

City of Mississauga  
**Corporate Report**



Date: 2018/05/29

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.04-DUN

Meeting date:  
 2018/06/11

## Subject

**Dundas Connects Master Plan**

## Recommendation

1. That the Dundas Connects Master Plan, attached as Appendix 1, to the report dated May 18, 2018 from the Commissioner of Planning and Building [i.e., this report], be endorsed as the recommended plan for the Dundas Corridor
2. That Bus Rapid Transit (BRT) be endorsed as the recommended rapid transit solution for the Dundas Corridor
3. That the first two phases of the Municipal Class Environmental Assessment process for the Dundas Corridor be concluded with a Notice of Completion
4. That staff be directed to consider revisions to Mississauga Official Plan and the Zoning By-Law to implement the recommendations contained within the Dundas Connects Master Plan, in particular the land-use and urban-design strategy contained therein
5. That upon completion of the Metrolinx planning study and business case for Dundas BRT already underway, Metrolinx be requested to fund implementation of Dundas BRT, including completion of the remaining steps of Environmental Assessment, in conjunction with Mississauga and other relevant jurisdictions
6. That the City of Toronto be requested to endorse the proposed BRT link between Kipling Station and the Mississauga border
7. That staff be directed to prepare a motion for Council's consideration with respect to the City's compliance with provincial legislation, in particular the provincial Growth Plan, and the implications that the Dundas Connects Master Plan has for growth allocations stemming from that Growth Plan

## Report Highlights

- The Dundas Connects makes recommendations for rapid transit, land use, and streetscape changes in the Dundas Corridor; these recommendations were shaped by the team's engagement of approximately 3,000 people who provided feedback over the

course of the engagement process.

- On rapid transit, the plan recommends median bus rapid transit (BRT) from the Toronto border to The Credit Woodlands, i.e., just east of the incline of the Credit River valley; a reversible bus lane from Credit Woodlands to Mississauga Road; and curbside BRT west from Mississauga Road to the Oakville border
- On land use, the plan recommends changing land-use permissions to permit density of up to six stories along the corridor as a whole; up to twelve stories in the Focus Areas (i.e., seven particular areas surrounding key intersections); and up to 25 stories in the Cooksville and Dixie Focus Areas
- On streetscape and urban realm, the plan recommends measures to make the environment along Dundas more conducive to active transportation, including dedicated cycling infrastructure, street trees, and a wider boulevard
- Implementing these recommendations achieves several high-priority City goals:
  - It completes a missing link in the regional rapid-transit network by linking Dixie GO, Cooksville GO, and the forthcoming Hurontario LRT to Kipling TTC (stipulating that the 2.5km segment between Kipling and the Etobicoke Creek will require cooperation from the City of Toronto)
  - It allows the City to meet its long-term growth targets for the City as whole as per the provincial Growth Plan for the Greater Golden Horseshoe, and for major transit station areas, as per the 2017 Growth Plan update
  - It supports previous City commitments to making intensification corridors more dense; building transit-supportive development; extending the cycling network; and more
  - The Master Plan was received by Planning and Development Committee for information on April 30, 2018. In the intervening time, staff have reviewed stakeholder commentary on the plan, and where requested have met with stakeholders to discuss their concerns, and where appropriate, revise the plan. Staff responses to stakeholder comment is appended to this report

## Background

Dundas Connects is the City's project to deliver a Master Plan for the Dundas Corridor. That Master Plan is now complete, and is hereby submitted for review and endorsement.

Dundas Connects was funded through a grant provided by the Province of Ontario through the 2007 Fall Economic Statement and confirmed by the 2008 Budget. That grant was made to support the creation of an integrated transportation and land-use vision of the Dundas Corridor. Planning and Development Committee proceeded to approve the project on February 2, 2015. In the summer of 2015, with Metrolinx's assistance, the City conducted a rigorous, multi-stage procurement process for a consulting team to deliver the Master Plan, and in fall 2015 retained

AECOM as its lead consultant, assisted by SvN and Swerhun Consulting, with responsibilities for transportation planning, land-use planning, and public engagement respectively.

