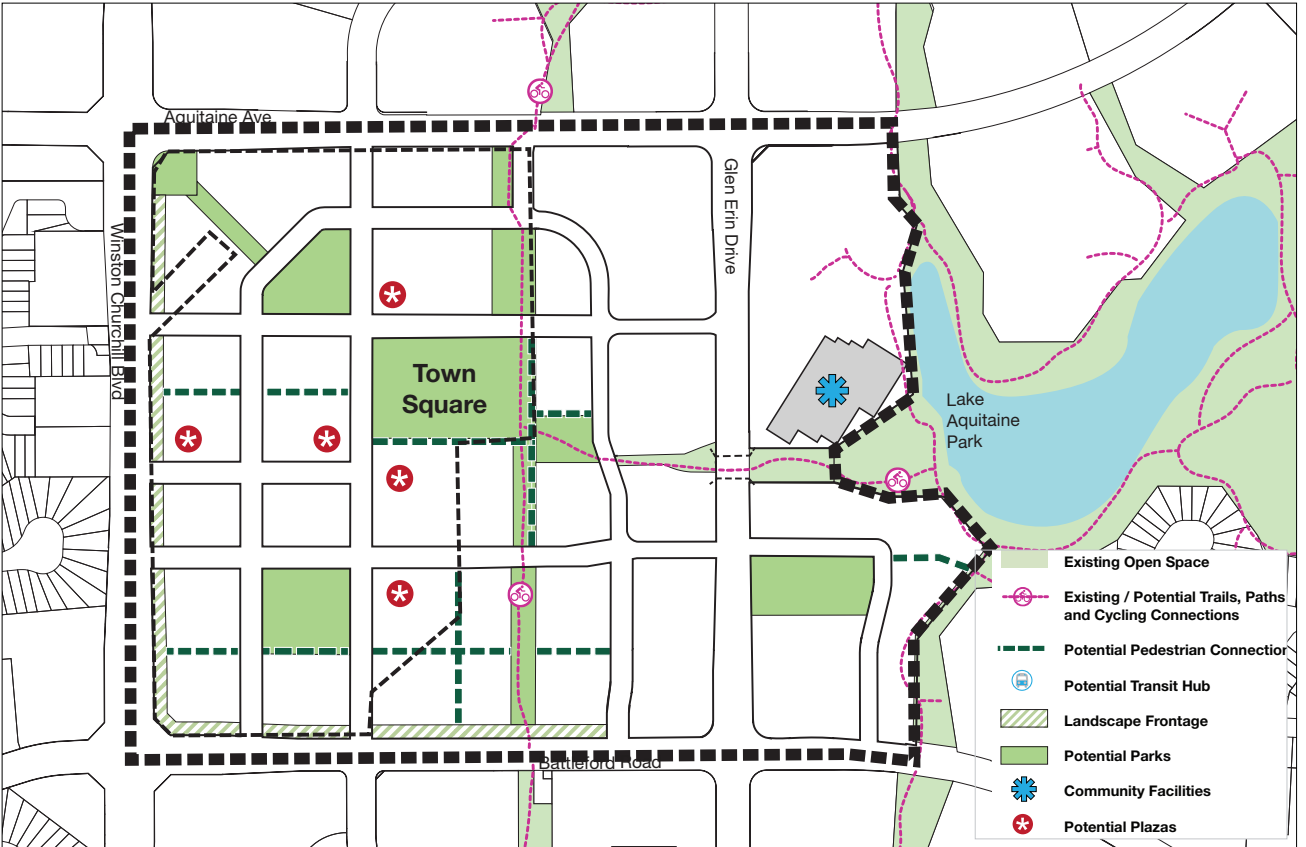
- Mall Property
- Community Node Boundary
- Existing Open Space
- Existing Streets
- Existing Private Street
- Potential New Streets
- Potential Connections
- Existing / Potential Trails, Paths and Cycling Connections
- Existing Signalized Intersection
- Potential Signalized Intersection
- Potential 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



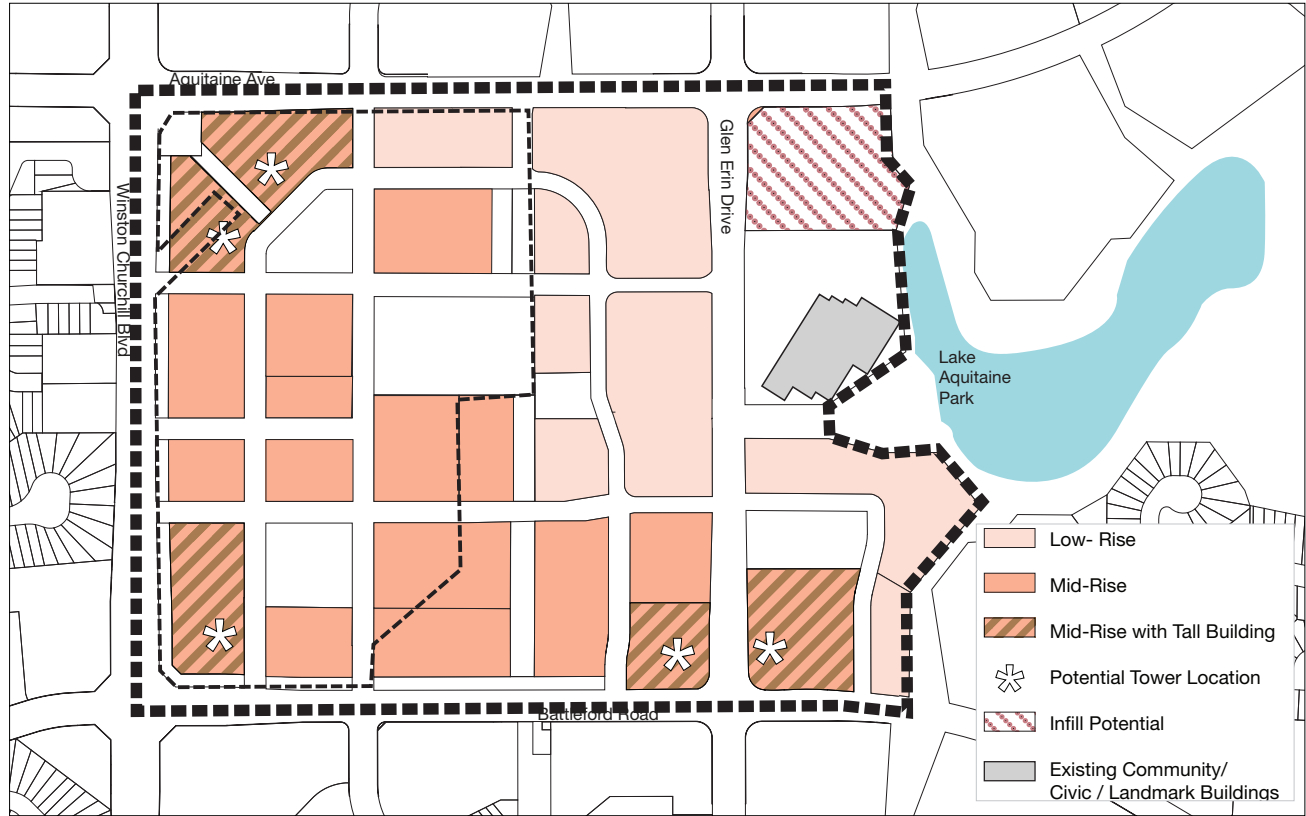
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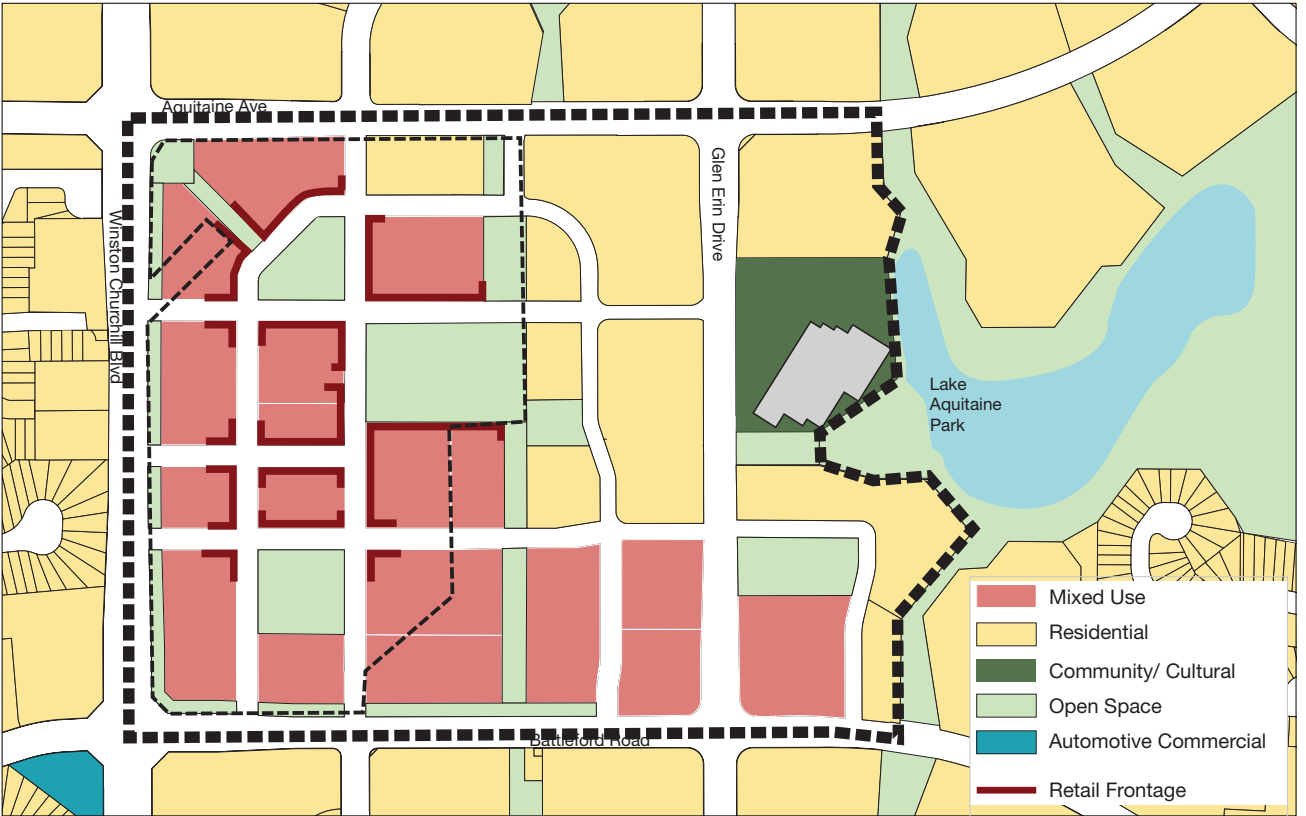
Streets and Blocks



Public and Community Places



Built Form



Mix of Uses and Retail Concept

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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.

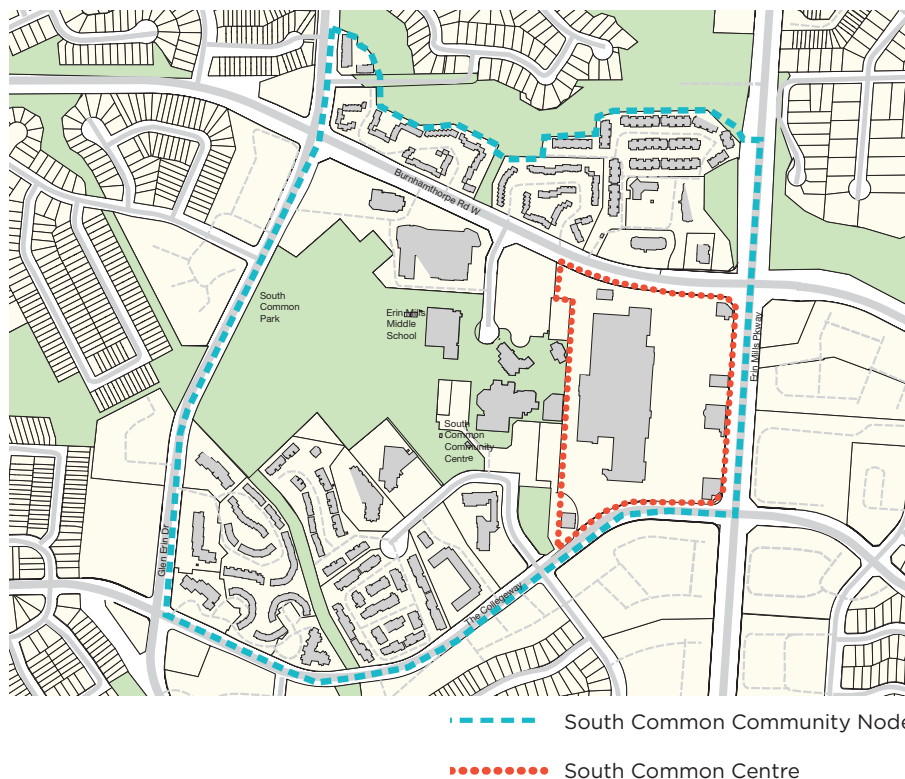


Figure 50. Existing South Common Community Node.

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Demonstration Plan: South Common Community Node



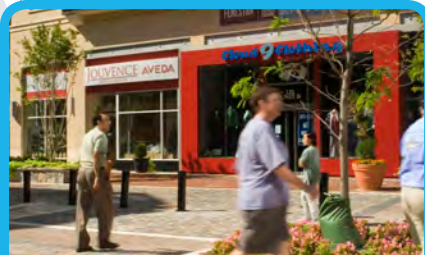
Urban Plaza



Transit Spine



Market Hall

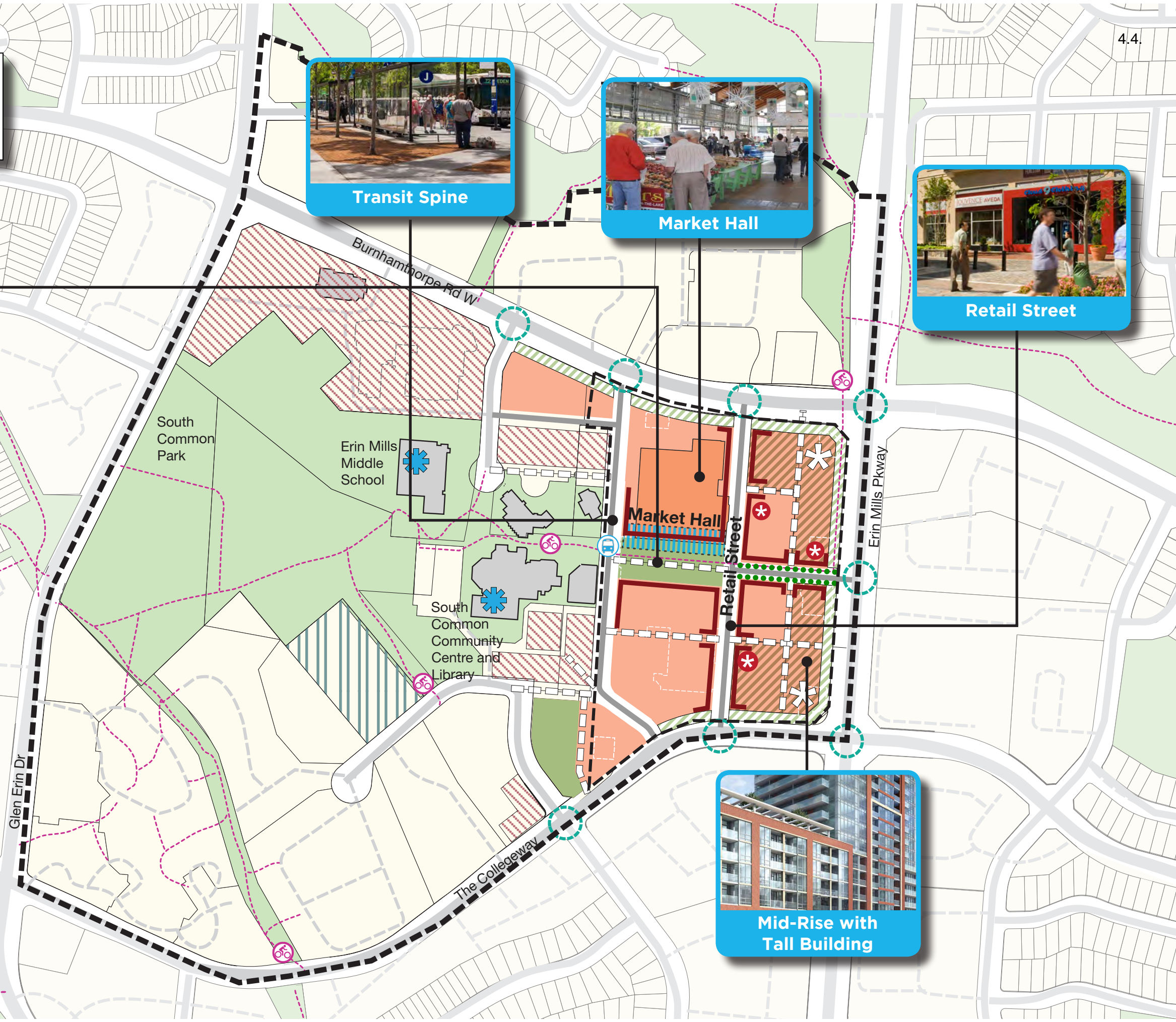


Retail Street

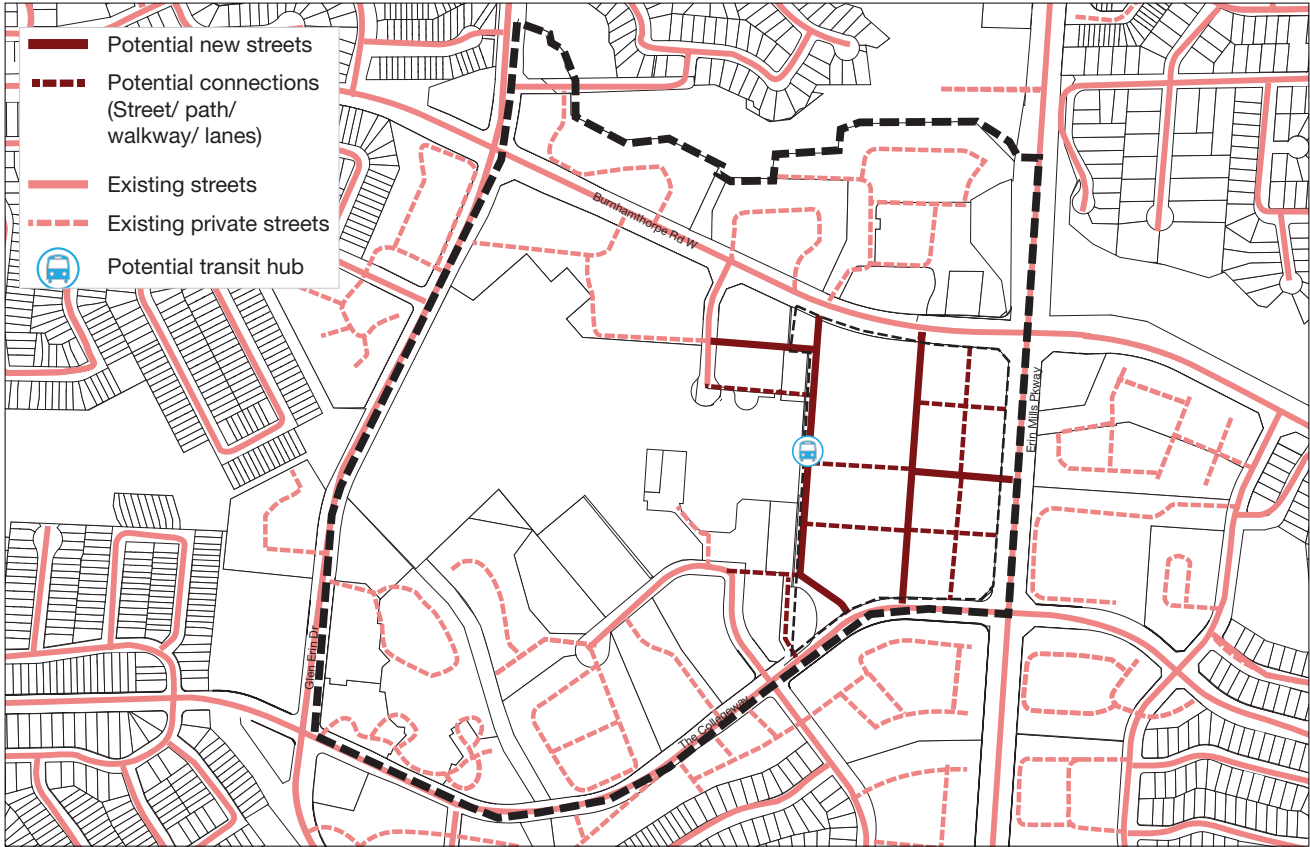


Mid-Rise with
Tall Building

- 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



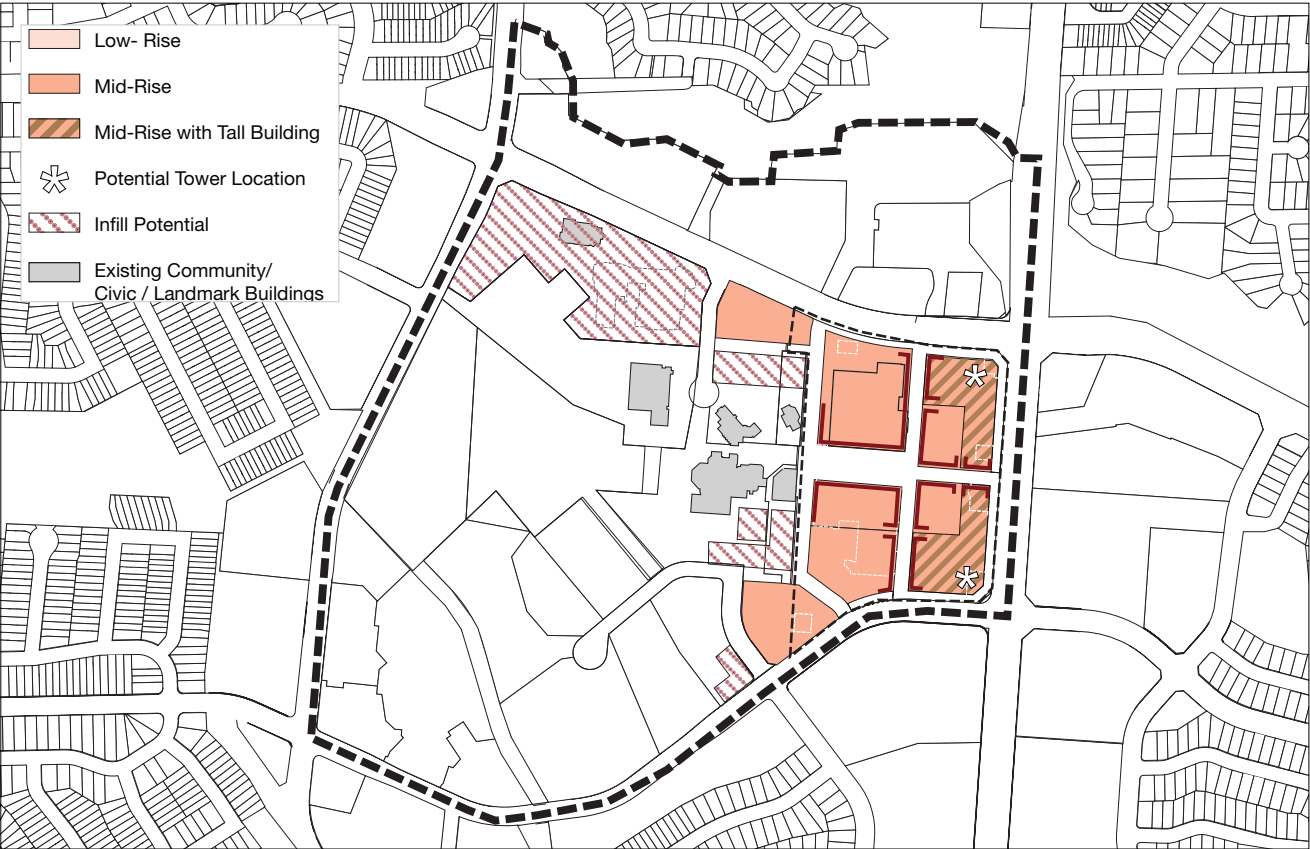
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Streets and Blocks



Public and Community Places



Built Form



Mix of Uses and Retail Concept

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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.

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Demonstration Plan: Sheridan Community Node



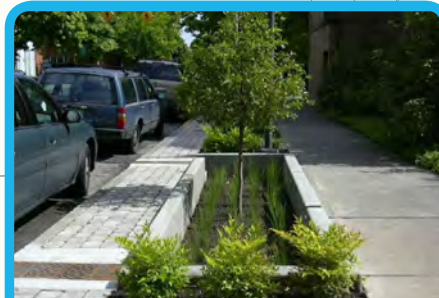
Connecting Link



Community Facilities



Retail Streets



Green Streets



Landscape Gateway



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Streets and Blocks



Built Form



Public and Community Places



Mix of Uses and Retail Concept

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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.

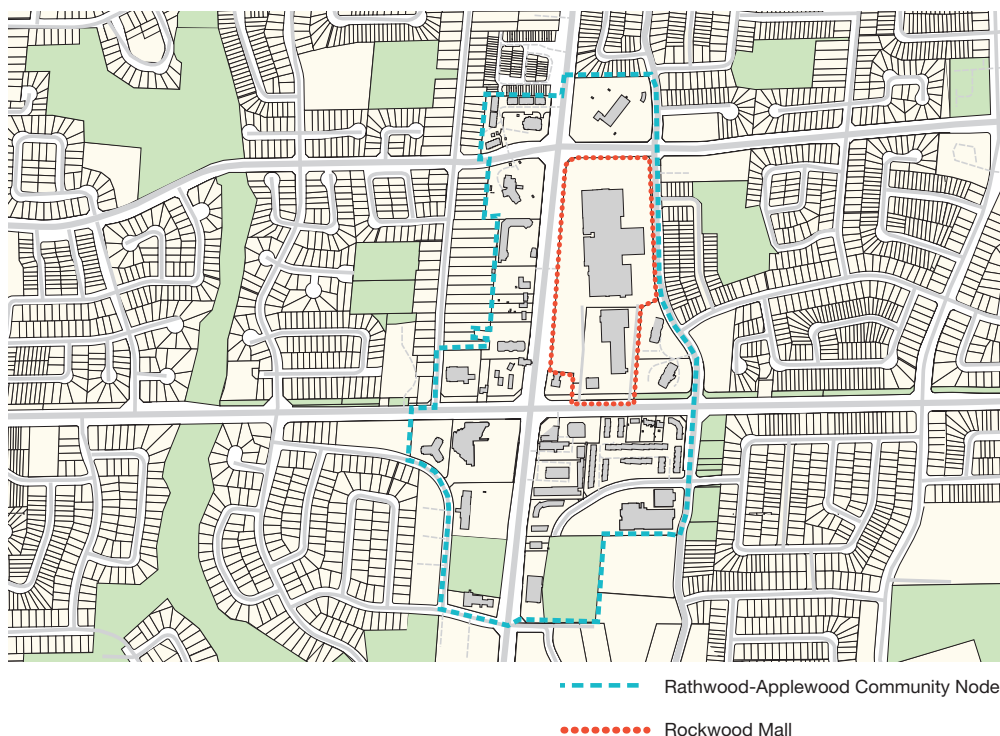
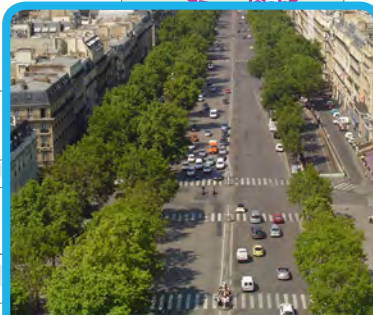


Figure 52. Existing Rathwood-Applewood Community Node.

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Demonstration Plan: Rathwood-Applewood Community Node



Urban Boulevard



Mid-Rise with Tall
Buildings



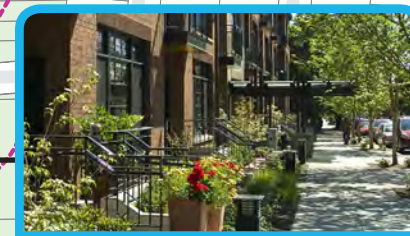
Main Street Focus



Mid-Rise Buildings



Urban Parks



Low-Rise Buildings

Golden Orchard Park

Burnhamthorpe Library

Burnhamthorpe
Community Centre
and Chic Murray Arena

Dixie Woods

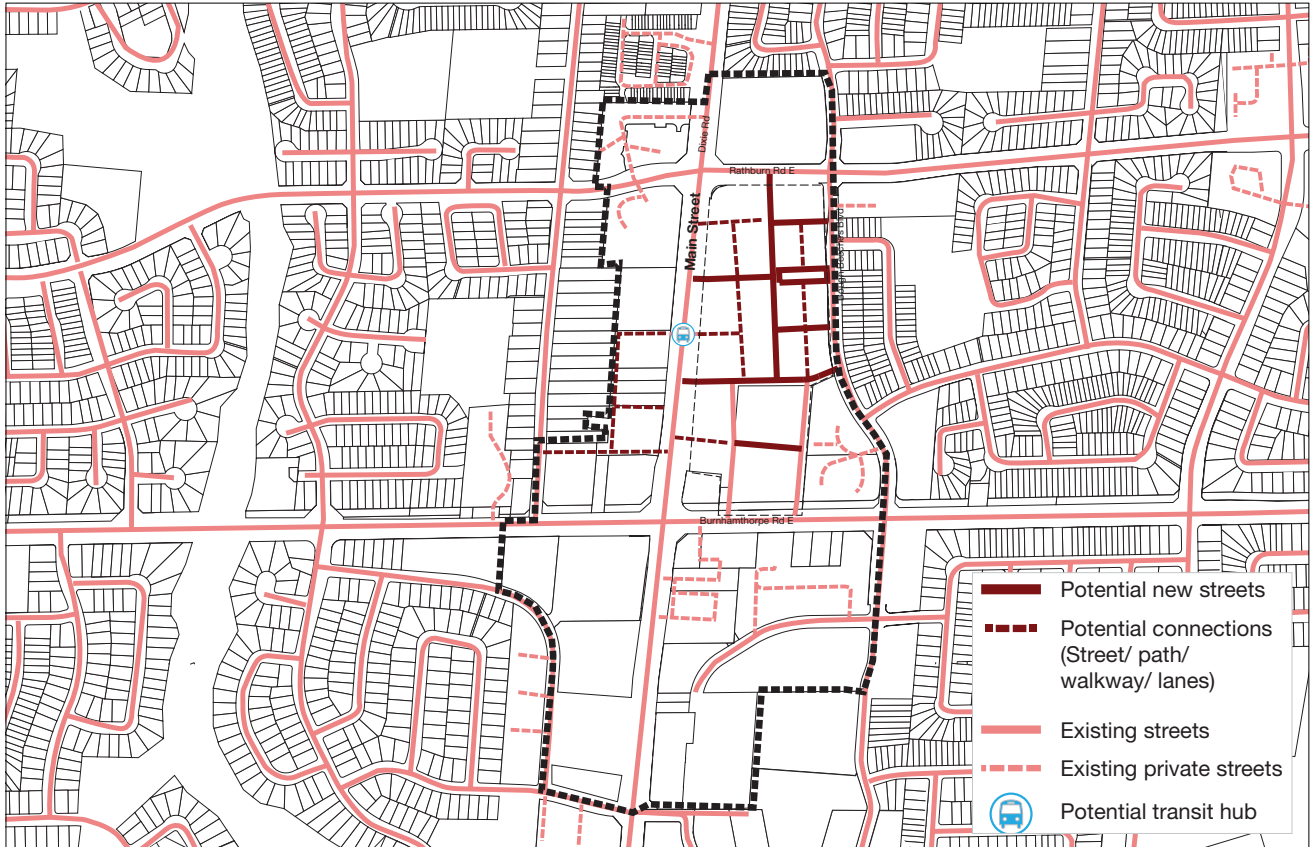
Gulleden Park

Fire Hall

4.4.

