



Corporate Report

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DATE: April 28, 2009

TO: Chair and Members of Planning and Development Committee
Meeting Date: May 19, 2009

FROM: Edward R. Sajecki
Commissioner of Planning and Building

SUBJECT: **Mississauga BRT Planning Guidance -
Spectrum and Orbitor Station Areas**

Ward 5

-
- RECOMMENDATION:.**
1. That the report titled "Mississauga BRT Planning Guidance - Spectrum and Orbitor Station Areas" dated April 28, 2009, from the Commissioner of Planning and Building, be received for information.
 2. That the report titled "Mississauga BRT Planning Guidance – Spectrum and Orbitor Station Areas" dated April 28, 2009, from the Commissioner of Planning and Building, be circulated to City Departments, external agencies and affected landowners for review and comment.

BACKGROUND: On September 23, 2008 City Council, through Resolution 0246-2008, directed that the Planning and Building Department be directed to undertake a review of Mississauga Plan (Official Plan) land use policies and Zoning provisions for the lands surrounding the Renforth BRT Station that are currently zoned "E1". Through the broader review of the Airport Corporate District Policies and Zoning, it was determined that the lands surrounding the Spectrum Way and Orbitor Drive stations exhibit similar characteristics and issues as the Renforth BRT station with respect to large parcels of vacant land, and a policy and regulatory regime that does not reflect directions found in the *Growth Plan* and the *Regional Transportation Plan*.

COMMENTS:

As part of the work of the BRT Office, it was determined that there was a need to undertake Official Plan Policy, Zoning By-law and design work with respect to transit stops within the Airport Corporate District to ensure that direction on land use provides for development that is transit supportive. Urban Strategies Inc. was retained as part of the Mississauga BRT Preliminary Design consultant team to undertake this work which was on-going when the Interim Control By-law was passed for the Renforth Station Area. Their recommendations are contained in a study titled "Mississauga BRT Planning Guidance – Spectrum and Orbitor Station Areas" (Appendix 2).

Similar to the Renforth Study, this report provides background information with respect to the policy framework for the Spectrum and Orbitor Station Areas and best practices from other municipalities. It also provides a number of recommendations for policy changes to ensure that development within the Spectrum and Orbitor Station Areas is transit supportive.

The study looks at proposed land use restrictions to encourage higher employment densities, performance standards such as minimum heights, parking strategies and methods to facilitate pedestrian movement to and from the stations.

There are a number of challenges identified through the study such as large block sizes, pre-zoned lands, existing buildings and parking lots, all of which will have to be taken into consideration through a detailed review of any proposed policy and zoning by-law changes.

The Planning and Building Department is proposing that this report be used as a discussion paper to undertake consultation with affected land owners and agencies for the purposes of developing a draft Official Plan and Zoning By-law Amendments which would be considered at a future Open House and Public Meeting.

FINANCIAL IMPACT:

It is anticipated that the new policy framework will result in development that is transit-supportive, thereby contributing to the viability of the BRT.

CONCLUSION: The study titled "Mississauga BRT Planning Guidance - Spectrum and Orbitor Station Areas" provides background information and a number of recommendations that will require consultation with landowners and agencies in order to develop a policy framework and zoning provisions to direct transit-supportive development around these Major Transit Stations. Planning Staff will undertake the preliminary consultation and provide recommendations for draft policies and regulations for consideration at a future public meeting.

ATTACHMENTS: Appendix 1 - Mississauga BRT Planning Guidance - Spectrum and Orbitor Station Areas.

Edward R. Sajecki
Commissioner of Planning and Building

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**URBAN
STRATEGIES
INC .**

**Mississauga BRT
Planning Guidance
Spectrum & Orbitor
Station Areas**

April, 2009 (Draft)

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1. Introduction

1.1 Objective of Study

The objective of this study is to provide the City of Mississauga direction on the Official Plan policy, Zoning By-law provisions, and other initiatives necessary to provide guidance for future development in the portion of the Airport Corporate District adjacent to the proposed Spectrum Station and Orbitor Stations on the Bus Rapid Transit (BRT) line. The BRT line represents a significant investment in public transit and will be a catalyst for reshaping important nodes into more vibrant, pedestrian-friendly and transit-supportive places. In 2008 the preliminary engineering work for the BRT was completed and is currently underway on the detailed design in preparation for site plan approval in April, 2009.

This study follows and is informed by previous planning guidance studies for the Renforth, Spectrum and Tahoe-Etobicoke Station Areas as well as precedent research of transit-oriented development practices throughout North America, which are outlined in the Appendix. It is also a response to Provincial direction including the Growth Plan and the Regional Transportation Plan (RTP) prepared by Metrolinx - *The Big Move: Transforming Transportation in the Greater Toronto and Hamilton Area (GTHA)*.

1.2 The Study Area

The study area includes lands between the BRT corridor and Matheson Boulevard, and extends from Etobicoke Creek in the west to Explorer Drive to the east. The areas surrounding Spectrum Station are the focus of the study due to the potential for redevelopment of underutilized or vacant lands. The lands around Orbitor Station, although included within the study area, are not the primary focus of this study since they are largely developed. The study area includes only those lands contained within the Airport Corporate District in Mississauga and not those located adjacent in the City of Toronto. The boundary of the study area has been set to reflect the influence of the transit corridor on lands generally within easy walking distance of the stations (approximately 500 m or 5 to 10 minute walking distance).

1.3 Existing Conditions

The subject area consists of a mix of corporate head offices, distribution centres and business services, as well as commercial and restaurant uses which are generally located on the ground floor of existing office buildings. Buildings are located on large development parcels within a pattern of superblocks and surface parking lots. Streets are wide, and generally bordered by surface parking and internal roads which service individual developments.