The first phase, through to fall 2016, was used to gather information and design a vision for the Dundas Corridor. The second phase, from fall 2016 to summer 2017, used the vision to develop several options, and tested those options against input from internal and external stakeholders. The third phase, now concluded, refined the best options into a draft plan consistent with stakeholder feedback.

Throughout this period, the project undertook extensive consultation with stakeholders, both internal and external. Internally, staff convened the Dundas Council Working Group, consisting of the seven councillors with a segment of Dundas in their wards, with occasional participation from the Mayor. This group met to receive project updates and to provide input on the ongoing development of the Master Plan.

Externally, the Dundas Connects team engaged stakeholders through face-to-face events, digital outreach, and multi-media communications. Between January and May 2017 the team held 10 meetings with stakeholder groups and community organizations; reached approximately 2,000 unique visitors through the [www.dundasconnects.ca](http://www.dundasconnects.ca) website; and held a series of open public meetings, culminating in the final public meeting on April 12, 2017, featuring participation from Councillors Tovey, Fonseca, Iannicca, and Mahoney, as well as 110 members of the public. Over the course of the engagement process, approximately 3,000 people provided feedback on the Master Plan.

In the interests of efficiency and best practice, the project as a whole was conducted in a manner consistent with the Municipal Class Environmental Assessment process, such that the Dundas Connects Master Plan constitutes the completion of Phases 1 and 2 of that process. This approach means that the City has met its obligations to consult stakeholders and judiciously consider its goals and options, so that the City, and any funding partners it may obtain, may move expeditiously to finalize planning for Dundas BRT and begin implementation, if it so chooses.

In February 2017, the City enacted an Interim Control By-Law (ICBL) to prohibit, on a temporary basis, for certain industrial land uses adjacent to the Dundas Corridor, to allow staff to assess if these uses are compatible with the Dundas Connects Master Plan vision. As part of the Dundas Connects work, staff undertook an analysis of land uses in the Dixie and Mavis-Erindale Employment Areas and the relation of those uses to possible future transit-supportive development. That work was received by Planning and Development Committee at its meeting of April 30, 2018.

Also on April 30, 2018, the Committee received the Dundas Connects Master Plan for information. Since that time, staff have reviewed stakeholder commentary on the plan; amended the plan, where appropriate; and met with stakeholders to discuss their concerns and the City's

position. The results of that review and those discussions is included in Appendix 2.

## Comments

The Master Plan recommends an appropriate rapid-transit mode for Dundas; changes to land use along Dundas to allow for intensification and transit-supportive development; and changes to the streetscape and urban realm to make Dundas a functional and pleasant corridor for all users. The Master Plan also considers related matters including, but not limited to, flood risk near the Little Etobicoke Creek; the appropriate interface with transit infrastructure in the City of Toronto; and other matters.

### Transit and Movement

The plan calls for bus rapid transit (BRT) along the whole of the corridor. From the Toronto border to The Credit Woodlands, this will be median BRT, running in a dedicated lane in both directions. From The Credit Woodlands to Mississauga Road, the right-of-way is too narrow to accommodate full BRT, and the ecological sensitivity of the Credit River Valley area precludes widening. Accordingly, the plan calls for a single reversible dedicated lane for buses, one that provides for peak-period travel (eastbound in the mornings, westbound in the evenings). From Mississauga Road west to Ridgeway Drive, the plan calls for curbside BRT, as transit demand in this area is insufficient to justify median BRT, even as far along the planning horizon as 2041. The plan recommends MiWay run two services westbound; one that terminates at Ridgeway, and another that terminates at UTM, as UTM is the principal trip generator in the west. Figure 1 below demonstrates this proposed service plan.

