

Originator's Files

CD-02.MIS

DATE: April 15. 2014

TO: Chair and Members of Planning and Development Committee

Meeting Date: May 5, 2014

FROM: Edward R. Sajecki

Commissioner of Planning and Building

SUBJECT: General Amendment to Mississauga Official Plan - Report on

Comments

RECOMMENDATION: That the proposed amendments to Mississauga Official Plan contained

in the report titled "General Amendment to Mississauga Official Plan-Report on Comments" dated April 15, 2014, from the Commissioner

of Planning and Building, be approved.

REPORT HIGHLIGHTS:

- A public meeting was held on January 13, 2014 to hear comments regarding the proposed Mississauga Official Plan – General Amendment;
- In response to comments received, it is proposed that:
 - Policy 1.1.4.c. clarify the parameters of a local area review and the local area review implementation process;
 - Terminology be modified, where appropriate, from "local area plan" to "local area review" or "character area policy";
 - The intent of Policy 9.5.4.6 to ensure outdoor storage is not visually intrusive or creating blank wall conditions and that it applies to all sensitive land uses, not just residential lands, be clarified;

- The proposed amendment to replace the term "will" with "may" throughout Part 3 of the Plan, be withdrawn and instead that the definition of "will" be expanded to include the need for permitted land uses to meet all other policies of the Plan; and
- Sections 1.1.4 and 11.1 clarify that the uses in Part 3 of the Plan will be permitted provided that all other policies of the Plan are met.

BACKGROUND:

On November 11, 2013, City Council considered the report titled, "Mississauga Official Plan – General Amendment" dated October 22, 2013, from the Commissioner of Planning and Building¹ and directed that a public meeting be held to consider proposed official plan amendments as recommended in the report. Prior to the November 11, 2013 Planning and Development Committee meeting, a letter dated November 11, 2013 from Jim Levac, Weston Consulting, was received.

The statutory public meeting, to fulfill the requirements of the *Planning Act*, was held by the Planning and Development Committee on January 13, 2014.

At its meeting of January 22, 2014, City Council adopted the following recommendations:

That the submissions made at the public meeting held at the Planning and Development Committee meeting on January 13, 2014 to consider the proposed amendment as outlined in the report titled "Mississauga Official Plan – General Amendment", (reference Item 3 of the November 11, 2013 PDC Agenda, available online at this link: www7.mississauga.ca/documents/agendas/committees/pdc/11_11_13_PDC_Agenda.pdf) dated October 22, 2013, from the Commissioner of Planning and Building, be received.

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¹This report is available at the following link: www7.mississauga.ca/documents/agendas/committees/pdc/11 11 13 PDC Agenda.pdf

- 2. That staff report back to the Planning and Development Committee on the submissions made with respect to the report titled "Mississauga Official Plan General Amendment" dated October 22, 2013, from the Commissioner of Planning and Building.
- 3. That the letter dated January 10, 2014 from Mr. Philip Stewart, Pound and Stewart Planning Consultants, be received.

Subsequent to the public meeting, no further correspondence has been received. The two letters are attached as Appendix 1 to this report.

COMMENTS:

This report responds to the comments received regarding the recommendations to amend Mississauga Official Plan (MOP) as proposed in the report titled "Mississauga Official Plan – General Amendment" dated October 22, 2013. Based on the comments received, some revisions to the proposed amendment to MOP are recommended. They are outlined below.

1. Letter dated November 11, 2013 from Jim Levac, Weston Consulting

Issue/Comment

Regarding Section 16.1.2.1, the proposed amendment intends to make infill common element or standard plans of condominium subject to the same requirements as new lots created by land division. The proposed amendment will discourage this type of infill redevelopment which is otherwise permitted under the R16 zone category.

Response

Policy 16.1.2.1 pertains to infill residential development in low density residential neighbourhoods in Neighbourhood Character Areas. Under the City Structure, Neighbourhoods are characterized as physically stable areas with a character that is to be protected and are not considered appropriate areas for significant intensification. Where infill development is proposed,

it is to be compatible in built form and scale to surrounding development. Neighbourhood policies support this intent.

The proposed amendment will update Policy 16.1.2.1 to recognize the various legal mechanisms used in the land development process. In addition to new lots being created by land division, the City is also seeing infill development applications for units or POTLs (a "parcel of tied land") created by standard or common element condominiums, respectively.