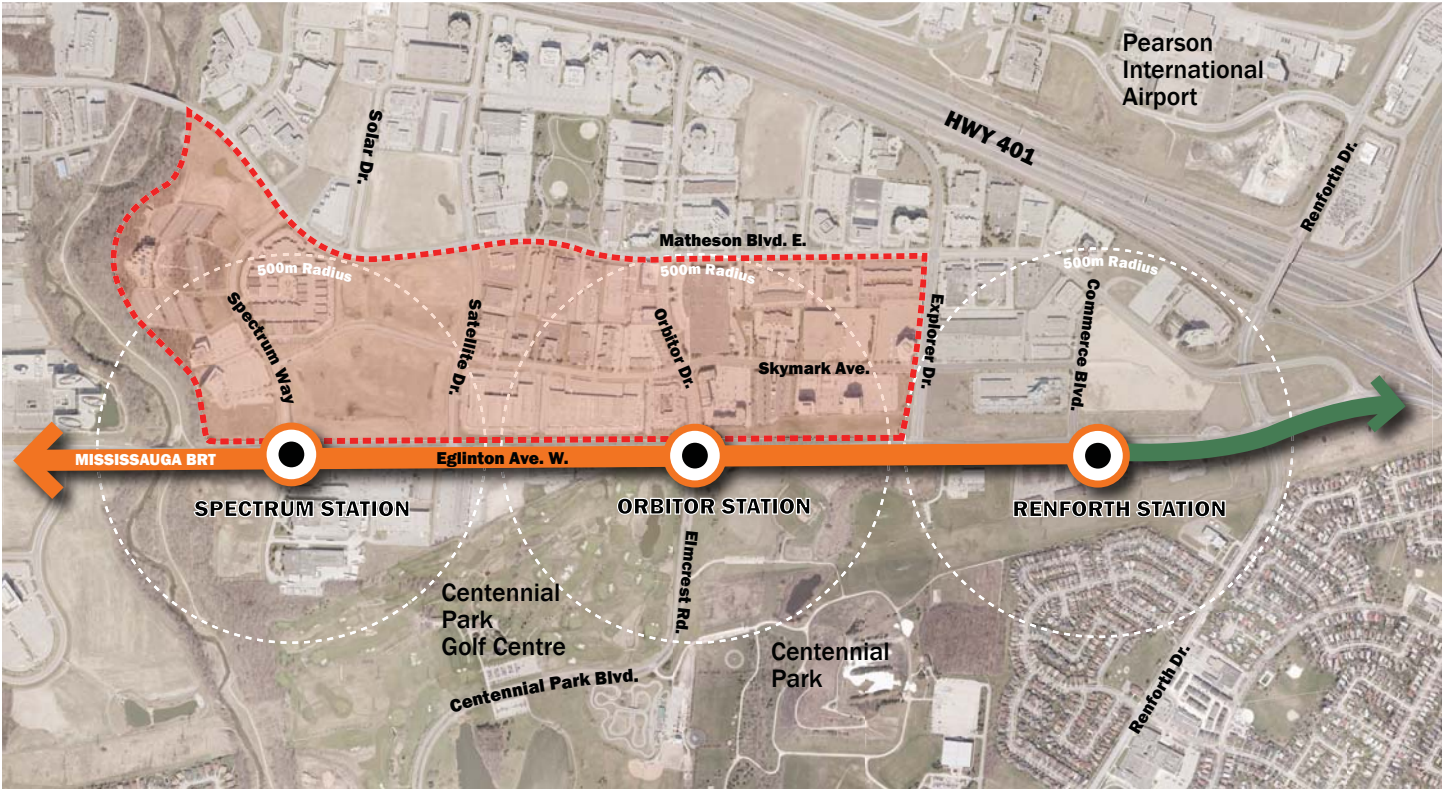


Figure 1
The Study Area Boundary



Figure 2
Existing Conditions at Spectrum Station

2. Current Policy Framework

2.1 Provincial Directions

The BRT line associated with the study area is located in a corridor which was set aside by the Province's *Parkway Belt West Plan* in 1978. The plan is still in effect and clearly identified an inter-urban transit link which would follow Highway 403 from the Airport, through the City of Mississauga and beyond to the City of Burlington. One of the Plan's goals is realized by the BRT: to link urban areas with each other by providing space for the movement of people, goods, energy, and information, without disrupting community integrity and function (Section 2).

2.1.1 Growth Plan for the Greater Golden Horseshoe

The need to coordinate land use and transportation planning is evident in the Provincial Policy Statement (2005) and the recent *Growth Plan for the Greater Golden Horseshoe* (2006). The *Growth Plan* provides the statutory framework by which municipalities are moving forward with intensification. This is exemplified by policies in the *Growth Plan* to increase density and require a mix of residential, office, institutional and commercial development in proximity to major transit station areas (Section 2.2). In addition, the *Growth Plan* directs priority spending on transportation infrastructure towards public transit (Section 3.2.3). Therefore, the Mississauga BRT and intensification of key adjacent lands, including the Airport Corporate District, are important initiatives for the City of Mississauga in meeting the policies and objectives of the *Growth Plan*.

2.1.2 Metrolinx Regional Transportation Plan

The Province has established Metrolinx, an agency whose mandate is to develop and implement a seamlessly integrated, multi-modal Regional Transportation Plan (RTP) for the Greater Toronto and Hamilton Area. In 2008, Metrolinx released its RTP - *The Big Move: Transforming Transportation in the Greater Toronto and Hamilton Area (GTHA)*. The RTP envisions a movement system for Canada's largest region, an area that will have a population of over 8.6 million people by 2031. The RTP - *The Big Move*, will be adopted through provincial legislation in the *Greater Toronto and Hamilton Area Transit Implementation Act, 2009*. The Act will support the *Growth Plan*, and provide guidance for municipal Official Plans, Zoning By-laws and Transportation Master Plans. The RTP identifies the Mississauga BRT as a rapid transit corridor, which will connect to other proposed rapid transit lines including an Eglinton rapid-transit line, an airport link to Pearson International Airport and a Hurontario-Main Street rapid transit corridor connecting Mississauga and Brampton. A number of *Key Strategies* and *Big Moves* were outlined in the RTP. Those most pertinent to the purposes of this study are highlighted below (Section 4.0).



Figure 3
Regional Transportation Plan



STRATEGIES

1. Build a Comprehensive Regional Rapid Transit Network
2. Enhance and Expand Active Transportation
3. Improve the Efficiency of the Road and Highway Network
4. Create an Ambitious Transportation Demand Management Program
5. Create a Customer-First Transportation System
6. Implement an Integrated Transit Fare System
7. Build Communities that are Pedestrian, Cycling and Transit-Supportive
8. Plan For Universal Access
9. Improve Goods Movement Within the GTHA and with Adjacent Regions
10. Commit to Continuous Improvement

BIG MOVES

1. A fast, frequent and expanded regional rapid transit network.
2. High-order transit connectivity to the Pearson Airport district from all directions.
3. An expanded Union Station - the heart of the GTHA's transportation system.
4. Complete walking and cycling networks with bikesharing programs.
5. An information system for travellers, where and when they need it.
6. A region-wide integrated transit fare system.
7. A system of connected mobility hubs.
8. A comprehensive strategy for goods movement.
9. An Investment Strategy to provide immediate, stable and predictable funding.

2.1.3 Major Transit Station Areas and Intensification Corridors

The RTP places emphasis on the intensification of major transit station areas on rapid transit corridors including the Mississauga Rapid Transit Corridor. The RTP defines major transit station areas as:

“the area including and around any existing or planned higher-order transit station within a settlement area, or the area including and around a major bus depot in a urban core. Station areas are generally defined as the area within an approximate 500 metre radius, representing a 10-minute walk” (Section 8.0).

