

City of Mississauga

Corporate Report



Date: August 28, 2024 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-SMA CD.02-MIS Meeting date: September 16, 2024
---	--

Subject

PUBLIC MEETING INFORMATION REPORT (WARDS 6 AND 9)

SmartCentres Mixed Use Proposals: Update on Employment Conversion Requests and Draft Policies

Recommendation

That the report titled "SmartCentres Mixed Use Proposals: Update on Employment Conversion Requests and Draft Policies" dated August 28, 2024, from the Commissioner of Planning and Building, and any submissions made at the public meeting held on September 16, 2024, be received for information.

Executive Summary

- In 2022, SmartCentres requested to Regional and City Councils the removal of three sites from the Employment Area to allow for residential, mixed use development. City Council supported this request in principle and directed staff to undertake the necessary background work and report back to Council.
- The City completed its land use review in November 2023 and forwarded the findings to Regional Council as conversions were a Regional planning responsibility at the time. The Region reported on the findings of the review on December 7, 2023 with direction to report back on final recommendations for the conversions later in 2024. With the transfer of Regional planning responsibilities on July 1, 2024, City Council is now the approval authority for employment conversions.
- The City has engaged the community, undertook land use compatibility and market analysis, and tested infrastructure and service capacity for all three sites. The review found that Sites 1 and 2 could be supported for conversion subject to conditions to

Originator's file: CD.03-SMA and CD.02-MIS

ensure good planning and respond to community feedback. Site 3 was not supported for conversion due to land use compatibility concerns with adjacent industry.

- The policy changes noted in this report would remove Sites 1 and 2 from the Employment Area and impose conditions on the introduction of sensitive land uses (e.g. residential), consistent with prior Council direction. The draft policies set out next steps and expectations of development, while advancing the City's housing priorities.
- The proposed policies include minimum requirements for the phasing of development, maintaining non-residential floor space (e.g. commercial), transportation, affordable housing and land use compatibility. For Site 1, the policies would also require a local area review with public engagement to establish a vision and supporting policy framework as a next step.
- Staff intend to bring forward the final version of the proposed policy changes as part of the new Official Plan. Any comments received on the draft policies will be addressed in the recommendation report on the new Official Plan expected in early 2025. Subject to adoption of the new Official Plan, staff will begin the procurement process in 2025 for a planning consultant to undertake a local area review of Site 1. This would include an analysis of appropriate land uses, built form including heights and densities, and road design.

Background

In 2022, staff were directed by City Council to complete a land use review of three SmartCentres sites for removal from the Employment Area (commonly called an “employment area conversion” or “conversion”). The sites are in the Employment Area which does not permit sensitive land uses such as residential. Staff presented the findings of the land use review to the Planning and Development Committee (PDC) on November 13, 2023 (click [here](#)). The findings of the review were then forwarded to the Region of Peel as they were the approval authority for employment conversions at the time.

On December 7, 2023, the Region of Peel reported on the findings of the review with direction to report back on final recommendations for the conversions later in 2024. On July 1, 2024, Region of Peel planning responsibilities were transferred to the local municipalities by the Province. Since no decision was made by the Region prior to the July 1st date, responsibility for completing these employment conversions now rests with the City.

OVERVIEW OF SMARTCENTRES SITES

All three sites contain a mix of commercial uses including retail stores, medical offices, restaurants and other amenities and services that serve nearby residents and businesses.

The general location of the sites are as follows:

- **Site 1 (referred to as 3155 Argentia Rd.¹)** – comprises multiple addresses and is located near the Lisgar GO Station along Argentia Rd. between Tenth Line W. and Winston Churchill Blvd. in the Meadowvale Business Park Corporate Centre
- **Site 2 (1100, 1140 & 1170 Burnhamthorpe Rd. W.)** – is located near the Erindale GO Station along Burnhamthorpe Rd. W. between Erindale Station Rd. and Central Pkwy. W. in the Mavis-Erindale Employment Area
- **Site 3 (720 & 780 Burnhamthorpe Rd. W.)** – is located along Burnhamthorpe Rd. W. between Mavis and Wolfedale Rds. in the Mavis-Erindale Employment Area

The location and boundaries of each site are also shown in Appendices 1 and 2 of the report.

FINDINGS OF LAND USE REVIEW AND CONDITIONS APPROVED BY COUNCIL

The City considered public input during two rounds of community engagement, undertook a land use compatibility and market analysis, and tested infrastructure and service capacity for all three sites. The review found that conversion of Sites 1 and 2 could be supported subject to conditions that would ensure good planning and respond to community feedback. The conditions addressed comments from the public related to the loss of retail, loss of jobs, inadequate transit, traffic congestion, affordable housing, built form and land use compatibility. Site 3 was not supported for conversion due to land use compatibility concerns with nearby industry that could have adverse effects on new sensitive land uses and impact the viability of the surrounding Employment Area. The findings and conditions were approved by Council on November 22, 2023.