- 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
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 - Existing Buildings (Mall Property)
 - Existing Community/ Civic/ Landmark Buildings

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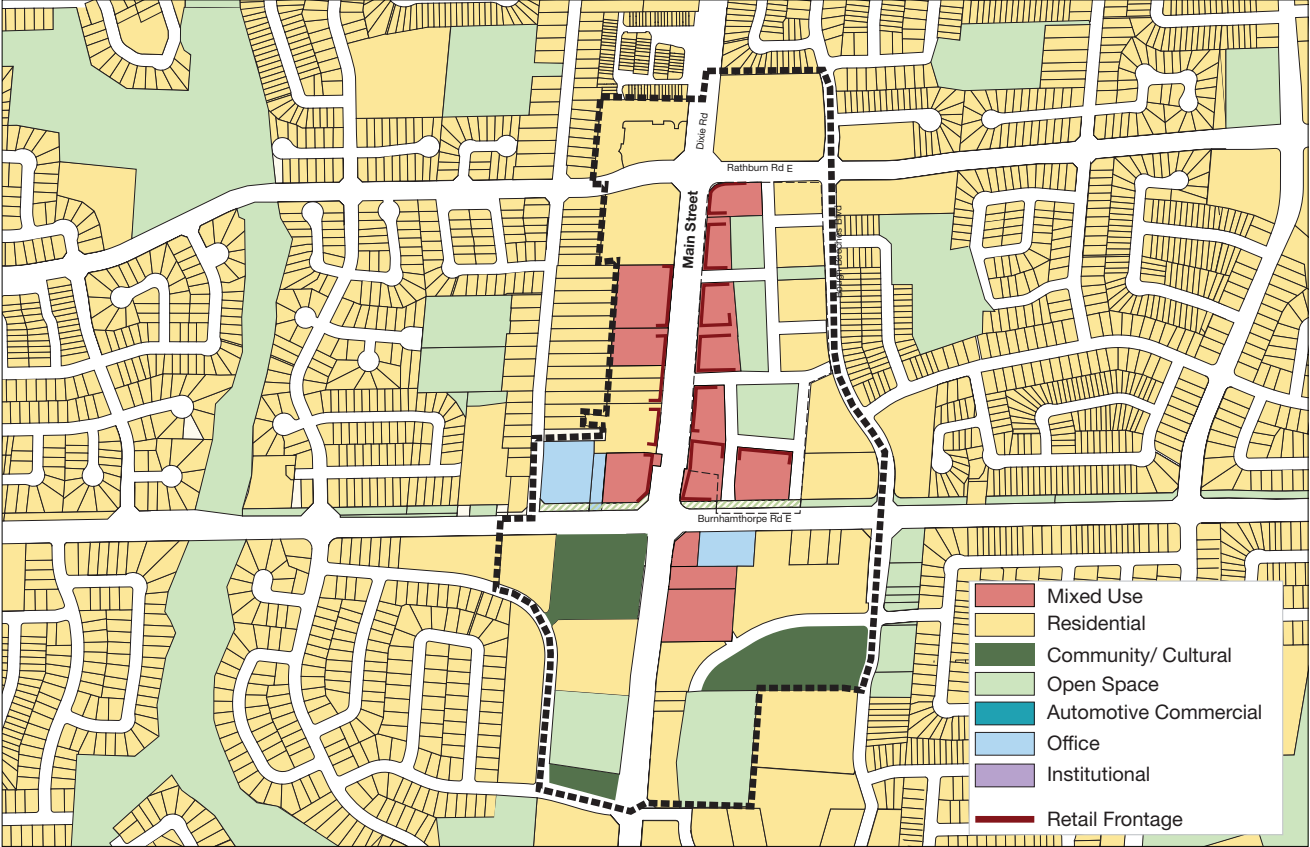
Streets and Blocks



Public and Community Places



Built Form



Mix of Uses and Retail Concept

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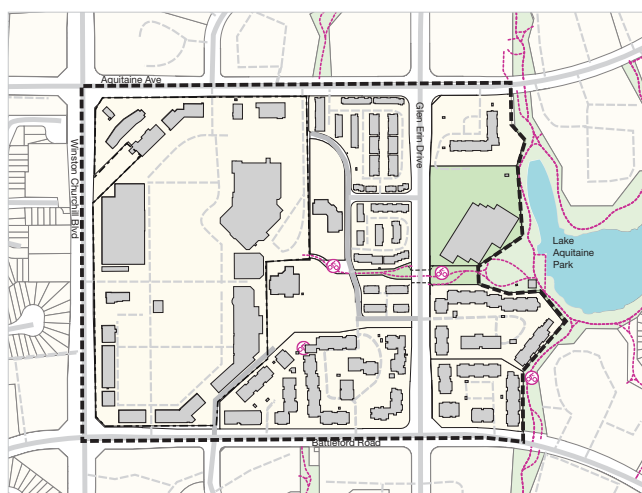
5.6 Flexibility and Adaptability

Potential Phasing

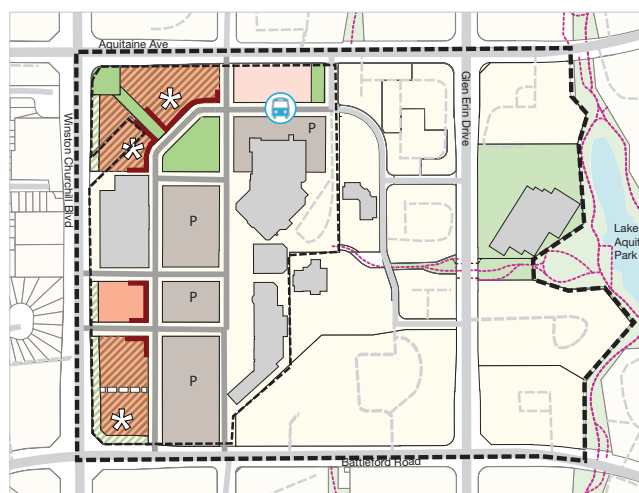
The overall build out of the nodes may take many years to complete. Phasing of each precinct should occur in such a way to mindfully consider the impact of each phase on the overall character and vision of the place.

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

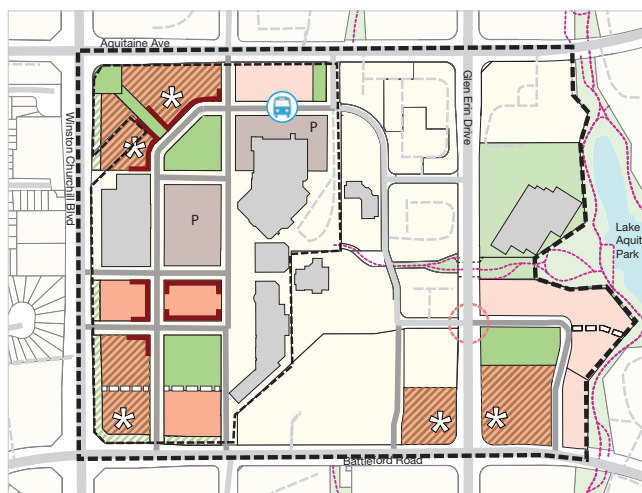
An example of the phasing of a large mall site, such as Meadowvale Town Centre, can be seen below. The first phase could include mall renovations, improved pedestrian pathways, greening and programming, which may become catalysts for revitalization. In the second phase, infill buildings are constructed 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.



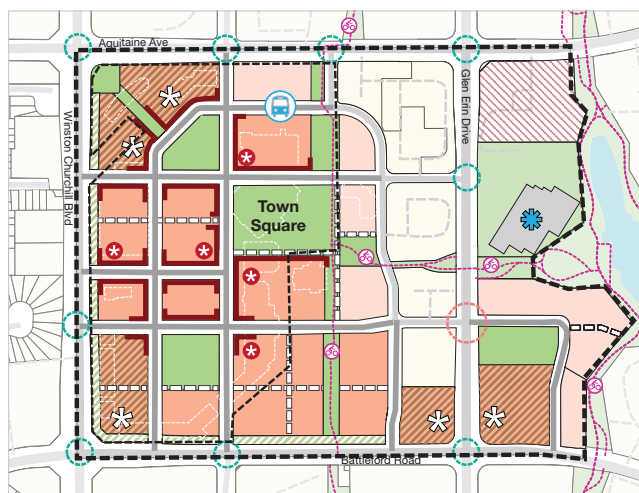
Phase 1



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:

- 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

- 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.

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.

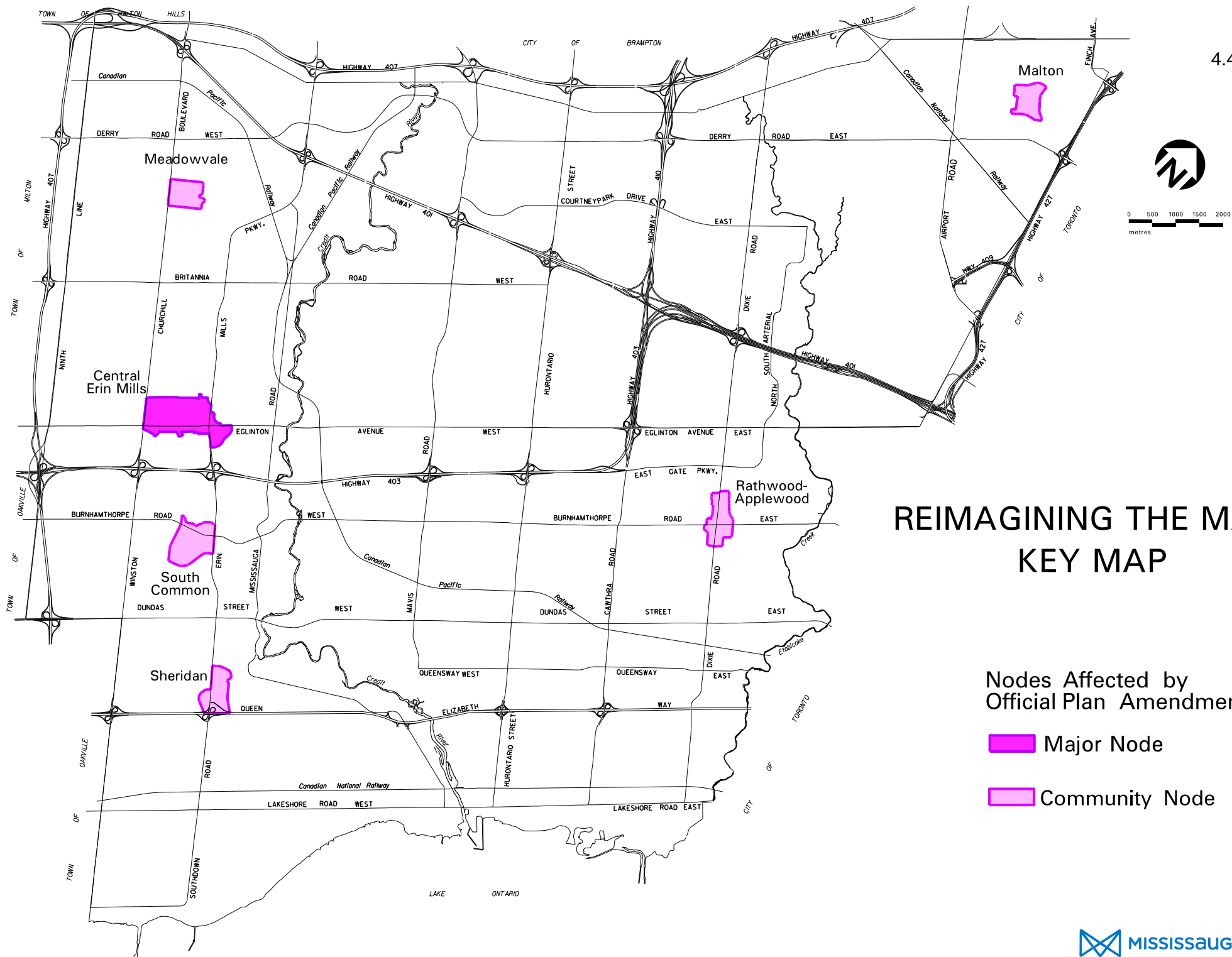
Department/Agency	Comments
City Community Services Department – Libraries	<ul style="list-style-type: none"> The Future Directions Master Plan recommends that Mississauga maintains a provision standard of 0.5 square foot per capita of library space, with a goal of eventually moving to 0.6 square foot 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 Gullden 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

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-Argentia • 39 – Britannia • 42 – Derry • 43 – Matheson-Argentia • 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

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"> • Brookmede 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



Amendment No. #
to
Mississauga Official Plan

DRAFT

By-law No. _____

A by-law to Adopt Mississauga Official Plan Amendment No. #

WHEREAS in accordance with the provisions of sections 17 or 21 of the *Planning Act*, R.S.O. 1990, c.P.13, as amended, ("*Planning Act*") Council may adopt an Official Plan or an amendment thereto;

AND WHEREAS, pursuant to subsection 17(10) of the *Planning Act*, the Ministry of Municipal Affairs and Housing authorized the Regional Municipality of Peel ("Region" or "Regional"), an approval authority, to exempt from its approval any or all proposed Local Municipal Official Plan Amendments;

AND WHEREAS, Regional Council passed By-law Number 1-2000 which exempted all Local Municipal Official Plan Amendments adopted by local councils in the Region after March 1, 2000, provided that they conform with the Regional Official Plan and comply with conditions of exemption;

AND WHEREAS, the Commissioner of Public Works for the Region has advised that, with regard to Amendment No. #, in his or her opinion the amendment conforms with the Regional Official Plan and is exempt;

AND WHEREAS, Council desires to adopt certain amendments to Mississauga Official Plan regarding policy changes/mapping modifications within the Character Area/Local Area Plan/City of Mississauga (General Amendment); pull from Purpose of Amendment, but don't repeat.;

NOW THEREFORE the Council of The Corporation of the City of Mississauga ENACTS as follows:

1. The document attached hereto, constituting Amendment No. # to Mississauga Official Plan, is hereby adopted.

ENACTED and PASSED this _____ day of _____, 2020.

Signed _____
MAYOR

Signed _____
CLERK

Amendment No. #
to
Mississauga Official Plan

The following text and Map "A" attached constitute Amendment No. #.

Also attached but not constituting part of the Amendment are Appendices I and II.

Appendix I is a description of the Public Meeting held in connection with this Amendment.

Appendix II is a copy of the Planning and Building Department report dated Date, pertaining to this Amendment.

PURPOSE

The purpose of this Amendment is to revise policies pertaining to the Central Erin Mills Major Node and Community Nodes that include an indoor shopping mall; to add definitions for 'complete street', 'green infrastructure', 'mid-rise building', 'podium' and 'tactical urbanism'; and to add a policy to recognize existing legal uses and structures as a permitted use in all land use designations.

LOCATION

The lands affected by this Amendment are located city-wide (for general policy changes regarding definitions and land use designations); the Central Erin Mills Community Node Character Area; and the Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Node Character Areas, as identified in Mississauga Official Plan.

BASIS

Mississauga Official Plan came into effect on November 14, 2012, save and except for the outstanding site specific appeals to the Local Planning Appeal Tribunal.

The amendments to the general policies are required to define terms used in the proposed policies and to recognize existing legally established structures and uses that would not conform to the proposed policies.

The amendments to the Central Erin Mills Community Node Character Area and the Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Node Character Areas are to provide policies to guide the redevelopment and intensification of these areas into mixed use communities that provide the retail and service commercial uses and community facilities required for a complete community and support multi-modal transportation.

The proposed Amendment is acceptable from a planning standpoint and should be approved to ensure that clear and concise policies are in the Plan to guide future development.

DETAILS OF THE AMENDMENT AND POLICIES RELATIVE THERETO

1. **Section 1.1.4, How to Read Mississauga Official Plan, Introduction, of Mississauga Plan, is hereby amended by adding the following to Policy 1.1.4.00:**
 - Complete Streets
2. **Section 11.2.1.1, Uses Permitted in all Designations, General Land Uses, of Mississauga Plan, is hereby amended by adding the following:**
 - I. uses and structures legally existing prior to the approval of this Plan
3. **Section 13.2, Central Erin Mills, Major Nodes, of Mississauga Official Plan, is hereby amended by deleting Map 13-2: Central Erin Mills Major Node Character Area and replacing it with the following:**

Map with FSI Ranges removed
4. **Section 13.2, Central Erin Mills, Major Nodes, of Mississauga Official Plan, is hereby amended by adding the following before section 13.2.1, Special Site Policies and renumbering the policies thereafter:**

13.2.1 Introduction

The Central Erin Mills Major Node has a concentration of retail and service commercial uses and community facilities that serve the existing and planned uses within the node and the broader regional community. Prominent within the node is The Erin Mills Town Centre, Credit Valley Hospital, Erin Meadows Community Centre and Library and St. Aloysius Gonzaga Secondary School.

Erin Mills Town Centre is a two storey indoor mall surrounded by large surface parking lots and vacant parcels of land. Other types of retail and service commercial uses located in the Node include single storey and large format stores and strip plazas. It is anticipated that the Erin Mills Town Centre will remain as the retail anchor of the Node. However, the surface parking areas serving the mall, vacant lands and the single storey retail uses have development and intensification potential.

13.2.2 Vision

The vision for the Node is that it will evolve into a healthy sustainable complete community with:

- its role as the centre of community life for persons of all abilities, incomes and ages preserved and enhanced through the provision of amenities, facilities, social spaces and an attractive public realm
- its planned function as a focal point for retail and service commercial uses and community facilities retained
- the provision of a mixture of residential built forms and tenures suitable to a variety of income levels and household types including affordable housing
- active transportation modes that are prioritized within the Node and connect to the surrounding residential neighbourhoods and public transit that connects to the surrounding regional community
- densities and a mix of uses that 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
- environmentally resilient development that includes the use of *stormwater best management practices* and *green infrastructure*.

13.2.3 General

- 13.2.3.1 Community infrastructure within the Node should be retained and, where appropriate, enhanced to meet the needs of the existing and planned residential population of the Node and surrounding neighbourhoods.
- 13.2.3.2 Public and private elements, including cultural uses, public art and the design of buildings and spaces should be unified and create a sense of place that is accessible, age friendly, comfortable and welcoming at all times of the year and contributes to the identity of the Node.
- 13.2.3.3 Public and private spaces should form a connected system that is green, safe and attractive and supports a range of social and recreation activities.
- 13.2.3.4 Parkland should be designed and located to create a central focus for the Node. Parkland may also provide gathering spaces and linear connections throughout the Node, to existing open spaces, commercial developments, community

facilities and to surrounding neighbourhoods.

- 13.2.3.5 Playgrounds should be provided within an unobstructed 400 m walking distance from residential areas within the Node.
- 13.2.3.6 Privately owned publicly accessible space that enhances and connects the public open space system is encouraged.
- 13.2.3.7 ***Tactical urbanism*** is encouraged to enliven the Node on a temporary basis or to test ideas for long term changes.

13.2.4 Height and Density

- 13.2.4.1 A minimum building height of three storeys and a maximum building height of 25 storeys will apply.
- 13.2.4.2 A maximum FSI of 2.75 to be calculated across the entire area of each Node, excluding public and private roads , will apply.
- 13.2.4.3 Individual properties will not exceed an FSI of 2.75 unless it can be demonstrated to the satisfaction of the City that the FSI for the entire Node will not be exceeded and the development potential of other lands within the Node has been considered.
- 13.2.4.4 A gross density of between 200 and 300 residents and jobs combined per hectare measured across the Node will be achieved.
- 13.2.4.5 A combination of residential and employment uses are encouraged but no prescribed population to employment ratio will apply.

13.2.5 Urban Form

- 13.2.5.1 Development will provide for a range of building types and heights, including ***mid-rise buildings*** to create diversity of urban form and housing choice.
- 13.2.5.2 Buildings will be designed and located to
 - a. frame and animate streets and public spaces
 - b. create a coherent built environment
 - c. provide setbacks along internal roads that provide a consistent building edge and relate to the scale of buildings and width of roads
 - d. provide reduced building setbacks on internal roads with grade related retail and service commercial uses
 - e. provide significant and consistent setbacks along collector and arterial streets to promote landscape boulevards that enhance the pedestrian experience

- f. create a street-wall along collector and arterial streets with appropriate openings for street-facing courtyards that provide usable landscape areas for residents and pedestrians

13.2.5.3 **Tall buildings** should have **podiums** and be located along arterial or collector roads or near transit stations.

13.2.5.4 In order to maximize natural light, sky views and privacy, the following will be required:

- a. Appropriate transitions between buildings, to open spaces and to adjacent neighbourhoods; and
- b. Generous separation distances between **tall buildings** to prevent clustering.

13.2.6 Residential

13.2.6.1 Residential development permitted by any land use designation will include affordable housing and meet the needs of a diverse population. Development will include:

- a. a minimum 20 percent of housing units that are affordable. These units are to be comprised of a mix of affordable rental and ownership housing. Approximately half of these affordable housing units (i.e. about 10 percent of all units) will be targeted for a range of middle income households. The balance of affordable units (i.e. about 10 percent of all units) will be targeted for low income households, subject to securing access to funding. Collaboration with the Region of Peel as Service Manager for subsidized housing may also be required. For the purposes of this section:
 - middle income is defined as Mississauga households with annual earnings between the lowest 40 to 60 percent of income distribution
 - low income is defined as Mississauga households with annual earnings in the lowest 40 percent of income distribution
 - affordable ownership housing means housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income
 - affordable rental housing means a unit for which the rent does not exceed 30 percent of gross annual household income
- b. built forms, unit types and sizes that will accommodate people at all stages of life and ability, particularly older

adults, families and those with special needs.

- 13.2.6.2 Reduced parking requirements will be considered for the affordable housing units described in Section 13.2.6.1 as an incentive to encourage their development.

13.2.7 Mixed Use

- 13.2.7.1 Lands designated Mixed Use will provide a variety of retail and service commercial uses that meet the needs of everyday living for people residing and working within the Node and in the surrounding neighbourhoods.
- 13.2.7.2 Retail and service commercial uses will be located to animate streets and public spaces.
- 13.2.7.3 Retail and service commercial uses are required on the ground floor of buildings on lands designated Mixed Use.
- 13.2.7.4 Official plan amendments for the redesignation of lands designated Mixed Use may be considered provided the planned function of the non-residential uses is maintained.
- 13.2.7.5 Redevelopment that results in a loss of retail and service commercial floor space will not be permitted unless it can be demonstrated that the planned function of the existing non-residential component will be maintained during and after redevelopment.
- 13.2.7.6 For the purposes of the policies in this section, maintenance of the non-residential planned function of the Mixed Use designation means:
- a. the role of the Major Node in the City Structure hierarchy is maintained
 - b. community facilities and gathering space functions are maintained
 - c. a significant concentration of convenient, easily accessible retail and service commercial uses that meet the needs of the local population is maintained
 - d. a grocery store use is maintained

13.2.8 Office

- 13.2.8.1 Redevelopment that results in the loss of office space will be discouraged.
- 13.2.8.2 Office development may be considered for exclusion in the calculation of maximum FSI requirements without an amendment to this Plan.

13.2.9 Environment

13.2.9.1 To achieve a sustainable community and reduce reliance on fossil fuels, development will be designed to include sustainable measures such as:

- a. Designing and orienting buildings to be “solar ready” and to take advantage of passive heating and cooling
- b. Connecting to district energy systems, where available
- c. Using **renewable energy** sources such as solar or geothermal energy
- d. Managing stormwater run-off through innovative methods including **stormwater best management practices** and **green infrastructure**
- e. Installing green roofs or white roofs

13.2.10 Transportation

- 13.2.10.1 A road system with numerous intersections will be required to provide connectivity and encourage walking and cycling as the predominate modes of transportation within the Node.
- 13.2.10.2 Block sizes will be a maximum of 80 by 180 metres or an equivalent perimeter. Roads surrounding blocks will be public and meet City right-of-way and design standards.
- 13.2.10.3 A limited number of private roads may be permitted instead of a public road to facilitate underground services such as deliveries and parking, subject to the following:
 - a. public easements will be required;
 - b. required right-of-way widths will be provided; and
 - c. appropriate terminus may be required for maintenance and operations where a public road connects with a private road.
- 13.2.10.4 New roads will connect and align with existing roads in surrounding neighbourhoods.
- 13.2.10.5 New roads will be designed as **complete streets**. Existing arterial and collector roads dissecting and surrounding the Node will be redesigned as **complete streets**, as appropriate.
- 13.2.10.6 Landscaping, street furniture and building setbacks will be used to animate roads and create a positive pedestrian, cycling and transit-oriented experience.
- 13.2.10.7 Vehicular access from roads will be coordinated and consolidated in order to minimize driveways and disruption

to pedestrians, cyclists and transit.

- 13.2.10.8 Pedestrian and cycling connections to transit facilities will be prioritized.
- 13.2.10.9 Transit services will be enhanced as ridership demands increases. Transit stations and facilities will be incorporated into redevelopment plans and designed to ensure safety, comfort and visibility.
- 13.2.10.10 Bicycle parking will be required and should be located throughout the Node and at transit facilities.
- 13.2.10.11 On-street parking will be provided as appropriate and integrated into the *streetscape* design, balancing the needs of all modes of transportation and the public realm that share the right-of-way.
- 13.2.10.12 Surface parking areas will be replaced by structured parking. Limited surface parking will be permitted to accommodate matters such as accessibility parking spaces, car-share spaces and pick-up/drop-off point delivery services.
- 13.2.10.13 Where surface parking is permitted its impact should be minimized by being located at the rear or side of buildings, by using screening and employing low impact development techniques, and by providing pedestrian amenities, where appropriate.
- 13.2.10.14 Underground parking structures are preferred, however, where above grade parking structures are permitted they will be screened in such a manner that vehicles are not visible from public view and have appropriate direction signage to the structure. Along prominent streets, parking structures should be screened by liner buildings that incorporate a mix of uses between the parking structure and the street.

13.2.11 Implementation

- 13.2.11.1 The need for a development master plan will be determined through a pre-application meeting and in consultation with staff prior to application submission. Matters to be addressed by the development master plan may, among other matters, include the following:
 - a. Delineation of development blocks
 - b. Road alignment and characteristics
 - c. Distribution of density
 - d. Building heights and massing

- e. Land uses and estimated number of people and jobs
 - f. Phasing plans
 - g. Relationship to surrounding areas
 - h. Servicing requirements
 - i. A public realm plan, including parkland
 - j. Vehicular and active transportation circulation plan
 - k. Vehicular and bicycle parking
 - l. Animation at grade, particularly for retail focus areas and in proximity to transit services and along major roads
 - m. Environmentally sustainable measures
 - n. Existing and proposed transit infrastructure
- 13.2.11.2** The City will work with development proponents to integrate public and private investments to achieve the objectives of this Plan including the provision of a focal point for the residents and employees within the Node and surrounding neighbourhoods and housing choices for people of various income levels and household types.
- 13.2.11.3** The City may require a retail and service needs assessment study when development applications propose a reduction of existing commercial space. The study will address how the planned function of the Node as the focal point for retail and service commercial uses and community facilities for existing and planned residents of the Node and surrounding neighbourhoods is retained.
- 13.2.11.4** Where the redevelopment of retail and service commercial uses is proposed, phasing of development may be required to ensure that the planned function of the Node is maintained during redevelopment.
- 13.2.11.5** When a public road is required or a private road is permitted instead of a required public road, development will occur by way of plan of subdivision to secure the location and size of development blocks and the alignment of roads.
- 13.2.11.6** Applicants are encouraged to prepare development master plans jointly with other landowners in the Node. Where joint plans are not prepared, City staff may consult with other landowners in the Node.
- 13.2.11.7** Applications proposing densities above a FSI of 2.75 will be required to demonstrate how the maximum density will not be exceeded across the Node and applicants may be required to enter into a development agreement and include lower density lands in the development proposal.

- 5. Section 14.1, Introduction, Community Nodes, of Mississauga Official Plan, is hereby amended by adding the following before section 14.1.2, Residential and renumbering the policies thereafter:**

14.1.1 Mall-based Community Nodes

The Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Nodes were all created around an indoor shopping mall and have a concentration of retail and service commercial uses and community facilities. Community Nodes are expected to evolve and change as they intensify, however, their planned function as the focal point of commercial and community uses serving the existing and planned residential and employment community within the nodes and surrounding residential neighbourhoods, is to remain.

Many of the indoor shopping malls have undergone significant changes since they were initially built both in terms of the mix of tenants and uses and their physical size and layout. Common to all the shopping malls are large areas of surfacing parking and a variety of single storey small and large format retail stores that have developed surrounding the malls. It is anticipated that change will continue to occur, and although over time some indoor malls may be entirely removed, it is anticipated that elements of the indoor malls will be retained for the foreseeable future. However, the redevelopment and intensification potential of surface parking areas and single storey retail uses is expected to occur within the timeframe of this Plan.

14.1.2.1 Vision

The vision for the mall-based Community Nodes is that they will evolve into healthy sustainable complete communities with:

- their role as the centre of community life for persons of all abilities, incomes and ages preserved and enhanced through the provision of amenities, facilities, social spaces and an attractive public realm
- their planned function as a focal point for retail and service commercial uses and community facilities retained
- the provision of a mixture of residential built forms and tenures suitable to a variety of income levels and household types including affordable housing
- active transportation modes that are prioritized within the nodes and connect to the surrounding residential neighbourhoods and public transit that connects to the surrounding regional communities

- densities and a mix of uses that allow people to meet many of their needs locally and within walking distance
- attractive and well-connected built environments that promote physically active lifestyles
- environmentally resilient development that includes the use of *stormwater best management practices* and *green infrastructure*.

