DATE:

TO:

FROM:

## SUBJECT:

February 26, 2008

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

Edward R. Sajecki
Commissioner of Planning and Building

Information Report
Official Plan Amendment and Rezoning Applications
To permit a 15 storey, 124 unit condominium apartment building with $506 \mathbf{m}^{\mathbf{2}}$ (5,447 sq. ft.) of ground level commercial uses
1969 and 1971 Lakeshore Road West
Northeast corner of Lakeshore Road West and Walden Circle
Owner: 607074 Ontario Limited
Applicant: Makow Associates Architect Inc. Bill 20

Public Meeting
Ward 2

RECOMMENDATION: That the Report dated February 26, 2008, from the Commissioner of Planning and Building regarding the applications to amend the Official Plan from "Mainstreet Commercial" to "Residential High Density II - Special Site" and to change the Zoning from "C4" (Mainstreet Commercial) to "RA4-Exception" (Residential Apartment), to permit a 15 storey, 124 unit condominium apartment building with $506 \mathrm{~m}^{2}(5,447 \mathrm{sq} . \mathrm{ft}$.) of ground level commercial uses under file OZ 05/043 W2, 607074 Ontario Limited, 1969 and 1971 Lakeshore Road West, be received for information.

## BACKGROUND:

COMMENTS:
Details of the proposal are as follows:

| Development Proposal |  |
| :--- | :--- |
| Applications <br> submitted: | December 5, 2005 |
| Height: | 15 storeys |
| Lot Coverage: | $38 \%$ |
| Floor Space <br> Index: | 3.3 |
| Landscaped <br> Area: | $25 \%$ (including green roofs) |
| Net Density: | 202 units/ha <br> $(112$ units/acre) |
| Gross Floor <br> Area: | $11474 \mathrm{~m}^{2}(123,509$ sq. ft.) - Residential <br> $506 \mathrm{~m}^{2}(5,447$ sq. ft.) - Commercial |
| Number of <br> units: | $55-1$ bedroom <br> $69-2$ bedroom <br> 124 units total |
| Anticipated <br> Population: | $285^{*}$ <br> $*$ Average household sizes for all units <br> (by type) for the year 2011 (city average) <br> based on the 2005 Growth Forecasts for <br> the City of Mississauga. |
| Parking <br> Required: | 68.8 spaces for 1 bedroom residential <br> units (1.25 spaces/unit x 55 units) <br> 96.6 spaces for 2 bedroom residential <br> units (1.40 spaces/unit x 69 units) |


| Development Proposal |  |
| :---: | :---: |
|  | 31 spaces for residential visitors ( 0.25 spaces/unit x 124 units) <br> 10.1 spaces for commercial uses (4.3 spaces $/ 100 \mathrm{~m}^{2}(1,076.43 \mathrm{sq} . \mathrm{ft}$. $) \times 235 \mathrm{~m}^{2}$ ( 2,530 sq. ft.)) <br> 43.4 spaces for restaurant uses (16 spaces $/ 100 \mathrm{~m}^{2}\left(1,076.43\right.$ sq. ft.) $\times 271 \mathrm{~m}^{2}$ (2,917 sq. ft.)) <br> Total Required Parking: 250 |
| Parking Provided: | 251 |
| Supporting Documents: | Proposed Standards and Planning Justification Report; Phase I Environmental Site Assessment; Preliminary Servicing Report; Acoustical Impact Study; Traffic Impact Study; Heritage Impact Study; Shadow Study; and Arborist Report. |


| Site Characteristics |  |
| :--- | :--- |
| Frontage: | $56.08 \mathrm{~m}(184 \mathrm{ft}$.$) - Lakeshore Road West$ |
| Depth: | $55.26 \mathrm{~m}(181 \mathrm{ft})-$. Walden Circle |
| Net Lot Area: | $0.364 \mathrm{ha}(0.9 \mathrm{ac})$. |
| Existing Use: | Two free-standing restaurant structures; <br> the Satellite Restaurant and Spoon and <br> Fork Restaurant |

Additional information is provided in Appendices I-1 to I-9.

## Neighbourhood Context

The subject property is located on the north side of Lakeshore Road West, east of Southdown Road. The property is part of the linear commercial area which runs along Lakeshore Road West through Clarkson Village. The lands also abut the Walden Spinney neighbourhood to the north where there is a mix of buildings including two and three storey row dwellings and apartment buildings ranging in height from 11 to 21 storeys.

