

CITY PLAN REVIEW

Summary of Proposed Changes

December 2001

**Contains Data for
Postscript Only.**

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1.0 INTRODUCTION

Section 26(1) of the *Planning Act*, as amended, states that:

"If an Official Plan is in effect in a municipality, the council of the municipality that has adopted the Official Plan shall not less frequently than every five years, hold a special meeting of Council, open to the public, to determine a need for a revision to the official plan and in determining a need for revision council shall have regard to policy statements issued under subsection 3(1)."

Section 7, Implementation, of City Plan states that:

"This Plan should be reviewed every five years or earlier if warranted".

It is four and a half years since City Plan was adopted by City Council in March, 1997. The groundwork of City Plan commenced with the preparation of a Housing Strategy in 1988, followed by the completion of background strategies on other major components of the Plan in the early 1990's, which culminated in the preparation and release of the initial Draft City Plan in 1994. Since the background research which forms the basis of City Plan was completed 8 to 10 years ago, it was appropriate that a comprehensive review of City Plan was initiated in 2001 in accordance with the five-year time frame required by the *Planning Act* and City Plan policy.

2.0 PURPOSE OF REVIEW

With the benefit of four years experience of working with the current City Plan, as well as the completion of all district plan reviews, the review of City Plan generally represents a "polishing up" of the current Plan, rather than a major change in direction of planning for Mississauga. Therefore, the purpose of this review is to improve and clarify wording, eliminate any inconsistencies and duplication, and simplify policies and processes.

3.0 REVISIONS

The types of the proposed revisions to City Plan are categorized as follows:

- **editorial** corrections to typographical or grammatical errors, minor changes to style or organization, minor cartographic revisions and rewording that does not alter the intent of the policy;
- **housekeeping** corrections to outmoded names, information and terminology; inconsistent terminology and policies, and clarification;

- **organizational** deletion, reduction and/or combination of redundant or repetitive policies; deletion of operational or factual information which does not provide policy direction; amalgamation of dispersed policies under one heading; deletion of policies which duplicate legislation, such as *The Planning Act* and *Site Plan Control By-law*;
- **land use** changes to district land use maps as a result of amending retail and service commercial, and office designations;
- **substantial changes to office commercial and retail commercial policies.**

4.0 DESCRIPTION OF PROPOSED AMENDMENTS

The following is a summary of the proposed major amendments to City Plan (sections refer to the current City Plan).

4.1 Structure of Plan

A comparison of City Plan and Mississauga Plan indicates that sections - Introduction, Goals and Objectives, District Policies, Implementation, Interpretation and the Glossary are the same. Mississauga Plan has, however, combined the current Urban Form, Strategic Policies and Land Use Policies sections into one section titled "General Policies". General Policies, which are applied City-wide establish the means by which the Goals and Objectives are implemented and provide the basis for District Policies and District Land Use Maps. The purpose in collapsing these three sections was to reduce duplication and confusion regarding the interpretation of the Development Pattern and Urban Structure as land use designations. In addition, since all of Mississauga is now subject to updated District Policies, the Urban Form and related Development Pattern categories and policies are no longer necessary.

4.2 Section 1 - Introduction

The descriptions of the economic, environment and community spheres which formed the basis of the context of City Plan, duplicate the goals, objectives and policies found elsewhere in City Plan and, therefore, were deleted.

4.3 Section 2 - Goals and Objectives

The Goals and Objectives were expanded to include some of the existing development objectives now contained in District Policies.

4.4 Section 3 - Urban Form

As shown on Schedule 2, Urban Form, Long Term Concept, in the current City Plan, the Urban Form currently consists of two components - Development Pattern and Urban Structure. As mentioned previously, these are not land use designations. Therefore, to reduce duplication and confusion, and since the detail associated with these functions has been established in the District Policies, the Urban Form policies were revised to focus on the broader strategic importance of centres.

In City Plan, the Urban Structure currently consists of a "centres and corridors approach" based on a hierarchy of centres, including City Centre, Multiple-Use Centres in residential districts, Employment Centres in employment districts, and Corridors. The largest concentration and variety of uses are to be in the City Centre, followed by Multiple-Use Centres, and Employment Centres. Also identified are major transit facilities, including commuter rail facilities and proposed transit corridors such as the Transitway.