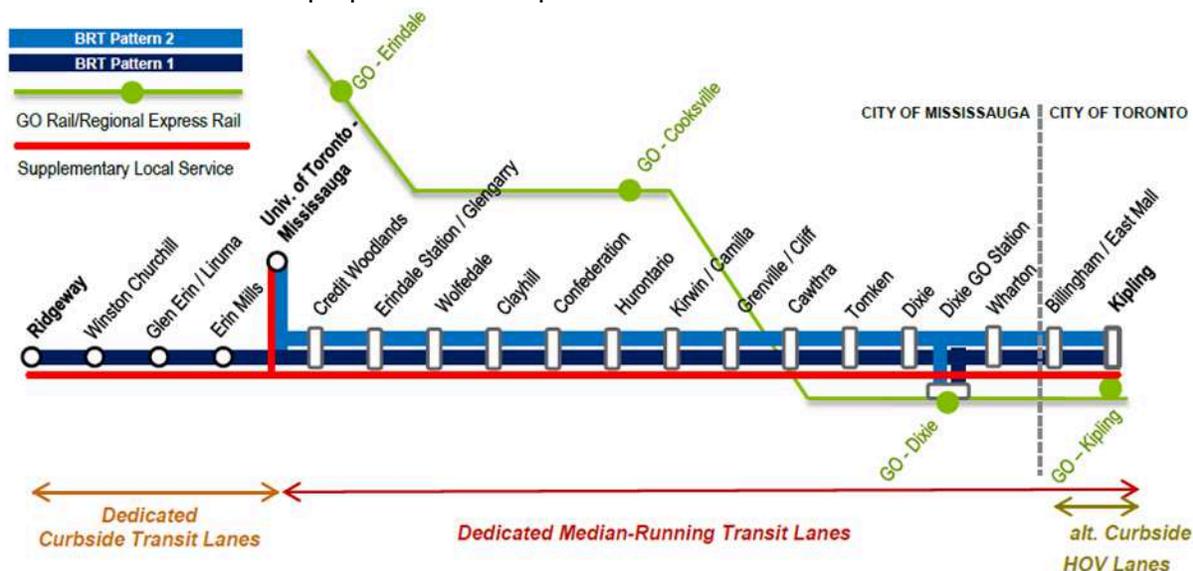


Figure 1 – Proposed BRT service plan

### Transit Oriented Residential Development

The plan calls for significant new residential density along the street, and in so doing delivers on the Mississauga Official Plan designation of Dundas as an intensification corridor. As the figure

below illustrates, new densities will permit residential buildings of as high as six storeys along Dundas; of twelve storeys in the Winston Churchill, Erin Mills, Erindale Station, Cawthra, and Etobicoke Creek Focus Areas (i.e., areas around these Dundas intersections that are most likely to support transit-oriented development and growth); and up to 25 storeys in the Cooksville and Dixie Focus Areas, which are nodes where several rapid-transit lines will intersect: GO Transit in both cases, and Hurontario LRT in the former. These heights were determined through input from the public, which offered considerable support for mid-rise infill across the corridor; best practices in urban intensification; and analysis of projected market demand and potential for density over the 25-year horizon. These proposals were also discussed in the Dundas Connects Council Working Group as they were being developed.