The surrounding land uses are described as follows:

North: Passive and active recreational facilities associated with the Walden Club, including outdoor tennis courts and swimming pool
East: Three storey row dwellings
South: 17 storey apartment building, south of Lakeshore Road West
West: 15 storey apartment building, west of Walden Circle

## Current Mississauga Plan Designation and Policies for Clarkson-Lorne Park Planning District

> "Mainstreet Commercial" which permits establishments for the sale of goods and services, recreation, entertainment and accommodation to the general public. Residential, community and office uses will also be permitted. Compatible development is encouraged which recognizes the scale and enhances the character of Mainstreet Commercial areas. Infilling is the preferred form of pedestrian-oriented street-related commercial development, including the combination of commercial and residential uses.

The subject lands are also located within the Clarkson Village Node. Section 3.13.3 - Nodes generally indicate that these areas are intended to act as the focus of activity for the surrounding community, benefiting from good accessibility, visibility and a relatively high level of existing and potential transit service.

A high quality, compact and urban built form will be encouraged to reduce the impact of extensive parking areas, enhance pedestrian circulation, complement adjacent land uses, and distinguish the significance of nodes from surrounding areas.

The Mississauga Plan policies for the Clarkson-Lorne Park District were approved by the Region of Peel on May 5, 2003 with modifications adopted through Official Plan Amendment 25, which were subsequently approved by the Ontario Municipal Board on September 10, 2007, with the exception of individual sites which are the subject of active appeals.

The applications are not in conformity with the Mississauga Plan policies for Clarkson-Lorne Park District and propose to change the applicable land use designation to accommodate residential apartment built form.

There are other policies in the Official Plan which also are applicable in the review of these applications including, but not limited to:

## Urban Design Policies

Section 3.18.2.1 - The most prominent, most intensive and highest built form in terms of density and height will be encouraged in the City Centre.

Section 3.18.2.3 - Heritage resources should be conserved and incorporated into community design and new development in a manner that enhances the heritage resources and makes them focal points for the community.

Section 3.18.2.4 - Building and site design will be compatible with site conditions, the surrounding context, features and surrounding landscape and intended character of the area.

Section 3.18.2.5 - Building, landscaping and site design will create appropriate visual and functional relationships between individual buildings, groups of buildings and open spaces.

## Criteria for Site Specific Official Plan Amendments

Section 5.3.2 of Mississauga Plan contains criteria which require an applicant to submit satisfactory planning reports to demonstrate the rationale for the proposed amendment as follows:

- the proposal would not adversely impact or destabilize the following: the overall intent, goals and objectives of the Official Plan; and the development and functioning of the remaining lands which have the same designation, or neighbouring lands;
- the proposed land use is suitable for the proposed uses, and compatible with existing and future uses of surrounding lands;
- there is adequate infrastructure and community services to support the proposed development.

The applicant has provided a Planning Justification Report along with an Addendum Report which discusses how, in their opinion, the proposed development addresses this and other criterion. City staff are in the process of reviewing this report and detailed comments will be provided within the Supplementary Report.

## The Provincial Policy Statement (PPS)

The current PPS, which came into effect on March 1, 2005, contains several specific policies requiring municipalities to identify and promote opportunities to achieve certain goals, including: intensification; redevelopment; compact form; transit supportive densities; development close to existing public facilities and infrastructure; mixture of land uses; and efficient use of land. These goals differ from the previous PPS, which was approved in 1997, which only spoke generally to the concepts of residential intensification and the efficient use of land in built-up areas.

## Growth Plan for the Greater Golden Horseshoe

The Planning Act was modified on January 1, 2007, to amongst other matters, require that decisions made by approval authorities, on development applications, conform with Provincial policies in place at the time of the decision. On June 16, 2006, the Growth Plan came into effect, more than five months after the receipt of these applications. Based upon the above noted changes to the Planning Act, the subject applications must conform to applicable Provincial policies, including the Growth Plan.

The Growth Plan contains policies to manage growth and development to a 2031 planning horizon for the defined Greater Golden Horseshoe area. The Plan directs growth to built-up areas, promotes transit-supportive densities and supports a mix of residential and employment land uses. Given recent changes to the

Planning Act, there are a number of policies contained within the Growth Plan that must be considered in reviewing the subject applications:

Section 2.2.2.1 - "Population and employment growth will be accommodated by - (a) directing a significant portion of new growth to the built-up areas of the community through intensification; (d) reducing dependence on the automobile through the development of mixed-use, transit supportive, pedestrianfriendly urban environments; encouraging cities and towns to develop as complete communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space and easy access to local stores and services."

Section 2.2.3.6 - "All municipalities will develop and implement through their official plans and other supporting documents, a strategy and policies to phase in and achieve intensification and the intensification target. This strategy and policies will - ....(e) recognize urban growth centres, intensification corridors and major transit station areas as a key focus for development to accommodate intensification.....(g) identify the appropriate type and scale of development in intensification areas..."

