

MISSISSAUGA CITY CENTRE

THE PLANNING AND DEVELOPMENT  
OF  
THE MISSISSAUGA CITY CENTRE

By  
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## ABSTRACT

The Mississauga City Centre is a suburban downtown west of Metropolitan Toronto that is being actively planned to become an urban centre within the City of Mississauga. The City Centre is in competition with other suburban centres surrounding Toronto and the City of Toronto itself. In order to compete, Mississauga must promote itself as an ideal investment opportunity. Although it currently displays many of the qualities of suburban areas such as a dispersed, automobile-oriented pattern of development, plans for the Mississauga City Centre show it as becoming a dense, mixed-use urban core that is capable of supporting its own public transit system and is conducive to pedestrian activity.

Insight on the planning and development process is important as attempts are made to create environments that are functional and pleasing and which do not exhibit any of the negative qualities associated with old city centres (ie. congestion). Further, as competition between centres increases, it is important that these new centres offer amenities and infrastructure that will make them marketable.

This thesis examines and evaluates the issues that have been raised during the planning and development of the Mississauga City Centre. These include the challenge of

creating a mixed-use urban centre in a typically suburban environment, the role of the community in the planning process, the inclusion of affordable housing and the location of various land uses within the City Centre. The ideas on which the plans for the future of the City Centre have been based are also explored. Possibilities for future research include conducting comparative studies with other suburban downtowns and researching the success or failure of the City Centre Secondary Plan based on how precisely development that occurs meets with the current goals and objectives of the Plan.

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## **CHAPTER 1**

### **INTRODUCTION**

#### **1.1 STUDY SITE**

The City of Mississauga is located west of Metropolitan Toronto. It originally developed as a bedroom community for Toronto, but it is now being actively planned to leave behind its suburban image and become a city in its own right. A city which focuses on its own downtown core. It is this core, the Mississauga City Centre, that is the area of study for this thesis.

#### **1.2 THE RESEARCH QUESTION**

This thesis explores how the goal of creating an urban centre in a typically suburban area may be achieved. It considers not only who has a role in the planning and development process, but also what is intended for the future. In the Mississauga City Centre there is still much development to take place. The relationship that exists between planners and developers will be explored since this affects how and when development occurs.

The possibility for local residents to participate in the planning and development process is another area that is examined. After all, it is the local community that will benefit or suffer as a result of decisions made by those



directly involved in the planning process. In the case of the Mississauga City Centre, the Ward Councillor has been responsible for informing the area residents about planned developments so that they have the opportunity to voice their opinions about any future developments if they so choose.

The nature of the design of the physical landscape is also examined. The impact of documents used to control and guide development is assessed and evaluated. In the Mississauga City Centre, the City Centre Secondary Plan sets out the land uses and densities that are allowed and streetscape guidelines provide design criteria within which developers must plan their developments. Further, developers must provide plans for the whole of a development parcel even if they are only intending to develop a portion of it in the immediate future.

The Mississauga City Centre is being planned as a mixed-use environment that includes housing, employment opportunities, cultural and recreational amenities and retail facilities. Through the provision of these amenities and the use of design guidelines, it is intended that an environment conducive to pedestrian activity will be created. Distinctive architecture is also encouraged in order to produce an interesting and visually stimulating environment.

How plans for future development maintain the marketability of the City Centre will also be considered. The reasons for creating an environment that offers many amenities

as well as an atmosphere conducive to pedestrian movement include the desire to make the area attractive to potential investors. In the Mississauga City Centre, much development needs to take place to create the intended environment which is at once functional and a pleasing place to be.

### **1.3 CHAPTER OUTLINE**

In the following chapter a variety of literature that relates to this thesis is reviewed. The history of the development of suburbs and suburban downtowns is discussed so that the context within which suburbs evolved is established. Literature is also examined that relates to the planning process in general as well as the current trends in urban planning. This brings to light many of the challenges that cities, planners and developers face and how they cope with them.

In Chapter 3 the value of using the Community Planning and Development Meeting Minutes and personal interviews as research methods are outlined and evaluated. Chapter 4 examines the planning ideas affecting the Mississauga City Centre and what issues have been the cause of discussion or debate during the planning and development process. In Chapter 5, examples will be used to illustrate how the ideas and issues discussed in Chapter 4 have directly affected the development of the City Centre such as how design standards influence proposed developments and how pedestrianisation is to be encouraged. Finally, in Chapter 6 the conclusions that

can be drawn from this thesis will be summarized and prospects for future research will be recommended.

## CHAPTER 2

### SUBURBAN DOWNTOWNS: LITERATURE REVIEW

#### 2.1 INTRODUCTION

The purpose of this chapter is to examine literature relevant to the development of suburban downtowns. Although much of the literature reviewed does not deal specifically with suburban downtowns, it is important because it concerns urban development in general as well as trends in planning and urban design. This chapter includes an examination of the forces affecting suburban downtown development over time. The challenges currently facing suburban downtowns are discussed as are the factors influencing their physical landscape.

As suburban downtowns continue to develop they are faced with many challenges. Examples of past developments are a useful tool for determining which types of developments are desirable and which are not. Creating an environment that is at once aesthetically pleasing and functional is not an easy task. The desires to keep suburban areas accessible and to produce space conducive to public interaction seem to be contradictory objectives as the typically dispersed pattern of settlement of suburban areas does not provide the human scale required to encourage pedestrian movement.

Nevertheless, suburban downtowns are evolving and are

increasingly able to compete with old city centres. As this occurs, it becomes exceedingly important for planners and developers to take an active role in the development of these areas as well as in their marketing and promotion. Current trends seem to imply a return to human and not automobile oriented patterns of development. The attainment of this goal relies partly on a general shift away from modern architecture and towards post-modern architecture.

## **2.2 PHYSICAL DESIGN OF SUBURBAN DOWNTOWNS ORIGINS**

When considering, in general, the shape suburbs have taken, the greatest influence is Ebenezer Howard's Garden City. The Garden City concept included both the physical design of the proposed community as well as a social agenda. The idea was to create an environment that would combine the positive aspects of urban and rural areas. The intent was to build autonomous communities within the countryside that would be of a predetermined size and that would avoid the congestion and other ills associated with the industrial city. The layout for these cities would include wide, tree-lined boulevards leading to a central park of several acres and to public buildings. Surrounding the park would be a glass arcade or 'crystal palace' containing shops. Residential streets would be lined with trees and the houses would have varying setbacks. It was intended that land uses be segregated. The social agenda included the incorporation of communal gardens and kitchens and public facilities owned by the community.

Emphasis was placed on planning the town as a whole and on incorporating elements of unity, symmetry and completeness (Relph, 1987: 56 - 57; see also Hodge, 1986: 56 - 57).