14.1.2.2 General

- 14.1.2.2.1 Community infrastructure within the nodes should be retained and, where appropriate, enhanced to meet the needs of the existing and planned residential population of the nodes and surrounding neighbourhoods.
- 14.1.2.2.2 Public and private elements, including cultural uses, public art and the design of buildings and spaces should be unified and create a sense of place that is accessible, age friendly, comfortable and welcoming at all times of the year and contributes to a unique identity for each node.
- 14.1.2.2.3 Public and private spaces should form a connected system that is green, safe and attractive and supports a range of social and recreation activities.
- 14.1.2.2.4 Parkland should be designed and located to create a central focus for the node. Parkland may also provide gathering spaces and linear connections throughout the node, to existing open spaces, commercial developments, community facilities and to surrounding neighbourhoods.
- 14.1.2.2.5 A minimum of one playground should be provided in a central location within the node.
- 14.1.2.2.6 Privately owned publicly accessible space that enhances and connects the public open space system is encouraged.
- 14.1.2.2.7 *Tactical urbanism* is encouraged to enliven nodes on a temporary basis or to test ideas for long term changes.
- #### 14.1.2.3 Height and Density
- 14.1.2.3.1 A minimum building height of three storeys and a maximum building height of 15 storeys will apply.
- 14.1.2.3.2 A maximum FSI of 2.25 to be calculated across the entire area of each node, excluding public and private roads, will apply.
- 14.1.2.3.3 Individual properties will not exceed an FSI of 2.25 unless it can be demonstrated to the satisfaction of the City that the FSI for the entire node will not be exceeded and the development potential of other lands within the node has

been considered.

14.1.2.3.4 A gross density of between 150 and 250 residents and jobs combined per hectare measured across the node will be achieved.

14.1.2.3.5 A combination of residential and employment uses are encouraged but no prescribed population to employment ratio will apply.

14.1.2.4 Urban Form

14.1.2.4.1 Development will provide for a range of building types and heights, including *mid-rise buildings* to create diversity of urban form and housing choice.

14.1.2.4.2 Buildings will be designed and located to

- a. frame and animate streets and public spaces
- b. create a coherent built environment
- c. provide setbacks along internal roads that provide a consistent building edge and relate to the scale of buildings and width of roads
- d. provide reduced building setbacks on internal roads with grade related retail and service commercial uses
- e. provide significant and consistent setbacks along collector and arterial streets to promote landscape boulevards that enhance the pedestrian experience
- f. create a street-wall along collector and arterial streets with appropriate openings for street-facing courtyards that provide usable landscape areas for residents and pedestrians

14.1.2.4.3 *Tall buildings* should have *podiums* and be located along arterial or collector roads or near transit stations.

14.1.2.4.4 In order to maximize natural light, sky views and privacy, the following will be required:

- a. Appropriate transitions between buildings, to open spaces and to adjacent neighbourhoods;
- b. Generous separation distances between *tall buildings* to prevent clustering.

14.1.2.5 Residential

14.1.2.5.1 Residential development permitted by any land use designation will include affordable housing and meet the needs of a diverse population. Development will include:

- a. a minimum 20 percent of housing units that are affordable. These units are to be comprised of a mix of affordable rental and ownership housing. Approximately half of these affordable housing units (i.e. about 10 percent of all units) will be targeted for a range of middle income households. The balance of affordable units (i.e. about 10 percent of all units) will be targeted for low income households, subject to securing access to funding. Collaboration with the Region of Peel as Service Manager for subsidized housing may also be required. For the purposes of this section:
 - middle income is defined as Mississauga households with annual earnings between the lowest 40 to 60 percent of income distribution
 - low income is defined as Mississauga households with annual earnings in the lowest 40 percent of income distribution
 - affordable ownership housing means housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income
 - affordable rental housing means a unit for which the rent does not exceed 30 percent of gross annual household income
 - b. built forms, unit types and sizes that will accommodate people at all stages of life and ability, particularly older adults, families and those with special needs.
- 14.1.2.5.2. Reduced parking requirements will be considered for the affordable housing units described in Section 14.1.2.5.1 as an incentive to encourage their development.
- 14.1.2.6 **Mixed Use**
- 14.1.2.6.1 Lands designated Mixed Use will provide a variety of retail and service commercial uses that meet the needs of everyday living for people residing and working within each node and those living in surrounding neighbourhoods.
- 14.1.2.6.2 Retail and service commercial uses will be located to animate streets and public spaces.
- 14.1.2.6.3 Retail and service commercial uses are required on the ground floor of buildings on lands designated Mixed Use.
- 14.1.2.6.4 Official plan amendments for the redesignation of lands designated Mixed Use may be considered provided the planned function of the non-residential uses is maintained.

- 14.1.2.6.5 Redevelopment that results in a loss of retail and service commercial floor space will not be permitted unless it can be demonstrated that the planned function of the existing non-residential component will be maintained during and after redevelopment.
- 14.1.2.6.6 For the purposes of the policies in this section, maintenance of the non-residential planned function of the Mixed Use designation means:
- a. the role of the Community Node in the City Structure hierarchy is maintained
 - b. community facilities and gathering space functions are maintained
 - c. a significant concentration of convenient, easily accessible retail and service commercial uses that meet the needs of the local population is maintained
 - d. a grocery store use is maintained
- 14.1.2.7 Office
- 14.1.2.7.1 Redevelopment that results in the loss of office space will be discouraged.
- 14.1.2.7.2 Office development may be considered for exclusion in the calculation of maximum FSI requirements without an amendment to this Plan.
- 14.1.2.8 Environment
- 14.1.2.8.1 To achieve a sustainable community and reduce reliance on fossil fuels, development will be designed to include sustainable measures such as:
- a. Designing and orienting buildings to be “solar ready” and to take advantage of passive heating and cooling
 - b. Connecting to district energy systems, where available
 - c. Using **renewable energy** sources such as solar or geothermal energy
 - d. Managing stormwater run-off through innovative methods including **stormwater best management practices** and **green infrastructure**
 - e. Installing green roofs or white roofs
- 14.1.2.9 Transportation
- 14.1.2.9.1 A road system with numerous intersections will be required

to provide connectivity and encourage walking and cycling as the predominate modes of transportation within the nodes.

- 14.1.2.9.2 Block sizes will be a maximum of 80 by 180 metres or an equivalent perimeter. Roads surrounding blocks will be public and meet City right-of-way and design standards.
- 14.1.2.9.3 A limited number of private roads may be permitted instead of a public road to facilitate underground services such as deliveries and parking, subject to the following:
 - a. public easements will be required;
 - b. required right-of-way widths will be provided; and
 - c. appropriate terminus may be required for maintenance and operations where a public road connects with a private road.
- 14.1.2.9.4 New roads will connect and align with existing roads in surrounding neighbourhoods.
- 14.1.2.9.5 New roads will be designed as ***complete streets***. Existing arterial and collector roads dissecting and surrounding the node will be redesigned as ***complete streets***, as appropriate.
- 14.1.2.9.6 Landscaping, street furniture and building setbacks will be used to animate roads and create a positive pedestrian, cycling and transit-oriented experience.
- 14.1.2.9.7 Vehicular access from roads will be coordinated and consolidated in order to minimize driveways and disruption to pedestrians, cyclists and transit.
- 14.1.2.9.8 Pedestrian and cycling connections to transit facilities will be prioritized.
- 14.1.2.9.9 Transit services will be enhanced as ridership demand increases. Transit stations and facilities will be located and designed to ensure safety, comfort and visibility.
- 14.1.2.9.10 Bicycle parking will be required and should be located throughout the nodes and at transit facilities.
- 14.1.2.9.11 On-street parking will be provided as appropriate and integrated into the ***streetscape*** design, balancing the needs of all modes of transportation and the public realm that share the right-of-way.
- 14.1.2.9.12 Surface parking areas will be replaced by structured parking. Limited surface parking will be permitted to accommodate matters such as accessibility parking spaces, car-share spaces and pick-up/drop-off point delivery

services.

- 14.1.2.9.13 Where surface parking is permitted its impact should be minimized by being located at the rear or side of buildings, by using screening and employing low impact development techniques, and by providing pedestrian amenities, where appropriate.
- 14.1.2.9.14 Underground parking structures are preferred, however, where above grade parking structures are permitted they will be screened in such a manner that vehicles are not visible from public view and have appropriate direction signage to the structure. Along prominent streets, parking structures should be screened by liner buildings that incorporate a mix of uses between the parking structure and the street.
- 14.1.2.10 Implementation
 - 14.1.2.10.1 The need for a development master plan will be determined through a pre-application meeting and in consultation with staff prior to application submission. Matters to be addressed by the development master plan may, among other matters, include the following:
 - a. Delineation of development blocks
 - b. Road alignment and characteristics
 - c. Distribution of density
 - d. Building heights and massing
 - e. Land uses and estimated number of people and jobs
 - f. Phasing plans
 - g. Relationship to surrounding areas
 - h. Servicing requirements
 - i. A public realm plan, including parkland
 - j. Vehicular and active transportation circulation plan
 - k. Vehicular and bicycle parking
 - l. Animation at grade, particularly for retail focus areas and in proximity to transit services and along major roads
 - m. Environmentally sustainable measures
 - n. Existing and proposed transit infrastructure
 - 14.1.2.10.2 The City will work with development proponents to integrate public and private investments to achieve the objectives of this Plan including the provision of a focal point for the residents and employees within each node and

surrounding neighbourhoods and housing choices for people of various income levels and household types.

- 14.1.2.10.3 The City may require a retail and service needs assessment study when development applications propose a reduction of existing commercial space. The study will address how the planned function of the node as the focal point for retail and service commercial uses and community facilities for existing and planned residents of the node and surrounding neighbourhoods is retained.
 - 14.1.2.10.4 Where the redevelopment of retail and service commercial uses is proposed, phasing of development may be required to ensure that the planned function of the node is maintained during redevelopment.
 - 14.1.2.10.5 When a public road is required or a private road is permitted instead of a required public road, development will occur by way of plan of subdivision to secure the location and size of development blocks and the alignment of roads.
 - 14.1.2.10.6 Applicants are encouraged to prepare development master plans jointly with other landowners in the node. Where joint plans are not prepared, City staff may consult with other landowners in the node. .
 - 14.1.2.10.7 Applications proposing densities above a FSI of 2.25 will be required to demonstrate how the maximum density will not be exceeded across the node and applicants may be required to enter into a development agreement and include lower density lands in the development proposal.
6. **Section 14.4, Malton, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Map 14-4: Malton Community Node Character Area and replacing it with the following:**

Map with FSI Ranges and Special Site number removed
 7. **Section 14.4, Malton, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Policy 14.4.1, Urban Design Policies.**
 8. **Section 14.4, Malton, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Policies 14.4.2, Special Site Policies and 14.4.2.1, Site 1.**
 9. **Section 14.5, Meadowvale, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Map 14-5:**

Meadowvale Community Node Character Area and replacing it with the following:

Map with FSI Ranges and Special Site number removed

- 10. Section 14.5, Meadowvale, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Policy 14.5.1, Land Use.**
- 11. Section 14.5, Meadowvale, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Policies 14.5.2, Special Site Policies and 14.5.2.1. Site 1.**
- 12. Section 14.7, Rathwood-Applewood, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Map 14-7: Rathwood-Applewood Community Node Character Area and replacing it with the following:**
Map with FSI Ranges removed
- 13. Section 14.7, Rathwood-Applewood, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Policy 14.7.1, Land Use.**
- 14. Section 14.7, Rathwood-Applewood, Community Nodes of Mississauga Official Plan, is hereby amended by deleting 14.7.2.1. Site 1 and 14.7.2.2 Site 2**
- 15. Section 14.7, Rathwood-Applewood, Community Nodes of Mississauga Official Plan, is hereby amended by renumbering Policy 14.7.2, Special Site Policies, 14.7.2.3 Site 3 to “14.7.2.1 Site 1”.**
- 16. Section 14.8, Sheridan, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Map 14-8: Sheridan Community Node Character Area and replacing it with the following:**
Map with FSI Ranges and numbers removed
- 17. Section 14.8, Sheridan, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Policy 14.8.1, Land Use.**
- 18. Section 14.8, Sheridan, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Policies 14.8.2, Special Site Policies and 14.8.2.1. Site 1.**

19. Section 14.9, South Common, Community Nodes , of Mississauga Official Plan, is hereby amended by deleting Map 14-9: South Common Community Node Character Area and replacing it with the following:

Map with FSI Ranges removed

20. Section 20, Glossary, of Mississauga Official Plan, is hereby amended by adding the following:

Mid-rise Building means a building having a height that is greater than four storeys and less than the width of the street on which it fronts but not greater than 12 storeys. Character Area policies may specify alternative maximum building heights for *mid-rise buildings*. A *mid-rise building* cannot be structurally connected to a *tall building*.

Podium means the base of a building that is distinguished from the taller portion of the building by being set forward or articulated architecturally.

Tactical Urbanism is the use of low-cost and temporary changes to the built environment that add to the vitality and activity of the community or to test ideas that may result in long term change.

IMPLEMENTATION

Upon the approval of this Amendment by the Council of the Corporation of the City of Mississauga, Mississauga Official Plan will be amended in accordance with this Amendment.

This Amendment has been prepared based on the Office Consolidation of Mississauga Official Plan dated. (Note: must reference latest online version date)

INTERPRETATION

The provisions of Mississauga Official Plan, as amended from time to time regarding the interpretation of that Plan, will apply in regard to this Amendment.

This Amendment supplements the intent and policies of Mississauga Official Plan.

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Map "A"

APPENDIX I
PUBLIC MEETING

All property owners and residents within the City of Mississauga were invited to attend a Public Meeting of the Planning and Development Committee held on Date in connection with this proposed Amendment.

Note: A sentence or paragraph needs to be added regarding the result of the Public Meeting

Appendix II

A by-law to Adopt Mississauga Official Plan Amendment No. #

WHEREAS in accordance with the provisions of sections 17 or 21 of the *Planning Act*, R.S.O. 1990, c.P.13, as amended, ("*Planning Act*") Council may adopt an Official Plan or an amendment thereto;

AND WHEREAS, pursuant to subsection 17(10) of the *Planning Act*, the Ministry of Municipal Affairs and Housing authorized the Regional Municipality of Peel, ("Region" or "Regional") an approval authority, to exempt from its approval any or all proposed Local Municipal Official Plan Amendments;

AND WHEREAS, Regional Council passed By-law Number 1-2000 which exempted all Local Municipal Official Plan Amendments adopted by local councils in the Region after March 1, 2000, provided that they conform with the Regional Official Plan and comply with conditions of exemption;

AND WHEREAS, the Commissioner of Public Works for the Region has advised that, with regard to Amendment No. #, in his or her opinion the amendment conforms with the Regional Official Plan and is exempt;

AND WHEREAS, Council desires to adopt certain amendments to Mississauga Official Plan regarding policy changes/mapping modifications within the Character Area/Local Area Plan/City of Mississauga (General Amendment); pull from Purpose of Amendment, but don't repeat.;

NOW THEREFORE the Council of The Corporation of the City of Mississauga ENACTS as follows:

1. The document attached hereto, constituting Amendment No. # to Mississauga Official Plan, is hereby adopted.

ENACTED and PASSED this _____ day of _____, 2019.

MAYOR

CLERK

Reimagining the Mall - Official Plan Amendment Implementation - Response to Comments Summary

Comment No.	Respondent	Issue	Staff Comment	Recommendation for OPA
1	<p>Glenn Schnarr & Associates on behalf of Sheridan Retail Inc. (Dunpar Developments), owner of Sheridan Mall, letters dated January 31, 2020 and April 14, 2020</p> <p><i>Met with Dunpar Developments and Glenn Schnarr & Associates on February 27, 2020 to discuss</i></p>	<p>(1) Request to present their Redevelopment Concept Plan to the City before a new OPA is implemented. Dunpar wants to work with the City on establishing a future redevelopment proposal that respects existing long term tenant arrangements.</p> <p>(2) Concerned with 20% affordable housing request. This must be paired with incentives through partnerships with the City and Region to make this economically viable. An OPA is premature until this is in place. Also, the City does not have the necessary inclusionary zoning (IZ) policies in place to require a percentage of affordable housing -</p>	<p>(1) Staff met with the landowner and their planning consultant to review very preliminary sketches of a possible redevelopment scenario. The proposed OPA policies will give guidance to future redevelopment on the subject lands.</p> <p>(2) In May 2020, the City retained land economists urbanMetrics to update their preliminary financial analysis originally undertaken in May 2019 as part of the Directions Report for Reimagining the Mall. This new analysis used updated market data and specifically looked at whether the mall sites could be redeveloped in a way that is financially viable with the proposed affordable housing policies in place. It found that this is not feasible using the assumptions in the draft policy (i.e. 10% low income affordable units and 10% middle income affordable units) unless the low income affordable units are subsidized by non-profit funding</p>	<p>(1) No action required</p> <p>(2) That the draft OPA be modified to require 10% affordable units for middle income households and encourage low income units subject to non-profit housing funding subsidies. The 10% affordable unit requirement would only apply to the Central Erin Mills, Meadowvale, South Common and Sheridan Nodes</p>

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		<p>and even if it did, the subject lands would not qualify as they are outside of a Major Transit Station Area (MTSA) per the provincial requirement. Also, the City has not undertaken a financial analysis to demonstrate that the proposed affordable housing policies are financially viable as part of site redevelopment.</p>	<p>sources. Their analysis does show that a policy requiring 10% of units to be affordable for middle income households is viable for redeveloped mall sites in the Central Erin Mills, Meadowvale, South Common and Sheridan Nodes. With the preliminary assumptions used, Rockwood Mall (Rathwood-Applewood Community Node) continues to present a challenge if redevelopment were to be pursued today even if affordable units were reduced to a 10% provision. Westwood Square in the Malton Community Node was not assessed, as it was not part of the original Directions Report evaluation and never included a potential redevelopment Demonstration Plan. Also, the land economics within the Malton Community Node would likely present challenges to providing affordable housing. With these results, the affordable housing policy within the OPA has been revised to encourage the provision of low income affordable units in all Nodes subject to the availability of</p>	

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			<p>subsidized funding sources and to require 10% affordable units for middle income households developed within the Central Erin Mills, Meadowvale, South Common and Sheridan Nodes. This is consistent with Mississauga's Housing Strategy, which prioritizes affordability for middle income households and is part of providing a range of housing options for all residents. This is a fundamental component of good community planning. The draft policies differ from IZ in several ways, including the incorporation of flexibility. The draft policy recognizes that low income units are subject to securing funding from non-profit housing partners and so does not prescribe a minimum amount of units but encourages its provision. Also, the definition of "affordable" is less onerous than the provincial definition and focuses on middle-income households. The policy now allows for land dedications in lieu of direct construction of affordable units. The City may also consider a Community</p>	

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			Benefit Charge (currently Section 37 density bonusing) as part of an affordable housing contribution.	
2	<p>Glenn Schnarr & Associates on behalf of Morguard Corporation, owner of lands at the northwest corner of Battleford Road and Glen Erin Drive, letter dated January 31, 2020</p> <p><i>Met with Morguard and Glenn Schnarr & Associates on March 6, 2020 to discuss</i></p>	<p>(1) New Rental Housing Protection By-law creates a barrier to the expansion of purpose built rental on sites such as this were rental currently exists.</p> <p>(2) Concerned that 20% affordable housing requirement makes it even more difficult to provide new rental units on this site. It is requested that the OPA be deferred until further dialogue with the City on what incentives or By-law changes can be implemented.</p> <p>(3) The draft policies require a mix of ownership and rental housing. Morguard only builds rental units so this is problematic.</p> <p>(4) Concerned that “mid-rise” building definition</p>	<p>(1) This By-law is in force and acts to preserve affordable rental units in the City. It is a separate from the proposed affordable housing policies. Notwithstanding, there is merit in counting any existing affordable rental units that are retained under the provisions of this By-law towards the 20% affordable housing requirement.</p> <p>(2) See response to Comment 1, Issue (2).</p> <p>(3) The intent was not to require a mix of ownership and rental housing on every parcel that redevelops. Wording clarification needed.</p> <p>(4) Built form for the subject lands is not limited to “mid-rise” by the draft policies. Permitted heights are up to 15 storeys for the mall-based Community Nodes, including Meadowvale.</p>	<p>(1) That the affordable housing wording be adjusted to count any existing affordable rental units that are retained under the provisions of the Rental Housing Protection By-law towards the 10% affordable housing requirement</p> <p>(2) No further action required; See Comment 1, Issue (2)</p> <p>(3) That the affordable housing wording be adjusted to reflect a required mix of affordable rental and ownership housing across the Node</p> <p>(4) No action required</p>

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		will prohibit tall buildings on the site.		
3	<p>Glenn Schnarr & Associates on behalf of Daniels HR Corporation, owner of 2475 Eglinton Avenue West, northeast quadrant of Eglinton Avenue West and Erin Mills Parkway, letter dated January 31, 2020</p> <p><i>Met with Daniels HR Corporation via videoconference meeting on March 17, 2020 to discuss</i></p>	<p>(1) Site-specific development applications (OZ 16/003 W11) have recently achieved a negotiated LPAT settlement that is currently not recognized by the proposed OPA policies. It is requested that City staff meet to review the proposed OPA and have further discussions.</p> <p>March 17, 2020 teleconference meeting confirmed that the agent requests site-specific policies that would exempt the subject lands from any of the Reimagining the Mall policies.</p>	<p>(1) The development applications and associated OPA/zoning by-law settlement provisions resulting from the LPAT process pre-dated the proposed policies. As such, the landowner should not be subject to the proposed site-specific development requirements (e.g. density, affordable housing requirements) and related policy provisions.</p>	<p>(1) That a Special Site provision be included for the subject lands that would permit an FSI of up to 3.4 and not require adherence to the proposed new policies of Section 13.2</p>
4	<p>SmartCentres, owner of South Common Centre, letter dated February 3, 2020</p>	<p>(1) Concerned with 20% affordable housing requirement.</p> <p>(2) More discussion requested regarding the proposed 2.25 FSI and building height maximum of 15 storeys. Landowner</p>	<p>(1) See Comment 1, Issue (2).</p> <p>(2) The height and FSI standards are consistent with the consultant's recommendations outlined in the May 2019 Directions Report. Additional height and density would not be consistent with the City Structure hierarchy mandated by the Official Plan.</p>	<p>(1) No further action required; See Comment 1, Issue (2)</p> <p>(2) No action required</p> <p>(3) No action required</p> <p>(4) No action required</p>

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	<i>Met with SmartCentres on February 26, 2020 to discuss</i>	<p>believes more height and density could still achieve the vision of the Community Node.</p> <p>(3) Council should consider various incentives (e.g. bonus provisions, tax incentives) to retain a community node focus.</p> <p>(4) Verbal comment during staff's meeting with SmartCentres where they indicated concern with a policy requiring a grocery store.</p>	<p>The landowner has not identified a specific concern or conflict with how these standards may relate to a future redevelopment proposal for their lands.</p> <p>(3) A financial analysis of the Demonstration Plans indicates the feasibility of a mixed use redevelopment proposals for the mall-based Nodes, including South Common Centre. The City is working with the Region on possible incentives to support the development of affordable housing within the City.</p> <p>(4) See response to Comment 5, Issue (6) which adds some flexibility to this proposed policy.</p>	
5	<p>Armstrong Planning, on behalf of Choice Properties REIT, owner of lands at 2915, 2901-2925 Eglinton Avenue West, letter dated February 20, 2020</p> <p><i>Met with Choice Properties and Armstrong Planning on March 11, 2020 to discuss</i></p>	<p>(1) Concerned that the 200 to 300 ppj target would result in an onerous density requirement from any single landowner.</p> <p>(2) Concerned with a 3 storey minimum height requirement and suggests it be a minimum of 2 storeys for solely commercial buildings.</p> <p>(3) While supportive of</p>	<p>(1) PPJ targets will be applied across the Node and not on individual properties.</p> <p>(2) After further consideration, including discussions with the landowner and their planning consultant, staff recognize the challenge of providing minimum 3 storey buildings in the case where there are only non-residential uses (i.e. retail, service commercial, office, institutional).</p> <p>(3) Each development will need to</p>	<p>(1) No action required</p> <p>(2) That the draft OPA be modified for all the mall-based nodes to permit minimum two storey heights where buildings do not contain a residential component</p> <p>(3) That the draft OPA be modified to clarify</p>

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		<p>20% affordable housing, concerned that choice would have to make up any affordable housing deficiency of adjacent Node properties on their own lands.</p> <p>(4) Concerned that the OPA does not allow for some buildings to be entirely residential and so requests commercial uses only on buildings fronting arterial and collector roads.</p> <p>(5) Concerned with the strength of language around requiring the maintenance of commercial floor space and suggests wording changes accordingly.</p> <p>(6) Requests grocery store use to be maintained anywhere in the Central Erin Mills Node.</p> <p>(7) Concerned with the requirement of public roads that would delineate blocks suggests private roads</p>	<p>achieve the minimum 10% target, per suggested percentage revisions.</p> <p>(4) Lands with Residential designations already exist within the mall-based Nodes and these may have residential buildings. Lands designated Mixed Use are to have a mixture of residential and non-residential uses within the same building to ensure that the planned function of the Nodes are maintained. Notwithstanding, it is recommend that wording be clarified to indicate that retail and service commercial uses are required on at least a portion of the ground floor (as opposed to the entirety of the ground floor, which may not be reasonable and desirable in all cases).</p> <p>(5) The proposed wording allows flexibility of commercial floor area provision if it can be demonstrated that the Node's planned function will be maintained.</p> <p>(6) Flexibility as to the location of a grocery store is appropriate as long as there is one within the Node.</p>	<p>that each development site is responsible to provide the minimum 10% affordable housing requirement in the relevant Nodes</p> <p>(4) That the draft OPA be modified to clarify that retail and service commercial uses are required on at least a portion of the ground floor of buildings on lands designated Mixed Use</p> <p>(5) No action required</p> <p>(6) That the draft OPA be modified to clarify that a grocery store use needs to be maintained within the Node and not necessarily on the existing property</p> <p>(7) No action required</p>

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		as an alternative.	(7) It is important to require a strong public road network and only permit a limited number of private roads under specified conditions.	
6	<p>Weston Consulting on behalf of The Children's Centre South Common Court Inc. (Rotherglen Montessori School) the owners of 3553 South Common Court, letter dated February 21, 2020</p> <p><i>Met with Weston Consulting via videoconference meeting held on March 18, 2020 to discuss</i></p>	<p>(1) Requests "mid-rise" and Mixed Use land use permissions, similar to South Common Centre.</p> <p>(2) Concerned with the 20% affordable housing target and requests background studies to justify.</p> <p>(3) Concerned with the requirement to maintain the same amount of commercial space given the declining demand for retail space.</p> <p>(4) The draft OPA does not contain any final indication of where height and density is to be located.</p>	<p>(1) The planning consultant is referencing the Demonstration Plan, which is not a land use plan but a depiction of a potential redevelopment scenario prepared as part of the background studies. Also, the subject lands are currently designated "Residential Medium Density" which permits "low-rise apartment buildings" in Nodes. The maximum height within the Node is now proposed to be 15 storeys with a maximum FSI of 2.25. Upon further review, it is appropriate to refine the policy wording to indicate that lands designated "Residential Medium Density" may redevelop at low rise and "mid-rise" heights (subject to maximum FSI provisions).</p> <p>(2) See Comment 1, Issue (2) above.</p> <p>(3) See Comment 5, Issue (5) above.</p> <p>(4) The Reimagining the Mall project sets a policy framework for redevelopment of the mall-based</p>	<p>(1) That the draft OPA be modified to clarify that low rise and mid-rise apartment buildings would be permitted on lands designated "Residential Medium Density"</p> <p>(2) No further action required; See Comment 1, Issue (2)</p> <p>(3) No action required</p> <p>(4) No action required</p>

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			nodes including height and density parameters for the Node. Staff are not recommending the imposition of site-specific development master plans on the nodes.	
7	<p>Building Industry and Land Development Association (BILD) e-mail of March 24, 2020 and letter dated May 1, 2020</p> <p><i>Met with BILD representatives via teleconference call held on April 2, 2020 to discuss</i></p>	<p>(1) BILD members have expressed concern that the proposed affordable housing policies are too aggressive. Because they require an affordable housing minimum unit percentage, it is their position that the policies mimic an Inclusionary Zoning (IZ) By-law without following the provincially-mandated process for IZ.</p>	<p>(1) See response to Comment 1, Issue (2).</p>	<p>(1) No further action required; See Comment 1, Issue (2)</p>
8	<p>Goodmans LLP on behalf of 4005 Hickory Drive Ltd. related to 4005 Hickory Drive, letter dated June 23, 2020.</p>	<p>(1) Concerned that there is a lack of transitional policies should their development applications (OZ 17/006 W3; SP 18/039 W3) be approved by LPAT.</p> <p>(2) Concerned with the proposed affordable</p>	<p>(1) As this will be a contested hearing, the outcome is uncertain. Should the applications be approved by LPAT, it would be appropriate to exempt the subject lands from the provisions of the proposed OPA.</p> <p>(2) See response to Comment 1,</p>	<p>(1) That should the subject development proposal be approved by LPAT, an appropriate Special Site provision be added to not require adherence to the proposed new</p>

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		housing policies, which it sees as equivalent to Inclusionary Zoning (IZ) due to the requirement of a certain number of affordable units. Notwithstanding, this concern can be addressed through the inclusion of appropriate transition policies.	Issue (2).	<p>policies of Section 13.2</p> <p>(2) No further action required; See Comment 1, Issue (2)</p>
9	Staff Comments	<p>(1) Consider including as a policy on-site land contribution to the Region or other non-profit housing provider towards the construction affordable housing units as an acceptable “in-kind” affordable housing contribution.</p> <p>(2) Consider a minimum development size threshold related to the number of proposed units to apply the affordable housing requirements.</p> <p>(3) Consider identifying office and institutional uses as part of the</p>	<p>(1) This is an appropriate mechanism to achieve affordable housing, particularly targeting low income households.</p> <p>(2) This is appropriate, given that staff are currently requesting affordable housing for developments proposing at least residential 50 units.</p> <p>(3) It is appropriate to include this recognition for the Central Erin Mills Major Node, as MOP identifies the importance of employment uses as part of the planned function for Major Nodes.</p> <p>(4) These changes are relatively minor and speak to the importance of considering transit in the redevelopment of the mall-based Nodes.</p>	<p>(1) That the draft OPA be modified to permit “in-kind” land contributions toward affordable housing targeting mainly low income households. Parcel size should be sufficient and configuration appropriate to facilitate proposed number of housing units</p> <p>(2) That the draft OPA wording related to minimum affordable housing provisions be modified to only apply to</p>

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		<p>continued planned function of Nodes.</p> <p>(4) Consider a number of wording changes to clarify policies related to transit planning.</p> <p>(5) Consider replacing the term “affordable housing” with another term such as “below-market housing”, as this OPA proposes a definition of that differs from the provincial definition of “affordable”, including separate definitions for “low-income” and “middle-income” households.</p> <p>(6) Consider flexibility on all buildings being required to have street level retail and service commercial uses.</p> <p>(7) Consider removing requirement to demonstrate maintenance of the planned commercial function during redevelopment.</p>	<p>(5) This is appropriate and will add clarity given that a modified definition of “affordable” is being used in the draft OPA.</p> <p>(6) It is appropriate to clarify that not every building façade must have retail and service commercial uses on the ground floor. This is not necessarily viable or appropriate in every situation. The Demonstration Plans depict some buildings without this condition. These activating uses should be integrated into redevelopment plans where appropriate.</p> <p>(7) It is appropriate to use more flexible wording, as it may be unreasonable to expect landowners to demonstrate this during the entire construction period.</p>	<p>development applications proposing at least 50 residential units</p> <p>(3) That the draft OPA wording be modified to recognize office and institutional uses as part of the Major Node planned function</p> <p>(4) That the draft OPA wording be modified by making a number of wording changes related to transit planning</p> <p>(5) That the draft OPA wording be modified to replace the word “affordable” with “below-market”</p> <p>(6) That the draft OPA wording be modified to require street level retail and service commercial</p>

Comment No.	Respondent	Issue	Staff Comment	Recommendation for OPA
				<p>uses along streets only where appropriate</p> <p>(7) That the draft OPA wording be modified to remove the requirement to demonstrate maintenance of planned commercial function during redevelopment</p>
10	Councillor Saito (Ward 9)	<p>(1) We should have a policy that ensures safe pedestrian access and that the developer obtains relief on parking standards if they provide safe pedestrian access.</p> <p>(2) Appreciated proposed distance separation policies that promote skyview and distance separation.</p> <p>(3) Questioned whether the “mid-rise” definition would apply City-wide or be specific to the mall-based node policies.</p>	<p>(1) It is appropriate to highlight the importance of ensuring safe pedestrian access in the policy wording. Parking rate reductions will be considered on a site-specific basis and in conjunction with Parking Utilization Studies.</p> <p>(2) Staff are considering appropriate distance separation minimums for tall buildings to be included in a future City-wide built form guide.</p> <p>(3) After further review, it is appropriate to limit the definition of “mid-rise” to the mall-based node policies. The Official Plan Review will consider whether to add this as a City-wide definition.</p>	<p>(1) That the draft OPA wording be modified by adding the requirement for a Pedestrian Network Plan to elements that should be included as part of Development Master Plans</p> <p>(2) No action required</p> <p>(3) That the draft OPA wording be modified to apply the “mid-rise” definition to only the mall-based Nodes</p>

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11	Councillor Fonseca (Ward 3)	<p>(1) Wording should say that development master plans are required instead of may be required.</p> <p>(2) Direct access to roads are important, including Regional Roads such as Dixie Road. Achieving these connections has been difficult in the past.</p> <p>(3) Dixie Road's role as a major truck route for the movement of goods needs to be protected.</p>	<p>(1) It is appropriate that Development Master Plans be required for all of the mall sites given their size and strategic importance to their Nodes. They may not be required for minor redevelopment on small sites.</p> <p>(2) Road connectivity is emphasized and will be further examined more broadly as part of the Official Plan Review.</p> <p>(3) Section 8.7 of the Official Plan is focused on goods movement as a priority within the transportation system. This section will be examined as part of the Official Plan Review that is underway.</p>	<p>(1) That the draft OPA wording be modified to require Development Master Plans for all of the mall sites within the mall-based Nodes</p> <p>(2) No action required</p> <p>(3) No action required</p>
12	Councillor Ras (Ward 2)	<p>(1) Consider recognizing that libraries are City assets.</p>	<p>(1) The draft policies state that community facilities (which includes libraries) are to be maintained.</p>	<p>(1) No action required</p>



PARTNERS:

GLEN SCHNARR, MCIP, RPP

GLEN BROLL, MCIP, RPP

COLIN CHUNG, MCIP, RPP

JIM LEVAC, MCIP, RPP

Sent Via Email

Our file:1033-007

January 31, 2020

Chairman & Members
Planning & Development Committee
City of Mississauga
c/o Office of the City Clerk
300 City Centre Drive, 3rd Floor
Mississauga, ON., L5B 3C1

Attention: Angie Melo, Legislative Coordinator
Legislative Services

RE: Feb. 3, 2020: PDC Agenda Item # 4.7
Reimagining the Mall Directions Report &
Proposed Official Plan Amendment

On behalf of Sheridan Retail Inc. (Dunpar Developments), the registered owners of 2225 Erin Mills Parkway (Sheridan Mall), Glen Schnarr & Associates Inc. (GSAI) has been asked to provide written submissions with regard to the above-referenced PDC Agenda Item # 4.7: Reimagining the Mall Directions Report & Proposed Official Plan Amendment (OPA).