Further, the RTP states:

“All transit corridors in the regional rapid transportation network shall be assessed for their potential for higher density mixed-use development and for their suitability as intensification corridors as defined in the Growth Plan for the Greater Golden Horseshoe. Generally, all regional rapid transit corridors that are not on controlled-access expressways or outside of settlement areas should be identified as intensification corridors, except where this would conflict with other provincial policy.” (Policy 7.17)

The RTP outlines the following policies for the intensification of transit stations on rapid transit corridors:

For those transit corridors that are identified as intensification corridors in accordance with Policy 7.17, municipalities, in consultation with transit agencies,

landowners, major stakeholders, and public agencies and institutions, shall set out policies in their Official Plans and Transportation Master Plans that:

- conform with and implement the Growth Plan for the Greater Golden Horseshoe’s policies for intensification corridors;
- establish minimum density targets based on the planned transit service levels of the RTP;
- facilitate a mix of modes, including active transportation;
- give priority to transit vehicles over private vehicles, and maximize the value of the transit investment;
- discourage free parking, minimize street-facing surface parking lots, accommodate appropriate streetside parking and minimize the impacts of parking on other forms of transportation such as walking and cycling; and
- provide for desirable maximum and minimum heights, and maintain site development standards, to create positive visual relationships among buildings along the street, and between buildings and the street. (Policy 7.18)

Design standards and streetscape guidelines, enforceable through the site plan process, should be prepared for those transit corridors that are identified as intensification corridors. These should address landscaping, street furniture, integrating transit facilities (shelters and waiting areas), signage and lighting. (Policy 7.19)

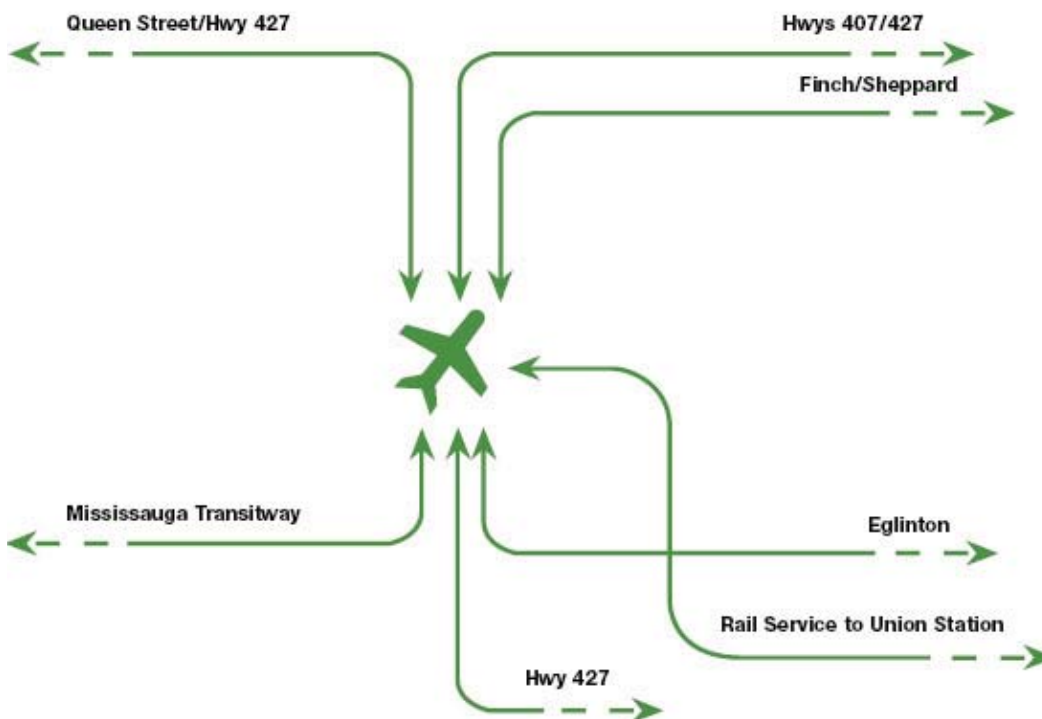


Figure 4
RTP Conceptual Airport
Connections

Stations on the regional rapid transit network shall be planned, located and designed to:

- maximize transit ridership;
- maximize integration of transportation services;
- prioritize access by transit, walking and cycling;
- optimize transit cost-effectiveness and operational considerations;
- maximize integration with the surrounding neighbourhood to create a walkable environment; and
- optimize development opportunities. (Policy 7.20)

In summary, the RTP gives heightened importance to the strategic increase of density, levels of activity and of transit-supportive design on rapid transit corridors. New transit infrastructure represents a very substantial investment; it is essential that land use patterns are appropriately identified to maximize ridership so as to realize the greatest return on that investment.

These initiatives, along with the policies in the *Places to Grow Growth Plan for the Greater Golden Horseshoe*, promote the creation of a sustainable basis for the region to receive considerable population growth over the next twenty-five years. Of particular significance is Mississauga's role in absorbing a substantial amount of that growth.

2.1.4 Transit Routing Alternatives

The planned introduction of rapid transit in the study area includes potential connections between Pearson International Airport and the Mississauga BRT and/or the planned Eglinton LRT line. The Metrolinx RTP (Section 4.0 Big Move #2) identifies the airport connection as critical to the overall network as illustrated in Figure 4. However, as of yet, the alignment of such a connection is not determined. It is important that any development not preclude this connection. Above is an illustration of potential routings through the Airport Corporate District to Pearson International Airport.

2.2 Region of Peel Official Plan

The Region of Peel identifies the study area as part of the Urban Systems as identified in Schedule D of the Official Plan. Section 5.3.1 of the Plan is supportive of higher density urban forms including the objective to: *“achieve intensified and compact form and a mix of land uses in appropriate areas that efficiently use land, services, infrastructure and public finances while taking into account the characteristics of existing communities and services” (5.3.1.4) and to “achieve an urban structure, form and densities which are pedestrian-friendly and transit-supportive” (5.1.3.5).*

Section 5.3.3 as identified in Schedule D, identifies “Urban Nodes”, which are major locations of compact forms of urban development” (5.3.3). One urban node is identified in Mississauga, the Mississauga City Centre.

2.3 The Mississauga Official Plan

The City of Mississauga Official Plan (May, 2008) provides guidance on planning policy and the general pattern of urban development for a twenty-year time horizon. The following section refers to the most salient portions of the Official Plan in relation to the study area.

2.3.1 Land Use Designation and Policy

The study area is located within Mississauga’s Airport Corporate District as identified by the Airport Corporate Land Use Map of the Official Plan (September 2007). Since the mid 1980s this area has been designated in the Official Plan as a location for corporate head offices, manufacturing, research and development and accessory commercial uses; the Plan states that

“the District will continue to develop primarily for corporate head offices, manufacturing, research and development and accessory commercial” (Section 4.2).

The District is meant to achieve a high quality business image, particularly along City boundaries, major roads, and adjacent to park, greenbelt and residential lands. The Plan permits an integrated mix of business activities under the Business Employment designation that operate mainly within enclosed buildings (Section 3.3). It directs development located along City boundaries such as Renforth Drive and Eglinton Ave, major roads, and lands adjacent to park, greenbelt or residential lands to be designed to present a higher standard of building and streetscape design (Section 3.3).

The Official Plan gives further guidance to development of the area by designating Airport Corporate District as a Node (as per Schedule 2 Urban Form Concept, 2007 of the

Official Plan). Within the context of Mississauga’s urban form hierarchy of Centres, Nodes and Corridors, a Node is identified as a place to focus and receive a greater intensity of housing, employment, commercial, and community facilities (Section 3.13.1). More specifically, nodes are to

“act as a focus for more compact, mixed use and higher intensity transit oriented development” (Section 3.13.1.2).

They are to be accessible and provide a focus for the people they serve. The Node designation is consistent with the land use policy and directions for a Mobility Hub as identified in the RTP.