Also an important influence on the planning and development of communities today is the City Beautiful Movement. This movement advocated wide, tree-lined avenues that focused on civic facilities, City Halls, government buildings, theatres, libraries, and museums. These buildings would reflect their status in their built forms in classical revival styles (Relph, 1987: 53; see also Hodge, 1986: 58 - 59).

Elements of the Garden City and City Beautiful concepts can be found in some Canadian residential communities such as Shaughnessy Heights in Vancouver and Forest Hill in Toronto. These communities, known as garden suburbs, were located outside of the built-up urban area. They were characteristic of curving streets and generous design features, and they served as an example for many later developments of resource towns and metropolitan suburbs (Hodge, 1986: 62 - 63).

There were also efforts made in Canadian suburbs to build entirely new communities. One example is Don Mills outside Toronto. It was made up of several residential neighbourhoods, district retail facilities and space for industry to develop. The community was surrounded by a greenbelt that was to distinguish it from the growing

metropolis around it (Hodge, 1986: 69).

Planners and developers continue in their attempt to produce environments that are at once functional and aesthetically pleasing. They do this by drawing on past developments and making use of comprehensive planning techniques that specify how quality city form can be achieved.

The social agenda that Howard included in his plan for Garden Cities, while attempted in a few isolated instances, has never been widely accepted or practised (Relph, 1987: 57). In fact, development still takes place that favours private investment and private ownership and seeks to avoid public or socially oriented developments. This is especially true when considering residential developments. Also, there is a growing emphasis on mixed-use environments.

In the case of the planning and development of the Mississauga City Centre, Milton Keynes, a British New Town, was influential. In 1974 a plan for the Mississauga City Centre was commissioned from the British firm Llewelyn-Davies, Weeks who were also planners for the new town of Milton Keynes:

The original planners, in accordance with the fashion of the time, concentrated their thoughts on unimpeded vehicular mobility at one extreme and segregated pedestrian routes at the other, and forgot the familiar multipurpose 'estate road', with footways alongside as in any old-fashioned American suburb, is really the safest for all concerned provided cars are physically constrained from going too fast. If this intermediate network had been seen as a totality and sensibly interwoven with the

kilometre-square highways, the whole town would have been more intelligible to the visitor and easier to live in (Esher, 1981: 263).

The result for the Mississauga City Centre was a plan that comprised a grid of roadways serving low-density developments with a second grid of elevated, mid-block pedestrian routes. The plan also called for new public buildings and open space as well as more commercial and housing developments. While the road pattern still exists today one major change has been implemented which replaced the above grade pedestrian system with a street level pedestrian system (Sliwka and Lefebvre, 1989: 107).

One of the major differences between Milton Keynes and Mississauga City Centre is that Milton Keynes was to provide a setting for learning, development of the imagination and an interchange of information with an emphasis on educating young people (Esher, 1981: 253). The Mississauga City Centre has no such agenda. (While cultural services are available, no major educational facilities currently exist and the emphasis is on commercial development.)

### **2.3 SUBURBAN DOWNTOWNS DEFINED**

The term suburban downtown, while perhaps less glamorous than some of the other terms used to refer to these developments, is perhaps the most accurate since it implies both their location - in the suburbs - and their function as centres of activity - downtowns (Baerwald, 1989: 45). Other terms used to describe suburban downtowns are Edge Cities,



Urbs, Semi-Cities and Urban Villages. The difficulty in defining these areas is not only due to different titles they have been given but also to the fact that they are different in form and function. Since no universal definition has been established most researchers are left to formulate a definition for themselves.

Garreau, for example, believes that edge cities should be compared with old downtowns, not only in terms of population density, but also in terms of land uses. Given this, he defines edge cities as having five million square feet or more of leasable office space, 600,000 square feet or more of leasable retail space, and more jobs than bedrooms. He also states that edge cities should be perceived by the population as being one place - a place of mixed-uses where all amenities are available, and that it was not anything like a "city" as recently as thirty years ago (Garreau, 1991: 6 - 7).

Hartshorn and Muller use similar criteria to define suburban downtowns. Suburban downtowns should have at least one regional shopping centre of more than one million square feet of selling space, three or more high-rise office buildings housing at least one Fortune-1000 firm headquarters, an office complex of at least five million square feet, at least two major hotels of more than 400 rooms each and an employment level in excess of 50,000 persons (Hartshorn and Muller, 1989: 376).

When referring to suburban downtowns, Baerwald acknowledges that the number of names given to these areas results largely because they differ from place to place in land use and form. For his study, suburban downtowns included the largest suburban office concentrations and the major retail centres with the largest trade volumes in each of the metropoli considered. While the suburban downtowns examined met loosely defined density and activity criteria, they varied considerably in their overall range of land uses (Baerwald, 1989: 46).

Urbs are defined simply as suburban areas that have become urban places in their own right. "Urbs will relate to and be affected by a national and sometimes international network of urban places" (Birch, 1975: 26). These areas have complete economic bases and include functions previously only available in central cities (Birch, 1975: 26).

Semi-Cities have been described as having many differences but also many commonalities:

Some of the development consists of clumps of towers; some of low-rise buildings in parks; some of high-rise corridors. But most have several denominators. They are adjacent to or near a highway interchange; there is a shopping mall in the complex or nearby; transportation is by car, not only to and from but within; there are acres of parking, both at-grade and multilevel; there is a hotel with an atrium, a health club, and a conference facility;...there is meticulous landscaping; connections to airports are provided...(Whyte, 1988: 299).

The term urban villages is used by Leinberger and

Lockwood to mean:

business, retail, housing, and entertainment focal points amid a low-density cityscape. Each urban village has its core - a kind of new downtown- where the buildings are tallest, the day-time population largest, and the traffic congestion most severe. And each urban village has its outlying districts, which may stretch as far as ten miles from the core (Leinberger and Lockwood, 1986: 43).

While there may be a number of titles given to suburban downtowns and while many of them differ in function or physical shape, certain common traits distinguish them from older city centres and from the suburban development that surrounds them. Even though they are referred to by many different names, the definitions above illustrate that the same type of developments are being referred to. One term to describe these developments may never be agreed upon, but regardless of their title the typically urban development that is occurring in the suburbs is becoming more and more pronounced.

#### **2.4 DEVELOPMENT OF SUBURBAN DOWNTOWNS**

Suburban downtowns are a new phenomenon that exist as an extension of the development of suburban areas. From the definitions we can deduce that they are areas of concentration that have developed in the suburbs and cater to the needs of the resident population in terms of amenities provided and of employment opportunities. These new downtowns, as they evolve, are increasingly able to compete with older city centres in office space, retail activities and cultural and

social amenities.