Our clients acknowledge the work and effort that both the City and their consultants have put into this exercise since it was initiated in 2017. Acknowledging that certain community node based malls and surrounding lands could be or already are exhibiting signs of economic decline is further acknowledged as is the initiative of intensifying these nodes. However as land owners and mall operators, our clients have concerns that should be highlighted that will hopefully culminate in a future arrangement where the City and our clients can work together to try to achieve some of the City's goals.

Dunpar Developments (Dunpar) only recently purchased the 30.2 acre Sheridan Mall property (see attached Aerial View) and are currently preparing a future Redevelopment Concept Plan to be presented to the City for preliminary review and discussion. Since acquiring the property, Dunpar's priority has been dealing with existing tenants on long-term leases and future retention and relocation options. Sheridan Mall has a number of vacancies in key locations that would benefit from anchor tenants and current plans prepared by Dunpar are based largely on modifications to the existing mall, and finding new, viable and adaptive re-uses for existing underutilized retail/office and parking areas. The demonstration plans prepared by the City ultimately contemplate a more US style sunbelt outdoor retail format with a number of urban design policies

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supporting this, however Dunpar's vision remains based around the systematic and phased rejuvenation of an indoor shopping mall with a number of future modifications to the exterior spaces. Before a new Official Plan Amendment is implemented which governs any land use and design policies for this property, Dunpar would like the opportunity first to present their Redevelopment Concept Plan to the City and work with the City on establishing a future redevelopment proposal that respects existing long term tenant arrangements/leases/covenants and provides the opportunity for new residential intensification to support the primary planned function of the site as a retail shopping mall.

On the issue of a Floor Space Index cap of 2.25 and a height restriction of 15 storeys, Dunpar needs to finalize their Redevelopment Concept Plan to see how this fully translates over a 30 acre property where existing retail buildings are being retained, renovated, demolished or converted and additional medium and higher density uses are proposed. For this reason alone, it is our request that any proposed OPA specific to the Sheridan Mall lands be deferred until such time as preliminary redevelopment concepts have been presented and discussed with the City.

Implementing a 20% affordable housing quota for redevelopment proposals within mall based Community Nodes is also of concern to Dunpar and warrants further analysis and discussion. We acknowledge the City's attempts through the Housing Strategy to increase the supply of purpose built rental and affordable housing but in order the do so the onus cannot simply be placed on builders as there have to be further incentives through partnerships with the City and Region of Peel to make the provision of affordable housing more economically viable. Again, we believe the adoption of the proposed OPA is premature until area specific master plans are developed and incentives are put into place to allow the municipality and builders to negotiate potential agreements to permit the provision of affordable housing.

We are looking forward to work with the City to develop a mutually beneficial and cohesive plan.

Yours very truly,

GLEN SCHNARR & ASSOCIATES INC.

Jim Levac, MCIP, RPP
Partner



Copy:

John Zanini/Ann Lam/Chrisopher Langley/Luke Johnston, Dunpar Developments



AERIAL CONTEXT

SHERIDAN RETAIL INC.
(DUNPAR DEVELOPMENTS)
2225 ERIN MILLS PARKWAY

-  SUBJECT LANDS
-  MALL BASED COMMUNITY NODE



Scale NTS
January 31, 2020



Sent Via Email

Our file:1033-007

April 14, 2020

Planning & Building Department
Development & Design Division
City of Mississauga
300 City Centre Drive, 6th Floor
Mississauga, ON., L5B 3C1

Attention: Mr. Andrew Whittmore
Commissioner of Planning & Building

**RE: Reimagining the Mall Directions Report &
Proposed Official Plan Amendment :
Addendum Comments**

At the February 3, 2020 meeting of Planning and Development Committee, Glen Schnarr & Associates Inc. (GSAI) made verbal and submitted written comments (see attached) on behalf of Sheridan Retail Inc. (Dunpar Developments), the registered owners of 2225 Erin Mills Parkway (Sheridan Mall). While the draft OPA is still out for review and comment before a final report is brought forward, we wish to supplement our earlier comments with addendum comments that deal specifically with the issue of the proposed 20 percent lower and middle income housing units requirements set out under the draft OPA.

In October, 2017, the City of Mississauga further released the “Mississauga Housing Strategy: Making Room For The Middle” in which identified a specific segment of the home buying population known as the “missing middle”. The Missing Middle are lower and middle income earners who have been priced out of the market for ground related housing and essentially limited to horizontal multiple dwelling unit built forms such as condominium stacked townhouses and apartments.

The City of Mississauga has implemented Terms of Reference for Housing Reports requested that all new medium and high density development applications containing 50 or more units that are within neighbourhoods outside of designated mall-based nodes provide a minimum rate of 10% of “affordable middle income housing units”. In the mall-based Community nodes such as Sheridan Centre, the requested target for affordable housing under the proposed OPA has doubled to 20%. with 10% being affordable middle income housing units equating to a



maximum price of \$420,000.00 to own and the remaining 10 % being affordable lower income housing equating to a maximum price of \$230,000.00 to own.

However, at present, the City of Mississauga does not have the necessary inclusionary zoning policies in place to require these quotas. In 2018 the Province of Ontario brought in the “Promoting Affordable Housing Act” and released Planning Act regulations (Ontario Regulation 232/18) which established the prerequisite requirements for inclusionary zoning. To summarize these requirements, a municipality must first conduct an assessment and economic feasibility study on mandatory inclusionary zoning, then bring forward an Official Plan Amendment and implementing zoning bylaw. To date, the City has not completed this process but there have been some preliminary assessments done by N. Barry Lyons Inc. for the Region of Peel and the City of Mississauga. Urbanmetrics also prepared a Financial Analysis Report in May, 2019 in support of the City’s Reimagining the Mall exercise which similarly recommends a requirement of 20% affordable housing to both the middle and lower income segments for redevelopment proposals within the City’s 5 mall based nodes. However, there was no analysis contained within the Urbanmetrics report to demonstrate the level of Inclusionary Zoning set aside that might be viable to move forward with direction on the policy and the report is not sufficient to meet the macro level criteria for Economic Viability and Financial Analysis that the Inclusionary Regulations call for.

Notwithstanding where the Region of Peel and the City of Mississauga currently sits in meeting the Planning Act regulations, the current 2010 Mississauga Official Plan policies do contain general policies that encourage this development to provide a mix of units to accommodate a variety of medium and higher density housing at varying price ranges. Ultimately as part of the redevelopment of this site and depending on market conditions, there could be a percentage of smaller units (ie. one bedroom/one bedroom plus den units proposed in the 550 ft² to 600 ft² range) that could fall within the maximum within the medium density income threshold of \$420,000.00 established by the City. As the City has no legal inclusionary zoning policies in place, we believe the current Official Plan policies are being met. While the City cannot require affordable housing percentages or price thresholds at this time, a certain amount of middle income housing based on size and estimated selling prices could possibly be built, however there is no way to guarantee a set percentage or target at fixed selling prices without mandatory inclusionary policies in place.

Furthermore in 2019, the Province of Ontario made changes to the Planning Act through Bill 108, “More Homes, More Choices Act” to limit where municipalities can implement Inclusionary Zoning, limiting a municipality’s use of Inclusionary Zoning to Protected Major



Transit Station Areas (MTSA) or areas where a Development Permit system has been ordered by the Minister.

The Sheridan Mall site is not located within at least 800 metres of a Major Transit Station Area, nor is it in an area governed by a Development Permit System. Therefore, even when the City of Mississauga formally implements an Inclusionary Zoning Bylaw, those requirements will not be applicable to this site.

We continue to look forward to working with the City on a viable and mutually beneficial plan utilizing the proper policies and procedures set by the Planning Act.

Yours very truly,

GLEN SCHNARR & ASSOCIATES INC.

Jim Levac, MCIP, RPP
Partner

Copy:

John Zanini/Ann Lam/Chrisopher Langley/Luke Johnston, Dunpar Developments
Ben Phillips, Manager, Planning and Building Department
Peter Milczyn, PM Strategies Inc.



Sent Via Email

Our file: 1016-007

January 31, 2020

Chairman & Members
Planning & Development Committee
City of Mississauga
c/o Office of the City Clerk
300 City Centre Drive, 3rd Floor
Mississauga, ON., L5B 3C1

Attention: Angie Melo, Legislative Coordinator
Legislative Services

RE: Feb. 3, 2020: PDC Agenda Item # 4.7
Reimagining the Mall Directions Report &
Proposed Official Plan Amendment

Glen Schnarr & Associates Inc. (GSAI) has been asked to provide written submissions with regard to the above-referenced PDC Agenda Item # 4.7: Reimagining the Mall Directions Report & Proposed Official Plan Amendment (OPA) on behalf Morguard Corporation, the registered owners of 2869 Battleford Road.

Morguard own a 24.15 acre parcel of land within the Meadowvale Community Node at the northwest corner of Battleford Road and Glen Erin Drive that abuts the Meadowvale Town Centre Shopping Centre. In March, 2019 a re-investment proposal was presented to the Mississauga Development Application Review Committee (DARC) to demolish the existing 325 rental units on the property and replace them with approximately 1056 units of new purpose built rental housing. Morguard has since opted not to proceed with the proposal since the new Rental Housing Protection Bylaw and Rental Conversion and Replacement Bylaw create a barrier to the expansion of purpose built rental on sites where rental currently exists. The requirement to replace demolished rental units at a ratio of 1:1, and then mandate rent to the pre-demolition rate for a period of 10 years makes it virtually impossible to increase the supply of high quality purpose built rental stock on existing rental sites.

The proposed OPA further compounds this problem by setting specific quotas and would prevent or make it more difficult to provide the additional rental units that were envisioned. Fewer units would therefore be provided. In addition, proposed Policy 14.1.2.5.1a requires a mix of ownership and rental housing. Morguard only build rental units and it is our understanding that tenure cannot be regulated under the Planning Act.

10 KINGSBRIDGE GARDEN CIRCLE
SUITE 700
MISSISSAUGA, ONTARIO
L5R 3K6
TEL (905) 568-8888
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www.gsai.ca



Morguard requests that the proposed OPA be deferred until there has been further dialogue between the City and the builders of rental housing as to what incentives or Rental Housing Protection Bylaw and Rental Conversion and Replacement Bylaw changes can be implemented to make the provision of rental and affordable housing more feasible on existing rental housing sites seeking to intensify.

Morguard has further concern with the proposed new Official Plan definition of "Mid-rise Building" which is proposed to be defined as *"means a building having a height that is greater than four storeys and less than the width of the street on which it fronts, but not greater than 12 storeys. Character Area policies may specify alternative maximum heights for mid-rise buildings. A mid-rise building cannot be structurally connected to a tall building."* Based on this definition, the designated right-of-way width on Battleford Road in the Mississauga Official Plan is 26 metres which translates into a maximum height of 8-9 storeys. We note the recent approval by City Council directly across the street from the Morguard lands at 6550 Glen Erin Drive, under file OZ 17/010 W9, wherein a 12 storey building was permitted next to the existing 15 storey building. We recommend the definition be amended and replaced with a single maximum height requirement.

Thank you for the opportunity to comment on the Reimagine the Mall Study and proposed Implementing OPA. We trust our comments will be taken into consideration and welcome the opportunity for our clients to engage in future dialogue on this matter.

Yours very truly,

GLEN SCHNARR & ASSOCIATES INC.

Jim Levac, MCIP, RPP
Partner



Copy:

Brian Athey/Mark Bradley, Morguard Corporation



AERIAL CONTEXT

MORGUARD CORPORATION
2869 BATTLEFORD ROAD

-  SUBJECT LANDS
-  MALL BASED COMMUNITY NODE



Scale NTS
January 31, 2020



Sent Via Email

Our file: 776-004

February 3, 2020

Chairman & Members
Planning & Development Committee
City of Mississauga
c/o Office of the City Clerk
300 City Centre Drive, 3rd Floor
Mississauga, ON., L5B 3C1

**Attention: Angie Melo, Legislative Coordinator
Legislative Services**

**RE: Feb. 3, 2020: PDC Agenda Item # 4.7
Reimagining the Mall Directions Report &
Proposed Official Plan Amendment**


On behalf of Daniels HR Corporation, the registered owners of 2475 Eglinton Avenue West, northeast quadrant of Eglinton Avenue West and Erin Mills Parkway, Glen Schnarr & Associates Inc. (GSAI) has been asked to provide written submission with regard to the above-referenced PDC Agenda Item # 4.7: Reimagining the Mall Directions Report & Proposed Official Plan Amendment (OPA).

Our clients have been actively pursuing a site-specific Official Plan Amendment and Rezoning application on the subject lands under File: OZ 16/003 W11. As the lands are not part of the Erin Mills Town Centre (Mall), but are part of the Central Erin Mills Major Node (in the City's Official Plan, November 14, 2012), we want to make sure that there won't be any policies included in the Official Plan Amendment that would not be consistent with the site specific negotiated settlement before LPAT. As such, we are requesting an opportunity to meet with Staff to review the proposed amendments (and schedules) prior to Council's consideration of the amendment. We note that the proposed schedules were not included in the Agenda document.

We look forward to a discussion with Staff.

Yours very truly,

GLEN SCHNARR & ASSOCIATES INC.


Glen Broll, MCIP, RPP
Partner

Copy: M. Flowers
R. Agostino

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WESTON CONSULTING

planning + urban design

Chair & Members
Planning & Development Committee
City of Mississauga
c/o Office of the City Clerk
300 City Centre Drive, 3rd Floor
Mississauga, ON L5B 3C1

February 21, 2020
File 5461-1

Attn: Angie Melo, Legislative Coordinator – Legislative Services

**RE: 3553 South Common Court
Feb. 3, 2020 PDC Agenda Item 4.7
Reimagining the Mall Directions Report &
Proposed Official Plan Amendment**

Weston Consulting is the planning consultant for The Children's Centre South Common Court Inc.; the owners of 3553 South Common Court and the operators of Rotherglen Montessori School, in the City of Mississauga (herein referred to as the "subject property"). We have prepared this written submission with regard to the above-referenced Planning and Development Agenda Item – 4.7: *Reimagining the Mall Directions Report and Proposed Official Plan Amendment (OPA)* on behalf of the owners of the subject lands.

The owners currently operate a Montessori School, known as '*Rotherglen School – Erin Mills Campus*', on the 0.41-hectare (4,061 m²) site. The lands are located south of Burnhamthorpe Road West and abut the western-portion of South Common Centre, which is currently owned by SmartCentres®. The subject lands do not have direct vehicular access onto a public right of way, instead, vehicular access for the lands is through an access easement over adjacent lands to the east (South Common Centre) and the west (Erin Mills Church Campus).

We have reviewed the Reimagining the Mall report and associated staff reports. We have also attended several Planning and Development meetings dealing with this issue. Based on this, we offer the following comments and thoughts on the Consultant's report and the proposed OPA for the South Common Mall community lands, of which our client's lands form part:

- **Lands Use Designations:** On reviewing the consultant's report, we note that by far the majority of the *Mid-Rise* and *Mixed-Use* lands are proposed for the South Common Mall lands. The subject lands, located at 3553 South Common Court, are adjacent to these lands. The consultant's report proposed *Mid-Rise* and *Mixed-Use* land uses to the lands abutting both the northern and eastern boundaries of our client's lands.

Our client's lands share many of the same characteristics as the abutting lands to the north and east. Given the fine grain road pattern proposed in the report, it is appropriate for our client's lands to also be granted *Mid-Rise* and *Mixed-Use* land use permissions.

- **Affordable Housing:** The proposed OPA establishes firm targets of a minimum 20% for affordable housing units within new developments. There do not appear to be any background studies that support this target and there is concern that this may not be financially achievable. It is our hope that further evidence supporting the affordable housing targets in the draft OPA is brought forward for consideration and review before the final decision is reached;
- **Retail Replacement:** The draft OPA contains Mixed-Use policies which essentially requires that there not be any loss of retail GFA through redevelopment. This policy does not seem to recognize the impact that Internet ordering and delivery is having on shopping malls and other ground related retail uses. We are concerned that this retail GFA retention policy will frustrate the future development of the South Common Mall lands leading to a failure to achieve the OPA's objectives;
- **Height and Density Information:** The draft OPA, and associated staff report, do not contain any final indication of where the City is proposing height, density and intensification. This information is required to properly evaluate all of the policies in the draft OPA.

We look forward to meeting with City Planning staff to discuss our concerns and to working with the City to move this policy process forward to a successful completion.

Thank you for the opportunity to comment on the Reimagine the Mall Study and proposed draft Official Plan Amendment. We look forward to engaging with the City of Mississauga in the future.

Yours truly,
Weston Consulting



Kurt Franklin, BMath, MAES, MCIP RPP
Vice President

Cc: Mark Lanigan, Children's Centre South Common Court Inc.
Ben Phillips, City of Mississauga Planning



**WESTON
CONSULTING**
planning + urban design

Legend

- Subject Property
- South Common Community Node
- South Common Mall

Air Photograph from First Base Solutions Inc., 2018 image.

0 100 200 m
SCALE



AIR PHOTO CONTEXT

3553 South Common Court
Mississauga

File #: 5461
Date: 2020-02-21

February 20, 2020

Attn: Ben Phillips, Manager, Official Plan Review

City of Mississauga
300 City Centre Drive
Mississauga, ON L5B 3C1

RE: Reimagining the Mall – Draft Official Plan Amendment
Comments on Behalf of Choice Properties REIT

Mr. Phillips,

We are the planning consultant acting on behalf of Choice Properties REIT (Choice), a major landowner within the Central Erin Mills node. We are providing this letter submission pursuant to the draft Official Plan Amendment (OPA) and Public Meeting held on February 3rd, 2020.

Our client owns the lands located at 2815 Eglinton Avenue West and 2901-2925 Eglinton Avenue West, respectively (see Appendix 1). The lands, totalling over 16 hectares, are immediately west of the Erin Mills Town Centre. Both parcels are currently occupied by commercial development, including the Loblaws, BMO, Mobil Gas Station on 2815 Eglinton Avenue West, and Rona, National Sports, Boston Pizza on 2901-2925 Eglinton Avenue West.

We have reviewed the draft OPA and provide suggested revisions below. While we support the overall objectives of creating a mixed-use community in the long-term, we want to ensure the commercial and retail uses are protected and set up for success. This will require some flexibility from some of the proposed policies. We also propose strengthening some policies to ensure the distribution of density and affordable housing is fair between landowners.

Notwithstanding our concerns, Choice is supportive of the intensification and redevelopment of Erin Mills node into a mixed-use, mixed income neighbourhood over the long-term as the area matures.

Proposed Revisions in RED

Density Target

13.2.4.4 “A gross density of between 200 and 300 residents and jobs combined per hectare measured across the Node will be achieved. *Notwithstanding, no individual landowner shall be required to unduly provide a higher density as a result of redevelopment on adjacent lands occurring at a lower density.*”

Choice would like some measure of protection should adjacent lands redevelop first at a lower density than the prescribed target. This may leave Choice having to unduly compensate on their lands to meet the target across the node. If this occurs, it is not known whether the higher density redevelopment of

the Choice lands would be supportable or feasible at this time. As such, this revision protects against an onerous density requirement from any single landowner.

Minimum Height

13.2.4 “A minimum building height of three storeys and a maximum building height of 25 storeys will apply. *Notwithstanding, a solely commercial/retail building may be permitted to be a minimum of two storeys.*”

Based on Choice’s extensive experience in commercial development across Canada, three-storey commercial buildings are rarely feasible, unless in dense urban environments. Choice has recently settled similar matters in other municipalities, e.g. Clarington, whereby a minimum height of two storeys was permitted.

As the goal of the OPA is to ensure the protection of the existing function of the node, allowing for this change will ensure different forms of commercial, retail and non-residential uses are sustainable.

Affordable Housing

13.2.6.1.a) “...a minimum of 20 percent of housing units that are affordable. *It is the intent that each landowner shall provide the minimum requirement; no landowner shall be required to provide a higher proportion of affordable units to compensate for reduced affordable units provided by adjacent landowners.*”

Choice is supportive of the affordable housing goals of the OPA. However, Choice will not support providing higher than 20% affordable units should adjacent landowners redevelop first at a lower proportion, thereby jeopardizing the 20% target across the node.

Retail at Grade

13.2.7.3 “Retail and service commercial uses are required on the ground floor of buildings, *fronting onto arterial or collector roads, on lands designated Mixed Use.*”

It is anticipated that the mixed-use node will redevelop with a range of uses within buildings; i.e. some will be entirely retail/commercial, some will be mixed-use buildings, while others will be wholly residential. The ground floor along the major roads shall be required to contain non-residential uses. However, there should be permission for wholly residential buildings (e.g. townhouses or stacked townhouses) on local streets where the viability of commercial spaces is not as strong.

Retail and Service Commercial Floor Space

13.2.7.5 “Redevelopment that results in a loss of retail and service commercial floor space ~~may will not~~ be permitted ~~unless~~ if it can be demonstrated that the planned function of the existing nonresidential component will be maintained during and after redevelopment, *in accordance with Section 13.2.7.6. The Official Plan recognizes that the nature and form of retail is evolving, whereby the non-residential planned function of the node can be maintained with less commercial floor space.*”

Given the recent trends in shopping, namely online shopping, the need for “bricks and mortar” commercial space is decreasing. This shift in shopping has affected retailers both large and small, and has resulted in a change in the types and size of commercial spaces attractive to tenants. Choice supports strengthening the commercial function of the node. However, it is also aware of these changing trends on existing commercial developments, and recognizes that strictly protecting total commercial floor area is not a proactive solution.

Grocery Store Use Maintained

13.2.7.6 “For the purposes of the policies in this section, maintenance of the non-residential planned function of the Mixed-Use designation means:

...

d) a grocery store use is maintained, *at the same location or within the Central Erin Mills node.*”

As redevelopment plans have not been developed, the relocation (if required) of the grocery store on the subject site is not known. This revision allows for some flexibility in the redevelopment plans, while ensuring that this important use is maintained and available to residents.

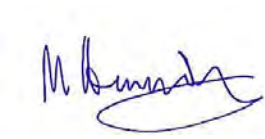
Perimeter of “Blocks”

13.2.10.2 “Block sizes will be a maximum of 80 by 180 metres or an equivalent perimeter. *Public Roads surrounding blocks will ~~be public and~~ meet City right-of-way and design standards. The perimeter of blocks may also be defined by private roads, lanes, drive aisles, pedestrian walkways and/or POPS (privately-owned public spaces)*”

The strict delineation of a “block” by public roads only is narrow, and does not consider the full breadth of redevelopment options. Blocks and/or buildings that are separated by private roads or pedestrian-only areas can meet the same goals in terms of urban design and walkability/permeability.

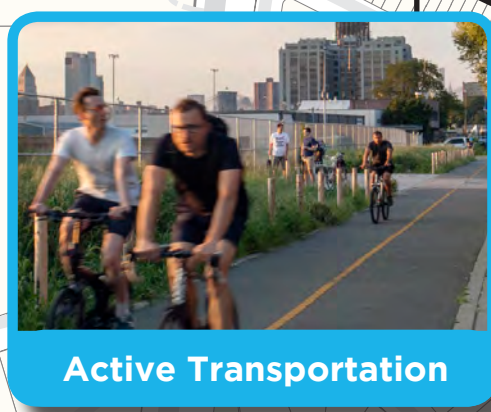
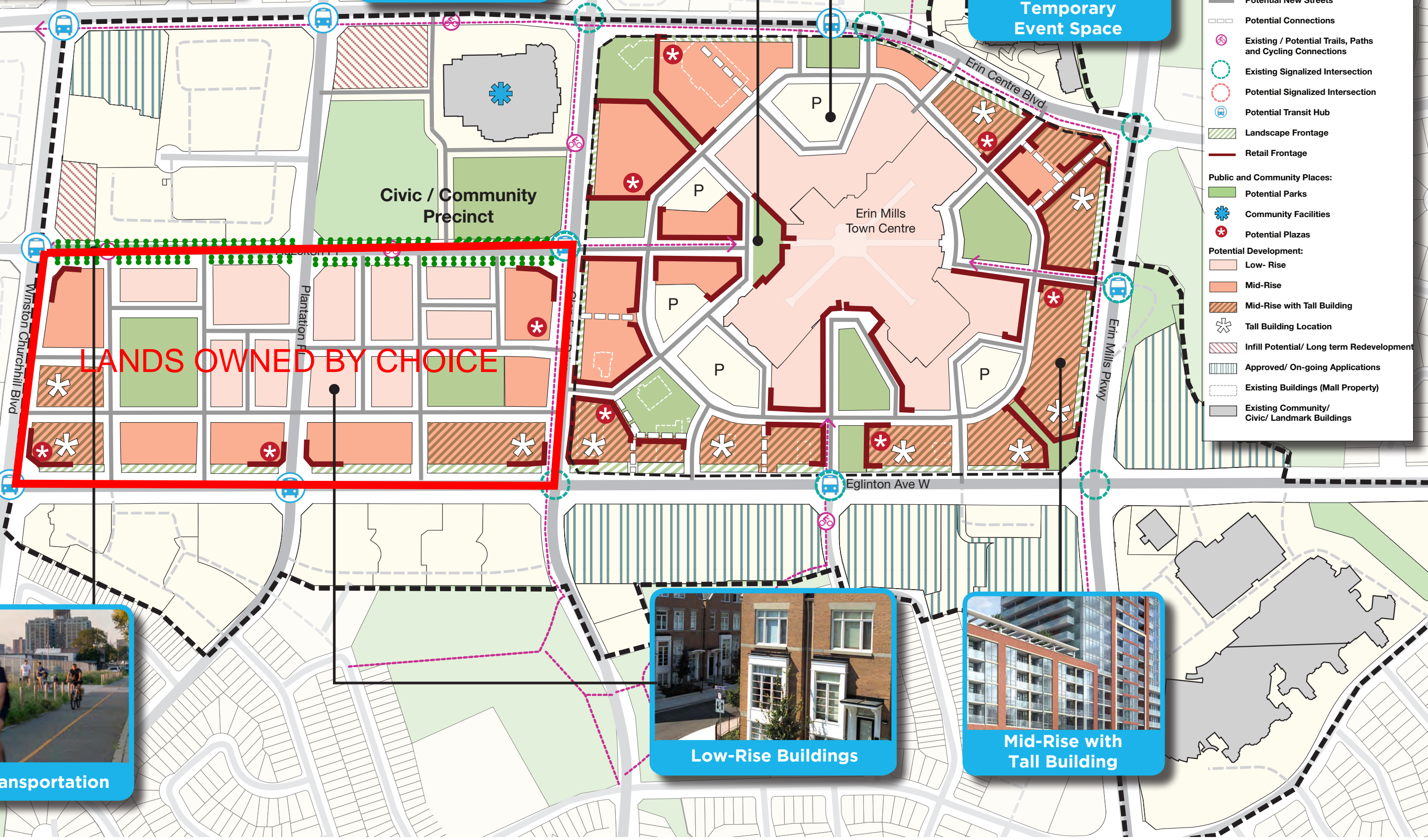
Thank you for your consideration of these matters. We would also like the opportunity to meet with yourself to fully discuss and address these issues. Should you have any questions, please do not hesitate to contact the undersigned at extension 3002 or michael@armstrongplan.ca.