IMPLICATIONS OF PROVINCIAL PLANNING STATEMENT, 2024

The Province has approved a new Provincial Planning Statement (PPS, 2024) to take effect on October 20, 2024. PPS, 2024 will make several policy changes that have implications for the SmartCentres sites. They include:

- Employment conversions will be permitted outside of a City-initiated Municipal Comprehensive Review (MCR) process. The City therefore must consider any request for conversion received through the development application process. Under the current policy regime, employment conversions can only be considered through an MCR that is typically undertaken every 5 to 10 years when a municipality is updating its official plan.
- Permitted uses in employment areas in PPS, 2024 will align with recent provincial legislation. Specifically, Bill 97 will change how employment areas are defined by narrowing the list of uses in an employment area and excluding commercial uses such as office and retail – unless they are recognized in official plan policy as lawfully

¹ Site 1 comprises the following addresses: 3015, 3017, 3021, 3025, 3029, 3031, 3035, 3041, 3055, 3110, 3120, 3126, 3130, 3136, 3140, 3150, 3155 and 3160 Argentia Road

Originator's file: CD.03-SMA and CD.02-MIS

established. Bill 97 employment area changes, which received Royal Assent on June 8, 2023, will also come into force and effect on October 20, 2024.

- Municipalities will be required to delineate Major Transit Station Area (MTSA) boundaries along higher order transit corridors with minimum densities and authorized uses of land. This is a change from the current policy regime where municipalities are only required to delineate MTSA's along "priority transit corridors" which excludes the Milton GO Line. Mississauga has 64 MTSA's, of which 56 have been delineated as Protected MTSA's. The remaining 8 MTSA's are identified as Planned MTSA's without delineated boundaries and minimum densities. Sites 1 and 2 are in the Lisgar GO and Erindale GO Planned MTSA's, respectively. Planned MTSA's will require further study and assessment to delineate boundaries and establish minimum densities and authorized uses of land.

Staff plan to hold an education session with Council on the new PPS later in September.

Comments

Consistent with prior Council direction, the proposed policy changes contained in the report would remove Sites 1 and 2 from the Employment Area and impose conditions on the introduction of sensitive land uses. The proposed policy changes respond to community feedback, set out next steps and expectations of development, and advance the City's housing priorities. No policy changes are recommended for Site 3 as per the findings of the City's land use review.

REMOVAL OF SITES 1 AND 2 FROM THE EMPLOYMENT AREA

Site 1 is located within the Meadowvale Business Park Corporate Centre Employment Area (herein referred to as Meadowvale Business Park) with a Mixed Use designation in the City's Official Plan. Site 2 is located within the Mavis-Erindale Employment Area with a Mixed Use designation. In Employment Areas, the Mixed Use designation permits retail, service commercial and office uses; but does not permit sensitive land uses such as residential.

The proposed policy changes would remove Sites 1 and 2 from their respective Employment Area and add them to adjacent Character Area Neighbourhoods – Meadowvale Neighbourhood and Creditview Neighbourhood respectively. For Site 1, the policies would retain the Mixed Use designation. With the addition of Site 1 to Meadowvale Neighbourhood (and removal from Meadowvale Business Park), the Mixed Use designation would allow for sensitive land uses.

For Site 2, the two most westerly addresses (1140 and 1170 Burnhamthorpe Road West) would retain the Mixed Use designation. The most easterly address (1100 Burnhamthorpe Road West) would be re-designated as Employment Commercial. Based on the findings of the land use review, the eastern portion of Site 2 is not appropriate for sensitive land uses due to compatibility concerns with businesses and heavy industry located to the east. The Employment

Originator's file: CD.03-SMA and CD.02-MIS

Commercial designation would not allow residential uses. As with Site 1, the Mixed Use designation in a Neighbourhood would allow for sensitive land uses.

The table below provides a summary of the proposed Character Area and land use changes for Sites 1 and 2.

Table 1: Proposed Character Area and Land Use Changes

SmartCentres Site	Character Area		Land Use Designation	
	Existing Employment Area	Proposed Neighbourhood	Existing	Proposed*
Site 1	Meadowvale Business Park	Meadowvale	Mixed Use, excluding residential	Mixed Use, including residential
Site 2	Mavis-Erindale	Creditview	Mixed Use, excluding residential	Mixed Use, including residential (western portion) Employment Commercial (eastern portion)

*See Appendix 3 for a map showing proposed Mixed Use and Employment Commercial designations for Site 2.

