



Corporate Report

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DATE: October 28, 2008

TO: Chair and Members of Planning and Development Committee
Meeting Date: November 17, 2008

FROM: Edward R. Sajecki
Commissioner of Planning and Building

SUBJECT: **Lakeview and Port Credit District Policies Review and Public
Engagement Process - Directions Report**

RECOMMENDATION:

1. That the report titled "*Lakeview and Port Credit District Policies Review and Public Engagement Process - Directions Report*", dated October 28, 2008 from the Commissioner of Planning and Building, be received for information.
2. That staff review and prepare revised Lakeview and Port Credit District Policies with consideration of the Public Policy Recommendations and the Other Considerations outlined in the report titled, "*Lakeview and Port Credit District Policies Review and Public Engagement Process - Directions Report*" dated October, 2008, from Brook McIlroy Inc./PACE Architects, MSAi Architects and Poulos and Chung Transportation Engineers.

BACKGROUND: District Policies Review Process

The existing process for reviewing district policies includes four general steps: data collection to establish the context for the review and identification of preliminary issues; policy formulation; the public and political review process where the draft district policies are placed on public display and circulated for comments; and the approval process.

As part of the review process, a report on comments is prepared for consideration by Planning and Development Committee recommending revisions to the draft district policies, where appropriate. Following the approval of the report on comments and resolution of outstanding issues, the draft district policies are forwarded to City Council for adoption by by-law. This process was established to deal with greenfields development and has been in effect since the late 1970's.

Upon review of this process, and given the transition in development to infill, intensification and redevelopment, greater demands are placed on the district policies to be as current as possible. An examination of the existing district policies review process identified the following gaps:

- appropriate, sufficient and timely public consultation;
- political, public and technical input and debate before the draft policies are prepared; and
- an implementation phase.

In order to address these gaps, the district policies review process has been revised as illustrated on Appendix 1. It “front ends” the review process with a public engagement component before the district policies are drafted. The process and comments are documented in a “Directions Report”. This report forms the basis for preparing the draft policies, and is intended to provide a means of obtaining comments on the major planning directions.

Previously, the district policies review process ended with the expiry of the appeal process to the Ontario Municipal Board (OMB). The *Planning Act* now requires that the zoning by-law be amended to conform to the Official Plan. Consequently, zoning by-law amendments will be prepared, in conjunction with the district policies. It is further intended that a Community Improvement Plan be prepared, where warranted.

The intermediary steps of policy formulation, departmental review and public, political and technical review process remains unchanged from the previous district policies review process.

COMMENTS:**Lakeview and Port Credit District Policies Review**

The revised process was initiated for Lakeview and Port Credit as part of the continuing program to keep district policies valid and current.

The District Policies (Area Plans¹) were revised to reflect changes in local circumstances and to be consistent with Provincial planning initiatives such as the Provincial Policy Statement (2005), *Planning Act* reform, the Growth Plan for the Greater Golden Horseshoe and the Draft Regional Transportation Plan. The review also takes into consideration other corporate studies currently in progress such as the draft Strategic Plan, Mississauga Plan Review, Cycling Network Master Plan and Implementation Strategy, Transportation Background Studies (e.g. The Hurontario Main Street Study, Mississauga Transit Ridership Growth Strategy) and the Parking Strategy. Finally, the revised district policies will reflect the policy direction identified through the public engagement process, where appropriate.

Draft Regional Transportation Plan, Metrolinx

On September 23, 2008, Metrolinx released the Draft Regional Transportation Plan (Draft RTP) titled *The Big Move: Transforming Transportation in the Greater Toronto and Hamilton Area*. This plan sets out actions to build new transportation infrastructure and improve transit service in the Greater Toronto and Hamilton area.

A number of initiatives are presented in the Draft RTP for Mississauga including frequent all-day, two-way express rail service, highway improvements, rapid transit proposals along certain corridors (Hurontario, Dundas West and Waterfront West) and initial locations for mobility hubs (Mississauga Urban Growth Centre, Port Credit and Cooksville).

One of the initiatives, the Waterfront West proposal, is located along Lakeshore Road East in the Lakeview and Port Credit communities. The Draft RTP proposes an east-west connection from Union Station to the Port Credit GO station. The Draft RTP indicates that further detailed studies such as a benefits case analysis will be carried out in

¹ Through the new Official Plan, it is proposed that District Policies eventually be replaced with Area Plans. Area Plans will be prepared for lands requiring special policies considerations.

partnership with municipalities and transit agencies to determine recommended alignments and technologies. This is to ensure that all reasonable alternatives are evaluated and decisions are reached on the best possible transit project. In addition, any discussion and decision will need to take into consideration City of Mississauga priorities and objectives for creating a well connected and transit supportive City.

The Waterfront

In addition to the above noted studies, staff (through the BC21 Team), are undertaking a review of the waterfront which will form the basis for further refinement of waterfront policies for the Official Plan and the preparation of the Lakeview and Port Credit District Policies. The team will establish a vision for the waterfront and investigate various opportunities to protect and enhance the waterfront. The team's work is addressed in a concurrent report to Planning and Development Committee.