Policies in the Official Plan aim to ensure that development in Nodes contribute to the public realm, and promote the creation of distinctive places and locales (Section 3.13.3.4). In addition, policies in the Official Plan for built form in Nodes include the following characteristics:

- **“high quality urban design, landscaping and pedestrian amenity;**
- **creation of a sense of a gateway to the core area; creation of a sense of place by distinctive architecture and landscaping;**
- **built form should be integrated with the streetline, with minimal building setbacks, to provide spatial enclosure and street-related activity;**
- **compatible building bulk massing and scale to provide an integrated streetscape;**
- **retail uses should be encouraged along main street frontages with direct access to the public sidewalk;**
- **no parking should be provided between the building and the streetline on principal street frontages;**
- **blank building walls should be avoided;**

- **service, loading and garbage storage should be accessed from the rear or side lanes;**
- **front building facades should be parallel with the street and provide features such as urban squares;**
- **continuity of built form from one property to the next with minimal gaps between buildings” (Section 3.13.3.4).**

Additional policies are meant to ensure that pedestrian and vehicular systems, Provincial Highways, bikeways and transit systems - achieve a high standard of urban design and are an integral component of the City’s visual image.

Policies also promote pedestrian and bicycle activity and amenity as an integral component of the built environment, streetscape and public open space systems (Section 2.11.2).

Relevant transportation policies (Section 3.17) in the Official Plan designate the study area and the BRT line as part of a major transit corridor where express-type transit service is to be encouraged in order to decrease travel times. Transportation policies encourage a greater emphasis on Travel Demand Management strategies and encourage appropriate land uses and transit-supportive development densities in the BRT corridor. The Official Plan also supports the development of a transit connection between the Airport and the BRT. These policies are in keeping with the direction of the RTP (as per Schedule 4 Roads and Transit Network Long Term Concept).

The study area also falls under the Lester B. Pearson International Airport Operating Area Boundary (as per Schedule 2 of the Official Plan), which prohibits residential development and requires some uses, such as hotel, retail, office and service commercial, to undertake a noise study by a qualified acoustical consultant to determine appropriate acoustic design criteria prior to development approval (Section 3.11).

2.3.2 Urban Design Policies

Urban design policies in the Official Plan recognize the high profile of the Airport Corporate District and give consideration to the relationship between building location, orientation, and street frontage. Of particular relevance to this study, the Official Plan directs the urban design policies below to be used by the City to evaluate development proposals for the Airport Corporate District (Section 4.2.3). These policies aim to create a sense of place through building orientation, location of building entrances, the creation of continuous street frontages, and streetscape improvement and include:

- 1. Encourage the development of a continuous street frontage by orientating buildings parallel to the street and the placement of significant building mass adjacent to the street edge**
- 2. Avoid blank walls along the street line in favour of building entrance features, fenestration, and architectural detailing**
- 3. Articulate main building entrances clearly and link them to pedestrian walkway systems.**
- 4. Building entrance features should be oriented to major street frontages**
- 5. Where building side or rear elevations are exposed to roadways these elevations should be similar to front elevations with respect to details, trim, and the orderly placement of windows, roof forms, and architectural elements**
- 6. Concentrated landscape treatment may be required where continuous street planting is not possible**
- 7. Adequate provision should be made for landscaping and design throughout the District through the site planning and development process, both with regard to existing uses and in the context of the ultimate use of these lands for transit purposes (Section 4.2.3)**

2.3.3 Emerging New Official Plan

Mississauga Plan designates the entire Airport Corporate Centre as an employment node. In the new draft Official Plan (as identified through Mississauga's Growth Management Strategy) employment areas are proposed to be classified into two categories – Corporate Centres (e.g. Airport Corporate Centre) which represent key office and employment growth areas where more compact, higher density employment development is anticipated and Employment Areas which generally represent land-extensive stable industrial areas. The intent of this approach is to develop more appropriate land use policies that reflect the existing and planned functions of these areas.

2.4 The existing Zoning By-law

The Airport Corporate District is designated as an E1 Employment Zone. The below is a summary of pertinent zoning regulations for the purposes of this study.

(Mississauga Zoning By-law Part 8 Employment Zones)

- **The range of permitted uses includes medical office, office, manufacturing facility, science and technology facility, warehouse/distribution facility, commercial school, financial institution, conference/convention centre, overnight accommodation, active recreational use, entertainment establishment, university/college and courier/messenger services. Accessory uses, such as small scale retail and personal service shops, are permitted within buildings provided the building is used predominantly for business activity. Residential uses are not permitted due to the proximity to the airport.**
- **Parking regulations for office and accessory uses.**
- **No minimum heights**
- **No minimum or maximum density (FSI) is specified**
- **Minimum lot frontage of 30.0 metres**
- **Minimum Front Yard Setback of 4.5 metres and a maximum of 10.0 metres**

Figure 5
Mississauga BRT



2.5 Transit in Mississauga

The City of Mississauga is actively planning significant investment in higher-order rapid transit service. This investment, part of the overall strategy for movement as identified in the RTP, will lead to a fundamental change in the patterns of movement and the urban structure of Mississauga providing strong east/west and north/south service and connecting to key destinations such as the City of Toronto and Pearson International Airport.

2.5.1 Mississauga Bus Rapid Transit

The first significant project is the development of a Bus Rapid Transit (BRT) system. This system is part of the identified rapid transit network in the RTP. Central to this plan is the development of a Bus Rapid Transit (BRT) System – a high-efficiency transit corridor and service being developed in partnership with the Federal Government, Province of Ontario, GO Transit and the City of Mississauga. Mississauga’s segment, running from Ridgeway Drive to Renforth Drive, will be part of a 100 km transit corridor connecting municipalities from Oakville to Pickering. The BRT System will complement and connect with local bus services and inter-regional transit and subway systems, linking high-density development and employment centres across the city (City of Mississauga Bus Rapid Transit (BRT) Project). In 2008 the preliminary engineering work for the BRT was completed and work is currently underway on the detailed design in preparation for site plan approval later in 2009.

Figure 6
 Hurontario-Main Street
 Higher Order Transit



2.5.2 Hurontario-Main Street Higher Order Transit

The Cities of Mississauga and Brampton have initiated the Hurontario-Main Street Higher Order Transit, Land Use and Urban Design Feasibility Study to assess the future of this important corridor from Port Credit to downtown Brampton. This planned line will provide the major north-south higher-order line connecting both cities. This line will intersect with the Mississauga BRT at the Mississauga City Centre. The study will:

- Examine how rapid transit can be introduced along Hurontario/Main Street between Port Credit and downtown Brampton.
- Develop appropriate land use and urban design policies and initiatives that will support rapid transit service.
- Identify potential social, economic, and environmental impacts of various rapid transit routes and technologies (City of Mississauga).

2.6 Planning Framework Conclusions

A review of the planning framework reveals that the provincial direction clearly promotes the substantial intensification of land use with transit-supportive design. Renewal growth and transportation policy supports land use intensification around stations and along transit corridors. At the municipal level, the Official Plan is supportive of such policies and consistent with the RTP. However, Zoning By-laws allow low density developments as-of-right and high levels of parking provision. Notwithstanding the objectives of the higher order policy documents, these permissive zoning policies have resulted in an inconsistent development pattern, large block sizes which are not pedestrian-friendly, and large areas of surface parking which front the street instead of buildings.

The primary objective of this report is to provide a planning framework that implements the study policy direction at the Provincial, Metrolinx and City level. Area specific Official Plan and Zoning By-law amendments as well as Site Plan guidelines and other initiatives are necessary to ensure development is supportive of the significant public investment in the Mississauga BRT.