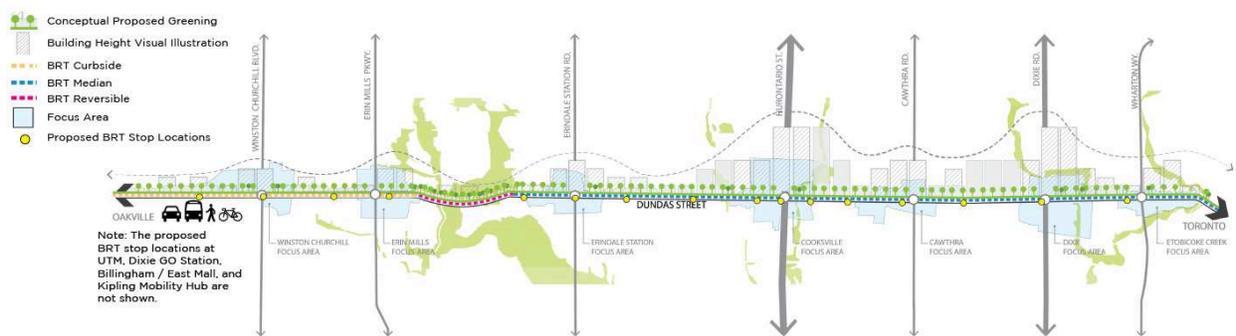


Figure 2 – Proposed heights and greening of corridor

The provincial Growth Plan for the Greater Golden Horseshoe, as updated in 2017, directs that cities accommodate 60% of all new residential growth in built-up areas, with specific density targets for major transit station areas. Implementing Dundas Connects will help the City achieve these goals. Project forecasts show that without Dundas Connects, the corridor would grow by only 13,000 additional residents and 3,300 jobs to 2041, whereas the Dundas Connects plan will increase that growth to 52,000 additional residents and 9,600 additional jobs (for more on this, please see figure 4-2 in the Master Plan). New growth would feature relaxed parking minimums, encouraging residents' use of rapid transit and active transportation.

### Employment Lands Conversion

To support these land-use recommendations, the plan calls for conversion of some lands within the Dixie and Mavis-Erindale Employment Areas from industrial use to mixed-use residential. Relying on the concurrent work being done on the Interim Control By-Law, Dundas Connects' analysis concludes that these places are relatively stable older employment areas undergoing a slow but steady shift away from industrial and manufacturing uses to service oriented activities such as retail. Allowing the conversion to residential development will accelerate this process as residential permissions will substantially increase land values. Nevertheless, the transition to new uses will be a gradual process that will take years to realize.

### Public Realm

The plan calls for significant changes to the streetscape, which will not only respect the principles of transit-oriented development, but will also make Dundas a safer and more pleasant environment. These changes include implementing dedicated cycling infrastructure along the entire length of the corridor, including a grade-separated cycle track for the bulk of the corridor's length; street trees and furniture; and other public-realm improvements to make the corridor more attractive to cyclists and pedestrians. In order to implement these changes, the right-of-way will generally be expanded from 35m to 42m (except in tightly constrained areas like those near Erindale Park). This expansion will necessitate property acquisition by the City in many places. Some of that acquisition may be achieved through negotiation as part of land development, but others may require direct action on the part of the City.

### **Flood Mitigation**

As part of its mandate, Dundas Connects has been investigating flood risk at Dundas where the corridor intersects the Little Etobicoke and Etobicoke Creeks. This investigation, done in conjunction with the relevant conservation authorities (Toronto and Region, and Credit Valley), has investigated whether the provincially-recognized Special Policy Areas (SPAs) in these locations accurately reflect contemporary flooding patterns, and whether the City might make infrastructure improvements to mitigate the flood risk. These investigations, while funded heretofore through Dundas Connects, are parallel to the project and will continue even though the Master Plan is now finalized.

The initial results of the investigations show that the SPA borders could be updated to reflect an increased risk of flooding west of Dixie at Dundas and a reduced risk east of Dixie, a finding that – if the Province and the conservation authorities accept it – would ultimately permit intensification at the northeast and southeast corners of Dixie and Dundas. Intensification of those areas is in the City's interest, given the close proximity of the Dixie GO Station. Such a change to the SPA borders will require both the Province and the conservation authorities to agree. Further, the consulting team has found that widening and deepening the channel of the Little Etobicoke Creek at Dixie could reduce the flood risk at Dundas significantly.

Relying on the work done to date, the Planning and Building Department of the City will continue to work with the conservation authorities and the Province to amend the SPA boundaries, even after Dundas Connects terminates. Transportation and Works, in conjunction with the conservation authorities, will be initiating a further investigation of flood mitigation measures for Little Etobicoke Creek at Dundas, including the measures identified by Dundas Connects, later this year.