Section 2.2.3.7 - "All intensification areas will be planned and designed to - (a) cumulatively attract a significant portion of population and employment growth; (b) provide a diverse and compatible mix of land uses, including residential and employment uses, to support vibrant neighbourhoods; (e) generally achieve higher densities than the surrounding areas; and, (f) achieve an appropriate transition of built form to adjacent areas."

Section 2.2.5.1 - "Major Transit station areas and intensification corridors will be designated in official plans and planned to achieve - (a) increased residential and employment densities that support and ensure the viability of existing and planned transit service levels; and, (b) a mix of residential, office, institutional, and commercial development wherever appropriate."

The Growth Plan defines a Major Transit Station Area as "The area including around any existing or planned higher order transit station within a settlement area; or the area including and around a
major bus depot in an urban core. Station areas generally are defined as the area within an approximate $500 \mathrm{~m}(1,640 \mathrm{ft}$.$) radius$ of a transit station, representing about a 10 minute walk."

The subject lands are located approximately $400 \mathrm{~m}(1,312 \mathrm{ft}$.) from the Clarkson GO Train Station, within the above noted radius defining a Major Transit Station Area.

## Residential Intensification (Interim Policies)

On October 26, 2006, interim residential intensification policies came into effect, replacing subsection 3.2.3.8 of Mississauga Plan, with the exception of two site specific appeals. Mississauga Plan was amended in response to numerous changes in the Provincial policy environment, including the Growth Plan for the Greater Golden Horseshoe. The City's Urban Growth Centre has been defined, as have intensification policies within and outside of its boundaries. The term interim has been applied to these policies to permit the incorporation of additional policies resulting from the conclusions of the ongoing comprehensive intensification study. As the subject applications are considered under the local policy framework in place at the time of application submission, only regard can be had for these policies during the review of the subject applications.

Several of the Residential Intensification policies are relevant in the review of the subject applications and have been included in Appendix I-8.

## Proposed Official Plan Designation and Policies

"Residential High Density II-Special Site" to accommodate the proposed mixture of residential and ground level commercial uses and to permit the proposed maximum Floor Space Index (FSI) of 3.3, which exceeds the maximum FSI range of 1.0 to 2.5 permitted under the "Residential High Density II" policies of the ClarksonLorne Park District.

## Existing Zoning

"C4" (Mainstreet Commercial), which permits a wide range of service commercial, office and entertainment/recreation uses.

## Proposed Zoning By-law Amendment

"RA4-Exception" (Residential Apartment), to permit a 15 storey apartment building having a maximum of 124 dwelling units, with a maximum FSI of 3.3. A total Gross Floor Area (GFA) of $506 \mathrm{~m}^{2}(5,447 \mathrm{sq} . \mathrm{ft}$.) is proposed for ground level commercial uses, including a maximum GFA of $271 \mathrm{~m}^{2}(2,917 \mathrm{sq}$. ft.) for restaurant uses and $235 \mathrm{~m}^{2}$ ( $2,530 \mathrm{sq}$. ft.) for other specified commercial uses.

Ground level commercial uses proposed include restaurant, takeout restaurant, retail store, office, medical office, real estate office and personal service establishment.

In addition, the applicant proposes to reduce the minimum required landscaped open space from $40 \%$ of the lot area to $25 \%$. Further, ten (10) of the required below grade parking spaces are proposed to be provided in a tandem configuration. An Exception Schedule is proposed to address minimum setbacks consistent with the concept site plan drawing attached as Appendix I-4.

## COMMUNITY ISSUES

A community meeting was held by the Planning and Building Department and hosted by the Ward 2 Councillor, Patricia Mullin on May 16, 2007, at which more than 60 people were in attendance. Subsequent to this, a Focus Group was established and to date several meetings have been hosted by the Ward Councillor. In addition, numerous phone calls, emails and correspondence, including a 300 person petition have been received subsequent to the submission of the applications.