Regards,

A handwritten signature in blue ink, appearing to read 'Michael Auduong', with a large, stylized flourish at the end.

Michael Auduong MCIP RPP
Planner

Demonstration Plan:
Central Erin Mills Major Node





February 3, 2020

Chair Carlson and Members of Planning and Development Committee
City of Mississauga
300 City Centre Drive
Mississauga, ON L5B 3C1

Re: Reimagining the Mall Directions Report - File: CD.03.REI

Dear Chair Carlson and Members of Planning and Development Committee;

We were extremely pleased when the City of Mississauga initiated the “Reimagining the Mall (RtM)” discussions. As you may know, SmartCentres owns a number of properties in the City, including the South Common Centre highlighted within the “Re-imagining” document, and we currently have plans to build mixed use communities across the country.

Over the last year, we have had a number of discussions with staff in relation to the findings of the Reimagining the Mall Directions Report and expect that those discussions will continue as the City works toward finalizing an amendment to the Official Plan. In our initial read of the draft OPA, we had a number of concerns largely focused around affordable housing, replacement of retail floor area and density/height for the site.

Affordable housing appears to be affecting nearly everyone as of late and planning tools to address the issue have only recently become available to local government. If the draft RtM OPA were adopted, Mississauga would be among the first municipalities to mandate affordable housing within land use policies. While affordable housing can be incorporated in many ways, a minimum 20 percent within a development – as desired within the draft OPA - remains untested anywhere in the country at the moment. As our planning for the future of the South Common Centre site evolves, we hope to have a more fulsome discussion on how community nodes can contribute to the City’s balancing of affordability.

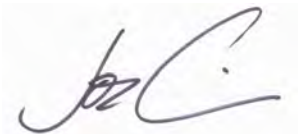
The draft RtM OPA also would require a replacement of retail floor space if development were to occur. As the retail environment changes, the replacement of floor area may be unnecessary, particularly as retailers undergo transformation. Under this topic, we would be pleased to have more fulsome discussions of our experience with retailers and how the policy could better accommodate community needs, while protecting and enhancing the local employment market.

As mentioned above, we have had some discussions with staff as the RtM study progressed and have expressed our desire to achieve greater density if the South Common Centre were to be re-developed. We believe that a balance of various buildings could achieve a vision of the Community Node at a higher FSI than 2.25 and with buildings greater than 15 stories, as would be required by the draft OPA. We believe a great design should drive an appropriate density rather than a density number becoming the starting point. As the amendment policy evolves, we would provide our design concepts to enlighten more discussion.

Finally, while the current Mississauga Official Plan affords mixed use designations to multiple properties throughout the City, the Draft RtM OPA appears to provide a greater focus for malls that have become a community focus. To ensure that these community nodes continue in that function, and unique from the other mixed-use areas, we encourage Council to consider various incentives (bonus provisions, tax incentives, etc.) to retain that focus as redevelopment occurs.

We congratulate Mississauga for its efforts to protect community focused malls. You are at the fore front of the issue and we hope this will be recognized in other communities across the country. We look forward to working together to strengthening the draft RtM OPA to ensure success within the community.

Your truly,



Joe Cimer
Director, Development

c.c.: Ben Phillips, Manager of Official Plan Review



BUILDING A GREATER GTA
Building Industry and Land
Development Association

May 1, 2020

Ben Phillips, MCIP, RPP
The City of Mississauga
Civic Centre, 300 City Centre Drive
Mississauga, ON
L5B 3C1

Dear Mr. Ben Phillips,

RE: Report PDC-0010-2020 – Re-Imagining the Mall - Official Plan Amendment Implementation (OPA)

With more than 1,500 member-companies, BILD is the voice of the land development, home building and professional renovation industry in the Greater Toronto Area and Simcoe County. Our industry is essential to Peel Region's long-term economic strength and prosperity. In 2018 alone, the residential construction industry in Peel generated over 52,000 onsite and off-site jobs in new home building, renovation and repair – one of the Region's largest employers. These jobs paid \$3.1 billion in wages and contributed \$6.5 billion in investment value to the local economy.

On behalf of the members of our Peel Chapter, the Building Industry and Land Development Association ('BILD') would like to take this opportunity to thank you and your staff for taking the time to speak with BILD and a handful of its members on items relating to affordable housing requirements and report PDC-0010-2020 titled "Reimagining the Mall - Official Plan Amendment Implementation (OPA)". As directly affected stakeholders and your community-building partners, we very much value and appreciate the time taken to speak with us on April 2nd.

The purpose of our discussion was to seek clarification on the following two items;

- the City's general requirement for a *Housing Report* noting a 10% requirement for affordable housing for proposals exceeding 50 units as part of a complete application submission, and;
- the section within the Re-Imagining the Mall report noted above speaking to a minimum 20% affordable housing requirement.

Through the *Housing Report*, it seeks to apply a 10% requirement for affordable housing targets for the medium income threshold on applications proposing over 50 units. As mentioned within the *Housing Report* terms of reference, meaningful action to address housing affordability is required, however, we believe the City is going beyond the requirements intended by this *Housing Report*. Our members have also expressed that the development application review committee (DARC) meetings may be inconsistent in how the requirement is being applied. We ask that the intent of this document be clarified to eliminate these inconsistencies.

Our initial concerns surrounding the Re-Imagining the Mall OPA were that the City did not have sufficient analysis to support these affordable housing requirements. We also wanted to note that the proper channels in rationalizing this type of policy are outlined within the *Promoting Affordable Housing Act*, should the City want to pursue inclusionary zoning.

Following our discussion, staff provided us with the Financial Analysis Report prepared by UrbanMetrics for background. We recognize the financial analysis provided was used to support the Re-Imagining the Mall framework however, we feel that additional information is needed for this specific OPA within the report. We wish to note that this is not the analysis required by the *Promoting Affordable Housing Act* and is a financial assessment of the feasibility of redeveloping the mall components of only the identified node. We would like to underscore our position that the Financial Analysis report is not compliant with the type

of fiscal impact analysis required by the *Promoting Affordable Housing Act* to determine levels of affordable housing that could be sustained at each of the mall sites. In furthering this position of the requirements for a fulsome assessment report, please find attached *Ontario Regulation 232/18* which outlines the requirements in full.

From what we understand, this type of policy amounts to the introduction of Inclusionary Zoning. The *Promoting Affordable Housing Act* amended the *Planning Act* to increase the supply of affordable housing. However, it is clear in requiring that;

- A municipal Official Plan contain policies that authorize inclusionary zoning. Inclusionary zoning policies authorize the inclusion of affordable housing units in a development and provide for the affordability of those units to be maintained over time;
- Inclusionary zoning policies must set out goals and objectives and describe the measures and procedures to attain those goals and objectives;
- The policies must also include any provisions prescribed by regulation;
- Before adopting policies, Council must prepare an assessment report that includes the information specified in the regulations. That report must be updated every five years and must be made available to the public;
- If an Official Plan contains inclusionary zoning policies, a municipality is required to pass a by-law to give effect to those policies; and
- The Act sets out the matters that must be dealt with in the by-law which include:
 - the number or the gross floor area of affordable housing units to be provided;
 - the period of time for which the affordable housing units must be maintained as affordable housing units;
 - the requirements and standards that the affordable housing units must meet;
 - the measures and incentives that may be provided to support inclusionary zoning; and
 - the price at which affordable housing units may be sold and the rent at which they may be leased.

It is essential to note that BILD and its members greatly support the need to find appropriate solutions to the lack of affordable housing. However, we feel that at this time, the City has not complied with these requirements and with that, are not in the position to proceed with the policies and amendments speaking to affordable housing requirements.

It is our understanding that the City of Mississauga is currently exploring the ability to utilize inclusionary zoning through preliminary discussions. As the City begins to visualize this goal, we trust that staff will be proceeding in accordance with the *Promoting Affordable Housing Act* and *Ontario Regulation 232/18*. In doing so, Council will be better positioned to make informed evidence-based decisions on how to implement this policy and how it can have a significant impact on the vitality of the City of Mississauga.

Once again, BILD thanks the City of Mississauga for the opportunity to discuss and provide comments on the items identified within report PDC-0010-2020 "*Reimagining the Mall - Official Plan Amendment Implementation (OPA)*" and the use of the *Housing Report* terms of reference at the City's DARC meetings. If you have any questions or concerns, please do not hesitate to contact the undersigned.

Sincerely,



Jennifer Jaruczek
Planner, Policy & Advocacy, BILD

CC: Katy Scofield, BILD Peel Co-Chapter Chair
Gavin Bailey, BILD Peel Co-Chapter Chair
BILD Peel Chapter Members



Français

ONTARIO REGULATION 232/18

made under the

PLANNING ACT

Made: April 11, 2018

Filed: April 11, 2018

Published on e-Laws: April 11, 2018

Printed in The Ontario Gazette: April 28, 2018

INCLUSIONARY ZONING

Definitions

1. In this Regulation,

“inclusionary zoning by-law” means a by-law passed under section 34 of the Act to give effect to the policies described in subsection 16 (4) of the Act; (“règlement municipal relatif au zonage d’inclusion”)

“non-profit housing provider” means,

- (a) a corporation without share capital to which the *Corporations Act* applies, that is in good standing under that Act and whose primary object is to provide housing,
- (b) a corporation without share capital to which the *Canada Business Corporations Act* applies, that is in good standing under that Act and whose primary object is to provide housing,
- (c) a non-profit housing co-operative that is in good standing under the *Co-operative Corporations Act*, or
- (d) an organization that is a registered charity within the meaning of the *Income Tax Act* (Canada) or a non-profit organization exempt from tax under paragraph 149 (1) (l) of that Act, and whose land is owned by the organization, all or part of which is to be used as affordable housing; (“fournisseur de logements sans but lucratif”)

“offsite unit” means an affordable housing unit that is required in an inclusionary zoning by-law and that is erected or located in or on lands, buildings or structures other than those that are the subject of the development or redevelopment giving rise to the by-law requirement for affordable housing units. (“logement hors site”)

Assessment report

2. (1) An assessment report required by subsection 16 (9) of the Act shall include information to be considered in the development of official plan policies described in subsection 16 (4) of the Act, including the following:

- 1. An analysis of demographics and population in the municipality.
- 2. An analysis of household incomes in the municipality.
- 3. An analysis of housing supply by housing type currently in the municipality and planned for in the official plan.
- 4. An analysis of housing types and sizes of units that may be needed to meet anticipated demand for affordable housing.

5. An analysis of the current average market price and the current average market rent for each housing type, taking into account location in the municipality.
 6. An analysis of potential impacts on the housing market and on the financial viability of development or redevelopment in the municipality from inclusionary zoning by-laws, including requirements in the by-laws related to the matters mentioned in clauses 35.2 (2) (a), (b), (e) and (g) of the Act, taking into account:
 - i. value of land,
 - ii. cost of construction,
 - iii. market price,
 - iv. market rent, and
 - v. housing demand and supply.
 7. A written opinion on the analysis described in paragraph 6 from a person independent of the municipality and who, in the opinion of the council of the municipality, is qualified to review the analysis.
- (2) The analysis described in paragraph 6 of subsection (1) shall take into account the following related to growth and development in the municipality:
1. Provincial policies and plans.
 2. Official plan policies.
- (3) An updated assessment report required by subsection 16 (10) or (11) of the Act shall contain the information specified in subsection (1).

Official plan policies

3. (1) Official plan policies described in subsection 16 (4) of the Act shall set out the approach to authorizing inclusionary zoning, including the following:

1. The minimum size, not to be less than 10 residential units, of development or redevelopment to which an inclusionary zoning by-law would apply.
2. The locations and areas where inclusionary zoning by-laws would apply.
3. The range of household incomes for which affordable housing units would be provided.
4. The range of housing types and sizes of units that would be authorized as affordable housing units.
5. For the purposes of clause 35.2 (2) (a) of the Act, the number of affordable housing units, or the gross floor area to be occupied by the affordable housing units, that would be required.
6. For the purposes of clause 35.2 (2) (b) of the Act, the period of time for which affordable housing units would be maintained as affordable.
7. For the purposes of clause 35.2 (2) (e) of the Act, how measures and incentives would be determined.
8. For the purposes of clause 35.2 (2) (g) of the Act, how the price or rent of affordable housing units would be determined.
9. For the purposes of section 4, the approach to determine the percentage of the net proceeds to be distributed to the municipality from the sale of an affordable housing unit, including how net proceeds would be determined.
10. The circumstances in and conditions under which offsite units would be permitted, consistent with paragraphs 2, 3 and 4 of section 5.

11. For the purposes of paragraph 2 of section 5, the circumstances in which an offsite unit would be considered to be in proximity to the development or redevelopment giving rise to the by-law requirement for affordable housing units.

(2) Official plan policies described in subsection 16 (4) of the Act shall set out the approach for the procedure required under subsection 35.2 (3) of the Act to monitor and ensure that the required affordable housing units are maintained for the required period of time.

Net proceeds from sale of affordable housing unit

4. (1) An inclusionary zoning by-law may require a portion of the net proceeds from the sale of an affordable housing unit to be distributed to the municipality.

(2) A by-law referred to in subsection (1) shall set out the percentage of the net proceeds to be distributed to the municipality, which shall not exceed 50 per cent.

(3) If a by-law referred to in subsection (1) is in force, an agreement referred to in clause 35.2 (2) (i) of the Act shall provide that, where an affordable housing unit is sold, a percentage of the net proceeds from the sale shall be distributed to the municipality in accordance with the by-law.

Restrictions on offsite units

5. The authority of a council of a municipality under clause 35.2 (5) (a) of the Act is subject to the following restrictions:

1. Offsite units shall not be permitted unless there is an official plan in effect in the municipality that sets out the circumstances in and conditions under which offsite units would be permitted.
2. Offsite units shall be located in proximity to the development or redevelopment giving rise to the by-law requirement for affordable housing units.
3. The land on which the offsite units are situated shall be subject to an inclusionary zoning by-law.
4. Offsite units shall not be used to satisfy the by-law requirement to include a number of affordable housing units, or gross floor area to be occupied by affordable housing units, that applies to the development or redevelopment in which the offsite units are permitted.

Restrictions on the use of s. 37 of the Act

6. The authority of a council of a municipality under section 37 of the Act is subject to the following restrictions and prohibitions:

1. Any increase in the height and density of a development or redevelopment permitted in return for facilities, services or matters under section 37 of the Act is deemed not to include:
 - i. the height and density associated with the affordable housing units required in an inclusionary zoning by-law,
 - ii. any increase in height and density permitted in an inclusionary zoning by-law as an incentive described in clause 35.2 (2) (e) of the Act.
2. For greater certainty, the council shall not use its authority under section 37 of the Act with respect to a development or redevelopment giving rise to a by-law requirement for affordable housing units in an area in which a community planning permit system is established.

Reports of municipal council

7. (1) For the purposes of subsection 35.2 (9) of the Act, if a council of a municipality passes an inclusionary zoning by-law, the council shall ensure that a report is prepared and made publicly available at least every two years.

(2) The council shall ensure that each report describes the status of the affordable housing units required in the by-law, including the following information for each year that is the subject of the report:

1. The number of affordable housing units.

2. The types of affordable housing units.
3. The location of the affordable housing units.
4. The range of household incomes for which the affordable housing units were provided.
5. The number of affordable housing units that were converted to units at market value.
6. The proceeds that were received by the municipality from the sale of affordable housing units.

Exemptions from inclusionary zoning by-law

8. (1) An inclusionary zoning by-law does not apply to a development or redevelopment where,

- (a) the development or redevelopment contains fewer than 10 residential units;
- (b) the development or redevelopment is proposed by a non-profit housing provider or is proposed by a partnership in which,
 - (i) a non-profit housing provider has an interest that is greater than 51 per cent, and
 - (ii) a minimum of 51 per cent of the units are intended as affordable housing, excluding any offsite units that would be located in the development or redevelopment;
- (c) on or before the day an official plan authorizing inclusionary zoning was adopted by the council of the municipality, a request for an amendment to an official plan, if required, and an application to amend a zoning by-law were made in respect of the development or redevelopment along with an application for either of the following:
 - (i) approval of a plan of subdivision under section 51 of the Act, or
 - (ii) approval of a description or an amendment to a description under section 9 of the *Condominium Act, 1998*; or
- (d) on or before the day the inclusionary zoning by-law is passed, an application is made in respect of the development or redevelopment for a building permit, a development permit, a community planning permit, or approval of a site plan under subsection 41 (4) of the Act.

(2) Despite clause (1) (b), an inclusionary zoning by-law applies to any offsite units that would be permitted in a development or redevelopment.

9. Clause (a) of the definition of “non-profit housing provider” in section 1 is revoked and the following substituted:

- (a) a corporation to which the *Not-for-Profit Corporations Act, 2010* applies that is in good standing under that Act and whose primary object is to provide housing,

Commencement

10. (1) Subject to subsection (2), this Regulation comes into force on the later of the day subsection 10 (1) of Schedule 4 to the *Promoting Affordable Housing Act, 2016* comes into force and the day this Regulation is filed.

(2) Section 9 comes into force on the later of the day subsection 211 (1) of the *Not-for-Profit Corporations Act, 2010* comes into force and the day this Regulation is filed.

Made by:

Pris par :

Le ministre des Affaires municipales,

BILL MAURO

Minister of Municipal Affairs

Date made: April 11, 2018

Pris le : 11 avril 2018

Français



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June 23, 2020

Our File No.: 172996

By E-mail

City of Mississauga
Planning and Building Department
300 City Centre Drive
Mississauga, ON L5B 3C1

Attention: Ben Phillips, Manager, Official Plan Review

Dear Sirs/Mesdames:

Re: Planning and Development Committee Item 4.7 – Reimagining the Mall – Official Plan Amendment Implementation

We are solicitors for 4005 Hickory Drive Ltd. in respect of the property known municipally in the City of Mississauga (the “City”) as 4005 Hickory Drive (the “Site”). We are writing to express our client’s concerns with the draft “Reimagining the Mall” Official Plan Amendment (the “Draft OPA”) presented to the Planning and Development Committee at its meeting on February 3, 2020.

As outlined in more detail below, our client has significant concerns with the Draft OPA in its current form. Those concerns are focused primarily on the proposed affordable housing policies and, more generally, the failure of the Draft OPA to provide transition policies to address in-progress applications. We are hopeful that these comments will be considered as staff prepare a further report to the Planning and Development Committee.

Background

The Site, which has an area of 7,937 square metres, is located to the west of the major intersection of Dixie Road and Burnhamthorpe Road East, at the northeast corner of Burnhamthorpe Road East and Hickory Drive. Under the City’s Official Plan, the Site is located within the Rathwood-Applewood Community Node, which contains a mix of land use designations, including *Residential Medium Density* and *Residential High Density*. The Site itself is designated *Office*, and is currently occupied by a one-storey office building and surface parking.

Our client filed a zoning by-law amendment application as well as an Official Plan amendment application to permit the redevelopment of the Site with 102 horizontal dwelling units, contained within five townhouse blocks (the “Applications”). Despite a positive staff report recommending that Council support the Applications, Council provided direction to oppose the Applications in

an appeal before the Local Planning Appeal Tribunal (“LPAT”). A hearing before the LPAT is pending.

Lack of Transition Provisions

As currently proposed, the Draft OPA provides no form of transition for in-progress applications, such as those currently before the LPAT pertaining to the Site. Without any form of transition, our client is concerned the OPA could impose policy requirements that would unfairly apply to existing proposals, including the Applications.

It is our view that any planning process, including consideration of the Applications at the LPAT, should be completed pursuant to the policy regime in place at the time a proponent submits its application. With respect to the Draft OPA, this could be accomplished through the inclusion of transition policies as has been done in other municipalities.

In the absence of appropriate transition policies, the Draft OPA would unfairly impose new requirements on proponents, such as our client, when there was no opportunity to take such requirements into account when developing its proposal. The policies of particular concern to our client include the following:

- Policy 14.1.2.5.1(a), which requires a minimum of 20 percent of housing units to be affordable, as discussed in more detail below;
- Policy 14.1.2.5.1(b), which requires built forms, unit types and sizes to “accommodate people at all stages of life and ability, particularly older adults, families and those with special needs”;
- Policy 14.1.2.7.1, which states that redevelopment that results in the loss of office space will be discouraged; and
- Policy 14.1.2.8.1, which states that development will be designed to include sustainable measures, including designing and orienting buildings to be “solar ready”, connecting to district energy systems, where available, using renewable energy sources, managing stormwater run-off through innovative methods, and installing green roofs or white roofs.

As noted above, addressing the fundamental unfairness associated with the application of such policies to in-progress applications is a relatively straightforward matter. Transition policies are commonly included in official plan documents and, in our view, such policies are both necessary and appropriate in the circumstances here.

Affordable Housing Policies

Perhaps the most troubling aspects of the Proposed OPA are the affordable housing policies. In our view, the proposed affordable housing policies are tantamount to inclusionary zoning, yet have

been processed in a manner that is inconsistent with the *Planning Act*'s requirements for such policies.

As set out in the *Planning Act*, inclusionary zoning policies are those that require development to include a specified number of affordable housing units. Policy 14.1.2.5 of the Draft OPA does exactly that, as it requires a minimum of 20% of all housing units in residential developments to be provided as affordable housing. Half of these affordable housing units (approximately ten percent) are targeted for a range of middle income households, with the balance targeted for low income neighbourhoods.

The authority for inclusionary zoning under the *Planning Act* is limited. Specifically, inclusionary zoning may only be implemented in certain locations, where certain pre-conditions are satisfied. For example:

- As set out in sections 16(5) and (5.1) of the *Planning Act*, inclusionary zoning policies are only permitted in respect protected major transit station areas (“**MTSAs**”) or areas where a development permit system (“**DPS**”) is in effect. The Draft OPA is directly inconsistent with this legislative requirement, as its policy requiring delivery of a specific number of affordable housing units would apply in areas that are neither MTSAs nor DPS areas, such as the Site.
- Before adopting official plan policies to implement inclusionary zoning, section 16(9) of the *Planning Act* requires municipalities to prepare an assessment report. As set out in O. Reg. 232/18, such a report must consider demographics, household incomes, housing supply by housing type and average market prices, as well as the potential impacts of inclusionary zoning on the value of land, the cost of construction, and market prices. While the City commissioned a “Financial Analysis Report” in connection with the Reimagining the Mall initiative, that report does not satisfy the requirements set out in O. Reg. 232/18 and does not assess the potential impacts of such policies on development, including assessing whether the levels of affordable housing required could be sustained. Put simply, the required detailed study has not been undertaken.

While our concerns with the affordable housing policies noted above are fundamental, we believe they could be addressed through the inclusion of appropriate transition policies, as noted above.

We hope these comments and concerns are taken into consideration prior to staff presenting a final version of the Draft OPA to Council for adoption. We would be pleased to discuss any of these comments with you in more detail.



Yours truly,

Goodmans LLP

A handwritten signature in blue ink, appearing to read "Max Laskin", written over a light blue rectangular background.

Max Laskin

ML/

cc. David Bronskill, Goodmans LLP
Client

7061826.2

4.7 REIMAGINING THE MALL - (ALL WARDS)

Reimagining the Mall - Official Plan Amendment Implementation

In response to Councillor Starr's inquiry regarding defining size of site, transitioning projections to smaller nodes, and where does the City of Mississauga rank in comparison to other areas in Canada and the United States, Ben Phillips, Manager, Official Plan Amendment Review, advised that one of the key elements is that it be in an existing intensification area, with infrastructure and access to transit. Mr. Phillips further advised that there are planning policies in place to give direction of the next stage of development. Mr. Phillips explained that the sites went through detailed demonstration plans showing the type, unit numbers and populations and that they all work within the 15 storey height limit, with the exception of Erin Mills, and that they want to be proactive on affordable housing. Mr. Phillips further explained that the City of Mississauga is on the leading edge, in comparison to other municipalities, and that no other municipalities have similar malls. Jason Bevan, Director, City Planning and Strategies provided numbers on the scale of growth for one node.

Councillor Saito noted that applications are starting to come forward for reimagining the mall lands and she looking forward to getting policies approved. Councillor Saito noted that one of the issues identified by residents was the lack of walkability to transit stations. Councillor Saito suggested that when developing the residential buildings at Erin Mills Town Centre and Meadowvale Town Centre, that the policy require, the developer create a safe pedestrian pathway to the mall, and that the City should look at reduced parking requirements if the space is required to create a safe pedestrian pathway.

In response to Councillor Saito's inquiry regarding defining mid-rise level and why it's being proposed, Mr. Phillips advised that they will be reviewing the definition before the final recommendation report and explained the rationale for defining mid-rise levels that would be applied city wide.

Councillor Fonseca sought clarification on the use of the wording "may be required" and "will be required". Mr. Phillips advised that staff will review and adjust the wording as required.

Councillor Fonseca shared community feedback regarding Section 37. Mr. Jason Bevan, Director, City Planning Strategies, noted that regulation on what will be replacing Section 37 and whether there will be an opportunity to utilize funds for infrastructure that is currently funded under Section 37, is unknown at this time.

In response to Councillor Fonseca's inquiry regarding road connectivity along Dixie Road, and the vehicle movement of goods, Mr. Phillips, advised that he has reached out to the Region and will follow up on their conversation and will provide her with an update.

Councillor Fonseca, commented on the information she learned from her visit to the Shops at Don Mills regarding prices for rental units and office spaces, and noted that the prices for comparable units outside of the Mall were significantly lower.

In response to Councillor Ras' inquiry regarding reduced parking standards as an incentive to encourage development of affordable housing; Mr. Whittemore explained that the requirement is the inclusionary zoning policy and noted it applies only to major transit station areas (MTSAA) and that the OPA is going to require that 20% be affordable housing. Mr. Phillips explained that they will be reviewing the parking standards.

In response to Councillor Ras' inquiry regarding transit's study, Lin Rogers, Manager, Transportation Projects advised that an impact assessment will be conducted and reviewed to ensure that all the aspects of the Transit Master Plan and OPA are being met.

In response to Councillor Ras' inquiry regarding achieving environmental sustainability, Mr. Phillips advised that at the first initial consultation meetings with the developer, policies will be presented and that they will be encouraged right from application submission that there will be expectations.

In response to Councillor Parrish's inquiry regarding maintaining the existing percentage of retail, Mr. Phillips advised that there is a requirement to maintain the existing GFA of retail; there may be an opportunity to consider a slight variation.

Councillor Mahoney commented on the participation of the community, the proactive approach of staff with the community and the Councillor, and inquired whether there are plans to expand transit. Lin Rogers, Manager, Transportation Projects advised that MiWay is reviewing their service plan and long range expansion plans, and advised that once information is available, staff will reach out to update the Councillor.

Mayor Crombie commented on the change in retail and looking at repurposing our malls, and noted that there are still concerns regarding affordable housing and density.

Councillor Damerla left at 8:18 PM

The following persons spoke:

1. Jae Truesdell, Director Corporate Affairs, Smart Centre expressed appreciation for the City's efforts in revitalizing key sites throughout the city, and looking forward to working with the City on addressing some of the issues of concern as outlined in their letter to the Committee.
2. Jim Levac, Partner, Glen Schnarr and Associates, on behalf of Dunpar Developments and Morguard Corporation, spoke regarding some outstanding issues, which are outlined in the letters submitted to the Committee. Levac would like the opportunity to continue discussions with the staff to address the issues and present site and phase plans for Sheridan Mall.
3. Ed Clements, Resident, expressed concern regarding the impact of more development in the Erin Mills area, as there has been an increase of traffic and would like to know how the City is addressing increased exhaust and water sewage issues, as well as Mr. Clements inquired about the definition of Tactical Urbanism.

In response to Mr. Clement's inquiries Mr. Whittemore advised that staff are considering undertaking a broader study along Eglinton Avenue, and explained Tactical Urbanism and noted that there was an engagement event at City Hall where residents and business owners could see what a new street concept would look like.

Councillor Saito would like the opportunity to sit with Councillor's Mahoney, Councillor Carlson and staff regarding safety concerns for pedestrian and vehicles in the area of Credit Valley Hospital and Erin Mills.

Approved (Councillor K. Ras)

RECOMMENDATION PDC-0010-2020

1. That the report titled "Reimagining the Mall - Official Plan Amendment Implementation" dated January 10, 2020 from the Commissioner of Planning and Building, be received for information.
2. That the submissions made at the public meeting held on February 3, 2020 to consider the report titled "Reimagining the Mall - Official Plan Amendment Implementation" dated January 10, 2020, from the Commissioner of Planning and Building, be received.
3. That three oral submissions be received.

YES (10): Mayor Crombie, Councillor S. Dasko, Councillor K. Ras, Councillor C. Fonseca, Councillor J. Kovac, Councillor R. Starr, Councillor M. Mahoney, Councillor Carolyn Parrish, Councillor Saito, and Councillor G. Carlson

ABSENT (2): Councillor D. Damerla, and Councillor S. McFadden

5. ADJOURNMENT – (Councillor R. Starr) 8:30 PM



REIMAGINING THE MALL

Financial Analysis Addendum

Mississauga, Ontario

Prepared for **The City of Mississauga**

July 23, 2020



This document is available in alternative formats upon request by contacting:

info@urbanMetrics.ca
416-351-8585 (1-800-505-8755)



July 23, 2020

Ben Phillips, MCIP, RPP
Manager, Official Plan Review
Planning and Building Department, City Planning Strategies Division
City of Mississauga
300 City Centre Drive
Mississauga, Ontario
L5B 3C1

Dear Ben:

RE: Financial Analysis Addendum

urbanMetrics inc. (“urbanMetrics”, “uMi”) is pleased to submit this *Financial Analysis Addendum*, prepared as an update to the previous financial assessment of May 6, 2019 that was undertaken by our firm as part of the broader project consulting team responsible for executing the original Reimagining the Mall project. The primary purpose of this updated analysis has been to consider the relative financial considerations and potential economic implications of including additional affordable or “non-market” housing uses at each of the mall-based nodes identified for the project.

Specifically, since our original analysis was completed, the City of Mississauga’s Planning and Development Committee has recommended a new policy whereby 20% of all residential uses at the various mall-based nodes identified could be required as non-market housing. This recommendation was ultimately adopted by Mississauga City Council in June of 2019. In light of this new direction, the City of Mississauga has asked urbanMetrics to revisit our previous financial analysis and provide an updated assessment as to how the proposed policy change could impact the underlying development feasibility conditions at these nodes. Included herein is a summary of our latest findings in this regard.