Subject to budget approvals, it is intended that the BC 21 Team initiate detailed studies on the Ontario Power Generation site (OPG Lands), Port Credit Harbour Marina (PCHM) and the Imperial Oil Lands.

Public Engagement Process

A consortium of consultants, Brook McIlroy/PACE Architects, MSAi Architects and Poulos and Chung Transportation Engineers were retained to undertake a wide-ranging public engagement process for the review of the Lakeview and Port Credit District Policies. The public engagement process was extensive and included developing public policy recommendations and other considerations.

The public process began with the Kick-Off Meeting in November 2007, followed by Visioning Sessions in December, and Place-Making Workshops in January and February of this year. In June, Youth Engagement Exercises involving students at two schools were organized for each of the districts. Also in June, an Open House was held for the Lakeview and Port Credit communities. The Open House presented a consolidation of the community's input, including a community vision and principal recommendations for each of the districts, and matters to consider in developing policies.

The results of the community meetings are summarized in the *Directions Report* (attached under separate cover). Also, the results and materials from the meetings are posted on the City of Mississauga website, the project webpage at:

www.mississauga.ca/lakeviewportcreditreview.

Submissions by two associations in the Lakeview and Port Credit communities were received during the public engagement phase. On June 16, 2008, the Lakeview Ratepayers Association provided staff with a proposal titled, *Mississauga's Lakeview Legacy Project* outlining guiding principles and strategies to developing the waterfront community. In June 2008, the VIVA Port Credit group submitted the paper *Port Credit: An Urban Village for the 21st Century; A Model Community for the World*, which presents a collective vision for the Port Credit community. These submissions, along with other stakeholder suggestions, provided further input into the *Directions Report*.

Directions Report

The consultant's *Directions Report* provides a summary of the public engagement process and community input. The purpose of the report was to obtain public policy recommendations which staff can consider when drafting the district policies. It does not inscribe the policies for the Lakeview and Port Credit District Policies.

In addition, the report includes public policy recommendations that will be addressed through other studies currently in process or through the implementation phase. For example, the report recommends reviewing existing transit service and to continue to make improvements, accordingly. Transit service and suggested improvements are reviewed on a regular basis by staff and this recommendation, as well as others in the report related to transit operations, will be forwarded to provide input into the next transit service evaluation.

The *Directions Report* is organized into five main sections:

- Background;
- Public Engagement;
- Study Findings – Lakeview;
- Study Findings – Port Credit; and
- Conclusion and Next Steps.

The Study Findings sections for the Lakeview and Port Credit Districts are structured using three components: Community Input, Public Policy Recommendations and Other Considerations.

Community input represents a summary of public input, and includes information collected through public events and stakeholder meetings. Public Policy Recommendations represent the consultant's recommendations and are based on community, stakeholder, and sub-consultant input. Other Considerations are highlighted which present points for reflection when considering the development of public policies. They are intended to offer "things to think about" when developing public policies.

The Study Findings sections for both areas presents a vision based on themes. For the Lakeview area, the primary vision is "*Strengthening the Community*" (see Section 3.1) with foundation themes: reconnect to the waterfront, community health, distinct neighbourhoods, complete community, social well-being, and leadership in sustainability. Following from the vision themes are public policy recommendations regarding: community identity, waterfront, intensification, built form, open spaces, and specific sites.

For the Port Credit area, the primary vision is "*Evolving the Urban Village*" (see Section 4.1) with foundation themes: village character, distinct waterfront community, enhance the public realm, environmental stewardship, balance growth and healthy population. Following from the vision themes, the public policy recommendations are: community identity, waterfront, intensification, built form, open spaces and specific sites.

Specific Sites

During the visioning sessions, stakeholders were asked to identify locations to be studied in more detail. These locations formed the sites for the place-making workshops. The place-making workshops involved small group discussions where participants identified their top priorities for the sites and developed detailed site layouts describing uses, building types, heights, road patterns among other elements.

For the Lakeview community, the place-making sites included: Lakeshore Road, the industrial lands on the south side of Lakeshore Road East and the former Inglis site located on the north side of Lakeshore Road East, west of Cawthra Road. In addition to the place-making sites, stakeholders provided comments on the OPG lands which are summarized in the *Directions Report*. Other sites discussed during the public engagement included Dixie Outlet Mall and the Applewood Village Plaza.

For the Port Credit community, the place-making sites included: Lakeshore Road, Port Credit Harbour Marina, Port Street and the No Frills Site and the Imperial Oil Lands. Other sites discussed during the process were the former Port Credit Lawn Bowling site and the Port Credit Go Station.

As mentioned previously, the BC21 Team will be reviewing a number of key sites along the waterfront for further detailed study; namely, the OPG lands, PCHM and the Imperial Oil lands. The community input provided by stakeholders on these sites, and Public Policy Recommendations included in the *Directions Report* will be considered during these detailed reviews. In terms of the treatment of these areas in the draft District Policies, Special Site Policies and possibly holding zone provisions will be established to provide a general direction for the sites, subject to the detailed studies (i.e. key waterfront site studies) and resulting recommendations which are to be completed in the future.