The following is a summary of issues and comments raised to date by the Community:

- The proposed configuration of the parking areas, including underground parking for commercial uses will result in overflow parking within the surface parking lot for 1271 Walden Circle and on-street parking along Walden Circle.
- The proposed buildings will result in unacceptable shadow impacts on the abutting communal outdoor amenity area associated with the Walden Club to the north and on the private amenity areas associated with row dwellings to the east.
- The proposed landscaped setbacks to the north and east property lines are not adequate to ensure preservation of the existing trees located on or adjacent to the property boundaries and to permit supplementary landscape screen materials to be planted. There is also an inadequate amount of total landscaped open space area proposed for the development.
- Traffic generated by the proposed development may exceed the capacities of Walden Circle and the intersection of Lakeshore Road West and Walden Circle. The resulting traffic volume increases may warrant the installation of traffic lights at Walden Circle and Lakeshore Road West. The proposed northerly driveway access onto Walden Circle will conflict with that of the existing Sheridan Club at 1271 Walden Circle.
- The proposed development is not consistent with the preliminary findings of the Clarkson Village Visioning Study.
- The proposed building is too tall and represents an overdevelopment of the lands.
- Commercial uses are not compatible with the character of the area and will result in greater traffic and parking conflicts than a proposal that includes only residential uses.
- Service facilities including garbage storage/pick-up and loading area will result in negative impacts in regard to noise, odour and visual aesthetics.

The above noted issues will be addressed in the Supplementary Report upon the receipt and review of all outstanding matters.

## DEVELOPMENT ISSUES

Agency comments are summarized in Appendix I-6 and school accommodation information is contained in Appendix I-9. Based on the comments received and the applicable Mississauga Plan policies the following matters will have to be addressed.

## Impacts Associated with Height and Massing

Planning staff have expressed concerns to the applicant about the proposed building height and massing as they relate to the surrounding context. The applicant has been requested to demonstrate how the proposed development will not detract from the existing established character of the area and fulfill the planned function of the area for Mainstreet Commercial purposes.

## Clarkson Village Visioning Study

The Planning and Building Department has initiated a review of the Mississauga Plan Policies for the Clarkson-Lorne Park District as they pertain to a defined area around Clarkson Village and Lakeshore Road West. The purpose of the review is to update the existing land use policies/designations in the District and to ensure a current and relevant vision for the District, to reflect changes in local circumstances and to be consistent with recent Provincial planning initiatives. This review includes consultation with City departments and agencies as well as local community stakeholder groups.

Notwithstanding the ongoing review, the subject applications will be evaluated on their own merits but also with regard to relevant work that will have been undertaken on the study at the time of the Supplementary Report for these applications.

## Site Design and Interface with Adjacent Lands

A number of issues related to site design need to be addressed, including the following:

- appropriate location for outdoor amenity space;
- appropriate setbacks, including the underground parking structure;
- design, function, location and number of vehicular driveways;
- relationship of the building to the pedestrian environment, including the location of underground vents and auxiliary stairwells;
- quantity and location of landscaped open space;
- transition in built form from abutting properties.

The applicant will be required to submit a site plan application in accordance with City requirements.

## OTHER INFORMATION

## Development Requirements

In conjunction with the proposed development, there are certain engineering and other matters with respect to site access, site servicing, encroachments, streetscape and utility requirements, which will require the applicant to enter into appropriate agreements with the City. The applicant will also be required to obtain site plan approval for the proposed development.

FINANCIAL IMPACT:

## CONCLUSION:

Development charges will be payable in keeping with the requirements of the applicable Development Charges By-law of the City as well as financial requirements of any other official agency concerned with the development of the lands.

Most agency and City department comments have been received and after the public meeting has been held and all issues are resolved, the Planning and Building Department will be in a position to make a recommendation regarding these applications.

## ATTACHMENTS:

Appendix I-1 - Aerial Photograph<br>Appendix I-2 - Excerpt of Clarkson-Lorne Park District Land Use Map

Appendix I-3 - Excerpt of Existing Land Use Map
Appendix I-4 - Concept Plan
Appendix I-5 - Elevations
Appendix I-6 - Agency Comments
Appendix I-7-School Accommodation
Appendix I-8 - Residential Intensification (Interim Policies)
Appendix I-9 - General Context Map

Edward R. Sajecki
Commissioner of Planning and Building

Prepared By: John Hardcastle, Development Planner








## Agency Comments

The following is a summary of comments from agencies and departments regarding these applications.

| Agency / Comment Date | Comment |
| :--- | :--- |
| Region of Peel |  |
| (December 7, 2007) | Regional Development Planning staff has reviewed the <br> Addendum Proposed Standards and Planning Justification <br> Report prepared by Lethbridge \& Lawson Ltd., dated October <br> 2007. The appropriate Provincial and Regional policies for <br> urban development and mixed land uses have been identified. |
|  | Municipal services consist of an existing 200 mm (8 in.) <br> diameter watermain, located on Walden Circle and a 250 mm <br> (10 in.) and 400 mm (16 in.) diameter watermain on Lakeshore <br> Road West. An existing 375 mm (15 in.) diameter sanitary |
|  | sewer is also located on Walden Circle. |
|  | In the event that the subject applications are approved by <br> Council, a Functional Servicing Report (FSR) must be |
| submitted by the applicant to determine the adequacy of water |  |
| and sanitary sewer services for the proposed development prior |  |
| to By-law enactment. |  |