Yours truly,

urbanMetrics

Christopher White, PLE
Associate Partner
cwhite@urbanMetrics.ca

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Executive Summary

- urbanMetrics has been asked to update the financial feasibility analysis our firm prepared for the *Reimagining the Mall* project in 2019. The scope of this latest work has not involved revisiting the conceptual plans developed for each node. Rather, urbanMetrics has evaluated the impact of incorporating some 20% of all residential space as affordable or “non-market” rental and ownership housing, per the resolution adopted by Mississauga City Council on June 19, 2019. As part of this update, we have reviewed and refreshed certain input assumptions, where applicable and necessary.
- Based on the key underlying assumptions and high-level methodology utilized, **the addition of a 20% non-market component into each model reduces the financial feasibility** of each conceptual vision. However, there are several policy levers or development parameters that both the City of Mississauga and private landowners could potentially adopt to improve the feasibility of development on each site. It is important to emphasize that further investigation and more detailed financial analysis will be required to confirm the validity of the findings presented, as well as the implications of any further definitive changes to policy.
- At the defined rates of affordability provided by the City of Mississauga, the inclusion of **non-market rental housing represents less of a financial burden on private industry than non-market ownership housing**. However, it is our view that the definition of non-market rental housing adopted by the City of Mississauga for this analysis results in a relatively high monthly rental rate that is approaching typical market averages for this part of the GTA. That is, the non-market rental rate is much closer to current market rates than the corresponding difference between non-market and market ownership products. Moreover, this is largely dependent on the method of affordable housing delivery contemplated (i.e., notwithstanding additional government supports that may be available and/or other partnerships and programs such as down-payment assistance and second mortgages).
- **Change in underlying construction hard cost assumptions represent one of the single most responsive factors in our sensitivity modelling.** Given the significant scale of development contemplated at each site, as well as likely absorption and development patterns, the construction costs assumed in our analysis are likely to increase over time. In recent years, these costs have increased at a faster rate or outpaced corresponding opportunities for increased revenue generation (i.e. growth in residential rental rates and/or sales prices). This anticipated cost escalation will put increasing pressure on the financial feasibility of each redevelopment opportunity reviewed as part of this assignment.
- The **COVID-19 pandemic creates significant uncertainty, which may have additional implications for the viability of certain land uses or asset classes.** As the understanding of these potential risks becomes clearer, it will be important to allow for sufficient flexibility and responsiveness to ensure that projects can be advanced in a manner that balances the interests and needs of all parties involved in the real estate development process.

1.0 Introduction

1.1 Context

urbanMetrics inc. (“urbanMetrics”, “uMi”) has been retained by the City of Mississauga to provide an updated analysis of the financial feasibility of incorporating new affordable or “non-market” housing requirements as part of the future build-out of several mall-based nodes throughout Mississauga. This work represents an addendum to the original financial analysis prepared by our firm in 2019 as part of the broader *Reimagining the Mall* engagement (led by Gladki Planning Associates and further supported by DTAH).

The specific mall-based nodes considered in this work include:

- **Meadowvale Town Centre** (Meadowvale Community Node);
- **South Common Centre** (South Common Community Node);
- **Sheridan Centre** (Sheridan Community Node);
- **Rockwood Mall** (Rathwood-Applewood Community Node); and,
- **Erin Mills Town Centre** (Central Erin Mills Major Node).

Background

As part of the original *Reimagining the Mall* project, urbanMetrics conducted a high-level financial feasibility analysis, to demonstrate that—at first cut—the proposed densities and use mix resulted in a potentially financially feasible concept that merits further financial due diligence and investigation.

The intent of this earlier work was to understand the overarching feasibility of each demonstration and ultimately establish whether each concept warranted further and more detailed analysis to determine site-specific feasibility based on additional detailed design, in due course.

In addition to the high-level work conducted in this regard, we prepared several corresponding sensitivity analyses, to identify how different changes to the build program or underlying development parameters/conditions could positively or negatively impact the financial outcomes of each demonstration. These factors included the level of parking provision, permitted densities, and use mix, among other financial considerations.

The broader *Reimagining the Mall* project resulted in the development of conceptual visions for five mall-based nodes located across Mississauga. This exercise included the creation of potential

preliminary development models tailored to each site and its surrounding node. Ultimately, the project proposed an enabling policy framework which was brought forward to Mississauga City Council for consideration and implementation.

On June 10, 2019, the City’s Planning and Development Committee (“PDC”) provided recommendations on *Reimagining the Mall*, which were brought to Mississauga City Council and later adopted on June 19, 2019. Included among the recommendations proposed were:

- “...that a minimum of 20% affordable, including ownership and rental units, should be required.”
- “That staff prepare an Official Plan amendment for the City’s mall-based nodes, based on the recommendations outlined...”

In light of the new policy direction to incorporate an affordable housing requirement, the City of Mississauga has now requested that urbanMetrics prepare a brief addendum to evaluate the financial implications of this recommendation.

1.2 Purpose and Scope

Based on the aforementioned recommendations adopted by City Council, urbanMetrics has been asked to prepare an addendum to our 2019 financial feasibility analysis that contemplates the inclusion of some 20% of all residential units as affordable or “non-market”¹.

The purpose of this engagement has been to re-evaluate the land use concepts developed in 2019 in light of the affordable housing policy additions proposed. This exercise continues to incorporate the land use concepts and densities proposed as part of the *Reimagining the Mall* project, as adopted by City Council. Therein, the underlying development scenarios identified in 2019 (i.e. densities and land use mix) have not been reconsidered as part of this exercise. Recognizing the rate of change in the GTA real estate market, urbanMetrics has, however, reviewed several of the key input assumptions and other supporting data incorporated into our original financial analysis, and—where necessary—updated those inputs to represent our latest understanding of current market conditions.

¹ We note that the relative pricing of affordable or “non-market” housing identified by the City of Mississauga for consideration as part of this assessment and any subsequent policy implementation differs from other traditional definitions of affordability (e.g., as outlined by the Province of Ontario).

Furthermore, given limited direction as to the particularities of the non-market housing requirement recommended for the nodes, urbanMetrics has worked with the City of Mississauga to develop and incorporate several assumptions with respect to the nature and mix of the non-market housing identified on site. These assumptions have generally been informed by existing City of Mississauga and Government of Ontario policy, as detailed further herein. Recognizing the variability inherent in these assumptions, we have included an assessment of potential adjustments to these underlying assumptions.

1.3 Assumptions and Limitations

Similar to our original financial analysis, it is important to identify the key assumptions and limitations inherent to this type of high-level feasibility modelling. Furthermore, consistent with the financial feasibility analysis included in the 2019 deliverable, it is important to emphasize the financial modelling presented herein should not be taken as conclusive or definitive representations of financial feasibility—or lack of feasibility—of a given site. Rather, it is intended to provide a more general and preliminary understanding of the relative feasibility of each concept based on the assumptions provided, as well as indications as to the most important financial drivers of each concept.

The following assumptions must be understood as limitations to the analysis undertaken. Furthermore, the list of assumptions previously prepared as part of our 2019 report should be considered in conjunction with the updates presented herein.

NOTE:

As this represents an addendum and direct update to the previous financial analysis prepared by urbanMetrics, all information herein should be reviewed in conjunction with our earlier reporting of May 6, 2019. The original report prepared as part of the *Reimagining the Mall* study contains additional details relating to the underlying approach/methodologies considered as part of this assessment, as well as a number of our other supporting assumptions and key statistical inputs.

Affordable Housing Requirement

- Mississauga City Council's adoption of the *Reimagining the Mall* Directions Report included the addition of the following policy language: **"The recommendation from the Directions Report is that a minimum of 20% affordable, including ownership and rental units, should be**

required.” The level of detail provided in the City Council recommendation necessitates the development and incorporation of several related assumptions regarding the nature of the non-market housing proposed. Some of these assumptions include the mix of rental and ownership housing, the level or degree/depth of affordability (i.e., the specific income levels being targeted), as well as the size, quality and nature of units delivered.

- Absent this level of detail, urbanMetrics has relied on data and input obtained directly from the City of Mississauga to inform our assessment of this affordable or “non-market” housing component at each of the subject nodes. We have also further prepared assumptions independently regarding other elements, including tenure mix, unit size and parking requirements for the sites. These assumptions are presented in more detail in Section 2.1.

Demonstration Plans

- The demonstration plans presented as part of our original 2019 reporting have been wholly incorporated and utilized as the baseline for this new analysis. Unless otherwise noted, all limitations, assumptions and methodologies utilized to build out the demonstration plans and corresponding financial assessments in 2019 are applicable to this update. Detailed information regarding these plans are available as part of the *Reimagining the Malls* report, prepared under separate cover. A summary graphic and high-level details for each node has been provided in Appendix A.
- In introducing the affordable housing component, it has generally been assumed that this will represent an inherent and integrated component of each original demonstration plan, rather than in addition or “extra”. Therefore, the total densities and development floor areas proposed at each node remains consistent in this update. As requested, the 20% of total residential space has been reallocated to affordable or “non-market” rental and ownership type housing with a corresponding reduction in market housing.

Residual Land Value Approach

- Given the preliminary and conceptual nature of the development scenarios being considered—as well as the level of statistical detail available at this early stage of the planning process—we have adopted a relatively **simplified residual land value approach** to assess the financial feasibility of each redevelopment concept. As outlined further in this report, this is identical to the approach taken in our 2019 study and essentially involves estimating the future value of each of the mall properties identified (i.e., based on the total revenues and costs associated with a full build-out of each property, per the demonstration plans) and comparing these against their estimated current value. As such, our analysis simply considers a “break-even” point that could ultimately yield a reasonable return on investment to the

owners of each property while also maintaining (or enhancing) the value of the existing real estate assets. This has helped to identify the minimum type and amount of development that would likely be required to incentivise development on these sites and ensure financial feasibility over the longer-term planning horizon².

- Our analysis is further limited to evaluating the feasibility of the development concepts identified at each site. Given the preliminary nature of this exercise, **no infrastructure costs have been incorporated into this analysis**. These costs would represent a further construction cost at each site, which will be determined based on technical engineering work, site and block planning, and discussions with the City of Mississauga.
- Further to above, given the preliminary and conceptual nature of the development scenarios being considered—as well as the level of statistical detail available at this conceptual stage of any development process—our simplified financial analyses **do not take into account the time value of money** (i.e., particularly given that the timing of any potential redevelopment is still unknown at this stage). As such, any longer-term risk associated with this scale of development has not necessarily been recognized directly in the numerical calculations presented herein. Similarly, we have not considered any revenue discounts (e.g., rent abatement periods, etc.) or potential cost increases that may ultimately occur as part of the actual construction/operation of the new real estate assets developed.
- As previously discussed, urbanMetrics has updated the assumptions incorporated into our analysis, including our estimations of the current value of each node. A component of this valuation incorporates the current vacancy rate and estimated revenue projections of each centre. Due to travel limitations and economic closures as a result of COVID-19, urbanMetrics has been unable to conduct site visits to further confirm or validate certain of these assumptions. As such, we have relied upon publicly available leasing data to determine and update selected components of our analysis, as needed. For the purposes of this analysis, these data are assumed to provide a sufficiently accurate and up-to-date representation of the existing commercial space at each node.
- Furthermore, it is important to recognize the ongoing uncertainty and structural macro and micro economic impacts that are likely to occur as a result of COVID-19. At the time of reporting, there is not a clear nor complete understanding of the implications that this market

² The financial assessments presented in this report are not equivalent to more detailed and traditional pro forma financial analyses that are typical of most individual real estate development projects. In particular, this type of simplified analysis does not consider multi-year cash flows and the time value of money. Recognizing the scope and underlying nature of this particular assignment, these financial assessments are intended to provide additional context and advice from a financial/market perspective only. More focused and specific financial pro forma analyses will ultimately be required by (and/or on behalf of) the owners of each site to properly evaluate the feasibility of any specific development concepts that may be advanced for these sites in the coming years.

4.4.

shock will have on longer-term economic conditions nor real estate development patterns across the Greater Toronto Area. As a clearer picture continues to emerge, this report should be reconsidered in such a context, and may need to be revisited accordingly.

- Recognizing the nature of this assignment and the realistic timeline for a complete redevelopment of the various mall-based nodes, the financial pro forma analyses included in this report have been undertaken at a very high-level and **do not necessarily constitute advice to proceed with these demonstration plans, nor the policy recommendations relating specifically to the 20% non-market housing requirement**. Rather, our financial analyses suggest whether the concepts generally appear to be feasible at first glance and provide analysis as to whether they are worthy of further investigation under current assumptions. A more detailed and comprehensive development pro forma analysis would ultimately be required by the owners/operators of each property to consider the actual costing, phasing and refinement of development plans before proceeding with any new development.
- Further to the above, the findings presented as part of our analysis **do not account for the financial expectations, strategic positioning or development capacities of the site owners**. As such, although each project may demonstrate a positive or negative preliminary finding, it does not necessarily assert that such a finding—or the assumptions incorporated into this analysis—would ultimately be consistent with the perspectives or analysis of each landowner. Ultimately, it is those organizations who will establish internal financial thresholds, development parameters and conditions which the scope and scale of any development proposed.

Other Assumptions

- During the forecast period discussed in this report, a **reasonable degree of economic stability will prevail** in the Province of Ontario, and specifically in the context of the City of Mississauga/Greater Toronto Area market. It is important to recognize that the ongoing COVID-19 pandemic has generally challenged this core assumption. The findings in this document must continue to be reviewed in light of the most recent and ongoing changes occurring as a direct and indirect result of this pandemic.
- The various **statistical inputs** relied upon in our analyses—based largely on municipal information, CoStar Realty Information Inc. and other available third-party real estate market data products—are considered sufficiently accurate for the purposes of this analysis. These statistical sources have ultimately informed a number of the key underlying assumptions and inputs utilized in our analysis, including those relating to average unit sizes, parking ratios, capitalization rates, sales per square foot ratios, rental rates, vacancy rates, hard building construction costs, and other relevant factors.

- **References to the Canadian dollar in this report, dealing with present and future periods, reflect its 2020 value.** We recognize that fluctuation in the absolute value of the dollar will likely occur during the period covered by this report. We assume, however, that the relationship between the various metrics identified (e.g., current real estate/assessment value, construction costs, etc.) and the value of the dollar will remain more or less constant during the period analyzed.

If, for any reason, major changes occur which could influence the basic assumptions stated above, the recommendations contained in this report should be reviewed in light of such changed conditions and revised, if necessary.

2.0 Financial Analysis

2.1 Affordable Housing

For the purposes of this analysis, urbanMetrics has developed a series of assumptions to inform the financial implications of the recommended non-market housing component proposed by the City of Mississauga.

The summary below illustrates a range of the most important assumptions we have made to inform our financial feasibility analysis, including the assumed price points of non-market ownership units as well as monthly rental fees.

The assumptions identified below have been developed by urbanMetrics based on the policy language adopted by Mississauga City Council. Additionally, **the City of Mississauga is responsible for the development of the underlying methodology and ultimate determination of the non-market purchase and rental rate thresholds shown below.**

Proportion of Non-Market Housing	20% of all residential space (GFA) is assumed to be non-market housing
Non-Market Housing Tenures	50% Non-Market Ownership Housing 50% Non-Market Rental Housing
Definition of Affordable / “Non-Market” Housing	The unique definition of affordable or “non-market” housing has been determined by the City of Mississauga. It is not necessarily consistent with other definitions of affordable housing, including as identified by the Government of Ontario.
“Non-Market” Thresholds	Purchase Price for Non-Market Ownership Housing: \$441,000³ Monthly Cost for Non-Market Rental Housing: \$2,000⁴

³ The City of Mississauga has defined the level of non-market ownership affordability based on that identified in the *Region of Peel Housing Strategy* prepared by SHS Consulting in July 2018. The affordable housing threshold of \$421,617 is reported to be affordable to households falling within the sixth income decile. This figure has been subsequently inflated to 2020-dollar terms, using Consumer Price Index (CPI) information from Statistics Canada.

⁴ For the purposes of this engagement, the City of Mississauga has adopted a defined level of affordability as 1.4 times CMHC’s Average Market Rent for rental units in the City of Mississauga (Zones 18, 19, 20) as of October 2019. This average rental rate generally falls within the “moderate income” level of affordability defined by the City of Mississauga for the purposes of this assignment (i.e., the 5th income decile based on all households in Mississauga).

Non-Market Unit Sizes	Assumed to be equivalent to market units
Non-Market Build Qualities & Costs	Assumed to be equivalent to market units
Non-market Parking Allocation	Assumed to be equivalent to market units

In establishing the above non-market ownership and rental rate thresholds, the City of Mississauga has indicated a desire for landowners to explore additional funding opportunities from Regional, Provincial or Federal sources; particularly in the context of providing housing options for “low income” households for approximately half of the non-market units that would be provided. That is, any funds secured for these purposes could be utilized as direct subsidies to offer units at deeper levels of affordability than otherwise possible when considering “moderate income” households. This would essentially represent a “top-up”, which could broaden the level of affordability of the units, while also ensuring some certainty that the landowner would receive revenues streams for both rental and ownership units that are consistent with the thresholds identified above. In the absence of such funding, we understand that the non-market rental and ownership thresholds defined above would prevail.

For example, if a landowner were able to secure a subsidy for all rental units to be offered at the blended Average Market Rent as defined by CMHC in October 2019, the following would represent the rental structure for one unit:

\$1,400	+	\$600	=	\$2,000
CMHC 1.0x AMR/ Rent Paid by Tenant		Assumed monthly Subsidy		CMHC 1.4x AMR/ Revenue Received by Landlord

NOTE: Subsidy shown above is for illustrative purposes only and is not indicative of any specific targeted level of affordability or assumed commitment from other funding sources. The degree of funding available—if any—would be determined throughout the project planning process. Figures have been rounded to the nearest \$100.

2.2 Current Value Estimates

In order to establish an updated current value estimate for each mall property, urbanMetrics has updated the figures previously identified in our 2019 analysis. Establishing updates to these estimates is important in determining a minimum “break-even” point that new development must attain to support financial feasibility. Consistent with our previous approach, the current values for each mall were evaluated using the following two distinct approaches:

- **Net Operating Income (NOI) Approach** – Applying average capitalization rates (“cap rates”) against the current estimated operating income generated by each property (based on current occupied space and assumed rental rates). This method provides a high-level understanding of the market’s perceived value of the property based on its current financial/revenue performance. It is important to note that due to the COVID-19 pandemic, urbanMetrics was unable to conduct site visits to each property to further validate certain assumptions relating to occupied vs. vacant space, which has a direct impact on total revenue potential(s). As such, we have instead relied upon publicly available and in-house subscription-based data products maintain by urbanMetrics to update the vacancy rates for each centre. Consequently, the vacancy rates shown represent our best estimate of the current condition of each centre, although there may be some variability based on actual conditions.
- **Property Assessment Approach** – Property assessment values have been obtained for each property, based on available MPAC data (updated to reflect 2020 assessment basis).

These updates have informed our baseline understanding of the current value of each centre and ultimately anchor the residual land value analysis undertaken in the following subsections. The results of our current value estimates are outlined in the figure below.

As shown, although there are some discrepancies between the two value estimates generated for each mall-based property, we believe that these estimates provide a reasonable range and underlying baseline for this type of high-level assessment; particularly in the absence of more site-specific market value information. Furthermore, recognizing that property assessments typically fall below actual market values, the dynamic that prevails between the two methodologies is generally consistent with this reality. On the basis of conservatism, as well as to provide what we believe is much more accurate representation of current values for each site, we have generally focused on the results of the “net operating income” approach shown in Method 1 below.

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	MEADOWVALE	SOUTH COMMON	SHERIDAN	RATHWOOD-APPLEWOOD	CENTRAL ERIN MILLS
Existing Retail GLA (SF)	373,000	251,000	548,000	293,000	850,000
Method 1 - Net Operating Income					
Vacancy Rate	3.9%	3.8%	50.5%	3.5%	3.9%
Total Occupied Space (SF)	358,583	241,550	271,260	282,836	816,534
Average Net Rent (\$/SF)	\$22.50	\$22.50	\$22.50	\$22.50	\$35.00
Net Operating Income (Annual)	\$ 8,068,118	\$ 5,434,875	\$ 6,103,350	\$ 6,363,810	\$ 28,578,690
Cap Rate	5.5%	5.5%	5.5%	5.5%	5.0%
Total Value	\$ 146,693,045	\$ 98,815,909	\$ 110,970,000	\$ 115,705,636	\$ 571,573,800
Method 2 - Property Assessment					
Assessment Value (2018)*	\$ 143,139,000	\$ 81,814,000	\$ 114,801,000	-	\$ 441,396,000
Assessment Value (2020)	\$ 143,139,000	\$ 74,319,000	\$ 114,801,000	-	\$ 445,668,000
<i>2020 Based on MPAC</i>					

*Insufficient data for Rockwood Mall.

SOURCE: urbanMetrics inc.

Assessment Values based on MPAC 2020 data. Insufficient data for Rockwood Mall (Rathwood-Applewood node).

NOTE: urbanMetrics did not have access to sufficient data to update the vacancy rate at the Sheridan Node. Based on desktop research, we have utilized the previous vacancy rate as a reasonable approximation of the current context. This figure is further validated as being within a reasonable band of the updated 2020 assessment value.

2.3 Residual Value Assessment

The following highlights a number of the key findings of our baseline residual land value analysis, whereas the detailed results of our financial modelling for each mall have been included in Appendix B at the end of this document.

We have further prepared several sensitivity analyses to comment on the impact that changes to certain underlying conditions may have on the feasibility of each concept. The purpose of this has been to provide some understanding of the underlying factors impacting the ultimate feasibility of each concept, including the nature and extent of non-market housing provided at each location. Furthermore, recognizing the high-level nature and variability inherent in an analysis of this nature, it offers insight into the impact of how potential input assumptions may impact the feasibility if they were to be adjusted.

- The inclusion of a non-market housing component of some 20%—per the baseline parameters identified—has a **negative impact on the underlying feasibility** of each development concept. Unsurprisingly, the reduction in revenue opportunities—in many cases—cannot be offset by the fixed costs (i.e. construction, demolition, and marketing/soft costs). Furthermore, opportunities to increase revenues are generally limited (rental and homeownership price points, increased density, altered use composition). Changes to some of these underlying

factors could be considered to improve the first cut feasibility of several of the sites. This finding is consistent with our experience in evaluating the feasibility of affordable housing in other markets across the GTA and beyond.

- It is important to note that—given the defined levels of affordability and thresholds for non-market housing identified by the City of Mississauga—the financial impacts identified above are not as severe as would prevail under other more traditional affordable housing benchmarks, such as those identified by the Province. That is, the depth of affordability being contemplated by the City of Mississauga as part of this Official Plan update does not represent a comparable level of affordability to what would otherwise be provided by imposing other common definitions and/or thresholds (e.g., as outlined in the Provincial Policy Statement). Obviously, the deeper the “discount” or the further these affordability thresholds deviate from average market rates, the less feasible each concept becomes.
- Of the five distinct nodes evaluated, Meadowvale, South Common, and Central Erin Mills offer baseline conditions that could potentially be supportive of the type and scale of development contemplated with the inclusion of some 20% of all residential uses as non-market housing. We note, however, that the results of our analysis further suggest that—in the case of South Common—feasibility is only achieved by a relatively slim margin, which is undoubtedly susceptible to change upon a more detailed and comprehensive financial testing. Moreover, we generally anticipate that these conditions are met primarily due to the higher proportion of lower-density units contemplated as part of this particular demonstration plan (i.e., larger units, higher revenue-generating potential, etc.), which may be less realistic given the relatively urban development patterns contemplated across the various mall-based nodes identified under the Reimagining the Mall study and/or that may be preferred by the owners of the subject properties.
- Recognizing the findings of our analysis are subject to the defined parameters, achieving a 20% non-market housing component would benefit from additional collaboration and negotiation between the City of Mississauga and the development community. In our sensitivity analysis in Section 2.4 we have **contemplated how adjustments to some selected input factors or assumptions may further improve the feasibility of the concepts** identified.

2.4 Sensitivity Analysis

For the purposes of assessing how changes to the underlying assumptions in the demonstration plans and non-market definitions may influence profitability, several sensitivity assessments have been prepared. These alternative scenarios and corresponding financial sensitivity analyses assume moderate changes in various input assumptions. The purpose of this exercise is to provide a stronger understanding of the expected “break-even” points, and primary cost and revenue drivers which

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impact project feasibility at each site; particularly in the context of including non-market housing uses at these locations. It is important to note that each sensitivity table prepared should be considered in isolation from the other data. That is, each “intervention” to the established baseline assumptions is considered in isolation and is not layered upon any other deviations from the initial or “baseline” proforma models developed.

In addition to the scenarios evaluated below, the general findings from the sensitivity analyses prepared as part of our previous engagement remain applicable to this update. For example, our previous conclusions regarding the feasibility of incorporating commercial-retail space in each node remains valid, however the specific inflection points demonstrated in the detailed sensitivity tables have not been revisited and may deviate from the previous figures shown.

- Variation in **hard construction costs** represent a significant influence on the fundamental feasibility of each development concept. It is important to recognize that—per our experience—many subcontractors and trades have increased prices significantly in recent years and are anticipated to continue to outpace inflation and growth in revenue opportunities. As such, we anticipate this to be an ongoing cost pressure which could unfortunately further deteriorate the feasibility of each development concept over time. As our analysis does not capture time-risk, we have prepared a sensitivity analysis to demonstrate the impact of changing construction costs on the feasibility of each concept on a basis percentage growth/decline basis. **It is important to emphasize, however, that it is our opinion that hard construction costs are likely to increase as more technical, detailed concepts are developed at each node.**
- Based on the findings shown above, the requirement to include 20% of all residential GFA allocated to non-market housing **at the defined levels of affordability** presents mixed outcomes at each node. As such, we have prepared an analysis to explore the impacts on overall project feasibility if the **20% non-market housing requirement were altered**. As demonstrated, this has been considered in intervals of 2.5% down to an assumed 10% of total units.
- For the purposes of this exercise, urbanMetrics has assumed an equivalent 50/50 mix of ownership and rental housing for non-market uses. Recognizing that this mix may change based on community needs, negotiated agreements and local market capacities, we have evaluated the **financial impact of shifting the tenure status** of the non-market housing component, accordingly. This contemplates scenarios with purely ownership non-market housing and purely non-market rental housing, based on the corresponding price thresholds defined by the City of Mississauga.
- We have previously defined and identified the degree or “depth” of affordability—and corresponding rental and homeownership assumptions—in Section 2.1. Recognizing various

levels of targeted need, we have contemplated how **changes in the targeted level of affordability** could impact the underlying financial feasibility of each node; particularly in the context of targeting a higher proportion of lower vs. moderate income households. It is important to note, however, that—for the purposes of simplicity—we have not adjusted the actual target thresholds based on the decile approach utilized to initially establish the baseline levels of affordability. Instead, we have merely adjusted the assumed baseline non-market rental/ownership thresholds in percentage terms (e.g., a 10% reduction in housing costs, 20% reduction in housing costs, and so on; which will in turn allow for a greater proportion of lower income households to qualify for this type of housing). **This sensitivity analysis does not consider the availability of affordable housing funding subsidies, rather only the impacts on top line revenues received by each landowner.**

Hard Construction Costs Sensitivity Analysis

	MEADOWVALE	SOUTH COMMON	SHERIDAN	RATHWOOD-APPLEWOOD	CENTRAL ERIN MILLS	
-20%	✓	✓	✓	✓	✓	
-15%	✓	✓	✓	✓	✓	
-10%	✓	✓	✓	✗	✓	
-5%	✓	✓	✓	✗	✓	
-	✓	✓	✗	✗	✓	BASELINE
+5%	✓	✗	✗	✗	✗	
+10%	✗	✗	✗	✗	✗	
+15%	✗	✗	✗	✗	✗	
+20%	✗	✗	✗	✗	✗	

SOURCE: urbanMetrics inc.

- The figure above evaluates the impact of a changes to the overall hard construction costs associated with each development concept. Due to the high-level nature of these analyses, as well as the significant impact that hard inputs have on the proforma, even the slightest of shifts in these inputs can have significant impacts on feasibility. Furthermore, as previously mentioned, significant cost escalation has been observed in recent years, which may continue for the foreseeable future. Alternatively, uncertainty with COVID-19 and a potential economic slowdown could create downward pressure on demand and on input labour. Considering this uncertainty, exploring variation in construction cost is both relevant and prudent, based on available information.

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- Although changes to these input construction costs are dictated by market conditions, this analysis is important in illustrating the inherent risk associated with developments of this scale and horizon. Although market conditions may permit for increased revenue opportunities, in our experience the rate of inflation in input construction costs generally outpaces that of revenues (sale price or rental rates).
- As shown in the analysis above, Meadowvale, South Common and Central Erin Mills demonstrate some promise of feasibility under baseline conditions. However, even a 5% change in input hard costs creates a significant deviation. As shown, if construction costs increase by 5%, Meadowvale is the only remaining feasible project. Similarly, an increase of 10% in hard construction costs would render all the sites infeasible. Alternatively, if construction costs were to be reduced by 5-10% (an unlikely scenario in our opinion), feasibility will naturally improve.

% Affordable Housing Sensitivity Analysis

	MEADOWVALE	SOUTH COMMON	SHERIDAN	RATHWOOD-APPLEWOOD	CENTRAL ERIN MILLS	
10.0%	✓	✓	✓	✗	✓	
12.5%	✓	✓	✓	✗	✓	
15.0%	✓	✓	✓	✗	✓	
17.5%	✓	✓	✓	✗	✓	
20.0%	✓	✓	✗	✗	✓	BASELINE

SOURCE: urbanMetrics inc.

- The Official Plan Amendment being contemplated by the City of Mississauga proposes that 20% of all residential space at these nodes be required for allocation to non-market housing. The purpose of this particular assessment has been to better understand how sensitive the results are to a decrease in the proportion of this non-market housing component.
- For the purposes of this analysis, we have not adjusted any other underlying or supporting assumptions. That is, the affordable housing is still assumed to have the same assumed definition/rate of affordability and split between rental and ownership tenures accordingly.
- As shown, a reduction of even 2.5% of the affordable housing component is sufficient to establish at least some financial feasibility for additional centres and improve the conditions at any of nodes already demonstrating feasibility. In our experience with other affordable housing projects in other jurisdictions, however, 20% is a difficult benchmark to achieve as a baseline target from a financial feasibility perspective; particularly when traditional definitions

of housing affordability are observed. The results of the sensitivity analysis above generally reflect and further validate this observation but we do note that the City's unique definition of "non-market" housing allows more favourable conditions to prevail from the perspective of development economics (i.e., opportunities to generate additional revenues beyond traditional definitions of affordable housing).

Non-Market Rental / Non-Market Ownership Tenures Sensitivity Analysis

	MEADOWVALE	SOUTH COMMON	SHERIDAN	RATHWOOD-APPLEWOOD	CENTRAL ERIN MILLS	
0% / 100%	✓	✓	✗	✗	✓	
25% / 75%	✓	✓	✗	✗	✓	
50% / 50%	✓	✓	✗	✗	✓	BASILINE
75% / 25%	✓	✓	✓	✗	✓	
100% / 0%	✓	✓	✓	✗	✓	

SOURCE: urbanMetrics inc. Ratios expressed as % Non-Market Rental / % Non-Market Ownership. Baseline assumption of 20% non-market housing held constant for the purposes of this sensitivity analysis and to focus on the relative dynamic between the proportion of non-market ownership vs. non-market rental housing options.