3. The Mississauga BRT Planning Guidance Studies

3.1 Introduction

As a component of the Mississauga BRT preliminary design process process, the City of Mississauga commissioned a set of studies exploring strategic planning and urban design directions at three key sites along the eastern portion of the BRT corridor. These studies were undertaken by Urban Strategies. Two of the subject station areas, Spectrum Station and Orbitor Station, are included in this study.

3.2 Summary Key Study Findings and Directions for Renforth and Spectrum Stations

Current Challenges and Opportunities

A review of the existing conditions highlights a number of challenges facing the study area. These challenges, concerning built form, land use and public realm, could collectively limit the area's potential as both a significant regional centre of employment.

The following section outlines the Key Challenges facing the station areas and responds in sequence with a series of Opportunities that set the foundation for place-making initiatives for the study area.

Challenge

Existing land uses fail to provide the density appropriate for such an accessible location that can support the future transit investment.



The low density character of the area with its extensive surface parking and single use activity patterns, does not create the necessary levels of transit demand or provide a physical environment that supports the intended transit function

Opportunity

Introduce higher densities capable of supporting a greater mix of uses in areas which are both accessible to local users and supportive of the BRT.

Introducing higher employment densities will help to support a greater mix of uses in the Corporate District and adjacent to the BRT. Higher density uses will help to enable more efficient parking structures and free up land for new development.

- Exercising Mississauga's new powers under Bill 51 of the Planning Act to update the current zoning by-law to include transit-supportive regulations such as establishing minimum densities, requiring active ground floor uses within station areas, and regulating the orientation of buildings towards public streets will give the City a strong tool towards implementing transit supportive development.
- Establishing a minimum height for development of two storeys. Such a height establishes a minimum requirement although preference would be for somewhat higher buildings.
- Providing a range of new services and amenities will enable employees to remain in the area on lunch and after hours. Consolidating a mix of uses will help to support single trip journeys, eliminating the need to drive from one end of the area to the other to reach various services and destinations.
- Orienting new shops and services towards public streets and pedestrian areas will help to improve pedestrian access, animate spaces and raise the profile of these amenities.
- Improving the relationship between the transportation network and land uses will help to promote greater levels of activity around the station area and provide transit users with access to services within the area.

Challenge

The current pattern of blocks and building types places high priority on the automobile at the expense of other mobility options.



Large areas of surface parking, extensive blocks with few direct mid-block connections and building entrances that are set far back from the public sidewalks create an area which is unfriendly to pedestrians and cyclists, alienating for transit users and balanced highly in favour of the automobile.

Opportunity

Re-configure the pattern of blocks and building types over time to support a more balanced range of mobility options

Existing large block faces range from 175 to over 370 metres. New midblock connections and a finer grained road network will help to shorten walking distances for pedestrians and improve connections across the area. Introducing new streets over time will also help to relieve the burden on the primary collector streets which currently experience congestion during peak hours as workers enter or leave the area.

- Reducing large areas of surface parking will help to create more inviting spaces for pedestrians and cyclists. Reducing surface parking at station areas and providing safe and secure bicycle parking will encourage development densities capable of supporting the BRT and enable a more pedestrian oriented station area.
- Orienting buildings towards the street and locating entrances on street frontages so that they are easily accessible will help to encourage pedestrians and cyclists.
- Locating transit stops in proximity to building entrances and active uses will help to create safer, more inviting waiting areas that are more attractive for transit users.
- Adding dedicated and continuous cycling facilities and end-of-trip cycling facilities in safe, convenient locations will help to encourage cyclists.
- Improving streetscaping and the addition of bicycle racks as well as pedestrian amenities such as benches and pedestrian scaled lighting will help to improve the experience for people walking and cycling through the area.

Challenge

Public spaces to gather or create a focus for new development are lacking.



The existing open spaces are fragmented, inward-looking and often under-utilized because of their awkward locations. An absence of public open space limits opportunities for civic engagement, exacerbates the existing disjointed pattern of development and forces local workers to leave the area for recreation. At Spectrum Station, the absence of direct and convenient connections to Etobicoke Creek and Centennial Park make it difficult for people to access these important amenities on foot or bicycle.

Opportunity

Introduce new open spaces that can create a focus for new, higher profile uses and cater to the needs of local users.

- Discouraging fragmented publicly accessible private open spaces in favour of shared open spaces will help bring area employees together and encourage outdoor interaction.
- New public parks, plazas or squares will help to create a focus for new development. In increasing the number of higher profile sites and creating a greater sense of place.
- A coordinated approach to the provision of new usable public open spaces can help to shift the emphasis to supporting pedestrian activities within the public realm.
- Currently the only larger active open spaces associated with the Airport Corporate District are Centennial and Max Ward Park. These are slightly too far from the station areas to enjoy during lunch and do not offer the compatible environments. Adding smaller public open spaces will help to fill a void in the recreational offering by supporting the more passive activities desired by office users looking for places to gather during lunch or on break.
- Strengthening connections between the larger open space systems of Centennial Park to the south and Etobicoke Creek to the west will make it easier for pedestrians and cyclists to access these areas and diversify the range of recreational amenities within a short walk or bicycle ride of the area.

Challenge

Isolated and inward looking developments result in no overall sense of place.



Stand-alone buildings, sited with little relation to their surroundings, or each other, create an incoherent pattern of development and a landscape of poorly defined spaces, a confusing network of private drives and isolated structures surrounded in a sea of parking. Large areas along Eglinton and Spectrum Station as well as north towards the 401 contain poorly defined streets which can feel desolate after hours and during colder winter months.

Opportunity

Establish a framework for new development that will help to define a more coordinated approach to built form and servicing.

New infill developments can help to improve the identity of the area by filling in spaces to define new places and create continuous streetscapes.

- Improved coordination between developments can help to identify opportunities for shared servicing and consolidate points of vehicular access. This will help to improve the quality of the streetscape, reduce the potential for pedestrian/ bicycle/vehicular conflict and help to enhance the sense of place.
- Limiting large areas of uncoordinated surface parking will help to improve the overall quality and experience of the area. Opportunities for shared or structured parking for cars have the potential to increase available land for development depending upon the mix of uses served.
- Placing surface parking behind, or occasionally beside buildings, rather than next to the street edge, will help to create a more consistent image of building frontages and streets.
- Strengthening the relationship between building frontages and the BRT corridor and public streets will help to conceal servicing and create a more consistent streetscape.
- Improving the streetscape with the addition of pedestrian amenities such as benches and pedestrian scale lighting will help to improve the experience for people walking through the area.

Challenge

The look and feel of the area's built form and public realm is not reflective of its stature as a prestige employment centre.



The look and feel of the area is not consistent with the important status as a prestige employment centre. Buildings and streetscapes fail to acknowledge the eastern gateway to the City or the significance of the airport corridor.

Opportunity

An opportunity exists to strengthen the area's image through an integrated built form and landscape strategy that reflects the higher level of transit service and profile of the area.

An area-wide built form and height strategy can help to repair the patchwork of building types and styles over time.

- New, more substantial and well developed structures that define streets and are reflective of the higher level of intensity and profile envisioned for the area will help celebrate the eastern gateway to the City and underline the importance of the Airport Corporate District.
- The existing landscape and streetscape strategy for the area should be consistent throughout and designed to reflect the important corporate address of the area.