Regardless if infill development is in the form of new lots, units or POTLs, it should be subject to the same criteria under Policy 16.1.2.1, to preserve the character of residential low density neighbourhoods and meet the intent of the Neighbourhood Character Area policies in MOP.

Recommendation

No change to the proposed amendment to Policy 16.1.2.1 is recommended.

2. Letter dated January 10, 2014 from Philip Stewart, Pound & Stewart

Mr. Stewart commented on three MOP amendment items. Based on these comments modifications/amendments to the previous comments are proposed. Where deletions to policies are proposed they are shown as strikeouts and additions are highlighted.

2.1 Issue/Comment

It should be clarified that the local area reviews are not MOP policy and do not, by themselves, establish any binding development criteria and are to be made binding by processing and adopting an official plan amendment (OPA).

Response

It is agreed that the definition and parameters for a "local area review" require clarification. A local area review may be undertaken for all or part of one or more Character Areas and may result in an amendment to city wide policies or Character Area policies which may be contained within a Local Area Plan. An OPA is needed to implement any new or amended policies resulting from a local area review.

In view of the concerns expressed, the following is proposed:

- Clarification to the "Local Area Plans" definition under Policy 1.1.3, Part 4 – Implementation and Glossary, that Local Area Plans may be made up of all or part of one or more Character Areas;
- Clarification to the "local area review" definition in Policy 1.1.4.c.;
- Where appropriate, replacement of the term "local area plan" with "character area policies", meaning the approved policies resulting from a local area review; and
- Where appropriate, replacement of the term "local area plan" with "local area review", where a policy refers to a process to confirm, determine, consider, or identify Character Area boundaries, land uses or other policies.

Several policies in Chapter 5, Direct Growth, and Chapter 10, Foster a Strong Economy, were under appeal at the time of the preparation of the MOP General Amendment report. The appeal affecting these policies has been withdrawn, allowing for proposed amendments to replace the term "local area plan" with either "local area review" or "character area policies".

Recommendation

That policies be amended as outlined in Appendix 2, to replace "local area plan" with the appropriate terminology, "local area review" or "character area policies".

2.2 Issue/Comment

Policy 9.5.4.6, pertaining to outdoor storage, should be further amended by deleting reference to "located adjacent to, or be" as the policy is meant to address the concept of "visibility" rather than "location" from the public realm.

Response

The recommendation was to amend the word "should" to "will" in Policy 9.5.4.6 is to ensure that outdoor storage is not located adjacent to, or be visible from city boundaries, the public realm or residential land uses.

Narrowing the scope of this policy to only the visual impacts does not address other potential outdoor storage nuisances such as odor or dust. Also, screening should not result in blank wall conditions, particularly when adjacent to highly visible locations such as arterial roads or highways.

Further, the impacts of outdoor storage extend beyond residential land uses to all sensitive land uses, including but not limited to, day care centres, educational facilities and health facilities. A further modification is proposed to Policy 9.5.4.6 to broaden the reference from residential lands to all sensitive land uses.

Recommendation

That Policy 9.5.4.6. be modified as follows:

9.5.4.6 Outdoor storage should will not be located adjacent to, or be visible from city boundaries, the public realm or residential lands sensitive land uses by incorporating the use of appropriate setbacks, screening, landscaping and buffering.

2.3 Issue/Comment

Terminology amendments in Chapters 11 – 18 that replace "will" with "may" in phrases including "will be permitted" and 'will also be permitted" are not supported. This approach appears to restrict current permitted uses, and adds a 'subjective' or 'discretionary' aspect that presently does not exist.

Response

It is intended that the uses in Part 3 of MOP will be permitted provided that all other policies of the Plan are met. To alleviate the concern that a discretionary aspect is being added with the use of "may" and to clarify the intent, the following approach is proposed:

- Expand the definition of "will" to include the need for permitted land uses to meet all other policies of MOP; and
- Expand sections Section 1.1.4, How to Read Mississauga Official Plan, and in Section 11.1 Introduction, of Chapter 11, General Land Use Designations, to clarify how the list of permitted uses is intended to be read.

With these proposed changes, the original recommended amendment to replace "will" with "may" is no longer required.