- The scenario outlined above contemplates adjustments to the baseline assumption of the total non-market housing component being distributed equally across 50% ownership and 50% rental non-market housing options. The percentage adjustments made to the ownership component for each sensitivity correlate with an equivalent adjustment to the rental component. For example, the scenario contemplating 75% non-market ownership contemplates 25% non-market rental, with the total quantity of non-market housing delivered unchanged.
- As shown, based on the defined rates of affordability, non-market rental represents the more financially feasible option relative to non-market ownership status. This is largely a function of the definitions of non-market considered as part of this assessment and as provided by the City of Mississauga. In particular, we note that the City's preferred definition of non-market rental pricing is much closer in line with traditional market rates than the non-market ownership price thresholds identified, which suggest a much deeper reduction or "discount" on revenues.
- Although shifts in these underlying assumptions are generally not sufficient to move all of the identified nodes to a state of positive feasibility, shifting towards an increased emphasis on the provision of non-market rental housing may be one possible approach—among others—which could be contemplated to improve these conditions. For example, at 100% or even 75%

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of the non-market housing component as rental and less as ownership, the majority of the five subject nodes become feasible based on the results of our sensitivity analysis.

Adjustments to the Level (“Depth”) of Affordability

	MEADOWVALE	SOUTH COMMON	SHERIDAN	RATHWOOD-APPLEWOOD	CENTRAL ERIN MILLS	
50%	✗	✗	✗	✗	✗	
60%	✗	✗	✗	✗	✗	
70%	✓	✗	✗	✗	✗	
80%	✓	✗	✗	✗	✗	
90%	✓	✓	✗	✗	✓	
-	✓	✓	✗	✗	✓	BASILINE

SOURCE: urbanMetrics inc.

- We have relied upon data and input provided by the City of Mississauga to inform the baseline non-market housing thresholds (ownership and rental) that form the basis of our assessment. Subject to further consideration by the City, it is possible that these thresholds or definitions of what qualifies as affordable/“non-market” could be adjusted to address different levels of affordability (i.e., targeting a “deeper” level of affordability for a higher proportion of lower income households).
- Rather than contemplate an adjustment to the assumed income decile blend identified in Section 2.1, we have made percentage adjustments to the baseline figures in terms of overall non-market housing costs/pricing (i.e., sales prices and rental rates). These adjustments have been applied equally to both the rental and ownership rates presented earlier, on a simple percentage reduction basis (e.g. 90% reduction in housing costs, etc.).
- As shown, this type of adjustment further erodes feasibility given the obvious reduction in revenue potential derived from the non-market housing units. However, increasing the depth of affordability would in turn provide additional opportunities to appeal to a greater range of housing need across the household income spectrum.

Summary

In addition to the more specific and detailed discussion points included for each sensitivity analysis included above, the following provides a more consolidated and singular roll-up of our key research findings for this portion of our analysis:

- The inclusion of the 20% non-market housing component—under the assumptions and parameters identified—generally reduces the financial feasibility of the development concepts, with varying impacts across each node. This underscores the importance of **understanding the unique development conditions provided for each concept, and the need to provide a range of opportunities and flexible policy solutions to achieve the underlying goal of delivering non-market housing options to local residents.**
- **Slight changes in hard construction costs can have a significant impact on the financial feasibility of the concepts identified; particularly in the context of providing for non-market housing.** It is our opinion that the input hard costs assumed for this analysis likely underrepresent future conditions, if anything, and could therefore potentially over-state the degree of feasibility achieved throughout. When contemplating developments that have longer-term buildouts of greater than 10 years in particular, it is likely that increases in construction cost factors (\$/sq ft) will outpace opportunities to offset these increased costs with greater revenue generation.
- With respect to the non-market housing component in isolation, **non-market rental—as currently defined—is less financially burdensome from a financial feasibility perspective.** However, we note that the assumed non-market definition determined by the City of Mississauga does not represent a significant discount from the average market rates built into our analysis. Alternatively, relative to recent resale prices in Mississauga, the non-market homeownership rate represents a comparably significant deviation from current market rates (i.e., a more significant and deeper discount on housing prices).

3.0 Other Considerations

In addition to the above financial demonstrations, our previous work identified a range of additional factors that should be considered to ensure the feasibility of the development concepts outlined. These factors could play a significant role in expediting or adding additional cost and time to the projects identified. Subsequently, this may impact the overall feasibility of some projects. Given the nature of this update, we have included these considerations, and updated them where relevant to reflect this latest scope of work.

The following provides a summary of several of these key considerations:

- Current and anticipated economic uncertainty associated with the **COVID-19 pandemic** could have broad impacts on the Canadian economy and the real estate industry. Additionally, the pandemic has ushered in sudden and significant changes in demand for retail/service and office commercial space, as well as increasing acceptance of work from home patterns. As of the preparation of this report, it remains to be seen if such drastic shifts are temporary reactions to these unprecedented circumstances or represent an acceleration of broader structural trends.
- **Time delays** associated with external (i.e. external to the proponent or developer of the subject properties) due to uncertain municipal approval times, or resident opposition. Similarly, uncertainty related to the approvals and planning process could further alter feasibility as competitive market conditions evolve.
- **Uncertainty and delays with respect to infrastructure delivery and financial arrangements** (i.e. transportation networks, public amenities, required sewer and wastewater infrastructure or other improvements) that may influence the marketability, financial feasibility and approval processes of major redevelopment projects of this nature. The future build-out of the Central Erin Mills lands in particular—as a more regional-serving commercial centre and the largest of the nodes identified—could involve a significant amount of additional on-site infrastructure not contemplated in this financial assessment. Similarly, the sheer complexity and scale of a redevelopment of this magnitude will inevitably involve additional expenses beyond those required at many of the smaller community-based nodes (e.g. major landscaping elements, public realm improvements, circulation, etc.).
- In certain cases—particularly as it relates to achieving affordable housing delivery—**public partners may consider financial and policy incentives to ensure the economic feasibility of certain sites or projects**. These incentives could take the form of direct grants/subsidies (e.g., CMHC, local housing corporations, etc.), development charge rebates/deferrals, property tax relief or expedited approvals processes. It is relatively common for these types of incentives to be offered in exchange for additional public benefits (i.e., affordable housing), but have not been reflected directly in the results of our analysis and should be explored in parallel to this assessment.

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- Similarly, local area municipalities may offer **additional financial and non-financial support in pursuit of innovative partnerships** to acquire space or specific services as part of these significant redevelopment projects (e.g., down payment assistance programs, etc.). Clarity around the length, degree and conditions attached to these support mechanisms would improve understanding of the feasibility of each node.

NOTE:

A more detailed overview of additional financial considerations relating to the broader feasibility assessment prepared in 2019 has been provided under separate cover (see May 6, 2019 urbanMetrics report).

Appendix A Demonstration Plans

DEMONSTRATION PLAN**MALL SITE**

(SQ FT)

MALL-BASED NODE

(SQ FT)

**Meadowvale Town Centre**

Block Area: 1,440,000
 Total GFA: 2,920,000
Retail GFA: 350,000
Residential GFA: 2,560,000

Meadowvale

Block Area: 2,080,000
 Total GFA: 4,210,000

**South Common Centre**

Block Area: 630,000
 Total GFA: 1,760,000
Retail GFA: 240,000
Residential GFA: 1,520,000

South Common

Block Area: 690,000
 Total GFA: 1,890,000

**Sheridan Centre**

Block Area: 1,110,000
 Total GFA: 2,210,000
Retail GFA: 400,000
Residential GFA: 1,810,000

Sheridan

Block Area: 1,320,000
 Total GFA: 3,060,000

**Rockwood Mall**

Block Area: 740,000
 Total GFA: 1,540,000
Retail GFA: 280,000
Residential GFA: 1,260,000

Rathwood-Applewood

Block Area: 960,000
 Total GFA: 2,230,000



Erin Mills Town Centre

Block Area: 2,290,000
Total GFA: 5,920,000
Retail GFA: 1,230,000
Residential GFA: 5,630,000

Central Erin Mills

Block Area: 3,600,000
Total GFA: 7,850,000

SOURCE: urbanMetrics inc., based on original demonstration plans prepared by the broader consulting team for the Reimagining the Mall project in 2019, including DTAH and Gladki Planning Associates.

Appendix B Financial Analysis Summary

MEADOWVALE

	Retail	Office	Low-Rise	Mid-Rise	High-Rise	TOTAL
REVENUES - MARKET UNITS						
Condo/Ownership Area (SF)	-	-	58,022	588,058	400,268	-
Condo/Ownership Sale Price (\$/SF)	-	- \$	650	\$ 850	\$ 850	-
Total One-Time Income	-	- \$	37,714,077	\$ 499,849,407	\$ 340,227,671	-
Rental Apartment Units	-	-	23	461	334	-
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	-
Rental Apartment Rate (per unit, annual)	-	- \$	28,800	\$ 25,200	\$ 25,200	-
Total Annual Market Rental Income	\$	- \$	654,797	\$ 11,389,795	\$ 8,238,586	-
REVENUES - NON MARKET UNITS						
Condo/Ownership Area (SF)	-	-	12,088	122,512	83,389	-
Condo/Ownership Sale Price (\$/SF)	-	- \$	267	\$ 518	\$ 551	-
Total One-Time Income	-	- \$	3,227,366	\$ 63,495,585	\$ 45,920,139	-
Rental Apartment Units	-	-	8	144	104	-
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	-
Rental Apartment Rate (per unit, annual)	-	- \$	24,000	\$ 24,000	\$ 24,000	-
Total Annual Non-Market Rental Income			\$176,400	\$3,386,880	\$2,446,080	
REVENUES - COMMERCIAL UNITS						
Commercial Leasable Area (SF)	334,661	-	-	-	-	-
Commercial Vacancy Rate	5.0%	8.0%	-	-	-	-
Commercial Rental Rate (PSF, annually)	\$23	\$18	-	-	-	-
Total Annual Market Income	\$ 7,153,379	\$ -				
Market Cap Rate	5.5%	6.5%	3.5%	3.5%	3.5%	-
Non-Market Cap Rate	-	-	4.5%	4.5%	4.5%	
Total Value @ Completion	\$ 130,061,431	\$ -	\$ 63,569,923	\$ 964,031,712	\$ 675,893,303	\$ 1,833,556,369
COSTS						
Demolition	\$ 2,748,421	-	-	-	-	\$ 2,748,421
Hard Costs	\$ 70,454,945	-	\$ 24,412,709	\$ 324,296,809	\$ 250,167,474	\$ 669,331,937
Parking	\$ 86,059,307	-	\$ 7,109,665	\$ 101,748,559	\$ 73,575,294	\$ 268,492,825
Soft Costs	\$ 67,077,537	-	\$ 13,509,589	\$ 182,590,872	\$ 138,746,901	\$ 401,924,898
Total Costs	\$ 226,340,210	\$ -	\$ 45,031,963	\$ 608,636,240	\$ 462,489,669	\$ 1,342,498,082
Gross Profit/(Loss)	-\$ 96,278,779	\$ -	\$ 18,537,960	\$ 355,395,472	\$ 213,403,634	\$ 491,058,287
Less: Developer Profit	-	-	-	-	-	\$ 275,033,455.35
Residual Land Value	-	-	-	-	-	\$ 216,024,832

SOURCE: urbanMetrics inc.

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SOUTH COMMON

	Retail	Office	Low-Rise	Mid-Rise	High-Rise	TOTAL
REVENUES - MARKET UNITS						
Condo/Ownership Area (SF)	-	-	-	290,669	329,363	-
Condo/Ownership Sale Price (\$/SF)	-	- \$	650 \$	850 \$	850	-
Total One-Time Income	-	- \$	- \$	247,068,336	\$ 279,958,269	-
Rental Apartment Units	-	-	0	228	274	-
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	-
Rental Apartment Rate (per unit, annual)	-	- \$	28,800 \$	25,200 \$	25,200	-
Total Annual Market Rental Income		\$	- \$	5,630,688	\$ 6,776,582	
REVENUES - NON MARKET UNITS						
Condo/Ownership Area (SF)	-	-	-	60,556	68,617	-
Condo/Ownership Sale Price (\$/SF)	-	- \$	267 \$	518 \$	551	-
Total One-Time Income	-	- \$	- \$	31,385,009	\$ 37,785,527	-
Rental Apartment Units	-	-	0	71	86	-
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	-
Rental Apartment Rate (per unit, annual)	-	- \$	24,000 \$	24,000 \$	24,000	-
Total Annual Non-Market Rental Income			\$0	\$1,669,920	\$2,022,720	
REVENUES - COMMERCIAL UNITS						
Commercial Leasable Area (SF)	225,201	-	-	-	-	-
Commercial Vacancy Rate	5.0%	8.0%	-	-	-	-
Commercial Rental Rate (PSF, annually)	\$ 22.50	\$ 17.50	-	-	-	-
Total Annual Market Income	\$ 4,813,674	\$ -				
Market Cap Rate	5.5%	6.5%	3.5%	3.5%	3.5%	
Non-Market Cap Rate	-	-	4.5%	4.5%	4.5%	
Total Value @ Completion	\$ 87,521,340	\$ -	\$ -	\$ 476,439,479	\$ 556,309,770	\$ 1,120,270,588
COSTS						
Demolition	\$ 1,849,474	-	-	-	-	\$ 1,849,474
Hard Costs	\$ 47,410,760	\$ -	\$ -	\$ 160,295,286	\$ 205,851,595	\$ 413,557,640
Parking	\$ 57,911,295	\$ -	\$ -	\$ 50,274,097	\$ 60,583,112	\$ 168,768,503
Soft Costs	\$ 45,138,023	\$ -	\$ -	\$ 90,244,021	\$ 114,186,303	\$ 249,568,347
Total Costs	\$ 152,309,551	\$ -	\$ -	\$ 300,813,404	\$ 380,621,009	\$ 833,743,964
Gross Profit/(Loss)	-\$ 64,788,211	\$ -	\$ -	\$ 175,626,075	\$ 175,688,760	\$ 286,526,624
Less: Developer Profit	-	-	-	-	-	\$ 168,040,588.21
Residual Land Value	-	-	-	-	-	\$ 118,486,036

SOURCE: urbanMetrics inc.

SHERIDAN

	Retail	Office	Low-Rise	Mid-Rise	High-Rise	TOTAL
REVENUES - MARKET UNITS						
Condo/Ownership Area (SF)	-	-	-	383,231	355,373	-
Condo/Ownership Sale Price (\$/SF)	-	- \$	650 \$	850 \$	850	-
Total One-Time Income	-	- \$	- \$	325,746,623	\$ 302,066,773	-
Rental Apartment Units	-	-	0	300	296	-
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	-
Rental Apartment Rate (per unit, annual)	-	- \$	28,800 \$	25,200 \$	25,200	-
Total Annual Market Rental Income		\$	- \$	7,418,678	\$ 7,310,016	
REVENUES - NON MARKET UNITS						
Condo/Ownership Area (SF)	-	-	-	79,840	74,036	-
Condo/Ownership Sale Price (\$/SF)	-	- \$	267 \$	518 \$	551	-
Total One-Time Income	-	- \$	- \$	41,379,269	\$ 40,769,482	-
Rental Apartment Units	-	-	0	94	93	-
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	-
Rental Apartment Rate (per unit, annual)	-	- \$	24,000 \$	24,000 \$	24,000	-
Total Annual Non-Market Rental Income			\$0	\$2,210,880	\$2,175,600	
REVENUES - COMMERCIAL UNITS						
Commercial Leasable Area (SF)	375,986	-	-	-	-	-
Commercial Vacancy Rate	5.0%	8.0%	-	-	-	-
Commercial Rental Rate (PSF, annually)	\$ 22.50	\$ 17.50	-	-	-	-
Total Annual Market Income	\$ 8,036,692	\$ -	\$ -	\$ 7,418,678	\$ 7,310,016	-
Market Cap Rate	5.5%	6.5%	3.5%	3.5%	3.5%	-
Non-Market Cap Rate	-	-	4.5%	4.5%	4.5%	
Total Value @ Completion	\$ 146,121,679	\$ -	\$ -	\$ 628,218,799	\$ 600,040,521	\$ 1,374,380,999
COSTS						
Demolition	\$ 4,037,895	-	-	-	-	\$ 4,037,895
Hard Costs	\$ 79,154,865	\$ -	\$ -	\$ 211,340,692	\$ 222,107,847	\$ 512,603,403
Parking	\$ 96,686,084	\$ -	\$ -	\$ 66,302,496	\$ 65,313,961	\$ 228,302,541
Soft Costs	\$ 75,360,407	\$ -	\$ -	\$ 118,989,938	\$ 123,180,775	\$ 317,531,119
Total Costs	\$ 255,239,250	\$ -	\$ -	\$ 396,633,126	\$ 410,602,582	\$ 1,062,474,958
Gross Profit/(Loss)	-\$ 109,117,571	\$ -	\$ -	\$ 231,585,673	\$ 189,437,939	\$ 311,906,041
Less: Developer Profit	-	-	-	-	-	\$ 206,157,150
Residual Land Value	-	-	-	-	-	\$ 105,748,891

SOURCE: urbanMetrics inc.

RATHWOOD-APPLEWOOD

	Retail	Office	Low-Rise	Mid-Rise	High-Rise	TOTAL
REVENUES - MARKET UNITS						
Condo/Ownership Area (SF)	-	-	145,749	98,524	270,242	-
Condo/Ownership Sale Price (\$/SF)	-	- \$	650	\$ 850	\$ 850	-
Total One-Time Income	-	- \$	94,736,710	\$ 83,745,319	\$ 229,705,618	-
Rental Apartment Units	-	-	59	77	225	-
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	-
Rental Apartment Rate (per unit, annual)	-	- \$	28,800	\$ 25,200	\$ 25,200	-
Total Annual Market Rental Income		\$	1,659,571	\$ 1,906,531	\$ 5,561,539	
REVENUES - NON MARKET UNITS						
Condo/Ownership Area (SF)	-	-	30,364	20,526	56,301	-
Condo/Ownership Sale Price (\$/SF)	-	- \$	267	\$ 518	\$ 551	-
Total One-Time Income	-	- \$	8,106,996	\$ 10,638,105	\$ 31,003,173	-
Rental Apartment Units	-	-	19	24	71	-
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	-
Rental Apartment Rate (per unit, annual)	-	- \$	24,000	\$ 24,000	\$ 24,000	-
Total Annual Non-Market Rental Income			\$435,120	\$564,480	\$1,658,160	
REVENUES - COMMERCIAL UNITS						
Commercial Leasable Area (SF)	262,883	-	-	-	-	-
Commercial Vacancy Rate	5.0%	8.0%	-	-	-	-
Commercial Rental Rate (PSF, annually)	\$ 22.50	\$ 17.50	-	-	-	-
Total Annual Income	\$ 5,619,134	\$ -				
Market Cap Rate	5.5%	6.5%	3.5%	3.5%	3.5%	-
Non-Market Cap Rate	-	-	4.5%	4.5%	4.5%	
Total Value @ Completion	\$ 102,166,071	\$ -	\$ 159,929,359	\$ 161,399,744	\$ 456,457,912	\$ 879,953,086
COSTS						
Demolition	\$ 2,158,947	-	-	-	-	\$ 2,158,947
Hard Costs	\$ 55,343,886	-	\$ 61,323,957	\$ 54,333,028	\$ 168,901,312	\$ 339,902,183
Parking	\$ 67,601,450	-	\$ 17,920,252	\$ 17,016,935	\$ 49,709,220	\$ 152,247,856
Soft Costs	\$ 52,690,858	-	\$ 33,961,804	\$ 30,578,556	\$ 93,690,228	\$ 210,921,445
Total Costs	\$ 177,795,141	\$ -	\$ 113,206,012	\$ 101,928,519	\$ 312,300,760	\$ 705,230,431
Gross Profit/(Loss)	-\$ 75,629,070	\$ -	\$ 46,723,347	\$ 59,471,225	\$ 144,157,152	\$ 174,722,655
Less: Developer Profit	-	-	-	-	-	\$ 131,992,963
Residual Land Value	-	-	-	-	-	\$ 42,729,692

SOURCE: urbanMetrics inc.

CENTRAL ERIN MILLS

	Retail	Office	Low-Rise	Mid-Rise	High-Rise	TOTAL
REVENUES - MARKET UNITS						
Condo/Ownership Area (SF)	-	-	-	821,504	1,091,585	
Condo/Ownership Sale Price (\$/SF)	-	- \$	650 \$	850 \$	850	
Total One-Time Income	-	- \$	- \$	698,278,644 \$	927,847,405 \$	
Rental Apartment Units	-	-	0	644	910	
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	
Rental Apartment Rate (per unit, annual)	-	- \$	28,800 \$	25,200 \$	25,200	
Total Annual Market Rental Income		\$	- \$	15,904,224 \$	22,463,482 \$	
REVENUES - NON MARKET UNITS						
Condo/Ownership Area (SF)	-	-	-	171,147	227,414	
Condo/Ownership Sale Price (\$/SF)	-	- \$	267 \$	518 \$	551	
Total One-Time Income	-	- \$	- \$	88,701,832 \$	125,230,381 \$	
Rental Apartment Units	-	-	0	202	285	
Rental Apartment Vacancy	-	-	2.0%	2.0%	2.0%	
Rental Apartment Rate (per unit, annual)	-	- \$	24,000 \$	24,000 \$	24,000	
Total Annual Non-Market Rental Income			\$0	\$4,739,280	\$6,691,440	
REVENUES - COMMERCIAL UNITS						
Commercial Leasable Area (SF)	798,339	-	-	-	-	
Commercial Vacancy Rate	5.0%	8.0%	-	-	-	
Commercial Rental Rate (PSF, annually)	\$35.00 \$	17.50	-	-	-	
Total Annual Market Income	\$ 26,544,758 \$	-				
Market Cap Rate	5.5%	6.5%	3.5%	3.5%	3.5%	
Non-Market Cap Rate	-	-	4.5%	4.5%	4.5%	
Total Value @ Completion	\$ 482,631,958 \$	- \$	- \$	1,346,704,210 \$	1,843,590,212 \$	\$ 3,672,926,380
COSTS						
Demolition*	\$ -	-	-	-	-	\$ -
Hard Costs*	\$ 56,756,096 \$	- \$	- \$	453,035,412 \$	682,240,796 \$	\$ 1,192,032,304
Parking*	\$ 201,031,872 \$	- \$	- \$	142,137,300 \$	200,743,341 \$	\$ 543,912,513
Soft Costs	\$ 110,480,558 \$	- \$	- \$	255,074,020 \$	378,421,773 \$	\$ 743,976,351
Total Costs	\$ 368,268,527 \$	- \$	- \$	850,246,732 \$	1,261,405,910 \$	\$ 2,479,921,168
Gross Profit/(Loss)	\$ 114,363,431 \$	- \$	- \$	496,457,478 \$	582,184,303 \$	\$ 1,193,005,212
Less: Developer Profit	-	-	-	-	-	\$ 550,938,957
Residual Land Value	-	-	-	-	-	\$ 642,066,255

SOURCE: urbanMetrics inc.

* Demolition, parking and other hard costs for Erin Mills generally lower than other mall properties given the retention of the existing commercial uses on the subject lands (i.e., versus an assumed net new construction for all of the redeveloped commercial space at other locations).

Appendix 6

4.4.

Amendment No. #
to
Mississauga Official Plan

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September 2020

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4.4.

By-law No. _____

A by-law to Adopt Mississauga Official Plan Amendment No. #

WHEREAS in accordance with the provisions of sections 17 or 21 of the *Planning Act*, R.S.O. 1990, c.P.13, as amended, ("*Planning Act*") Council may adopt an Official Plan or an amendment thereto;

AND WHEREAS, pursuant to subsection 17(10) of the *Planning Act*, the Ministry of Municipal Affairs and Housing authorized the Regional Municipality of Peel ("Region" or "Regional"), an approval authority, to exempt from its approval any or all proposed Local Municipal Official Plan Amendments;

AND WHEREAS, Regional Council passed By-law Number 1-2000 which exempted all Local Municipal Official Plan Amendments adopted by local councils in the Region after March 1, 2000, provided that they conform with the Regional Official Plan and comply with conditions of exemption;

AND WHEREAS, the Commissioner of Public Works for the Region has advised that, with regard to Amendment No. #, in his or her opinion the amendment conforms with the Regional Official Plan and is exempt;

AND WHEREAS, Council desires to adopt certain amendments to Mississauga Official Plan regarding policy changes/mapping modifications within the Character Area/Local Area Plan/City of Mississauga (General Amendment);

NOW THEREFORE the Council of The Corporation of the City of Mississauga ENACTS as follows:

1. The document attached hereto, constituting Amendment No. # to Mississauga Official Plan, is hereby adopted.

ENACTED and PASSED this _____ day of _____, 2020.

Signed _____
MAYOR

Signed _____
CLERK

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4.4.

Amendment No. #
to
Mississauga Official Plan

The following text and Map "A" attached constitute Amendment No. #.

Also attached but not constituting part of the Amendment are Appendices I and II.

Appendix I is a description of the Public Meeting held in connection with this Amendment.

Appendix II is a copy of the Planning and Building Department report dated Date, pertaining to this Amendment.

PURPOSE

The purpose of this Amendment is to revise policies pertaining to the Central Erin Mills Major Node and Community Nodes that include an indoor shopping mall; to add definitions for ~~'complete street', 'green infrastructure', 'mid-rise building',~~ 'podium' and 'tactical urbanism'; and to add a policy to recognize existing legal uses and structures as a permitted use in all land use designations.

LOCATION

The lands affected by this Amendment are located city-wide (for general policy changes regarding definitions and land use designations); the Central Erin Mills ~~Community~~ Major Node Character Area; and the Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Node Character Areas, as identified in Mississauga Official Plan.

BASIS

Mississauga Official Plan came into effect on November 14, 2012, save and except for the outstanding site specific appeals to the Local Planning Appeal Tribunal.

The amendments to the general policies are required to define terms used in the proposed policies, ~~and to recognize existing legally established structures and uses that would not conform to the proposed policies.~~

The amendments to the Central Erin Mills ~~Major~~Community Node Character Area and the Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Node Character Areas are to provide policies to guide the redevelopment and intensification of these areas into mixed use communities that provide the retail and service commercial uses and community facilities required for a complete community and support multi-modal transportation.

The proposed Amendment is acceptable from a planning standpoint and should be approved to ensure that clear and concise policies are in the Plan to guide future development.

DETAILS OF THE AMENDMENT AND POLICIES RELATIVE THERETO

1. Section 1.1.4, How to Read Mississauga Official Plan, Introduction, of Mississauga Plan, is hereby amended by adding the following to Policy 1.1.4.00:

- Complete Streets

- ~~2. Section 11.2.1.1, Uses Permitted in all Designations, General Land Uses, of Mississauga Plan, is hereby amended by adding the following:~~

~~1. uses and structures legally existing prior to the approval of this Plan~~

- ~~3.2. Section 13.2, Central Erin Mills, Major Nodes, of Mississauga Official Plan, is hereby amended by deleting Map 13-2: Central Erin Mills Major Node Character Area and replacing it with the following:~~

~~Map with FSI Ranges removed~~

- ~~4.3. Section 13.2, Central Erin Mills, Major Nodes, of Mississauga Official Plan, is hereby amended by adding the following before section 13.2.1, Special Site Policies and renumbering the policies thereafter:~~

13.2.1 Introduction

The Central Erin Mills Major Node has a concentration of retail and service commercial uses, ~~and~~ community facilities and transit facilities that serve the existing and planned uses within the node and the broader regional community. Prominent within the node is The Erin Mills Town Centre, Credit Valley Hospital, Erin Meadows Community Centre and Library, Erin Mills Town Centre bus facilities and St. Aloysius Gonzaga Secondary School.

Erin Mills Town Centre is a two storey indoor mall surrounded by large surface parking lots and vacant parcels of land. Other types of retail and service commercial uses located in the Node include single storey and large format stores and strip plazas. It is anticipated that the Erin Mills Town Centre will remain as the retail anchor of the Node. However, the surface parking areas serving the mall, vacant lands and the single storey retail uses have development and intensification potential. The existing transit facilities will remain with plans to improve customer amenities.

13.2.2 Vision

The vision for the Node is that it will evolve into a healthy sustainable complete community with:

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- its role as the centre of community life for persons of all abilities, incomes and ages preserved and enhanced through the provision of amenities, facilities, employment, social spaces and an attractive public realm
- its planned function as a focal point for retail and service commercial uses, and community facilities and bus facilities retained
- the provision of a mixture of residential built forms and tenures suitable to a variety of income levels and household types including below-market priced affordable housing
- active transportation modes that are prioritized within the Node and connect to the surrounding residential neighbourhoods
- and public transit that is prioritized over vehicular traffic and connects to the surrounding regional community
- densities and a mix of uses that 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
- environmentally resilient development that includes the use of **stormwater best management practices** and **green infrastructure**.

13.2.3 General

- 13.2.3.1 Community infrastructure within the Node should be retained and, where appropriate, enhanced to meet the needs of the existing and planned residential population of the Node and surrounding neighbourhoods.
- 13.2.3.2 Public and private elements, including cultural uses, public art and the design of buildings and spaces should be unified and create a sense of place that is accessible, age friendly, comfortable and welcoming at all times of the year and contributes to the identity of the Node.
- 13.2.3.3 Public and private spaces should form a connected system that is green, safe and attractive and supports a range of social and recreation activities.
- 13.2.3.4 Parkland should be designed and located to create a central focus for the Node. Parkland may also provide gathering spaces and linear connections throughout the Node, to existing open spaces, commercial developments, community facilities and to surrounding neighbourhoods.
- 13.2.3.5 Playgrounds should be provided within an unobstructed 400 m walking distance from residential areas within the Node.
- 13.2.3.6 Privately owned publicly accessible space that enhances and connects the public open space system is encouraged.

13.2.3.7 **Tactical urbanism** is encouraged to enliven the Node on a temporary

basis or to test ideas for long term changes.

~~13.2.3.7~~ **13.2.3.8** Transit infrastructure and service within the Node should be retained and, where appropriate, enhanced to meet the needs of the ridership demand of the Node in alignment with MiWay standards.

13.2.4 Height and Density

- 13.2.4.1 A minimum building height of three storeys and a maximum building height of 25 storeys will apply. Buildings without a residential component will have a minimum height of two storeys.
- 13.2.4.2 A maximum FSI of 2.75 to be calculated across the entire area of each Node, excluding public and private roads-, will apply.
- 13.2.4.3 Individual properties will not exceed an FSI of 2.75 unless it can be demonstrated to the satisfaction of the City that the FSI for the entire Node will not be exceeded and the development potential of other lands within the Node has been considered.
- 13.2.4.4 A gross density of between 200 and 300 residents and jobs combined per hectare measured across the Node will be achieved.
- 13.2.4.5 A combination of residential and employment uses are encouraged but no prescribed population to employment ratio will apply.