Hartshorn and Muller characterize the economic and spatial development of American suburbs in terms of four stages of growth: bedroom community (pre-1960), independence (1960 - 1970), catalytic growth (1970 - 1980) and high-rise/high-technology (1980 - present) (Hartshorn and Muller, 1989: 379).

The first stage refers to the development of residential communities in the suburbs. The role of the suburbs during this stage of development was to provide homes for the employees of the Central Business District and their families. Highway construction increased as the population of bedroom communities increased and commercial activity in these areas consisted of low-order convenience goods and community shopping centres (Hartshorn and Muller, 1989: 378 - 379).

In the second stage of development, the success of regional shopping centres meant that it was not necessary to shop in the CBD, and companies began taking advantage of the lower costs associated with locating in the suburbs near highways and freeways. As a result, industrial and office parks increasingly located in these areas. The suburbs soon became home to 'back offices' and small sales offices where functions emphasized paper-processing or clerical intensive tasks. Soon, regional sales offices became attracted to the suburbs because of their easy expressway accessibility and lower rental rates. Employees also benefited from privacy

derived from the lower-density work environment (Hartshorn and Muller, 1989: 378 - 379).

Stage three of the evolutionary process occurred during the 1970s. During this period the suburbs pulled ahead of the central cities in total employment, high-income housing communities expanded, and the tendency for more specialized office functions to migrate to emerging suburban business centres with expressway exposure also grew. The most prominent of these centres included regional and national headquarters, and retail, hotel and cultural facilities. They were increasingly able to compete with old central business districts for specialized functions previously only found in older downtowns (Hartshorn and Muller, 1989: 381, 383).

During the third stage of the development, five major types of suburban downtown development are distinguishable and they can be described as follows:

1. freeway corridors - linear belts of high-rise office structures and hotels, retail strip corridors, or research and development/high technology corridors.
2. rings of office buildings encircling large shopping centres
3. large-scale, mixed-use centres that provide retail, office and hotel facilities, usually within an integrated "new town centre" complex
4. old town centre - new growth is grafted onto a pre-existing suburban town and

creates a new role for the local area economy

5. suburban specialty centre - developed around a specialized land-use mode (ie. airport, medical centre, sports complex, university) (Hartshorn and Muller, 1989: 381).

These groupings remain distinguishable in current suburban downtowns forms. It is important to recognize that all suburban downtowns may not fit neatly into one category and that as a suburban downtown develops it may take on characteristics of different groupings. While it can be argued that the Mississauga City Centre at the current time largely reflects the second type, its current plan emphasizes the third:

Typically, this [third] type of development is master-planned under the aegis of a single developer and attempts not only to integrate various land uses but also to offer design solutions simultaneously meeting the needs of the automobile and the pedestrian user (Hartshorn and Muller, 1989: 381).

Mississauga was originally the vision of one major landowner who constructed Square One Shopping Centre in the centre of what is now the Mississauga City Centre. Even though there are a greater number of landowners within the City Centre today, the vision still remains and the Plan for the area reflects the desire to create a mixed-use environment accessible by private and public transportation.

High rise and high technology characterize stage four of the development of suburban downtowns. New design

techniques and ideas are evident as post-modern architecture becomes increasingly used. More colour is added, decked parking structures are used and office lessees demand greater blocks of space. Also, housing densities increase in suburban centres during this stage of development. High-technology industries may locate in lavish, one and two storey facilities in the suburbs and make use of the amenities offered in suburban centres (Hartshorn and Muller, 1989: 383 - 385, see also Stanback Jr. 1991: 60 - 61). Plans for the Mississauga City Centre call for the use of decked parking structures and increased housing densities as occur in this fourth stage of development. Also, the design of new developments in the Mississauga City Centre is typically post-modern. These elements will be discussed further in chapters 4 and 5.

## **2.5 WHY SUBURBAN DOWNTOWNS HAVE DEVELOPED**

There are many reasons for the development of suburban downtowns. The shift to a service and knowledge based economy means that there is a requirement for more office space than can be accommodated in older CBDs. Also, people are willing to live near offices as opposed to factories of the industrial era. The change in transportation patterns from rail to trucks is another reason for the growth of suburban downtowns since major roadways allow for increased accessibility to the area. Communication technology advances have also played a role in the development of suburban downtowns. Long distance rates have decreased and mail can be delivered overnight or

faxed. Communication can also occur via computer modems. One of the most important factors in the development of suburban downtowns is that it is less expensive to locate there than in older downtown cores. Rents are lower and land is less expensive as is parking (Leinberger and Lockwood, 1986: 45).

Even though suburban locations may offer many advantages above those of older downtown cores, higher density development is still favourable because of the amenities and services that can be supported.

Most Americans like cities and the concentration of services that they provide. A critical mass of employment and housing is necessary to support desirable everyday services such as a good selection of shops, restaurants and hotels (Leinberger and Lockwood, 1986: 45).

One example of how increased density and suburban features can be combined is seen in the suburbs surrounding Atlanta. Perimeter Centre and Cumberland/Galleria are two areas outside of Atlanta that are now the location of many corporate headquarters and business services. These two areas are characteristic of dispersed high-rise buildings surrounded by landscaped open space and parking lots. The automobile has been given such priority that sidewalks have been left out and the large number of workers and their automobiles that enter and exit these suburban centres each day have had an impact on the once tranquil residential neighbourhoods close by (Leinberger and Lockwood, 1986: 46).

The shape of suburban areas are changing as we witness



a change in the overall geographic structure of the metropolis:

This transformation is embodied in the shift from the tightly focused single-core urban region of the past to the widely dispersed multicentred metropolis of the 1980's. Most prominent are the new multipurpose centres or suburban downtowns that have emerged in the outer metropolitan ring since 1970. These major concentrations of retailing, office-based businesses, light industry, entertainment and other activities formerly found in the central city downtown, increasingly rival the CBD today... (Muller, 1989: 40).

Suburban landscapes are being transformed. This is reflected in the creation of a new physical environment the success of which can be attributed to the factors that have encouraged their development and witnessed in the intensity of their use:

The real centres of urban life have moved to what were once fashionable suburbs. What had been small suburban downtowns are now office centres; the regional shopping malls often have more and better stores than downtown, restaurants and theatres have sprung up along shopping strips that used to offer only filling stations and supermarkets. Corporate offices nestle in old estates or are grouped in office parks (Barnett, 1986: 187).

Serving as primary activity nodes for urban living in the suburbs, these burgeoning complexes have given the outer suburban city an identity and character heretofore lacking in what was a relatively formless landscape. Thus, in place of the sprawl and dependency associated with the postwar automobile suburb, we now find independence, specialization, and high-order economic and cultural institutions commensurate with the sophisticated lifestyles that now characterize the outer city (Hartshorn and Muller, 1989: 393).