Recommendations

That the proposal to replace the term "will" with "may" throughout Part 3 of MOP be withdrawn, and instead the following policies be revised as shown:

• Section 1.1.4, How to Read Mississauga Official Plan (paragraph 1):

To understand the planning rationale and policy objectives of Mississauga Official Plan, also referred to as "Official Plan", "the Plan" or "this Plan", it should be read in its entirety and all relevant text, tables, and schedules are to be applied to each situation. The uses listed in Part 3 of this Plan will be permitted provided that all other policies of this Plan are met.

• 1.1.4.11

"will" denotes a mandatory requirement of the Plan.
"Will" used in conjunction with a permitted land use
means the use is permitted if all other policies of the plan
are met.

• Section 11.1, Introduction (paragraph 2):

General policies applicable city wide for all land use designations are included in this chapter. Chapters 12 to 18 contain modifications to the general policies specific to each of the above City Structure elements. These modifications may add or delete permitted uses. Uses permitted in Chapters 11 to 18 will be permitted provided that all other policies of this Plan are met.

STRATEGIC PLAN:

MOP is an important tool to implement the land use components of the Strategic Plan. The results of the "Our Future Mississauga – Be part of the Conversation" public consultation informed the preparation of the Plan. The policy themes of MOP advance the strategic pillars for change, which are:

Move: Developing a Transit Oriented City

Belong: Ensuring Youth, Older Adults and New Immigrants

Thrive

Connect: Complete Our Neighbourhoods

Prosper: Cultivating Creative and Innovative Businesses

Green: Living Green

FINANCIAL IMPACT: Not applicable.

CONCLUSION: The comments and issues raised in the two letters received have been

reviewed and addressed. Amendments are proposed to clarify "local area review" terminology, address the visibility of outdoor storage and

clarify the definition of "will".

ATTACHMENTS: Appendix 1: Written Comments Received

Appendix 2: Response to Comments Regarding Local Area

Reviews

Edward R. Sajecki

Commissioner of Planning and Building

Prepared By: Sharleen Bayovo, Planner, Policy Planning Division

APPENDIX 1

Written Comments Received

- (a) Letter dated November 11, 2013 from Jim Levac, Weston Consulting
- (b) Letter dated January 10, 2014 from Philip Stewart, Pound & Stewart Associates Limited



WESTON CONSULTING

planning + urban design

VIA EMAIL

November 11, 2013 File: 5643

Chairman and Members of the Planning & Development Committee City of Mississauga 300 City Centre Drive, Mississauga, Ontario L6B 3C1

Attn: Ms. Mumtaz Alikhan, Legislative Coordinator

Dear Ms. Alikhan:

Re: PDC Agenda Item #3: Mississauga Official Plan

Proposed Housekeeping Amendments

Please be advised that we wish to go on record as having concerns with the attached proposed Official Plan housekeeping amendment pertaining to Section 16,1.2.1. In the past, we have written on behalf of numerous clients regarding the general intent of this policy as discouraging intensification in all residential neighbourhoods. Our previous concern pertained more specifically to its application to condominium blocks. In regards to a previous OP withdraw on behalf of our client for file OZ 12/002 W7, we received confirmation from the City (see attached letter) that the Clergy principle would apply to our condominium development based on the time the application was received. Despite this, City staff have continued to make reference to Policy 16.1.2.1 in their reporting on this application. The proposed housekeeping amendment intends to make Infill common element or standard plans of condominium subject to the same requirements. The R16 zone category was created in 2007 to recognize and allow these types of development which is otherwise permitted under the R16 zone category.

Yours truly.

Weston Consulting Group Inc.

Per:

Jim Levac, BAA, MCIP, RPP

Senior Associate

Engl.

Copy: Mary Flynn-Guglietti, McMillan LLP

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POUND & STEWART PLANNING CONSULTANTS • CITYPLAN.COM

January 10, 2014

BY EMAIL & REGULAR MAIL

City of Mississauga 300 City Centre Drive Mississauga, Ontario L5B 3C1

Attn: Chair & Members of Committee

Re: Planning & Development Committee, January 13, 2014 Public Meeting

Item 2 - Mississauga Official Plan - General Amendment

City of Mississauga
Our File No. 1421

We are the planners of record writing on behalf of Orlando Corporation (herein referred to as 'Orlando'), a major landowner and commercial/industrial developer with significant properties located within the City of Mississauga. Our comments are as follows regarding the above captioned Item 2 'General Amendment' which concerns proposed modifications to the Mississauga Official Plan.