OVERVIEW OF PROPOSED SPECIAL SITE POLICIES

Two new Special Sites are proposed to implement the conditions approved by Council for the conversion of Site 1 and 2. In the Official Plan, Special Sites are sites that merit special attention and have policies that are reflective of their unique circumstances. The proposed Special Site policies are contained in Appendices 4 and 5, and include the following elements:

(a) Requiring a Local Area Review for Site 1 prior to residential, mixed use development

Given the large size of the site and in response to community feedback, the completion of a local area review would be required for Site 1 prior to residential, mixed use development. This would provide the opportunity for community input in shaping a future vision and set of policies for how the Site should redevelop. The policy review would focus on providing more housing options, amenities and services; creating a complete community with a mix of uses; the phasing of development; integrating parkland and other community infrastructure; improving the transportation network; and ensuring an appropriate built form, building heights and densities.

(b) Retaining a mix of retail, service commercial and office uses

The planned function of Mixed Use lands is to provide a variety of retail, service, office and other uses to support businesses and surrounding residents. Residential, mixed use development on Sites 1 and 2 would be required to provide a mix of uses, and replace existing non-residential floor space (e.g. commercial) in future development. For Site 1, the exact amount of non-residential floor space to be replaced would be determined through the local area review.

(c) Incorporating a minimum amount of affordable housing

Consistent with Council direction, the policies would require a minimum 10% of residential gross floor area (GFA) as affordable housing with affordable rents maintained for a minimum period of 25 years. Adding residential use permissions increases the value of land making affordable housing more financially viable.

The City has inclusionary zoning for Protected MTSA's. Since Sites 1 and 2 are in Planned MTSA's that have not yet been delineated, it is recommended that the proposed affordable housing requirements apply in the interim.

(d) Applying phasing requirements for Site 1

Residential, mixed use development on Site 1 would be subject to phasing requirements. Specially, residential development on the portion of the Site north of Argentinia Road (shown as 'Area B' in Appendix 4) would not be permitted until full funding of all-day, two-way GO service is secured for the Milton Line.

(e) Addressing land use compatibility on Site 2

The land use review identified heavier industry to the east and south of Site 2. Residential and other sensitive land uses should not impede the continued viability of nearby employment uses. Proposals for residential development or other sensitive land uses would be subject to further detailed analysis of air quality, dust, odour, noise and vibration impacts of nearby businesses to confirm the appropriate location of residential uses, and any necessary mitigation strategies.

(f) Identifying a new public street and the need for parkland on Site 2

To address transportation needs, a new east-west public street has been identified for the southerly limit of Site 2 (shown in Appendix 5). Future development would be required to dedicate land for the future public street. The exact location, configuration, design and access requirements would be determined through the development application process. New parkland would also be achieved through development.

NEXT STEPS

Policy changes for Sites 1 and 2 will be incorporated into the new Official Plan that is currently being finalized. A recommendation report on the new Official Plan is expected in early 2025.

Originator's file: CD.03-SMA and CD.02-MIS

Comments received on the draft policy changes will be addressed in the recommendation report on the new Official Plan. Draft copies of the proposed policy changes have also been circulated to external agencies for review and comment. Subject to adoption of the new Official Plan, staff will proceed with retaining a planning consultant in early 2025 to begin the Site 1 local area review.

Financial Impact

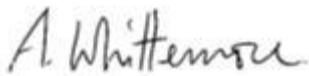
There are no financial impacts resulting from the recommendations in this report.

Conclusion

Policy changes are proposed for two SmartCentres sites – identified as Sites 1 and 2 – to allow for residential, mixed use development. Currently, both sites are in the Employment Area which does not permit sensitive land uses such as residential. In 2023, the City completed a land use review that found both sites could be removed from the Employment Area subject to conditions. Consistent with prior Council direction, the proposed policy changes would remove both sites from the Employment Area and impose conditions for residential, mixed use development. Staff recommend that the draft policies and associated public comments be received for information. Policy changes will be incorporated into the new Official Plan as part of the Official Plan Review process.

Attachments

- Appendix 1: Site 1 Location Map
- Appendix 2: Sites 2 and 3 Location Map
- Appendix 3: Site 2 Draft Land Use Designation Changes
- Appendix 4: Site 1 Draft Special Site Policies
- Appendix 5: Site 2 Draft Special Site Policies



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

Prepared by: Christian Binette, Planner