Mississauga Plan reaffirms the City Centre as the major centre and primary location for mixed use development. Multiple-Use Centres and Employment Centres are now identified as "Nodes" on District Land Use Maps and will continue to contain a variety of land use designations and higher densities within the limits of the delineated node. Corridors are no longer necessary and were deleted as part of the changes associated with the revised retail and service commercial policies.

The revised Schedule 2, Urban Form Concept, identifies the multiple-use centres and employment centres as "Nodes". By way of clarification and to avoid confusion, a statement has been added stating that **"THIS SCHEDULE DOES NOT REPRESENT LAND USE DESIGNATIONS. LAND USE DESIGNATIONS ARE SHOWN ON DISTRICT LAND USE MAPS."**

4.5 Section 4 - Strategic Policies

4.5.1 Section 4 - Strategic Policies, Environment

While the substance of the policies has not changed, portions of the Environment Policies were rewritten to combine similar policies, eliminate duplicate policies, and ensure consistent terminology within the Plan and with the Provincial Policy Statement. The proposed Environmental Policies provide a more succinct, comprehensible framework for protecting the environment.

Schedule 3, Environmental Areas, was revised to reflect the ongoing Natural Areas Survey updates. Among other matters, this schedule currently identifies sites with potential soil contamination, which has resulted in Official Plan Amendments to delete them when they are remediated and available for development. These sites are also identified as special sites in the District Policies, with similar policies in each section. To eliminate the need for these amendments, and to reduce duplication, it is proposed to: amend Schedule 3 to delete Sites with Potential Contamination and delete these sites where they are identified as Special Sites in the District Policies. The Areas of Vulnerable, Threatened and Endangered Species have also been eliminated as this information is not within our area of responsibility and is confidential.

4.5.2 Section 4 - Strategic Policies, Heritage Resources

Heritage Sites and Archaeological Protection Areas are currently divided into "A" and "B" sites or areas with policies which largely duplicate each other. The two categories were eliminated in order that all heritage resources are subject to the same policies.

4.6 Section 5 - Land Use Policies

4.6.1 Section 5 - Land Use Policies, Development Objectives

The Development Objectives were originally in District Plans (formerly Secondary Plans) and were uploaded from the District Plans into City Plan at the time the Draft City Plan was reformatted. The Development Objectives contained in District Policies were deleted where they duplicate the Goals and Objectives in Section 2, the Strategic Policies in Section 4 and the Land Use Policies in Section 5.

4.6.2 Section 5 - Land Use Policies, Residential

The strategic housing policies are currently in the Development Pattern section of City Plan. Since it is proposed to delete the Development Pattern, and to incorporate all residential policies into one section, the housing policies are moved from Development Pattern and incorporated into the Residential policies section of the General Policies.

4.6.3 Section 5 - Land Use Policies, Office

City Plan currently contains four office land use categories; Primary Office Centre (City Centre), Secondary Office Centre, Tertiary Office Centre, and Other Office Commercial.

As noted previously, the recently approved City Centre District Policies reaffirmed City Centre as the primary location for mixed use development, including high density office development. The new City Centre policy framework is more flexible and permissive for office development, placing a greater emphasis on a broader variety and mix of land uses for a combined residential and employment focus. The importance of office development to City Centre and the City's overall identity is firmly established throughout the Plan.

Consistent with the proposed "City Centre and Nodes" policies, the multi-level office hierarchy in Section 5.4 was deleted. To acknowledge their evolving mixed use characteristics, the Secondary and Tertiary Office Centre policies were revised and incorporated into the "City Centre and Nodes" policies. Nodes are identified on the appropriate District Land Use Maps. Since certain industrial uses such as manufacturing, assembling, fabricating and warehousing within the "Business Employment" designation are

often combined with head offices, and are generally compatible with office development, they are also permitted within areas in the formerly designated "Employment Centres". These lands are designated "Business Employment" but with respect to office development will have no maximum density. Rather than being established by an arbitrary figure, density should be determined by a combination of market forces, site size and built form including such matters as compatibility with adjacent development and appropriate built form, parking, site access and traffic impact. Outdoor storage should not be permitted to enhance compatibility in these areas.