LOCAL AREA REVIEWS ARE ONLY BINDING WHERE PROCESSED & ADOPTED AS AN OPA

A new concept of Local Area Review [LAR] is proposed to substantially replace many existing policy references to Local Area Plan (LAP) "for consistency with policy 1.1.4.c. that refers to a local area review."

For greater certainty and clarity on this proposed modification we request that the City confirms through the Official Plan that LARs:

- (i) are not OP policy and do not, by themselves, establish any binding development criteria...they are only reviews that might lead to an OPA; and
- (ii) are to be made binding by processing and adopting an OPA.

Accordingly, we request that the proposed OP modifications to Sections 1.1.4, 3.2, 8.2.2 and 17.1.1 and Policies 7.4.1.9, 10.2.4 and 19.5.2, and others as applicable, specifically make provision for the above understanding.

For example, in Section 17.1.1, per the second sentence of the proposed modification Policy 17.1.1.1, this should be revised to make clear that an LAR does not, by itself, establish maximum height requirements, ...it can only recommend same. And, in reference to proposed modification 19.5.2, it should be made clear that the LAR itself does not constitute an OPA.

Further, where a LAR process is contemplated for a given area it is recommended that development and re-development should not be unduly restricted pending completion of the LAR, and the potential implementation of a LAP, where the development and redevelopment proposal can demonstrate that it satisfies the policies of the in effect Official Plan.

CLARIFICATION IS REQUIRED FOR OUTDOOR STORAGE POLICY 9.5.4.6.

Proposed modified Policy 9.5.4.6 reads as follows:

"Outdoor storage should will not be located adjacent to, or be visible from city boundaries, the public realm or residential lands by incorporating the use of appropriate setbacks, screening, landscaping and buffering."

This proposed modified policy should be amended by deleting reference to "located adjacent to, or be" as the proposed policy is meant to address the concept of "visibility" rather than "location" from the public realm.

Outdoor storage is permitted in the Business Employment designation as an accessory use, and as a primary use in the Industrial designation. The City's concern appears to be one of visibility. Therefore if outdoor storage is not visible from the public realm then the intent of the policy has been achieved in our opinion. Accordingly there should be no specific reference to the location of outdoor storage in this policy, unless the outdoor storage is to be located next to an existing sensitive land use.

TERMINOLOGY AMENDMENTS IN CHAPTERS 11 - 18 TO REPLACE "WILL" WITH "MAY"

City Staff express concern that the phrases "will be permitted" and "will also be permitted" to identify permitted uses by land use designations or conditions where a use may be permitted, may be interpreted to mean that all of the listed uses will be permitted regardless of the circumstance. Replacing "will be permitted" with "may be permitted" for example appears to restrict current permitted uses, and adds a 'subjective' or 'discretionary' aspect that presently does not exist. Replacing "will also be permitted" with "may also be permitted" is also not supported.

Proposed policy 11.2 and other related policies [12, 13, 14, 15 and 16] should not be amended as proposed for the following reasons.

Employment Areas and Corporate Centres benefit from the certainty and clarity with the present approach. Avoiding this 'subjective' or 'discretionary' approach provides clarity and a higher level of certainty to achieving planned function, and the economic development objectives of the City, which are to promote and encourage economic development and competiveness, as established in the Official Plan. Given the changes to the *Planning Act*, per Bill 51, *Planning and Conservation Statute Law Amendment Act*, 2006, which has occurred through Mississauga Official Plan concerning the protection of employment lands and areas, we question the value in furthering this contemplated 'subjective' or 'discretionary' approach.

From a planning hierarchical approach this 'subjective' or 'discretionary' aspect is not generally evident in Provincial and Regional planning policy themes or documents that relate to municipal land use planning. As well, this 'subjective' or 'discretionary' approach is typically not evident in the Official Plans of municipalities surrounding the City of Mississauga.