3.3 Station Area Directions and Initiatives

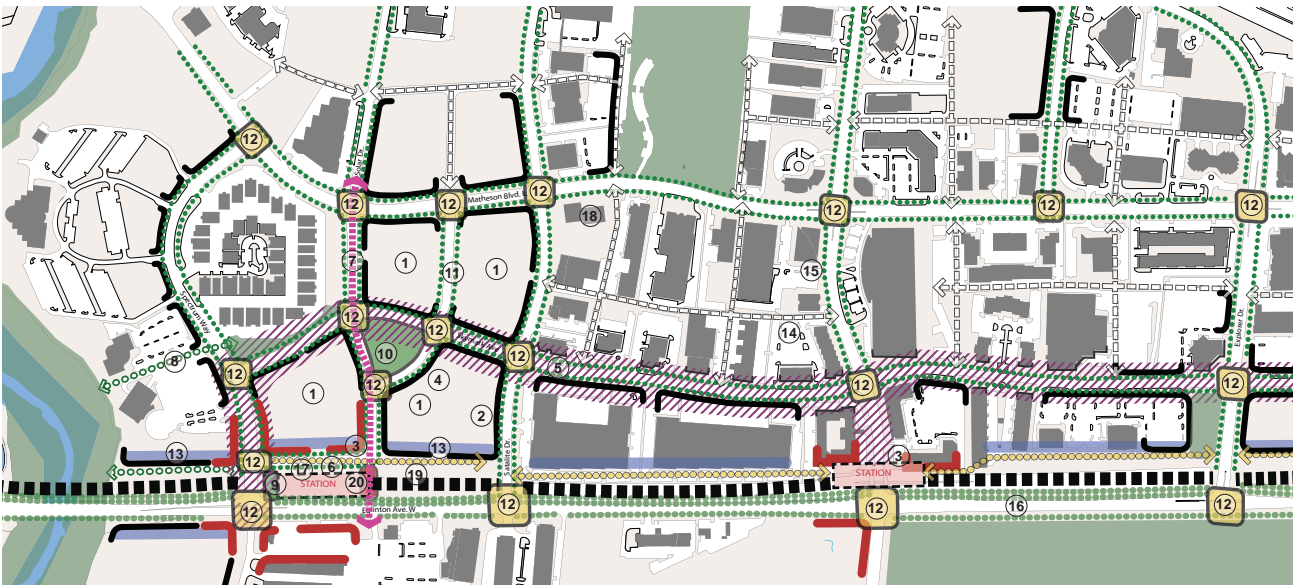
This section of the report explores twenty-four initiatives which together address the Challenges and Opportunities described in the previous section. They call out a series of place-making improvements which aim to attach new development to the BRT and ensure that over time private and public investments can contribute to the creation of a transit supportive area. The initiatives illustrate how new developments, streets and infrastructure should each consider and demonstrate their individual contribution to the station area.

When taken together, the totality of these initiatives provides an important resource for the City to reference when working with individual developers to refine development proposals to contribute meaningfully to the realization of transit supportive development and public realm improvements in and around the stations. However, the realization of these initiatives will occur not only through private development but also through public initiatives both in the shorter as well as longer term.

1. Ensure a scale and intensity of uses that reflects the investment in transit and is capable of supporting more frequent transit service and a greater range of use
2. Using Buildings to Define the Streets to create a more hospitable pedestrian environment
3. Activating the Station Areas with at-grade uses to improve the experience of transit riders and provide a range of easily accessible services
4. Create a Walkable Block and Building Pattern to integrated the stations into the corporate district
5. Reinventing Skymark as a Pedestrian Friendly Street and Cycling Route to link the district as a more cohesive whole
6. A Pedestrian Promenade North of the BRT with animated and active ground floor uses to link various destinations along the corridor
7. A North - South Pedestrian Spine at Spectrum Station to link the station in a pedestrian-friendly way
8. Improved Connections to the Creek to expand the area's open space offerings
9. New Transit Plazas to create gateways and important new public open spaces associated with the BRT
10. A New Skymark Square at the heart of a Prestigious Corporate Development
11. A Coordinated Streetscape Strategy to enhance the image of the area and improve the experience for pedestrians and cyclists

12. Improving the Intersections to improve the safety and experience of pedestrians, cyclists and motorists
13. Prestige Frontage Along Eglinton to reinforce the Avenues' corporate character
14. Rethinking the Parking Strategy including new Transportation Demand Management Strategies to reduced dependence on private automobiles
15. Shared Access and Servicing to reduce redundancies, improve the streetscape and enable intensification
16. The Eglinton Greenway to improve the image of the Corporate District and the experience of users
17. A Public Art Strategy to enhance the sense of place
18. District shuttle services, sheltered parking and cycling infrastructure to reduce commuting time from BRT stations
19. Preserving for Development above the BRT to finance further transit-related investments and to capitalise on location on the sites location and transport related assets
20. Preserving eastern entrances to the Stations to expand station catchment areas and reduce walking distances to the station

Figure 7
Development
Concept



- | | | | |
|--------------------|-----------------------------|----------------------------|--------------------------|
| Existing Buildings | Key Pedestrian Street | BRT Route | Key N-S Pedestrian Route |
| BRT Station | Intersection | At-grade Active Use | Open Space Connection |
| Open Space | Eastern Entrance to the BRT | Proposed Building Frontage | Improved Sidewalks |
| Prestige Frontage | Transit Plaza | Existing Active use | Pedestrian Promenade |
| | | | Vehicular Movement |

1. Ensure a scale and intensity of uses that is reflective of the investment in transit
2. Using Buildings to Define the Streets
3. Activating the Station Areas
4. Create a Walkable Block and Building Pattern
5. Reinventing Skymark as a Pedestrian Friendly Street and Cycling Route
6. A Pedestrian Promenade North of the BRT
7. A North - South Pedestrian Spine at Spectrum
8. Improved connections to the Creek
9. New Transit Plazas - Create Gateways to the BRT
10. A new Skymark Square
11. A Coordinated Streetscape Strategy
12. Improving the Intersections
13. Prestige Frontage Along Eglinton
14. Rethinking the Parking Strategy
15. Shared Access and Servicing
16. The Eglinton Greenway
17. A Public Art Strategy
18. Commuting to Work from the BRT
19. Preserving for Development Above the BRT
20. Preserving eastern entrances to the stations

4. Policy Recommendations

4.1 Introduction

While the general policies of the Official Plan support development of a transit-oriented Node in the Airport Corporate District, more specific policies are needed in Section 4.2 to clarify the objectives for the area and ensure private development and public initiatives achieve them. To implement the direction and initiatives described in the previous section, it will be necessary to amend the City's Official Plan and Zoning By-law.

4.2 Official Plan Amendment Recommendations

The following recommendations are consistent with the Official Plan and relate to amendments to Section 4.2 for the Airport Corporate District. Existing supporting policies are included as part of the overall policy recommendations below.

4.2.1 Development Concept Statement

The Airport Corporate District policies should describe the overall Development Concept for the area and a set of principles and objectives. It is recommended that the new Development Concept Statement for the Airport Corporate District be adopted to provide a clear new direction for the area.