For Business Employment lands, the maximum Floor Space Index (FSI) is increased from 0.5 to 1.0 to allow more flexibility.

Small concentrations of office development in Residential Districts are currently governed by the "Other Office Commercial" land use policies. These policies limit development to a FSI of 0.5 and limit accessory retail commercial uses to 20% of the total office Gross Floor Area (GFA). Many locations have been identified as special sites through the district policy review process to permit higher or lower densities, or restrict other uses. This approach to small office development is working well and should be maintained by renaming them "Office". The "Other Office Commercial" policies should be retitled "Office" and will govern small office development.

All District Land Use Maps are amended to reflect these revised designations. Nodes within Employment Districts should not permit residential development.

4.6.4 Section 5 - Land Use Policies, Retail and Service Commercial

The retail hierarchy contained in City Plan consists of the City Centre, Regional Commercial Centres, District Commercial Centres, Neighbourhood Commercial Centres and Convenience Commercial Centres. The other retail and service commercial categories include; Mixed Commercial, Historic Commercial, Special Purpose Commercial, Employment Commercial, Automotive Service Commercial and Arterial Commercial.

New retail categories were added to respond to changes in the retail industry as consumer tastes and the retail industry had changed. For example, the introduction of the "Special Purpose Commercial" category, was in response to the "big box/power centre" and the "eatertainment" phenomenon which combined multiple screen theatres with restaurant campuses.

A comprehensive restructuring of the policy framework affecting commercial development is proposed. The policies are based on a consideration of the needs of the consumer, the interests of the municipality and the retail industry. They recognize consumer preferences are constantly changing and that the industry needs flexibility to re-tenant or redesign space to respond to these changes. The policies also reflect that the interests of the City are primarily with the location and built form of commercial development.

The City's commercial policies should have the following characteristics:

- provide the opportunity for competition to occur so that consumers are given choice and variety;
- be flexible so that the industry is able to quickly respond to the changing preferences of consumers;
- protect the urban quality of life by ensuring that their built form does not result in urban blight;
- consider good land use practices to ensure that they are appropriately located and do not result in unfavourable impacts on surrounding land uses.

Eleven retail and service commercial categories in City Plan has resulted in confusion, complications and difficulties in interpretation. Commercial uses occur whenever goods and services are exchanged for money or credit. The types of uses permitted in commercial designations should be determined by the market forces. Therefore, the Plan does not need to establish arbitrary lists of uses that are permitted or not permitted. The size of commercial developments should be a function of the market, site size and built form, including land use compatibility, parking, access and design considerations. In some cases traffic generation may also be a factor.

City Centre is unique in that it is the City's central business district and, in addition to its commercial function, it is envisioned to be the major office, residential, community and cultural hub for Mississauga. Specific detailed policies are dealt with in the City Centre District Policies, the City Centre Zoning By-law and the City Centre Urban Design Guidelines.

The remaining ten retail and service commercial categories in City Plan are collapsed to two: "Mainstreet Commercial" and "General Commercial". The proposed "Mainstreet Commercial" category has a stronger emphasis on urban design and is applied to traditional commercial areas where buildings are street-related and oriented to pedestrian traffic. This category includes the historic retail areas (Port Credit, Streetsville and Clarkson) as well as areas where street-related and pedestrian oriented development is being encouraged. For example, this category is applied to Cooksville and the portion of Lakeshore Road East in the Lakeview Planning District. This category also replaces "corridors" as identified on the existing Schedule 2, since it addresses the same issues.

The proposed "General Commercial" category applies to other commercial areas including "Regional Commercial", "District Commercial"; "Neighbourhood Commercial"; "Convenience Commercial"; "Special Purpose Commercial"; "Employment Commercial"; "Arterial Commercial"; and "Automotive Service Commercial". This new designation applies to existing and proposed commercial development in planned commercial areas, which are intended to serve residents, employees and the travelling public. New development will be encouraged through infilling and redevelopment in order to consolidate the potential of these areas and to restrict their linear extensions into stable, non-commercial areas. Urban design is emphasized in these areas.

The following policies, pertaining to existing retail and service categories are moved to the General Commercial policies and apply to all commercial categories: policies regarding the number and location of automobile service stations; conditions regarding the location of a car wash adjacent to residential uses; infill development and the restriction of linear development into non-commercial areas; and, the requirements for concept plans for new development or a major expansion.