## 2.6 CHALLENGES FACING SUBURBAN DOWNTOWNS

Although there are many advantages for suburban downtown locations, they do face some challenges in their development. Difficulties arise as an attempt is made to turn a dispersed, automobile-oriented area into a community where public interaction is facilitated and encouraged. In order for the new downtown to work effectively, it is important to produce a landscape that is characteristic of mixed land uses with various amenities within walking distance of one another.

The greatest challenge in realizing this new potential is finding appropriate ways to fundamentally alter physical environments characterized by high-speed, multi-lane arterial roadways with infrequent crossings, large open parking lots and low buildings dispersed in the landscape. These elements are mutually consistent parts of an auto-oriented pattern that is resistant to change...The transition to an urban form is not automatic. It will require a consensus on the part of politicians at various levels of government, the market and local residents ...there is a change from highly dispersed objects in open spaces (mostly parking lots) to buildings that give form and shape to open space that fill in the voids, albeit in isolated pockets within the overall suburban pattern (Greenberg and Maguire, 1989: 194).

To create this environment, it is believed that middle-scale densities should be used to configure public spaces and that there should be less surface parking and more below grade and structured parking as well as an increased focus on transit (Greenberg and Maguire, 1989: 194). Though this may not be cost efficient during the development stages of the suburban downtown, it is considered preferable in

anticipation of future increased land costs that will make both decked parking structures and improved transit economically feasible.

Problems associated with transit are related to the fact that residences and workplaces in the suburb areas tend to be dispersed. This means that enough traffic to warrant public transit may not be generated along one route. Often, when public transit does exist, it provides inadequate service and is not economically feasible (Stanback Jr., 1991: 111; Leinberger and Lockwood, 1986: 50).

...the availability to most workers of a personal car as a means of getting to work reduces the general demand for alternative transport. On the other hand, the dispersion of both housing and work places further reduces the possibility of generating any considerable volume of traffic along any given route. The result has been that public transportation systems provide inadequate service - frequently offering no connection at all between home and workplace - and tend to operate at uneconomically low levels of traffic...(Stanback Jr., 1991: 111)

Another problem associated with the separation and dispersal of the functions of the suburban areas is that social spaces are constrained. One way that this can be alleviated is to encourage street life through the use of public transit and an increase in the density and mix of uses. There is also a need to include more streets, smaller blocks and public edges.

In the municipalities surrounding Toronto...a strong pattern of new city centre building is evident...they involve a significant broadening of the land-use base in suburbia

and a greater degree of self-sufficiency ...there appears to be an attempt to create diversity, intensity, transit access or pedestrian environment and cultural amenity in a concentrated urban form that is increasingly city-like...

There are...a number of examples of suburban "city centres" or "downtowns" that aspire to an urbanity that may now exist in nascent form. The decisions and policies that are now being formulated and applied are particularly important as they will shape the next significant stage of growth in the suburbs (Greenberg and Maguire, 1989: 200).

This is occurring in Bellevue, Washington a suburb of Seattle. In an attempt to change Bellevue from a typical automobile-oriented suburb consisting of dispersed office towers in parking lots to an urban centre, aesthetics became an important issue as did the role of the pedestrian. Developers may receive bonuses by providing particular amenities or public spaces. Also, a central pedestrian corridor bisects the CBD and a large central park is being created. Less parking is being mandated in order to encourage car pools and transit use. Urban design guidelines favour a strong and attractive street wall, with frontages out to the building line, and street level retailing has been mandated. Blank walls are not permitted and residential building is encouraged. Large scale complexes that are to be constructed in phases are planned all at once so that homogeneity of design is ensured and the design will be beyond change. The planning process does not seek to avoid urbanity, instead urban qualities are favoured (Whyte, 1988: 307 - 309).

The attempt to create a perfect downtown, free from

all that is socially undesirable can result in the neglect of various socio-economic groups. Many developing suburban downtowns are planned to cater only to the upper and middle classes:

One thing is certain about the new configuration and the public policies that support them. There is no focus on housing, on the poor, or on the young (Wood, 1989: 227).

Plans for these areas focus on high technology and service related industries and they resist housing for low and middle income groups. They also increase the intensity of traffic gridlocks and are responsible for increased pressure on the natural environment (Wood, 1989: 226).

There is, however, some evidence to show that positive changes are taking place.

Affluent families do not want low-income housing in their one-acre-lot neighbourhoods. Nor do they need to allow it. Our urban villages now encompass areas the size of many pre-Second World War cities. They have more than enough land for all kinds of housing - and socio-economic groups - if zoning boards permit affordable housing...

Of course, upper-middle-class suburbanites fight almost any kind of high density housing. But attached housing complexes don't have to be built in affluent neighbourhoods. They have been successful near commercial districts, where they create a buffer between single-family-home neighbourhoods and an office-and-retail district. Another logical place for apartments is next to an urban village's commercial core (Leinberger and Lockwood, 1986: 49).

This more optimistic view recognizes the possibility of including housing for all socio-economic classes in close

proximity to suburban downtowns. This means that more people will be able to live close to their place of employment and take of advantage of the amenities offered (Leinberger and Lockwood, 1986: 50).

Characteristics considered to be desirable in order to create a 'good city' have been summarized by Linden. The ideal urban environment would be one that contains a variety of activities and experiences, including living, working, shopping and playing facilities which gain from being linked together. These areas should provide access to different activities, resources, information and places for all sectors of the population. Also, they should provide protection and security together with shelter and comfort. The 'good city' should offer the opportunity for people to personalize their surroundings as well as clarity of perception and stimulation to its users (Linden, 1988: 25).

It has also been suggested that some 'green spaces' be provided in urban areas to contrast with "the aggressive dominance of people over nature" that typifies cities (Nohl, 1985: 39). One argument recommends that this open space not be planned in every aspect:

If users of open spaces are to develop esthetic images, their activities should not be prescribed or predetermined. Instead, activities should be independent, creative, educational, and cooperative and should involve the environment...  
...They require an incomplete landscape, that is, an open space that has not been designed in every detail and that is not perfectly maintained (Nohl, 1985: 39)

Further, one of the characteristics considered desirable for a city that was referred to above states that it should have:

the opportunity for people to personalize their own surroundings. An environment should provide private spaces offering the opportunity for personal expression and public spaces robust enough to accommodate changes by their users (Linden, 1988: 25).

This having been said, planners and developers need to recognize that flexibility and spontaneity by the users should be preserved. At a time when planning appears to be crucial to the urban fabric being created in suburban downtowns, it is also important for planners and developers to recognize that within the planning framework, it is possible to incorporate areas that are less planned where the user can determine how the space will be used. A public park for example does not need to be planned down to the last detail.