### **Metrolinx and the City of Toronto**

At Metrolinx's Board of Directors meeting on 2017-09-14, the agency noted it was preparing to launch a planning study and business case for the Dundas Corridor between Halton Region and Toronto. That work acknowledges the conclusions of Dundas Connects as sound and, taking the analysis for Dundas within Mississauga as given, builds upon it to investigate the feasibility

of BRT along Dundas in Halton Region. Since that meeting, Metrolinx's planning work has begun and is currently underway. It is expected to complete later in 2018.

As part of Dundas Connects, the project team undertook a transportation analysis of Dundas BRT from the City of Mississauga's border to Kipling Station in the City of Toronto. This work has been shared with staff at the City of Toronto. Metrolinx's study will advance this analysis further.

## Next Steps

Assuming that PDC and Council endorse the Dundas Connects Master Plan, future work will proceed along two paths.

The transit recommendations will proceed along one path. As part of the regular biennial planning exercise, staff will consider where Dundas BRT falls within the overall transportation priorities of the City and make recommendations to Council on adjusting the priority list appropriately.

Planning recommendations will proceed along another path. Staff will begin the work of updating Mississauga Official Plan and the relevant zoning by-laws to implement the Dundas Connects vision. Staff will also update growth and density forecasts relevant to the City's compliance with the provincial Growth Plan.

Planning will also work with T&W to continue the SPA update work; matters relating to the flooding-mitigation measures will be taken up as part of T&W's larger Little Etobicoke Creek project.

## Strategic Plan

The Dundas Connects study advances the Move: Developing a Transit-Oriented City pillar. Relevant actions include:

- Action 5 – Provide alternatives to the automobile along major corridors
- Action 18 – Require development standards for mixed-use development to support transit
- Action 19 – Accelerate the creation of higher-order transit infrastructure

The study also aligns with the Connect: Completing our Neighbourhoods pillar.

## Financial Impact

Endorsing the Dundas Connects Master Plan has no immediate or direct financial impact.

Implementing the Master Plan will pose financial impacts. The Master Plan estimates the capital cost for transit infrastructure and corridor design components for Dundas BRT as ranging between \$422 million to \$502 million (please see section 6.1 of the Master Plan for more detail). These costs are inclusive of infrastructure required for the City of Toronto segment between Etobicoke Creek and Kipling Station, but exclusive of land acquisition and flood-mitigation measures. They are also exclusive of ongoing operating and maintenance costs.

In this regard, it is important to note that the business case for Dundas BRT, which was developed in consultation with Metrolinx, finds that the benefits-cost ratio of the project is 2.5, which is to say that every \$1.00 invested in the project generates a return of that sum plus an additional \$1.50 in benefits. These benefits come in several varieties, including travel-time savings for transit patrons, improved safety and reduced accidents for travellers, and fewer environmentally-harmful emissions.

Accordingly, staff recommended that Council request that Metrolinx, upon completion of its update of the business case for BRT along the Dundas Corridor as a whole, i.e., from Toronto to Halton Region, undertake a review of options by which delivery of Dundas BRT might be funded and implemented.

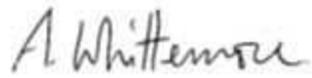
## Conclusion

The Dundas Connects project aimed to create a master plan for the corridor that would support sustainable transit-supportive development and intensification along the Dundas Street corridor. That plan is now complete. It recommends BRT along the length of Dundas, linked with changes to land-use regulations to permit increased densification throughout, but especially in Cooksville and near the Dixie GO station. Other recommended changes include improving the public realm to allow for a dedicated cycle path, a wider boulevard, and ample street trees and furniture, as is best practice for transit-oriented development.

## Attachments

Appendix 1: Dundas Connects Master Plan

Appendix 2: Stakeholder Comments and Staff Responses



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

Prepared by: Andrew Miller