The Airport Corporate District is identified as a Node and will continue as a location primarily for corporate head offices. With the introduction of the Mississauga Bus Rapid Transit along the southern border of the District, the area will evolve as a transit-oriented hub, with a greater mix of uses, high quality public realm including pedestrian-friendly streets and new open spaces. In support of the investment in BRT, new buildings will be higher density and contribute to an attractive pedestrian-oriented area.

4.2.2 Covering Recommendations for the Airport Corporate District

Official Plan – Airport Corporate District

1. All future development within the study area shall have regard for this plan and the directions outlined in the Figure 7 Development Concept.

4.2.3 Density and Employment

1. The development and employment density should be substantial in order to support levels of adequate ridership levels for the substantial investment in the BRT.

4.2.4 Grade-related Uses

1. The provision of community services, restaurants, cafes, stores and display windows in the at-grade level should be encouraged. Buildings closest to the BRT station, as illustrated in Figure 7, should have active uses along most of their ground floor frontage facing public streets and/or BRT corridor.

4.2.5 Urban Design Standards

Built Form

Buildings are to:

1. Define street edges, public spaces and, intersections;
2. Encourage the development of a continuous street frontage by orientating buildings parallel to the street and the placement of significant building mass adjacent to the street edge including transparent facades at grade;
3. Create a continuous street wall condition where possible by linking related, multi-storey buildings together with a podium;
4. Face and have their main entrances onto a public street and sidewalk;
5. Orient building entrance features to major street frontages and key pedestrian routes;
6. Be sited and organized at-grade to enhance the public nature of streets, open spaces, and key pedestrian routes, and so provide convenient access for pedestrians to public transit;

7. Articulate main building entrances clearly and link them to pedestrian walkway systems;
8. Have windows fronting onto the public street system;
9. Include transparent windows, particularly at-grade to allow transmission of light and views between the outside and inside of the building;
10. Avoid blank walls along the street line in favour of building entrance features, fenestration, and architectural detailing;
11. Design building side or rear elevations that are exposed to roadways to be similar to front elevations with respect to details, trim, and the orderly placement of windows, roof forms, and architectural elements including transparent facades at grade;
12. Front onto parks and open spaces to create a sense of enclosure. Buildings fronting onto open spaces should establish a minimum two-storey height to provide sufficient spatial definition;

Pedestrian Connections

1. The grid of local streets and associated publicly accessible private pedestrian connections or private open spaces should provide the framework for the development of an interconnected pedestrian realm. Publicly accessible connections and open spaces should be provided on large parcels, including those near Spectrum Station with their location, size and character determined during the site plan review process.
2. The pedestrian realm as provided through streetscaping within the public right-of-way is conceptually identified in Figure 7.
3. Sidewalks on both sides of all streets and form a connected system of pedestrian access to and from BRT stations must be provided.

4. To promote the comfortable pedestrian use of streets, parks and open spaces, development should provide:
 - a. Well designed, coordinated streetscape improvements, including trees, pedestrian-scale lighting, special paving and street furniture on sidewalks, boulevards and important pedestrian and publicly accessible open space and walkways;
 - b. Appropriate landscape treatments, including trees, and lighting, throughout parking lots and along their edges, in order to improve the appearance of the lots and along the edges, contribute to the visual continuity of the street edge, mitigate the heat island effect, and encourage the safe use of these spaces;
 - c. High-quality, usable open spaces which are physically and visually linked to streets, park and mid-block pedestrian routes;
 - d. Concentrated landscape treatment where continuous street planting is not possible;
 - e. Adequate provision should be made for landscaping and design throughout the District through the site planning and development process, both with regard to existing uses and in the context of the ultimate use of these lands for transit purposes;
 - f. Create a continuous pedestrian promenade along the BRT corridor;
 - g. For the achievement of a continuous pedestrian promenade along the BRT corridor, site plan guidelines should call for pedestrian easements through the site plan review.

4.2.5 Parking and Servicing

1. New developments shall demonstrate that they have a Transportation Demand Management (TDM) strategy in place as a condition of site plan approval;
2. Mandatory minimum parking requirements should be significantly reduced;
3. Prestige offices should provide at least one level of below grade parking;
4. Shared parking and driveways between developments should be encouraged;
5. No parking should be provided between the building and the streetline or BRT corridor on principal building frontages;
6. Surface parking should incorporate pedestrian and environmental features including: pathways and planting to break up large expanses of asphalt, permeable surfaces, storm-water management, clear pathways for enhanced pedestrian access, and defined future development blocks;
7. On-street metered parking should be allowed;
8. Loading and garbage storage areas should be located at the rear of buildings, integrated or screened from primary pedestrian routes;
9. Site plans shall demonstrate the ability for shared servicing access with adjacent developments;
10. New development shall require secure bicycle parking for employees.

4.3 Zoning By-law Amendments

The following amendments are recommended for Part 8: Employment Zones; and Part 3 - Parking, Loading and Stacking Lane Regulations of the Mississauga Zoning By-law.

4.3.2 Permitted Uses

1. The following uses should be prohibited within the study area: Light industrial uses (manufacturing, assembling, processing, fabricating, repairing, warehousing, open lot and outdoor storage uses); Stand alone retail, service, restaurant, drive-throughs and banking institutions.

4.3.2 Density and Height

1. All buildings should have a minimum first phase density of 0.5 and as a condition of site approval demonstrate a phasing plan that illustrates the ability to achieve a minimum FSI of 1.0. This plan should demonstrate the capacity of the site to accommodate additional development over time with respect to parking, servicing, access, and landscaping;
2. Buildings shall be a minimum of 2 storeys.

4.3.2 Setbacks and Build to lines

1. Building front wall setbacks adjacent to a public right of way should be reduced from 10 metres to a 2 metre maximum;
2. Buildings fronting on to the proposed north south pedestrian spine should preserve for a minimum 22m right of way linking Matheson Boulevard south to the BRT. A 22m ROW is capable of supporting 2 travel lanes and 1.5m of bike lanes, one lane of on-street parking and a generous pedestrian zone. Where two lots abut the proposed north south pedestrian sign the 22m ROW should be shared equally between the two developments.

Minimum Built Frontage

1. A minimum of 70% of any lot frontage along a key pedestrian route shall be occupied with a building with a minimum height of 2 storeys.

4.3.4 Parking and Servicing

1. Following the completion of the BRT, maximum office use required parking rate should be reduced from 3.2 to a maximum of 2 spaces per 100 square metres of floor area;
2. Following the completion of the BRT, maximum restaurant and restaurant take out parking requirements should be reduced to 2 spaces per 100 square metres of floor area within 400m of a station; surface parking shall be no less than 3 metres from the property line to allow for sufficient landscape buffering;
3. There shall be no parking between the front wall and property line; side and rear parking shall be no less than 3 metres from the property line to allow for sufficient landscape buffering.

4.4 City Initiatives

The City of Mississauga will have an important role to play in the implementation of the vision for a transit-supportive hub at the Airport Corporate District. The following are a set of recommendations for how the City should contribute and be involved in the implementation of transit-supportive environment along this section of the Mississauga BRT.

The City should:

1. Investigate and explore where appropriate, the City can contribute to the realization of the Station Area directions and initiatives listed in Section 3.3.