Furthermore there are numerous planning and development controls in place that govern and regulate permitted uses as set out in the Official Plan, such as;

- Official Plan policy requirements;
- Zoning By-law Regulations;
- Site Plan Control Agreements;
- Building Code and Fire Code Permits;
- Development Permits from Conservation Authorities;
- Environmental Compliance Approvals from the MOE, etc.
- Development Agreements;
- · Among others.

Notwithstanding the foregoing, we support the use of "may be permitted" as it relates to a particular new use, typically not located in Employment Areas and/or Corporate Centres, that may be disruptive to the planned function of traditional Employment Area uses, as set out in Provincial, Regional and City planning policy documents.

Thank-you for the opportunity to provide our submission and we welcome the opportunity to meet with Staff as required to discuss these matters in further detail. Please provide written notification regarding any future public notices, reports, by-laws, and Committee and Council decisions regarding the above captioned item.

Yours truly,

Pound & Stewart Associates Limited

Philip Stewart, MCIP, RPP

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1421ltr.Mississauga.PDC.Jan.10.14

cc. Ms. M. Alikhan, Legislative Coordinator, City of Mississauga

cc. Ms. C. Greer, City Clerk, City of Mississauga

cc. Mr. E. Sajecki, Commissioner of Planning & Building, City of Mississauga

cc. Mr. B. Hill, Manager, Region of Peel.

cc. Mr. L. Longo, Aird & Berlis

cc. Orlando Corporation

Response to Comments Regarding Local Area Reviews

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POLICY/ SECTION	RECOMMENDATIONS TO MISSISSAUGA OFFICIAL PLAN (MOP)
1.1.3.	That Policy 1.1.3, Part 4 - Implementation and Glossary, Local Area Plans, be amended as follows:
	Local Area Plans are also part of Mississauga Official Plan. Local area plans address unique circumstances particular to a specific area and must be read in conjunction with Parts 1 to 4 and the schedules of this document. Local area plans may be made up of all or part of one or more Character Areas.
1.1.4.c.	That Policy 1.1.4.c. be amended as follows:
(second bullet)	A local area review may be undertaken for all or part of one or more of a-Character Areas., Corridor or Major Transit Station Area is typically undertaken by or on behalf of the City and will be incorporated into this Plan by amendment. It may develop a
	vision for the study area as well as address a variety of matters such as land use, transportation, environment or urban design. While a local area review would generally result in an amendment to Character Area policies which may be contained within a
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3.2.2	That Policy 3.2.2 be amended as follows:
	The City may consider establishing a Local Advisory Panel as input to the local area plan review.
5 Drece Growth	
5.3.1.7	That Policy 5.3.1.7 be amended as follows:
	Local area plans <u>Character Area policies</u> will determine <u>establish</u> how the density and population to employment targets will be achieved within the Downtown.
5.3.2.2	That Policy 5.3.2.2 be amended as follows:
	Local area plans <u>reviews</u> will confirm or determine detailed boundaries for Major Nodes.
5.3.2.7	That Policy 5.3.2.7 be amended as follows:
	Local area plans <u>Character Area policies</u> will determine <u>establish</u> how the density and population to employment targets will be achieved within Major Nodes.

POLICY/ SECTION	RECOMMENDATIONS TO MISSISSAUGA OFFICIAL PLAN (MOP)
5.3.3.2	That Policy 5.3.3.2 be amended as follows: Local area plans reviews will confirm or determine detailed boundaries for Community Nodes.
5.3.3.7	That Policy 5.3.3.7 be amended as follows:
	Local area plans <u>Character Area policies</u> will determine <u>establish</u> how the density and population to employment targets will be achieved within Community Nodes.
5.3.4.2	That Policy 5.3.4.2 be amended as follows:
	Local area <u>plans <u>reviews</u> will confirm or determine detailed boundaries for Corporate Centres.</u>
5.3.4.7	That Policy 5.3.4.7 be amended as follows:
	Local area plans <u>Character Area policies</u> will address the mix of business uses and density requirements within each Corporate Centre. These Plans <u>policies</u> may result in the establishment of minimum employment and building densities, building heights, urban design standards or transportation policies, among other matters.
5.3.5.3	That Policy 5.3.5.3 be amended as follows:
	Where higher density uses are proposed, they should be located on-sites <u>on sites</u> identified by a local area plan review , along Corridors or in conjunction with existing apartment sites or commercial centres.
5.4.6	That Policy 5,4,6 be amended as follows:
	Local area plans <u>reviews</u> will review <u>propose</u> land use and design policies for <i>Corridors</i> and <u>delineation</u> may delineate the boundaries of <i>Corridors <u>boundaries</u>.</i>
5.4.10	That Policy 5.4.10 be amended as follows:
	Local area plans <u>reviews</u> will consider the appropriateness of transit supportive uses at the intersection of two <i>Corridors</i> . Local area plans <u>policies</u> may permit additional heights and densities at these locations provided that the development reduces the dependency on cars and supports the policies of this Plan.
5.5.2	That Policy 5.5.2 be amended as follows:
	Local area plans <u>reviews</u> for the Downtown, Major Nodes, Community Nodes and Corporate Centres will determine appropriate locations for intensification within these areas.