## **2.7 THE INFLUENCE OF POST-MODERNISM ON URBAN DESIGN**

It is difficult to say that the physical shape of suburban downtowns is the result of one or even a few planning ideas. It is perhaps more accurate to say that it draws on many planning ideas and many architectural periods (See earlier discussion on the Garden City and City Beautiful movements).

...modern architecture includes such a diversity of building types and construction methods and western society permits such latitude of individual expression that it is unlikely that a single new architectural style will emerge comparable to the uniform architectural expression observable in preindustrial societies, with strong social hierarchies, and little knowledge of how



things were done in other places (Barnett, 1986: 192 - 193).

Post-modernism is important because it is a dominant form of urban design today as planners and developers attempt to create places that are aesthetically pleasing and recognize vernacular traditions, local histories and particular wants, needs and desires of the users. Post-modernism can be generally defined as:

a break with the modernist idea that planning and development should focus on large-scale, metropolitan-wide, technologically rational and efficient urban plans, backed by absolutely no-frills architecture... (Harvey, 1989: 66).

Post-modernism is a vague term which embraces an extreme heterogeneity of interpretations: A post-modern building is double coded - part modern and part something else - vernacular revivalist, local, commercial, metaphorical or contextual. Even though many post-modern buildings may not be situated close to historically significant buildings, they often contain elements of these past architectural periods (Freeman, 1988: 142).

The influence of post-modernism can be seen in most cities today be it in architectural design or in the physical landscape of the area. Evidence of post-modern architecture may be most prevalent in suburban downtowns where much new development is taking place. Hartshorn and Muller state that an increase in the use of post-modern architecture and colour are characteristics of suburban downtowns in Stage four of



their development. The Post-Modern Movement, it should be noted, does not deal exclusively with the shape or appearance of the built form. Instead, a political and economic agenda for change is included:

The indications are that post-modernism is not just an architectural style, but an attitude which has infused almost every aspect of urban landscape making (Relph, 1987: 213).

The early 1980s saw the widespread acceptance of Jane Jacobs' critique of Modern planning and the great sense of her primary message: mixed uses, mixed ages of building, mixed social groups. Mixture and pluralism - two central tenets of Post-Modernism in all fields - replaced functional zoning and the **tabula rasa** approach to the city (Jencks, 1991: 177).

Post-modernism may thus result in unique urban environments reflecting the range of current and historical needs of the community. The problem is that urban design is usually market-oriented and the needs of minorities and the underprivileged are often over-looked (Harvey, 1989: 66, 76 - 77).

The degree to which urban areas have been affected by the post-modern Movement is most evident in architectural design which is visible on the landscape. Adherence to the social agenda and to the underlying meaning of post-modernism are less obvious:

Conceived as a wide language which cuts across high and low taste cultures with a double coding that still holds the integrity of each voice, it can result in a crude compromise...Post-Modernists may be constantly tempted to simplify their message,

edit out is irony and double coding, and appeal to the largest group with the falsely consoling idea of an integrated culture.

This over simplification betrays the basic goal of the movement, which is to enhance pluralism and cultural difference. Totalisation, ... was often the goal of traditional culture and Modernism (Jencks, 1991: 165).

While unique and diverse landscapes may still be produced, post-modern architectural style has been simplified and adopted by the private sector as its commercialization continues (Jencks, 1991: 163 - 165). It may be argued that in an attempt to create a diversified landscape, post-modern architecture actually acts to produce an environment of 'contrived depthlessness' where elements of styles reflecting different places and eras of development are lumped together and have no deeper meaning (Harvey, 1989: 88). The environment produced may still be aesthetically pleasing but has become commodified as producers continue in their quest to create unique structures that are marketable.

## **2.8 THE ROLES OF PLANNERS AND DEVELOPERS IN THE CITY DEVELOPMENT PROCESS**

Throughout the twentieth century the role of planning has become more and more significant as an attempt is made to control how urban areas get built. While the planning process is important, so too is the role of developers for ultimately they decide when development will take place and in what form. It is not uncommon for planners and developers to have an adversarial relationship as planners attempt to establish boundaries and rules for development, and as developers seek

more and more freedom.

Currently, there is a trend towards cooperation between planners and developers. While it may be argued that a partnership between the two parties will result in the most desirable urban landscapes, there are some sceptics:

... 'partnership' has become the word to be found on every politician's lips, from the left and right alike. To date, this has been little more than a marriage of convenience between the State and the market, born out of desperation rather than belief (Thompson, 1991: 37).

This opinion arises from the belief that both groups are considering only their best interests and that developers are only seeking to profit financially from any project. There is a contrasting opinion that seeks to refute this idea:

Building cities and regions, however, has rewards far above those associated with making a quick buck in the pork bellies market. There is a lasting satisfaction with good developments, which, coupled with reasonable returns, is sufficient for interest (Catanese, 1984: 157).

So, while developers are seeking a return on their investment they are also interested in producing quality developments. These developments will be praised for the attention given to superior design and will enhance the image of the development corporation involved. The challenge, for the developer, lies in working within the framework established by the planners. The question is then raised as to what function each group will play. Generally, the role of the planning department should be to establish a framework within which development

can take place. The developers must then work within these guidelines to plan their particular projects:

...the private sector must accept its role as the implementor of public planning...this requires the private developer to be an active participant in the planning process. It also requires that private developers improve upon the planning that they do for sites and projects. With this kind of planning betterment, the private role is well defined and compelling (Catanese, 1984: 157).

How rigid or well defined can or should this framework be? Adversarial relationships between planners and developers often arise when the planners exert what the developers feel is too much control over the development process. Such was the case in San Francisco when the Official Plan in 1983 went so far as to specify the type of design that buildings in new developments should take. Critics of the plan argued that the government was attempting to legislate architectural tastes. Advocates, on the other hand, felt that the plan reflected current preferences in design tastes and that incorporating these into the plan showed that the planners were responding to public concerns and showing developers how serious they were about improving the appearance of the city (Catanese, 1984: 190 - 191).

Certainly, there will be some problems associated with establishing the precise role of the planners and the developers in the development process. In order to avoid this, a sense of trust must be established and they must recognize each other's goals. While the planners seek to

produce a specific type of environment, they must do this without repelling developers and they must come to the realization that:

...it is primarily developers who determine what actually gets built, when it gets built, and what it looks like...It is developers, working within existing political and economic institutions, who plan America - at least its built environment (Peiser, 1990: 496).

Governments have been known to offer incentives in order to attract investment, but as we see an increasing interest in producing landscapes which are more than a collection of functional, money-making buildings it becomes increasingly more important to include developers in the planning process so that the desired landscape can be achieved.

...developers and planners serve the public interest more effectively working together than in conflict...they both can accomplish their goals more quickly (Peiser, 1990: 501).