The proposed policies endeavour to create a "level planning field" by removing restrictions that were applied to a site based on previously held notions that the municipality should strictly regulate commercial development details regarding tenant profiles and the amount of space allocated to a particular use.

4.6.5 Section 5 - Land Use Policies, Utilities

Since "Utilities" is a land use designation, policies should be added to this section to addresses the permitted uses in this designation. Permitted uses include above ground facilities and structures for piped services, gas and oil pipelines, electric power and cabled services. Some changes to individual district land use maps are also required.

4.7 Section 6 - District Policies

As previously discussed, there are few changes to the land use designations except for commercial and office land use policies. The following generally describes the proposed amendments to other designations or to the District policies:

- amendments to the Planning Context and Development Concept sections to make them more succinct;
- relocation or deletion of Development Objectives where they duplicate the Development Concept or other policies;
- deletion of district specific urban design policies which duplicate the General Urban Design policies;
- amendments to land use policies or terminology to be consistent, where appropriate, with the general policies;
- deletion of land use polices in the district policy section which duplicate general policies;
- deletion of special sites, where appropriate, where the site has been developed in accordance with City Plan, and/or where the regulatory function is performed by the zoning by-law;
- deletion of contaminated sites;

- replace the "Multiple-Use Centre Boundary" and "Employment Centre Boundary" with "Node Boundary" in accordance with the proposed amendments to the Urban Form;
- redesignate Secondary and Tertiary Office Centres with "Business Employment" and identify the "Node" boundaries on the appropriate District Land Use Maps;
- redesignation of various types of commercial sites to either "General Commercial" or "Mainstreet Commercial";
- removal of symbols for community uses such as, schools, places of religious assembly, fire halls, etc. as these are not land use designations but items of information.

5.0 LANDS EXEMPT FROM CITY PLAN REVIEW

City Centre District Policies

The City Centre District Policies were approved by City Council in February, 2001 with a number of appeals to the Ontario Municipal Board. As this matter is scheduled to be heard by the Ontario Municipal Board it is inappropriate to repeal and readopt the City Centre District Policies.

Official Plan Amendment 69

The lands subject to OPA 69 are located in the northwest quadrant of Camilla Road and the North Service Road. The lands were designated "Office Commercial" in the Cooksville District Plan. As part of the review of this Plan, it was proposed to redesignate the subject lands to "Residential - Medium Density". The Credit Valley Conservation (CVC) objected to this proposed designation due to potential flooding problems from Cooksville Creek.

In April, 1998 when the Cooksville District Policies were adopted by City Council and incorporated into City Plan, the land use designation for the subject lands was deferred. On May 10, 1999 City Council adopted recommendation PDC 34-99 which stated "that a public meeting be held to consider the redesignation of the Consulate Development lands from "Office Commercial" to "Residential - High Density II". In August 1999, OPA 69 was adopted designating the lands as "Residential - High Density II" with an FSI of 1.9 - 2.9. On November 19, 1999 the Region of Peel approved OPA 69 and directed that a Special Policy Area Study be undertaken for the Cooksville Creek. OPA 69 was subsequently appealed by the Province and Credit Valley Conservation due to concerns with development within the Regulatory Floodplain of the Cooksville Creek. The appeals have not been heard by the Ontario Municipal Board nor has a hearing date been set. On October 10, 2001 City Council authorized the commissioning of the Cooksville Creek - Special Policy Area Study to address the feasibility of lowering the regulatory flood

standard for the Cooksville Creek, and the appropriate land uses should a lower flood standard be approved. In view of this study, and the appeals, it would be premature to assign a land use designation to this site.

6.0 FUTURE ACTIONS

A special meeting of City Council will be held to enact and pass a by-law to adopt the Mississauga Plan which will also repeal the existing City Plan, which will then be forwarded to the Region of Peel for approval. This should occur in the spring of 2002. In the meantime, a public participation program will be developed in conjunction with the Ward Councillors.

7.0 CONCLUSION

A comprehensive review of City Plan was undertaken in view of the length of time since the background research was completed and in accordance with the requirements of the *Planning Act*.