POLICY/ SECTION	RECOMMENDATIONS TO MISSISSAUGA OFFICIAL PLAN (MOP)
7. Complete Comm	Z Complete Communities
7.4.1.9	Original proposed amendment to Policy 7.4.1.9 (PDC Report, October 22, 2013):
	Local area <u>plans reviews</u> may suggest ways to protect cultural heritage resources of major significance by prohibiting uses or development that would have a deleterious effect on the cultural heritage resource, and encouraging uses and development that preserve, maintain and enhance the cultural heritage resource.
	That the proposed amendment to Policy 7.4.1.9 be modified as follows:
	Local area plans Character Area policies may suggest ways to protect identify means of protecting cultural heritage resources of major significance by prohibiting uses or development that would have a deleterious effect on the cultural heritage resource, and encouraging uses and development that preserve, maintain and enhance the cultural heritage resource.
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8.2.2.1.b.	Original proposed amendment to Policy 8.2.2.1.b. (PDC Report, October 22, 2013):
(last sentence)	Local area plans <u>reviews</u> may provide further guidance on vehicular access.
	That the last sentence of Policy 8.2.2.1.b. be modified as follows:
	Local area plans <u>Character Area policies</u> may provide further guidance on vehicular access.
8.2.2.5 (first sentence)	Original proposed amendment to Policy 8.2.2.5 (PDC Report, October 22, 2013): Additional roads may be identified during the review of development applications and the preparation of through local area
	plans reviews.
-	That the first sentence of Policy 8.2.2.5 be modified as follows:
,	Additional roads may be identified during the review of development applications and the preparation of through the local area plans review process.
10. Fosteria Stron	102 Foster a Stiona Economy
10.2.4	Original proposed amendment to Policy 10.2.4 (PDC Report, October 22, 2013):
	Within Intensification Areas, ground floor retail uses are encouraged within office buildings. Local Area Plans area reviews may determine where ground floor retail uses will be required.

POLICY/ SECTION	RECOMMENDATIONS TO MISSISSAUGA OFFICIAL PLAN (MOP)
	That Policy 10.2.4 be modified as follows:
	Within Intensification Areas, ground floor retail uses are encouraged within office buildings. Lecal Area Plans Character Area Dolicies may determine identify where ground floor retail uses will be required.
10.4.2	That Policy 10.4.2 be amended as follows:
	Retail uses will be permitted within Corporate Centres, where they support employment uses and employees. Character Area policies or local area plans will identify appropriate locations and types of uses.
10.4.3	That Policy 10.4.3 be amended as follows:
	Retail uses may be permitted within Neighbourhoods to provide retail uses convenient to the local residents. Character Area policies or local area-plans will identify appropriate locations and types of uses.
10.4.5	That Policy 10.4.5 be amended as follows:
	Retail uses outside the Downtown, Major Nodes and Community Nodes will be directed to Corridors and Major Transit Station Areas or in locations as identified in Character Area policies or local area plans.
10.4.8	That Policy 10.4.8 be amended as follows:
	Local area plans <u>reviews</u> or planning studies will consider alternative land uses for lands designated for retail uses within Employment Areas.
17. Employment A	Aleas
17.1.1	Original proposed amendment to Policy 17.1.1 (PDC Report, October 22, 2013):
(second sentence)	Local area plans <u>reviews</u> or planning studies may establish maximum height requirements.
	That the second sentence of Policy 17.1.1.1 be modified as follows:
	Local area plans Character Area policies or planning studies may establish maximum height requirements.