An example of positive action of a business community occurred in downtown Calgary. In this case the business community worked together to ensure that Downtown Calgary would remain a vital, attractive and safe community. They did this by initiating projects that would promote or enhance the downtown area. The business community also worked with all levels of government to ensure wise and effective policies regarding the downtown were formulated (Lyons and Bundgaard, 1991: 11).

Although the concern of the business community may

have primarily been to promote Downtown Calgary so as to ensure continued investment, the means used had a positive effect on the downtown as a whole. Workers and residents were pleased with the environment and could make use of the new amenities offered:

The programs initiated by the Calgary Downtown Business Revitalization Zone in its short history, e.g., active participation in urban planning, public safety, and marketing processes, demonstrate the progressive role that the business community can play in creating livable downtown environments. When these efforts are combined with public sector initiatives, significant results can be achieved (Lyons and Bundgaard, 1991: 16).

While making a profit may be the major concern of developers, they are aware that this can be achieved by ensuring that the standards of quality for the urban environment as a whole are high. In so doing, their project remains profitable and a positive image of the company is maintained.

One further aspect of the planning process to be discussed is community involvement. The role of the local residents is becoming more and more pronounced as it is recognized that the best way to meet their needs is to allow them to participate in the development process. Still, as in the examples above, most attention is placed on the roles of the private and public sector.

The last ten years have witnessed the wildest excesses of the market-led approach, with self-interest elevated to a philosophy, and with profit, not value, as the goal. The pendulum's previous extreme position, to the far left of the spectrum, witnessed the worst excesses of the paternalistic, centralist

approach, in which attempts to do things better on behalf of others so often came to grief because the 'others' were left out of the process.

...I believe we must now create the presumption, through legislative change, for development to be locally led, based on true and meaningful partnerships between the State, the market and the community (Thompson, 1991: 37).

This type of community involvement would be difficult to implement since it would not be easy to include a large number of people in the planning process:

Government and business have not shown an inclination since the 1960s to undertake such commitments. This has meant that government has shown less willingness to make such participation mandatory, and business and community leaders have shown less willingness to donate their time and services. It is quite clear that citizen participation in the planning process will have to be less expensive, more timely, and less demanding upon its supporters. Even that will be less meaningful without a political environment of acceptance (Catanese, 1984: 129).

Community interest groups are also able to affect planning policy. They have, however, often been criticized since they are usually concerned only with 'protecting' a particular community or neighbourhood within the city and not the city as a whole. This means that even if planning is based on rational and equitable thinking that will benefit the city as a whole, community interest groups often gain what they desire and the city loses out (Catanese, 1984: 128; Peiser, 1990: 499).

## 2.9 CITY MARKETING

City marketing is becoming increasingly important as more and more suburban downtowns compete for investment:

Many local governments in their desire to expand their tax bases, generate employment and welcome "progress" try to entice developers with liberal zoning, temporary tax abatements, and improvements to such things as roads and sewers at little or no cost (Leinberger and Lockwood, 1986: 51).

Aside from these ways of attracting investment some cities are looking to city marketing as a way of promotion to potential investors. The term 'city marketing' refers to:

a process whereby urban activities are as closely as possible related to the demand of targeted customers so as to maximize the efficient social and economic functioning of the area concerned in accordance with whatever goals have been established (Ashworth and Voogd, 1988: 68).

This may be an effective way to attract development, but problems could arise if the campaign is designed to cater only to new investors while ignoring the needs of existing development. For example, even though a particular city may be interested in attracting commercial capital investment, the housing, recreation and other services markets that exist within the city should not be neglected as they will enhance the overall appearance of the city (Ashworth and Voogd, 1988: 66).

For emerging suburban downtowns the type of city marketing that would likely be used would be targeted at new services where the local governments and developers attempt to



attract further investment. City Marketing has encouraged planning to become more demand oriented. That is to say that the effect of changes to the urban structure are considered in terms of how they would affect both existing and potential consumers (Ashworth and Voogd, 1988: 68).

Again, as with the increased use of post-modern architecture it appears that the driving force behind city marketing is the desire to obtain a greater investment in the area. It is possible however, for this technique to be used in such a way as to improve the quality of the area as a whole. For example, by ensuring that the urban markets for housing, recreation and many other services are functioning effectively the area becomes a more attractive investment opportunity. These amenities may be as important to an area as commercial capital investment market and can be used as a marketing tool to promote the city (Ashworth and Voogd, 1988: 66).

## **2.10 FUTURE PROSPECTS**

Suburban downtowns will no doubt continue to emerge and evolve. As they do, they will be confronted by many issues and subjected to changing planning and design ideas. It is probable that many suburban downtowns will be successful in accomplishing their development goals while in others development will stagnate and an environment that is more suburban than urban in character will exist. It is also possible that as suburban downtowns continue to develop they

will be plagued with many of the social ills that exist in older city centres today e.g crime, poverty, homelessness. Of course, planners and developers do not see this as possibility for their developments in suburban locations. After all, it is these social ills that they are planning to avoid.

Hartshorn and Muller summarize what they feel will be the outcome of suburban downtowns in Stage five of their growth:

We envision the unfolding of a fifth stage in the evolutionary process, that of the Mature Town Centre. Whereas the economic function of this future centre will not change significantly from its role today, it will be much different politically and socially. Nor will it differ significantly physically. True, interior design problems will be worked out and considerable infilling will occur, and secondary transportation systems - automated light-rail systems and the like - will develop to assist access. But the most significant changes will come in the cultural opportunities associated with these centres and in their governance. These areas will become centres for the arts, boast important entertainment and sporting facilities, and become true town centres (Hartshorn and Muller, 1989: 393).

Speculation exists as to the future of the Mississauga City Centre in particular. In the event of economic stagnation it is believed that the momentum of development could be lost. This would result in an environment of dispersed buildings that would function in a typically suburban fashion. In the event that the market is strong and development continues, it is likely that the mixed-use urban centre that is envisaged in the Official Plan will come to be.

If this is the case the Mississauga City Centre:

will be unlike any existing urban fabric. It will have to serve a far-flung suburban municipality. Its scale will be larger in accommodation of vehicular traffic standards, and it will still include a dominant retailing centre with its imperatives of internalization (Sliwka and Lefebvre, 1989: 108).

## 2.11 CONCLUSIONS

The form and function of suburban downtowns is the result of a variety of forces at work typifying the most recent planning and development trends. It is likely that defining suburban downtowns will remain a difficult task as the varying functions that influenced their initial development will continue to characterize them and many different types of suburban downtowns will exist. The physical landscape will be characterized by architectural forms that draw on various design periods. Planning and marketing will continue to be important in the development of suburban downtowns as their promotion as ideal investment opportunities continues.