$\left.\begin{array}{||l|l||}\hline \text { Agency / Comment Date } & \text { Comment } \\ \hline \hline & \begin{array}{l}\text { pertaining to satisfactory arrangements regarding the adequate } \\ \text { provision and distribution of educational facilities need not be } \\ \text { applied for these development applications. }\end{array} \\ & \begin{array}{l}\text { In addition, if approved, both School Boards require that } \\ \text { conditions pertaining to the provision of local school facilities } \\ \text { and bussing of students to schools outside of the normal } \\ \text { catchment area be included in the required development } \\ \text { agreements and any agreements of purchase and sale entered } \\ \text { into. }\end{array} \\ \hline \text { City Community Services } \\ \text { Department - } \\ \text { Planning, Development and } \\ \text { Business Services Division } \\ \text { (December 14, 2007) } & \begin{array}{l}\text { The subject property is listed on the City's Heritage Register. } \\ \text { In accordance with City policies, the applicant is to submit a } \\ \text { Heritage Impact Statement prepared to the satisfaction of this } \\ \text { Department, prior to the Supplementary Report. Should the } \\ \text { applications be approved, prior to by-law enactment, a cash } \\ \text { contribution for street trees will be required. Further, prior to } \\ \text { the issuance of any building permits, cash-in-lieu of park or } \\ \text { other recreational purposes is required pursuant to Section 42 } \\ \text { of the Planning Act (R.S.O. 1990, c.P. 13, as amended) and in } \\ \text { accordance with City policies and by-laws. }\end{array} \\ \hline \text { City Transportation and } & \begin{array}{l}\text { The applicant is to provide an updated Acoustic Impact Report } \\ \text { to this Department for review to address the potential } \\ \text { Works Department } \\ \text { sanuary 17, 2008) } \\ \text { proposed loading area. The applicant is also to provide an }\end{array} \\ \text { updated Traffic Impact Study which addresses this }\end{array}\right\}$

| Agency / Comment Date | Comment |
| :---: | :---: |
| Other City Departments and External Agencies | The following City Departments and external agencies offered no objection to these applications provided that all technical matters are addressed in a satisfactory manner: <br> Community Services - Fire and Emergency Services Division Conseil Scolaire De District Catholique Centre-Sud Trans-Northern Pipelines Inc. <br> Rogers Cable <br> Economic Development <br> Bell Canada <br> Credit Valley Hospital <br> Enersource - Hydro Mississauga |
|  | The following City Departments and external agencies were circulated the applications but provided no comments: <br> Hydro One Networks Inc. <br> Conseil Scolaire De District Centre-Sud-Ouest <br> Go Transit <br> CN Rail <br> Trillium Health Centre |

## School Accommodation



## Residential Intensification (Interim Policies)

Section 3.2.4.1 (b) - Intensification outside the Urban Growth Centre will occur through the development of vacant or underutilized lands in accordance with the intent of this Plan.

Section 3.2.4.3 (a) - Applications for residential intensification not in compliance with Section 3.2.4.1.b and requiring amendments to Mississauga Plan will generally be considered premature. Increases in density may be considered where the proposed development is compatible in built form and scale to surrounding development, enhances the existing or planned community and is consistent with the intent of this Plan.

Section 3.2.4.3 (b) - Where there is no restriction on the heights of buildings in the District Policies, any consideration to heights in excess of four (4) storeys will only be considered where it can be demonstrated that an appropriate transition in heights that respects the surrounding context will be achieved.

Section 3.2.4.4 (a) - Development should be compatible with the scale and character of a planned residential area by having regard for the following elements: natural environment; natural hazards; natural heritage features/natural areas system; lot frontages and areas; street and block patterns; building height; coverage; massing; architectural character; streetscapes; heritage features; setbacks; privacy and overview; the pedestrian environment; parking.

Section 3.2.4.4 (b) - Development proposals will demonstrate compatibility and integration with surrounding land uses by ensuring that an effective transition in built form is provided between areas of different development densities and scale. Transition in built form will act as a buffer between the proposed development and planned uses, and should be provided through appropriate height, massing, character, architectural design, siting, setbacks, parking, and open and amenity space.

Section 3.2.4.4 (e) - Development applications should complete streets and existing development patterns.

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[^0]:    * The above noted policies are not exhaustive of what may be applicable, but are illustrative of key directions found in Mississauga Plan pertaining to residential intensification.