District Vision and Guiding Principles for the Draft District Policies

The visions and recommendations outlined in the *Directions Report* for the Lakeview and Port Credit communities are the result of extensive stakeholder consultation and input. The consultants were tasked with engaging the communities to create practical and realistic visions for the future.

The vision for the Lakeview community of “*Strengthening the Community*” and the key concepts of improving community health and the environment, reconnecting to the Lake Ontario waterfront and economic stability are supported by staff. “*Evolving the Urban Village*”, the vision for the Port Credit community, and the key concepts of maintaining the village character, public access to the waterfront and balanced growth are also supported by staff. The visions and key concept establish a framework and context for preparing the district policies.

In addition to the framework established by the visions, the district policies preparation will also be guided by the following principles as a result of the recommendations in the *Directions Report*:

- maintain the existing community character, including the preservation of existing heritage features;
- stable neighbourhoods will be protected;
- opportunities for intensification will consider impacts on surrounding land uses, the appropriate scale, height, massing and type of development;
- the Lakeshore Road corridor should provide opportunities for a mix of uses with the goal of creating a sustainable community. This would include commercial, employment, office, residential and public uses;
- redevelopment along the Lakeshore Road corridor will ensure appropriate scale and compatibility with the surrounding communities;

- in general, heights along Lakeshore Road should not exceed 3 to 4 storeys, however, opportunities for increased heights may be appropriate subject to criteria such as transition to adjacent properties, lot size, scale, setbacks and views to the waterfront;
- a balanced approach is required to accommodate all modes of transportation including vehicles, buses, pedestrians and cyclists;
- public access to the waterfront will be maximized, with key views protected;
- the redevelopment of waterfront properties should focus on community related activities. These areas should provide quality public spaces for people to gather, interact and experience the waterfront. The community input on the key waterfront properties (subject of the place making sessions) will provide input into the opportunities and constraints analysis and subsequent detailed master planning exercise for these sites, as mentioned previously;
- the industrial lands on the south side of Lakeshore Road East in Lakeview should be maintained as employment lands, however, the types of uses permitted should be expanded to include alternative business types such as research and development, innovation and the arts and culture industry. Consideration should be given to expanding the types of uses permitted on the lands fronting Lakeshore Road East to include a broad range of commercial uses to support a pedestrian main street environment.

Through the public engagement process, the community expressed a desire to see this area redevelop to a mixed use area incorporating employment, residential, commercial, parks, open space, cultural and community uses. The Employment Land Review Study, conducted for the City, indicates this pocket of employment land is a small but healthy employment area. The study further suggests that if the adjacent OPG site is no longer needed for power generation, the approach to this employment area could be revisited, with a broader range of business commercial uses favoured. The future of this employment area is tied to the redevelopment of the OPG lands.

The *Directions Report* recommended a preliminary list of future studies to inform new development and the preparation of the Lakeview and Port Credit district policies. Two of these studies, Lakeshore Road Corridor Study and Lakeshore Road Transportation Review will be undertaken to build upon the principles outlined above and develop specific land uses policies and urban design guidelines for inclusion into the plans. In addition, detailed studies will be undertaken for the key waterfront sites.

Moving Forward: Next Steps

Following the endorsement of the *Directions Report* by Planning and Development Committee and City Council, staff will draft the Lakeview and Port Credit District Policies which form amendments to the Mississauga Plan, which will include land use policies, urban design guidelines and special site policies, where needed. Staff will also prepare zoning by-law amendments in conjunction with the draft District Policies. Stakeholder consultation will be initiated to obtain comments on the draft District Policies and zoning by-law amendments.

The *Directions Report* also recommends a number of additional studies be undertaken (see Section 5.1) to further inform new development in the Lakeview and Port Credit communities. The list of recommended studies will be reviewed by City staff to determine the need, feasibility, and required resources.

FINANCIAL IMPACT: Not applicable

CONCLUSION: The revised District Policies Review Process is a new practice in reviewing District Policies. The public engagement phase commences in the first stage of the review in order to obtain stakeholder input and political support before the draft policies are prepared. In addition, the revised process includes the preparation of zoning regulations to implement the policies, thereby, ensuring conformity between the Official Plan and zoning by-law. This process was initiated for the Lakeview and Port Credit District areas beginning in the fall of 2007.

The extensive stakeholder input provided by the Lakeview and Port Credit communities is summarized in the attached *Directions Report*. Based on stakeholder input, the consultants have developed a vision for each community and public policy recommendations to convey this vision. The recommendations included in the report will be considered in the preparation of revised district policies and provide input into the detailed studies for the key waterfront sites and additional studies recommended by the consultant for each of the areas.

The completion of the *Directions Report* concludes the public engagement and visioning phase of the Lakeview and Port Credit District Policies Review. Staff will continue to engage stakeholders in the review process as the next steps are undertaken.

ATTACHMENTS:

APPENDIX 1: District Policies Review Process

Directions Report (attached under separate cover)

Original signed by:

Edward R. Sajecki
Commissioner of Planning and Building

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District Policies Review Process