13.2.5 Urban Form

Development will provide for a range of building types and heights, including **mid-rise buildings** to create diversity of urban form and housing choice. For the purpose of these policies, a **Mid-rise b**Building means a building having a height that is greater than four storeys and less than the width of the street on which it fronts but not greater than 12 storeys. Character Area policies may specify alternative maximum building heights for **mid-rise buildings**. A **mid-rise building** cannot be structurally connected to a **tall building**.

13.2.5.1

13.2.5.2 Buildings will be designed and located to

- a. frame and animate streets and public spaces
- b. create a coherent built environment
- c. provide setbacks along internal roads that provide a consistent building edge and relate to the scale of buildings and width of roads
- d. provide reduced building setbacks on internal roads with grade related retail and service commercial uses where appropriate
- e. provide significant and consistent setbacks along collector and arterial streets to promote landscape boulevards that enhance the pedestrian experience
- f. create a street-wall along collector and arterial streets with

appropriate openings for street-facing courtyards that provide usable landscape areas for residents and pedestrians

13.2.5.3 **Tall buildings** should have **podiums** and be located along arterial or collector roads or near transit ~~stations~~facilities.

13.2.5.4 In order to maximize natural light, sky views and privacy, the following will be required:

- a. Appropriate transitions between buildings, to open spaces and to adjacent neighbourhoods; and
- b. Generous separation distances between **tall buildings** to prevent clustering.

13.2.6 Residential

13.2.6.1 Residential development permitted by any land use designation will include ~~below-market affordable~~ housing and meet the needs of a diverse population. Development will include:

a. a minimum ~~1020~~ percent of housing units that are ~~below-market~~affordable for development applications proposing more than 50 residential units. These units are to be comprised of a mix of affordable rental and ownership housing. This will be comprised of units. Approximately half of these affordable housing units (i.e. about 10 percent of all units) will be targeted targeted for a range of middle income households. Approximately half of units will be larger, family-sized dwellings containing more than one bedroom. ~~The balance of affordable units (i.e. about 10 percent of all units) will be targeted for low income households, subject to securing access to funding. Collaboration with the Region of Peel as Service Manager for subsidized housing may also be required.~~

For the purposes of this section:

- middle income is defined as Mississauga households with annual earnings between the lowest 40 to 60 percent of income distribution

- ~~low income is defined as Mississauga households with annual earnings in the lowest 40 percent of income distribution~~
- ~~below-market~~affordable ownership housing means housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income
- ~~below-market~~affordable rental housing means a unit for which the rent does not exceed 30 percent of gross annual household income

~~a. built forms, unit types and sizes that will accommodate people at all stages of life and ability, particularly older adults, families and those with special needs.~~

~~13.2.6.2 Affordable housing for low income households will be encouraged. It is recognized that affordable housing provision is subject to landowners being able to secure access to adequate funding and collaboration with the Region of Peel as Service Manager for subsidized housing.~~

~~13.2.6.3 Reduced parking requirements will be considered for the below-market and affordable housing units described in Sections 13.2.6.1 and 13.2.6.2 as an incentive to encourage their development.~~

~~13.2.6.4 The below-market housing units described in Section 13.2.6.1 are to be comprised of a mix of both below-market rental and below-market ownership housing when considered across the Node. Individual development applications are encouraged wherever possible to include a mix of both below-market rental and below-market ownership housing.~~

~~13.2.6.5 Land conveyance to a non-profit housing provider such as the Region of Peel will be considered in lieu of the direct provision of some or all of the below-market housing units described in Section 13.2.6.1. Land parcel size, configuration, location, estimated unit yield and adherence to all other policies of this Plan will be included in this consideration.~~

~~13.2.6.6 Any existing below-market rental housing units that are retained under the provisions of the City's Rental Housing Protection By-law will count towards the below-market housing unit requirements described in Section 13.2.6.1.~~

~~13.2.6.7 Residential built forms, unit types and sizes will accommodate people at all stages of life and ability, particularly older adults, families and those with special needs.~~

~~13.2.6.2~~13.2.6.8 Notwithstanding the Residential Medium Density policies of this Plan, low-rise and mid-rise apartment buildings are also permitted.

13.2.7 Mixed Use

- 13.2.7.1 Lands designated Mixed Use will provide a variety of retail and service commercial uses that meet the needs of everyday living for people residing and working within the Node and in the surrounding neighbourhoods.
- 13.2.7.2 Retail and service commercial uses will be located to animate streets and public spaces.
- 13.2.7.3 Retail and service commercial uses are required on at least a portion of the ground floor of buildings on lands designated Mixed Use.
- 13.2.7.4 Official plan amendments for the redesignation of lands designated Mixed Use may be considered provided the planned function of the non-residential uses is maintained.
- 13.2.7.5 Redevelopment that results in a loss of retail and service commercial floor space will not be permitted unless it can be demonstrated that the planned function of the existing non-residential component will be maintained ~~during and after redevelopment~~.
- 13.2.7.6 For the purposes of the policies in this section, maintenance of the non-residential planned function of the Mixed Use designation means:
 - a. the role of the Major Node in the City Structure hierarchy is maintained
 - b. community facilities and gathering space functions are maintained
 - ~~c.~~ a significant concentration of convenient, easily accessible retail and service commercial uses that meet the needs of the local population is maintained
 - ~~e-d.~~ employment opportunities, such as office and institutional jobs, are encouraged
 - ~~e-e.~~ a grocery store use is maintained within the Node

13.2.8 Office

- 13.2.8.1 Redevelopment that results in the loss of office space will be discouraged.
- 13.2.8.2 Office development may be considered for exclusion in the calculation of maximum FSI requirements without an amendment to this Plan.

13.2.9 Environment

- 13.2.9.1 To achieve a sustainable community and reduce reliance on fossil fuels, development will be designed to include sustainable measures such as:
 - a. Designing and orienting buildings to be "solar ready" and to take advantage of passive heating and cooling
 - b. Connecting to district energy systems, where available

- c. Using **renewable energy** sources such as solar or geothermal energy
- d. Managing stormwater run-off through innovative methods including **stormwater best management practices** and **green infrastructure**
- e. Installing green roofs or white roofs

13.2.10 Transportation

- 13.2.10.1 A road system with numerous intersections will be required to provide connectivity and encourage walking and cycling as the predominate modes of transportation within the Node.
- 13.2.10.2 Block sizes will be a maximum of 80 by 180 metres or an equivalent perimeter. Roads surrounding blocks will be public and meet City right-of-way and design standards.
- 13.2.10.3 A limited number of private roads may be permitted instead of a public road to facilitate underground services such as deliveries and parking, subject to the following:
 - a. public easements will be required;
 - b. required right-of-way widths will be provided; and
 - c. appropriate terminus may be required for maintenance and operations where a public road connects with a private road.
- 13.2.10.4 New roads will connect and align with existing roads in surrounding neighbourhoods.
- 13.2.10.5 Roads will be designed as complete streets. New roads will be designed to incorporate active transportation and transit infrastructure. Existing arterial and collector roads dissecting and surrounding the Node will be redesigned to incorporate active transportation and transit infrastructure, as appropriate. ~~as complete streets. Existing arterial and collector roads dissecting and surrounding the Node will be redesigned as complete streets, as appropriate.~~
- 13.2.10.6 Landscaping, street furniture and building setbacks will be used to animate roads and create a positive pedestrian, cycling and transit-oriented experience.
- 13.2.10.7 Vehicular access from roads will be coordinated and consolidated in order to minimize driveways and disruption to pedestrians, cyclists and transit.
- 13.2.10.8 Pedestrian and cycling connections to transit facilities will be prioritized.
- 13.2.10.9 Transit services will be enhanced as ridership demands increases. Transit stations and facilities will be incorporated into redevelopment plans and designed to ensure safety, comfort and visibility adhering to MiWay standards.

- 13.2.10.10 Bicycle parking will be required and should be located throughout the Node and at transit facilities.
- 13.2.10.11 On-street parking will be provided as appropriate and integrated into the **streetscape** design, balancing the needs of all modes of transportation and the public realm that share the right-of-way.
- 13.2.10.12 Surface parking areas will be replaced by structured parking. Limited surface parking will be permitted to accommodate matters such as accessibility parking spaces, car-share spaces and pick-up/drop-off point delivery services.
- 13.2.10.13 Where surface parking is permitted its impact should be minimized by being located at the rear or side of buildings, by using screening and employing low impact development techniques, and by providing pedestrian amenities, where appropriate.
- 13.2.10.14 Underground parking structures are preferred, however, where above grade parking structures are permitted they will be screened in such a manner that vehicles are not visible from public view and have appropriate direction signage to the structure. Along prominent streets, parking structures should be screened by liner buildings that incorporate a mix of uses between the parking structure and the street.

13.2.11 Implementation

- 13.2.11.1 The need for a development master plan will be determined through a pre-application meeting and in consultation with staff prior to application submission. Redevelopment of the existing Erin Mills Town Centre mall property will require a development master plan. Matters to be addressed by the development master plan may, among other matters, include the following:
 - a. Delineation of development blocks
 - b. Road alignment and characteristics
 - c. Distribution of density
 - d. Building heights and massing
 - e. Land uses and estimated number of people and jobs
 - f. Phasing plans
 - g. Relationship to surrounding areas
 - h. Servicing requirements
 - i. A public realm plan, including parkland
 - j. Vehicular and active transportation circulation plan
 - k. Vehicular and bicycle parking
 - l. Animation at grade, particularly for retail focus areas and in proximity to transit services and along major roads

m. Environmentally sustainable measures

n. Existing and proposed transit infrastructure

n.o. Pedestrian Network Plan

- 13.2.11.2 The City will work with development proponents to integrate public and private investments to achieve the objectives of this Plan including the provision of a focal point for the residents and employees within the Node and surrounding neighbourhoods, ~~and~~ housing choices for people of various income levels and household types and improvements to multi-modal transportation assets and facilities.
- 13.2.11.3 The City may require a retail and service needs assessment study when development applications propose a reduction of existing commercial space. The study will address how the planned function of the Node as the focal point for retail and service commercial uses and community facilities for existing and planned residents of the Node and surrounding neighbourhoods is retained.
- 13.2.11.4 Where the redevelopment of retail and service commercial uses is proposed, phasing of development may be required to ensure that the planned function of the Node is maintained during redevelopment.
- 13.2.11.5 When a public road is required or a private road is permitted instead of a required public road, development will occur by way of plan of subdivision to secure the location and size of development blocks and the alignment of roads.
- 13.2.11.6 Applicants are encouraged to prepare development master plans jointly with other landowners in the Node. Where joint plans are not prepared, City staff may consult with other landowners in the Node.
- 13.2.11.7 Applications proposing densities above a FSI of 2.75 will be required to demonstrate how the maximum density will not be exceeded across the Node and applicants may be required to enter into a development agreement and include lower density lands in the development proposal.

4. Section 13.2, Central Erin Mills, Major Nodes, of Mississauga Official Plan, is hereby amended by adding Policy 13.3.2.1, Site 2

13.3.2.1 Site 2

13.3.2.1.1 The lands identified as Special Site 2 are located at the northeast corner of Eglinton Avenue West and Erin Mills parkway.

13.3.2.1.2 Notwithstanding the policies of this Plan, the following additional policies will apply:

a. a total maximum floor space index (FSI) of 3.4 will be permitted;

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b. the policies of Section 13.2 will not apply.

5. Section 14.1, Introduction, Community Nodes, of Mississauga Official Plan, is hereby amended by adding the following before section 14.1.2, Residential and renumbering the policies thereafter:

14.1.1 Mall-based Community Nodes

The Malton, Meadowvale, Rathwood-Applewood, Sheridan and South Common Community Nodes were all created around an indoor shopping mall and have a concentration of retail and service commercial uses and community facilities. Community Nodes are expected to evolve and change as they intensify, however, their planned function as the focal point of commercial ~~and~~ community ~~and transit~~ uses serving the existing and planned residential and employment community within the nodes and surrounding residential neighbourhoods, is to remain.

Many of the indoor shopping malls have undergone significant changes since they were initially built both in terms of the mix of tenants and uses and their physical size and layout. Common to all the shopping malls are large areas of surfacing parking and a variety of single storey small and large format retail stores that have developed surrounding the malls. It is anticipated that change will continue to occur, and although over time some indoor malls may be entirely removed, it is anticipated that elements of the indoor malls will be retained for the foreseeable future. However, the redevelopment and intensification potential of surface parking areas and single storey retail uses is expected to occur within the timeframe of this Plan.

14.1.2.1 Vision

The vision for the mall-based Community Nodes is that they will evolve into healthy sustainable complete communities with:

- their role as the centre of community life for persons of all abilities, incomes and ages preserved and enhanced through the provision of amenities, facilities, social spaces and an attractive public realm
- their planned function as a focal point for retail and service commercial uses, ~~and~~ community facilities ~~and transit facilities~~ retained
- the provision of a mixture of residential built forms and tenures suitable to a variety of income levels and household types including ~~below-market priced affordable~~ housing
- ~~active~~ active transportation modes that are prioritized within the nodes and connect to the surrounding residential neighbourhoods
- ~~and~~ public transit that ~~is prioritized over vehicular traffic and~~ connects to the surrounding regional communities
- densities and a mix of uses that allow people to meet many of their needs locally and within walking distance

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- attractive and well-connected built environments that promote physically active lifestyles
- environmentally resilient development that includes the use of **stormwater best management practices** and **green infrastructure**.

14.1.2.2 General

- 14.1.2.2.1 Community infrastructure within the nodes should be retained and, where appropriate, enhanced to meet the needs of the existing and planned residential population of the nodes and surrounding neighbourhoods.
- 14.1.2.2.2 Public and private elements, including cultural uses, public art and the design of buildings and spaces should be unified and create a sense of place that is accessible, age friendly, comfortable and welcoming at all times of the year and contributes to a unique identity for each node.
- 14.1.2.2.3 Public and private spaces should form a connected system that is green, safe and attractive and supports a range of social and recreation activities.
- 14.1.2.2.4 Parkland should be designed and located to create a central focus for the node. Parkland may also provide gathering spaces and linear connections throughout the node, to existing open spaces, commercial developments, community facilities and to surrounding neighbourhoods.
- 14.1.2.2.5 A minimum of one playground should be provided in a central location within the node.
- 14.1.2.2.6 Privately owned publicly accessible space that enhances and connects the public open space system is encouraged.
- 14.1.2.2.7 **Tactical urbanism** is encouraged to enliven nodes on a temporary basis or to test ideas for long term changes.
- 14.1.2.2.8 Transit infrastructure and service within the Node should be retained and, where appropriate, enhanced to meet the needs of the ridership demand of the Node in alignment with MiWay standards.

~~14.1.2.2.7~~

14.1.2.3 Height and Density

- 13.2.11.8 A minimum building height of three storeys and a maximum building height of 15 storeys will apply. **Buildings without a residential component will have a minimum height of two storeys.**

14.1.2.3.1

- 14.1.2.3.2 A maximum FSI of 2.25 to be calculated across the entire area of each node, excluding public and private roads, will apply.
- 14.1.2.3.3 Individual properties will not exceed an FSI of 2.25 unless it can be

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demonstrated to the satisfaction of the City that the FSI for the entire node will not be exceeded and the development potential of other lands within the node has been considered.

- 14.1.2.3.4 A gross density of between 150 and 250 residents and jobs combined per hectare measured across the node will be achieved.
- 14.1.2.3.5 A combination of residential and employment uses are encouraged but no prescribed population to employment ratio will apply.

14.1.2.4 Urban Form

Development will provide for a range of building types and heights, including **mid-rise buildings** to create diversity of urban form and housing choice. For the purposes of these policies, Mid-rise Building means a building having a height that is greater than four storeys and less than the width of the street on which it fronts but not greater than 12 storeys. A mid-rise building cannot be structurally connected to a tall building.

14.1.2.4.1

14.1.2.4.2 Buildings will be designed and located to

- a. frame and animate streets and public spaces
- b. create a coherent built environment
- c. provide setbacks along internal roads that provide a consistent building edge and relate to the scale of buildings and width of roads
- d. provide reduced building setbacks on internal roads with grade related retail and service commercial uses, where appropriate
- e. provide significant and consistent setbacks along collector and arterial streets to promote landscape boulevards that enhance the pedestrian experience
- f. create a street-wall along collector and arterial streets with appropriate openings for street-facing courtyards that provide usable landscape areas for residents and pedestrians

14.1.2.4.3 **Tall buildings** should have **podiums** and be located along arterial or collector roads or near transit stations.

14.1.2.4.4 In order to maximize natural light, sky views and privacy, the following will be required:

- a. Appropriate transitions between buildings, to open spaces and to adjacent neighbourhoods;
- b. Generous separation distances between **tall buildings** to prevent clustering.

14.1.2.5 Residential

14.1.2.5.1 Residential development permitted by any land use designation will

include ~~below market affordable~~ housing and meet the needs of a diverse population. Development will include:

- a. a minimum ~~1020~~ percent of housing units that are ~~below-market affordable~~ for each development applications proposing more than 50 residential units within the Meadowvale, Sheridan and Southcommon Community Nodes. ~~These units are to be comprised of a mix of affordable rental and ownership housing. This will be comprised of units. Approximately half of these affordable housing units (i.e. about 10 percent of all units) will be targeted for a range of middle income households. Approximately half of units will be larger, family-sized dwellings containing more than one bedroom. The balance of affordable units (i.e. about 10 percent of all units) will be targeted for low income households, subject to securing access to funding. Collaboration with the Region of Peel as Service Manager for subsidized housing may also be required.~~ For the purposes of this section:
 - middle income is defined as Mississauga households with annual earnings between the lowest 40 to 60 percent of income distribution
 - ~~low income is defined as Mississauga households with annual earnings in the lowest 40 percent of income distribution~~
 - ~~below-market affordable~~ ownership housing means housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income
 - ~~below-market affordable~~ rental housing means a unit for which the rent does not exceed 30 percent of gross annual household income
- b. ~~built forms, unit types and sizes that will accommodate people at all stages of life and ability, particularly older adults, families and those with special needs.~~

14.1.2.5.2. Affordable housing for low income households will be encouraged. It is recognized that affordable housing provision is subject to landowners being able to secure access to adequate funding and collaboration with the Region of Peel as Service Manager for subsidized housing.

14.1.2.5.3. Reduced parking requirements will be considered for the below-market and affordable housing units described in Sections 14.1.2.5.1 and 14.1.2.5.2 as an incentive to encourage their development.

14.1.2.5.4. The below-market housing units described in Section 14.1.2.5.1 are to be comprised of a mix of both below-market rental and below-market ownership housing when considered across the Node. Individual development applications are

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encouraged wherever possible to include a mix of both below-market rental and below-market ownership housing.

- 14.1.2.5.5. Land conveyance to a non-profit housing provider such as the Region of Peel will be considered in lieu of the direct provision of some or all of the below-market housing units described in Section 14.1.2.5.1. Land parcel size, configuration, location, estimated unit yield and adherence to all other policies of this Plan will be included in this consideration.
- 14.1.2.5.6. Any existing below-market rental housing units that are retained under the provisions of the City's Rental Housing Protection By-law will count towards the below-market housing unit requirements described in Section 14.1.2.5.1.
- 14.1.2.5.7. Residential built forms, unit types and sizes will accommodate people at all stages of life and ability, particularly older adults, families and those with special needs.
- 14.1.2.5.8. Notwithstanding the Residential Medium Density policies of this Plan, low-rise and mid-rise apartment buildings are also permitted.

~~14.1.2.5.2.~~

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14.1.2.6 Mixed Use

- 14.1.2.6.1 Lands designated Mixed Use will provide a variety of retail and service commercial uses that meet the needs of everyday living for people residing and working within each node and those living in surrounding neighbourhoods.
- 14.1.2.6.2 Retail and service commercial uses will be located to animate streets and public spaces.
- 14.1.2.6.3 Retail and service commercial uses are required on at least a portion of the ground floor of buildings on lands designated Mixed Use.
- 14.1.2.6.4 Official plan amendments for the redesignation of lands designated Mixed Use may be considered provided the planned function of the non-residential uses is maintained.
- 14.1.2.6.5 Redevelopment that results in a loss of retail and service commercial floor space will not be permitted unless it can be demonstrated that the planned function of the existing non-residential component will be maintained ~~during and after redevelopment~~.
- 14.1.2.6.6 For the purposes of the policies in this section, maintenance of the non-residential planned function of the Mixed Use designation means:
- the role of the Community Node in the City Structure hierarchy is maintained
 - community facilities and gathering space functions are

maintained

- c. a significant concentration of convenient, easily accessible retail and service commercial uses that meet the needs of the local population is maintained
- d. a grocery store use is maintained within the Node

14.1.2.7 Office

- 14.1.2.7.1 Redevelopment that results in the loss of office space will be discouraged.
- 14.1.2.7.2 Office development may be considered for exclusion in the calculation of maximum FSI requirements without an amendment to this Plan.

14.1.2.8 Environment

- 14.1.2.8.1 To achieve a sustainable community and reduce reliance on fossil fuels, development will be designed to include sustainable measures such as:
 - a. Designing and orienting buildings to be “solar ready” and to take advantage of passive heating and cooling
 - b. Connecting to district energy systems, where available
 - c. Using **renewable energy** sources such as solar or geothermal energy
 - d. Managing stormwater run-off through innovative methods including **stormwater best management practices** and **green infrastructure**
 - e. Installing green roofs or white roofs

14.1.2.9 Transportation

- 14.1.2.9.1 A road system with numerous intersections will be required to provide connectivity and encourage walking and cycling as the predominate modes of transportation within the nodes.
- 14.1.2.9.2 Block sizes will be a maximum of 80 by 180 metres or an equivalent perimeter. Roads surrounding blocks will be public and meet City right-of-way and design standards.
- 14.1.2.9.3 A limited number of private roads may be permitted instead of a public road to facilitate underground services such as deliveries and parking, subject to the following:
 - a. public easements will be required;
 - b. required right-of-way widths will be provided; and
 - c. appropriate terminus may be required for maintenance and

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operations where a public road connects with a private road.

- 14.1.2.9.4 New roads will connect and align with existing roads in surrounding neighbourhoods.
- 14.1.2.9.5 New roads will be designed as **complete streets**. Existing arterial and collector roads dissecting and surrounding the node will be redesigned as **complete streets**, as appropriate.
- 14.1.2.9.6 Landscaping, street furniture and building setbacks will be used to animate roads and create a positive pedestrian, cycling and transit-oriented experience.
- 14.1.2.9.7 Vehicular access from roads will be coordinated and consolidated in order to minimize driveways and disruption to pedestrians, cyclists and transit.
- 14.1.2.9.8 Pedestrian and cycling connections to transit facilities will be prioritized.
- 14.1.2.9.9 Transit services will be enhanced as ridership demands increases. Transit stations and facilities will be incorporated into redevelopment plans adhering to MiWay standards, located and designed to ensure safety, comfort and visibility.
- 14.1.2.9.10 Bicycle parking will be required and should be located throughout the nodes and at transit facilities.
- 14.1.2.9.11 On-street parking will be provided as appropriate and integrated into the **streetscape** design, balancing the needs of all modes of transportation and the public realm that share the right-of-way.
- 14.1.2.9.12 Surface parking areas will be replaced by structured parking. Limited surface parking will be permitted to accommodate matters such as accessibility parking spaces, car-share spaces and pick-up/drop-off point delivery services.
- 14.1.2.9.13 Where surface parking is permitted its impact should be minimized by being located at the rear or side of buildings, by using screening and employing low impact development techniques, and by providing pedestrian amenities, where appropriate.
- 14.1.2.9.14 Underground parking structures are preferred, however, where above grade parking structures are permitted they will be screened in such a manner that vehicles are not visible from public view and have appropriate direction signage to the structure. Along prominent streets, parking structures should be screened by liner buildings that incorporate a mix of uses between the parking structure and the street.
- 14.1.2.10 Implementation
- 14.1.2.10.1 The need for a development master plan will be determined through a pre-application meeting and in consultation with staff prior to

application submission. Redevelopment of the existing mall properties will require a development master plan. Matters to be addressed by the development master plan may, among other matters, include the following:

- a. Delineation of development blocks
- b. Road alignment and characteristics
- c. Distribution of density
- d. Building heights and massing
- e. Land uses and estimated number of people and jobs
- f. Phasing plans
- g. Relationship to surrounding areas
- h. Servicing requirements
- i. A public realm plan, including parkland
- j. Vehicular and active transportation circulation plan
- k. Vehicular and bicycle parking
- l. Animation at grade, particularly for retail focus areas and in proximity to transit services and along major roads
- m. Environmentally sustainable measures
- n. Existing and proposed transit infrastructure

n-o. Pedestrian Network Plan

- 14.1.2.10.2 The City will work with development proponents to integrate public and private investments to achieve the objectives of this Plan including the provision of a focal point for the residents and employees within each node and surrounding neighbourhoods, ~~and~~ housing choices for people of various income levels and household types and improvements to multi-modal transportation assets and facilities.
- 14.1.2.10.3 The City may require a retail and service needs assessment study when development applications propose a reduction of existing commercial space. The study will address how the planned function of the node as the focal point for retail and service commercial uses and community facilities for existing and planned residents of the node and surrounding neighbourhoods is retained.
- 14.1.2.10.4 Where the redevelopment of retail and service commercial uses is proposed, phasing of development may be required to ensure that the planned function of the node is maintained during redevelopment.
- 14.1.2.10.5 When a public road is required or a private road is permitted instead of a required public road, development will occur by way of plan of subdivision to secure the location and size of development blocks and the alignment of roads.

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- 14.1.2.10.6 Applicants are encouraged to prepare development master plans jointly with other landowners in the node. Where joint plans are not prepared, City staff may consult with other landowners in the node. .
- 14.1.2.10.7 Applications proposing densities above a FSI of 2.25 will be required to demonstrate how the maximum density will not be exceeded across the node and applicants may be required to enter into a development agreement and include lower density lands in the development proposal.

- 6. **Section 14.4, Malton, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Map 14-4: Malton Community Node Character Area and replacing it with the following:**

Map with FSI Ranges and Special Site number removed

- 7. **Section 14.4, Malton, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Policy 14.4.1, Urban Design Policies.**

- 8. **Section 14.4, Malton, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Policies 14.4.2, Special Site Policies and 14.4.2.1, Site 1.**

- 9. **Section 14.5, Meadowvale, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Map 14-5: Meadowvale Community Node Character Area and replacing it with the following:**

Map with FSI Ranges and Special Site number removed

- 10. **Section 14.5, Meadowvale, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Policy 14.5.1, Land Use.**

- 11. **Section 14.5, Meadowvale, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Policies 14.5.2, Special Site Policies and 14.5.2.1. Site 1.**

- 12. **Section 14.7, Rathwood-Applewood, Community Nodes, of Mississauga Official Plan, is hereby amended by deleting Map 14-7: Rathwood-Applewood Community Node Character Area and replacing it with the following:**

Map with FSI Ranges removed

- 13. **Section 14.7, Rathwood-Applewood, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Policy 14.7.1, Land Use.**

- 14. **Section 14.7, Rathwood-Applewood, Community Nodes of Mississauga**

Official Plan, is hereby amended by deleting 14.7.2.1. Site 1 and 14.7.2.2 Site 2

15. Section 14.7, Rathwood-Applewood, Community Nodes of Mississauga Official Plan, is hereby amended by renumbering Policy 14.7.2, Special Site Policies, 14.7.2.3 Site 3 to “14.7.2.1 Site 1”.

16. Section 14.8, Sheridan, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Map 14-8: Sheridan Community Node Character Area and replacing it with the following:

Map with FSI Ranges and numbers removed

17. Section 14.8, Sheridan, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Policy 14.8.1, Land Use.

18. Section 14.8, Sheridan, Community Nodes of Mississauga Official Plan, is hereby amended by deleting Policies 14.8.2, Special Site Policies and 14.8.2.1. Site 1.

19. Section 14.9, South Common, Community Nodes , of Mississauga Official Plan, is hereby amended by deleting Map 14-9: South Common Community Node Character Area and replacing it with the following:

Map with FSI Ranges removed

20. Section 20, Glossary, of Mississauga Official Plan, is hereby amended by adding the following:

~~**Mid-rise Building** means a building having a height that is greater than four storeys and less than the width of the street on which it fronts but not greater than 12 storeys. Character Area policies may specify alternative maximum building heights for **mid-rise buildings**. A **mid-rise building** cannot be structurally connected to a **tall building**.~~

Podium means the base of a building that is distinguished from the taller portion of the building by being set forward or articulated architecturally.

Tactical Urbanism is the use of low-cost and temporary changes to the built environment that add to the vitality and activity of the community or to test ideas that may result in long term change.

4.4.

IMPLEMENTATION

Upon the approval of this Amendment by the Council of the Corporation of the City of Mississauga, Mississauga Official Plan will be amended in accordance with this Amendment.

This Amendment has been prepared based on the Office Consolidation of Mississauga Official Plan dated. (Note: must reference latest online version date)

INTERPRETATION

The provisions of Mississauga Official Plan, as amended from time to time regarding the interpretation of that Plan, will apply in regard to this Amendment.

This Amendment supplements the intent and policies of Mississauga Official Plan.

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Map "A"

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APPENDIX I
PUBLIC MEETING

All property owners and residents within the City of Mississauga were invited to attend a Public Meeting of the Planning and Development Committee held on Date in connection with this proposed Amendment.

Note: A sentence or paragraph needs to be added regarding the result of the Public Meeting

4.4.

Appendix II

4.4.

A by-law to Adopt Mississauga Official Plan Amendment No. #

WHEREAS in accordance with the provisions of sections 17 or 21 of the *Planning Act*, R.S.O. 1990, c.P.13, as amended, ("*Planning Act*") Council may adopt an Official Plan or an amendment thereto;

AND WHEREAS, pursuant to subsection 17(10) of the *Planning Act*, the Ministry of Municipal Affairs and Housing authorized the Regional Municipality of Peel, ("Region" or "Regional") an approval authority, to exempt from its approval any or all proposed Local Municipal Official Plan Amendments;

AND WHEREAS, Regional Council passed By-law Number 1-2000 which exempted all Local Municipal Official Plan Amendments adopted by local councils in the Region after March 1, 2000, provided that they conform with the Regional Official Plan and comply with conditions of exemption;

AND WHEREAS, the Commissioner of Public Works for the Region has advised that, with regard to Amendment No. #, in his or her opinion the amendment conforms with the Regional Official Plan and is exempt;

AND WHEREAS, Council desires to adopt certain amendments to Mississauga Official Plan regarding policy changes/mapping modifications within the Character Area/Local Area Plan/City of Mississauga (General Amendment); pull from Purpose of Amendment, but don't repeat.;

NOW THEREFORE the Council of The Corporation of the City of Mississauga ENACTS as follows:

- 1. The document attached hereto, constituting Amendment No. # to Mississauga Official Plan, is hereby adopted.

ENACTED and PASSED this _____ day of _____, 2019.

MAYOR

CLERK