Appendix: Understanding What Other Places Have Done

The significant increase in transit infrastructure investment across North America has been accompanied by a focus on promoting associated transit-supportive development. The analysis and initiatives proposed for Renforth and Spectrum Station section of the Mississauga BRT can be therefore placed within a context of similar policy frameworks and actions being taken by other jurisdictions. The table provides a brief exploration of how other jurisdictions in North America have implemented policies and zoning provisions in key areas of consideration for transit-oriented development, informing the policy recommendations for this study area outlined in Section 4.0.

Key Area of
Consideration:

Connectivity and Movement Systems



In the study area, large parcels of land prohibit efficient movement and a fine grain of streets and blocks. A key direction is to promote a functional movement system for all modes of transportation. What are the best practice policies and regulations to implement this key consideration?

Key Direction: Achieving a fine grain of streets and blocks, mid-block connections and new streets and blocks over time

St. Paul, Minnesota –

Central LRT Corridor Station Area Plans

- A transfer of development rights on large redevelopment parcels where new road right-of-ways are introduced.

Calgary, Alberta –

Brentwood Station Area Redevelopment Plan

- Streets through large development parcels are required, but allowed to remain as private streets conditional on designs up to a standard of a public right-of-way.

Key Direction: Creating networks conducive to the easy, safe and comfortable movement of for all modes of transportation including pedestrians, cyclists and transit

Vaughan, Ontario –

Steeles Avenue Corridor Land Use Review

- Providing alternative street cross sections.

Calgary, Alberta –

Brentwood Station Area Redevelopment Plan

- Street character-based cross sections, including space for on-street bicycle lanes.
- Establishment of “pedestrian priority areas” in close proximity to the LRT station with requirements for special design treatments such as differentiated paving materials, enhanced landscaping, and minimum sidewalk widths.

Key Area of Consideration:

Parking



In the study area, existing parking policies perpetuate automobile dependency. A key direction is to reduce parking rates and improve parking forms to be less intrusive on the public realm. What are the best practice policies and regulations to implement this key consideration?

Key Direction: Reducing parking standards

Portland, Oregon

- Within 500 feet of the LRT alignment minimum spaces are 50% of required; maximum may not exceed 150% of required.

San Francisco, California

- Transit First policy restricts parking to a maximum 7% of a building's GFA.

Charlotte, North Carolina

- Residential maximum of 2 spaces per unit.
- Office maximum of 1 space per 225sq.ft
- Retail maximum 1 space per 185sq.ft
- a 25% reduction in the minimum is allowed within 800 feet of a public parking facility available to general public or within 800feet of a park & ride.
- On-street parking spaces abutting use may be counted towards parking requirement.
- Vehicular parking requirements may be met off-site within 800 feet of permitted use.

Key Direction: Placing parking in forms and locations that are least obtrusive to the public realm

Charlotte, North Carolina

- Parking maximums may be exceeded where structured or underground parking is provided, or where a shared parking agreement is executed, or where driveways are shared.

Vancouver, Washington

- No parking allowed between a public street and the required frontage of a building.

Massachusetts

- Ingress and egress from side streets or alleys
- Surface parking to the rear of buildings
- Lots with more than 30 spaces shall be divided into separate areas by 10 foot landscaped areas

Key Direction: Coordinating Servicing

Calgary – Brentwood Station Area Plan

- Servicing is to be located away from pedestrian priority streets and preferably from rear lanes or servicing courts.

Key Area of
Consideration:

The Public Realm



In the study area, the existing public realm does not support walkability. A key direction is to create quality public open spaces and attractive streetscapes. What are the best practice policies and regulations to implement this key consideration?

Key Direction: Creating a network of public spaces and publicly-accessible private spaces that can act as a focal point for new development and activity

Saint Paul, Minnesota – Central LRT Corridor Strategy

- Parkland dedication ordinance

**Calgary, Alberta – Brentwood Station Area
Redevelopment Plan**

- Density Bonuses for provision of open space amenities as part of development.
- Acquisition of land for new parks through the subdivision process and/or use of a Joint Use Reserve. Fund.

Key Direction: Coordinating streetscape strategies to help enhance the image of the area and improve the pedestrian experience

Thornhill, Ontario – Yonge Street Corridor

- Streetscape Improvement Program including: minimum public realm rights of way; and 1.8 metre streetscape easement or development conveyance on all properties fronting Yonge street.

Saint Paul, Minnesota – Central LRT Corridor Strategy

- Streetscape Master Plans

Key Area of
Consideration:

Built Form



In the study area, buildings are low scale, unattractive and not pedestrian supportive. A key direction is to promote built form that improves the image of the area and supports a quality public realm. What are the best practice policies and regulations to implement this key consideration?

Key Direction: Ensuring buildings positively contribute to a quality public realm including consideration for:

- **The relationship of buildings to the public realm**
- **Building entrances**
- **Coordinated setbacks so that buildings line key frontages**
- **Frontages**
- **Minimum building heights**

Calgary, Alberta –

Brentwood Station Area Redevelopment Plan

- Minimum and maximum building heights by precinct.
- Minimum Tower separation of 20 metres (office) or 24 metres (residential).
- Maximum Floorplate size above 32 metres (750 square metres residential; 2000 square metres office).
- Mandatory active frontage zones.
- Building Stepbacks above 3-6 storeys.
- Transparent glazing for a minimum of 70% of non-residential building façades at grade facing public streets.

Massachusetts

- Main entrance must face transit station.
- Facades over 50ft in length must be articulated into shorter segments.

Key Area of Consideration:

Uses and Density



In the study area, low density uses do not support the range of services for users or investment in transit. A key direction is to include transit-supportive uses and increase density. What are the best practice policies and regulations to implement this key consideration?

Key Direction: Facilitating a broad mix of uses

Calgary, Alberta –

Brentwood Station Area Redevelopment Plan

- Allow for a wide variety of uses integrated both vertically within buildings or throughout the Station Area.

San Diego, California

- At least 10% of project area must be a Mixed Use Core of commercial, residential and retail.

Key Direction: Locating service amenity uses in locations adjacent to BRT stations

Saint Paul, Minnesota –

Central LRT Corridor Station Area Plans

- Developments within the area defined as Priority Active Frontage should provide for active uses, including retail, service and restaurant uses, at grade to support their immediate proximity to the future LRT station platform.

Key Direction: Limiting non-transit-supportive uses

Charlotte, North Carolina

- Freestanding drive-thru lanes are prohibited.

Calgary, Alberta –

Brentwood Station Area Redevelopment Plan

- Prohibits stand alone: gas stations, auto parts repair and service, car washes, drive throughs, car dealerships, commercial uses under 2.0 FAR, and commercial surface parking.

Key Direction: Increasing individual development density and the overall density of the area

Portland, Oregon

- Minimum Floor Area Ratio for all new development of 1.0.

Key Area of
Consideration:

Implementation and Phasing



Transit-oriented development occurs over time. A key direction is to ensure that development includes phasing strategies over time to demonstrate the achievement of transit-supportive densities and built form over time. What are the best practice policies and regulations to implement this key consideration?

Key Direction: Creating phasing strategies whereby, as a condition of site plan approval, developments must demonstrate a phasing plan that illustrates the ability to increase the overall density of the site over time.

San Diego, California

- Development plans require a phasing strategy.

Vancouver, Washington

- Larger sites with phased development require a masterplan with sequence of proposed developments, estimated construction dates, and interim uses to demonstrate how FAR will be achieved over time.