Given the literature reviewed, it is interesting to question how the factors influencing the planning and development of suburban downtowns have affected the Mississauga City Centre in particular. In this thesis the question of how development is regulated and directed given the current trends in planning and design is addressed. Also, the impact that the relationship between the planners and

developers has had on the development and promotion of the City Centre is explored.

## **CHAPTER 3**

### **METHODS**

#### **3.1 INTRODUCTION**

The methods for this research project consisted of two major components. The first involved examining the City Council Minutes of the Community Planning and Development (CP&D) Committee Meetings and the other consisted of in-depth interviews with many of the developers/landowners located in the Mississauga City Centre as well as with various employees of the City of Mississauga. The Ward Councillor for the City Centre area was also interviewed. City employees included staff of the Planning Department and the Economic Development Department. Some problems did arise during the research process. In this section, these will be discussed along with the advantages and disadvantages of the adopted research methods.

#### **3.2 COMMUNITY PLANNING AND DEVELOPMENT COMMITTEE MEETING MINUTES**

Documents compiled for government purposes can be a good source for research. Often, they have limitations since most documentary information is not compiled for the same reasons as the research for which they are being used (Kane, 1983: 115). For this particular research project, the CP&D Minutes were a useful source since they dealt specifically

with topics of a planning nature. These minutes were examined from 1975, the year Mississauga was incorporated as a city, to June 1992, and they provided a historical perspective of the issues surrounding the planning and development of the Mississauga City Centre.

The value of using a documentary source such as minutes is that they provide data that may link up to that gathered during other stages of research (Burgess, 1984: 140). The CP&D Minutes were examined prior to conducting interviews because they were informative in so far as detailing how meetings proceeded and how the City and developers related to each other. They also provided background information on the significant issues affecting the City Centre.

Further, the CP&D Minutes were a valuable source because they made reference to documents that were useful to this research. Such documents included Streetscape, City Centre Area and an urban design study undertaken for the City Centre. These resources provided information necessary to a clear understanding of the plans for the Mississauga City Centre and the ideas on which they are based.

The CP&D Minutes provided accounts of what occurred at a given meeting. They also revealed the opinions of all parties concerned with respect to the issues that arose. Although the CP&D Minutes only date back to 1975, they were still a useful and comprehensive source because prior to that date little development existed in the area (See aerial

photograph, Figure 1). The minutes were also useful because they brought to light past issues that affected the City Centre, but were not raised during the interview process.

### **3.3 PROBLEMS ASSOCIATED WITH USING THE CP&D MINUTES**

The problems associated with using the CP&D minutes included the fact that although planning issues were raised, they provided limited insight. That is, they described what happened during the meeting, but not what took place in its preparation or about the events leading up to the raising of particular issues. It is important to remember that the minutes were not compiled for the purpose of research. When examining such documents the context within which they were compiled needs to be considered. The CP&D Minutes were compiled by the City of Mississauga to reflect the events of the meetings. They are not a verbatim account of what took place and thus, it must be recognized that the accuracy of these documents could be distorted. Nevertheless, they are important as they do bring issues to light (Hammersley and Atkinson, 1983: 139; Burgess, 1984: 215).

To obtain a more detailed account of the planning and development process, it would have been useful to examine files referred to by the City as OZ Files or rezoning files. These are located in the City Clerk's department and consist of rezoning applications (more commonly known as planning applications), site plans, character area plans and the minutes of meetings pertaining to each development. It is





Figure 1. Mississauga City Centre - Aerial Photograph (1975).  
Source: City of Mississauga Computing and Mapping Services.



clear that the detail provided in these files would have been far greater than that provided in the CP&D Minutes. Unfortunately, I was not able to gain access to these files for various reasons.

Firstly, it was unlikely that any files prior to 1984 were in existence due to records destruction in accordance with the retention schedule of the City Clerk's Department. The remaining files that were required would have to be purged to ensure that no information was contained in them that could not be disclosed to the researcher under the Freedom of Information and Protection of Privacy Act. I was informed by the Manager of Administration and Records of the Office of the City Clerk that they did not have the resources to conduct such a large purge. As such, I was unable to access these documents.

Building applications were not examined because, as a matter of procedure, they are submitted after rezoning applications and site applications are approved. Therefore, they would not provide much insight as to the issues raised in the development process and the form/shape of the development was decided prior to its approval.

The CP&D Minutes were important to this thesis because they provided examples of planned development and insight on the theories and issues related to the planning and development process. The Minutes provided detailed descriptions of proposed developments including situational

maps and character area plans. They also provided accounts of issues that were raised with respect to specific developments. Regarding the theories of planning that characterize the Mississauga City Centre, the CP&D Minutes provided much information on design criteria. Urban design guidelines, the writing of the new City Centre Secondary Plan and the preparation for such civic and cultural amenities as the Central Library and the Living Arts Centre were discussed.

### 3.4 INTERVIEWS

The style of interview conducted for this research is most accurately defined by Patton as the Interview Guide approach:

An interview guide is a list of questions or issues that are to be explored in the course of an interview. An interview guide is prepared in order to make sure that basically the same information is obtained from a number of people by covering the same material. The interview guide provides topics or subject areas within which the interviewer is free to explore, probe, and ask questions that will elucidate and illuminate that particular subject (Patton, 1982, 163).

The advantages of this method include its flexible nature and the ability to keep the focus on predetermined issues through the use of a guide. It also allows those being interviewed to express themselves outside of a structured format (Patton, 1982: 163; Burgess, 1984: 102).

This type of interview is also referred to as an unstructured interview. As suggested by its name, it has no definitive structure and the interviewer is free to ask

various types of questions based on the type of information that is sought:

There is no blueprint for research using unstructured interviewing because a good deal depends on the research topic, and the development in the process of gathering field materials. But there are different types of questions an interviewer should be aware of. Each type of question tends to accomplish different functions, and produce different kinds of responses. At times an interviewer may want to ask a leading question to direct the respondent, especially when the respondent seems to miss the general topic. At other times, an interviewer may want to use a general question to encourage the respondent to develop as freely as possible. When the interviewer has a specific piece of information in mind, he may ask a poignant question (Li, 1981: 46).

The flexibility offered by this type of interview was extremely important for this research project since it allowed for various types of information to be obtained from each interviewee. Not only was it necessary to obtain factual information about the development process and potential development, but it was also important to gain some insight as to how different parties perceived various issues and how they reacted to them. For example, factual questions considered specifics such as how each developer became involved in the Mississauga City Centre and when they expected to undertake any new developments. More general or open-ended questions were asked to determine what opinion the developers or planners had about a particular topic (ie. how developers felt about their working relationship with the Planning Department and vice versa). In some instances these questions could help

determine if all parties perceived the situation similarly (ie. if both developers and planners felt that they had a cooperative relationship with one another) (Burgess, 1984: 154). Examples of interview schedules are included in Appendix A.

The first interview conducted was with the Director of Policy of the Mississauga Planning Department and it was the most general in nature. The purpose of this interview was to gain a sense of how the planning process worked in the City and where the best sources of information could be found. It was through this interview that an initial list of developers/landowners and the City of Mississauga staff that should be interviewed was established.

Aside from a follow-up, in-depth interview with the Director of Policy, the other Planning Department employees who were interviewed included the two planners who deal specifically with the City Centre, a manager of Development Control for the City Centre area, and the Design Consultant. The Manager of Business Development from the Economic Development Department was also interviewed as was the Ward Councillor for the City Centre area. These people were chosen because they were directly involved with the planning process of the Mississauga City Centre.

With reference to the interview guide, the topics to be discussed varied according to the position that each individual held. The number of potential interviewees was

finite, so it was fortunate that many of the developers and the City staff as well as the Ward Councillor were willing to cooperate. It would have been helpful to have interviewed the Mayor of the City of Mississauga. However, she declined several requests to be interviewed.

The developers/landowners that were interviewed represent 41 of 69 development parcels within the City Centre. That is 116.38ha of 148.34ha (78.5%) of developable land. This area includes existing developments as well as land with development potential. It does not include the Cooksville Creek Greenbelt since no development is to take place in that area. Those developers/landowners who were interviewed were extremely cooperative and represent a large portion of Mississauga City Centre's current and potential development. In the case of the developers, it was necessary to alter the interview guide according to their particular landholdings and land use designations since different developers faced different challenges according to their particular development parcels and the planning legislation relating to them.

There were several reasons for not interviewing all of the developers/landowners within the City Centre. The largest landowners had the greatest interest in the City Centre and played a large role in the planning and development process. As such, much attention was placed on them. Some of the landowners who owned small amounts of land had not submitted any rezoning applications and therefore have very little

contact at the present time with the planning department and the planning and development process. Also, it was suggested by some City employees that certain landowners were holding their land until economic conditions improved at which time they would sell it. In some instances, landowners declined the opportunity to be interviewed.

In residential buildings or commercial complexes where units were sold to individual owners and the developers were no longer involved in the development of the City Centre, the developers were not interviewed. No attempt was made to interview the owners of individual units in these apartment or commercial complexes since they were not involved in the development process. Those who were interviewed were those who were very active in the planning and development process, those who had the largest landholdings in the City Centre, and those who were willing to be interviewed.

The interviews were particularly important because they provided insight regarding the intentions for the future of the Mississauga City Centre. Through them, it was possible to gain an understanding of the theories behind the design guidelines and the plans for the City Centre. In this way, an appreciation for how the Mississauga City Centre was to work as a whole unit was achieved.

### **3.5 PROBLEMS ASSOCIATED WITH THE INTERVIEWS**

As stated earlier, the number of people to be interviewed was finite so that if one person declined, it was

not possible to replace them (ie. there is only one Mayor of Mississauga). I was fortunate that this did not occur often. A more significant problem encountered was that of people refusing to be tape recorded. A representative of a development corporation did not feel comfortable with the tape recorder even after it was explained to her that it would be very helpful for the sake of accuracy and that no one but the interviewer would have access to the tape. Several, but not all, of the Planning Department Employees also refused to be taped and stated that the department recommended that they do so.

Although notes were taken during these interviews and edited or clarified immediately afterwards there are some problems associated with using note taking instead of tape recording.

Tape recorders do not tune out of conversations, change what has been said because of interpretation (either conscious or unconscious), or record more slowly than what is being said...In addition to increasing the accuracy of data collection, the use of a tape recorder permits the interviewer to be more attentive to the interviewee. The interviewer who is trying to write down everything that is said as it is said will have a difficult time responding appropriately to interviewee needs and cues. The pace of the interview can become decidedly nonconversational. In brief, the interactive nature of in-depth interviewing is seriously affected by the attempt to take verbatim notes during the interview (Patton, 1982: 179).

The interviews conducted without the aid of a tape recorder did provide some factual information and some insight on the

planning process, but they were not as useful as those that were tape recorded. Much data was lost as it was not possible to obtain the same amount of detail from these interviews as it was from those that were tape recorded (Burgess, 1984: 120). Also, it was more difficult to ask probing questions during the interview since attention was placed on taking accurate notes and on covering all the issues outlined in the interview guide (Patton, 1982: 179).

### 3.6 ADVANTAGES OF COMBINING RESEARCH METHODS

Combining two research methods was useful for this project since a historical as well as a current perspective on the planning processes and issues were sought out. Since the CP&D Minutes were examined prior to the interviews, it was possible to determine which developers should definitely be interviewed and which planning issues were most important and required further investigation.

On the other hand, the interviews shed light on many issues not discussed in the meetings. For example, negotiations between the developers and the Province about the inclusion of affordable housing in the City Centre were not focused on in the CP&D Meetings, but they were very important with respect to the development of the City Centre and both the City and developers discussed them extensively during the interviews.

For this project then, the use of only one research method would have meant that some very important topics



pertaining to the development of the Mississauga City Centre would have been missed. Using more than one research method provides a more complete picture of the processes at work and can be a means to validate data or broaden the understanding of a given topic, where one method does not suffice.

### 3.7 CONCLUSIONS

Given the problems encountered during both components of the research process, it was still possible to gather the required data to provide an accurate account of the agents that influence the planning and development process in the Mississauga City Centre. The CP&D Minutes provided a historical perspective of development and the evolution of the planning process and planning ideas. The interviews, on the other hand, were used to gain insight on current planning issues that are being dealt with in the Mississauga City Centre and on any future plans for development.

The use of both unstructured interviews and the CP&D Minutes was helpful because each provided important data. Also, in some cases, combining the research methods allowed for the validity of facts to be checked. Issues that arose in the minutes could be followed up in the interviews, and issues not discussed in meetings could be examined during interviews with all of the participants (Burgess, 1984: 153, 163). The use of a combination of research methods allowed for a comprehensive examination of the planning and development processes associated with the Mississauga City Centre.

The research methods used for this thesis allowed the research questions to be explored effectively. Through the examination of the CP&D Minutes and the interviews conducted, a clear understanding of who the actors were in the development process was gained. It was also possible to explore the factors influencing the development of the City Centre and the form it is expected to take as it continues to evolve.

## **CHAPTER 4**

### **PLANNING IDEAS AND ISSUES**

#### **4.1 INTRODUCTION**

This chapter will examine the planning theories and issues that have affected the development of the Mississauga City Centre. To begin, the context in which the City Centre developed will be established. This will provide insight as to why the City Centre is located where it is and what the original vision was for the area. The history of planning and the development of new planning and development strategies as they pertain to the City of Mississauga will also be examined.

#### **4.2 THE CITY CENTRE SECONDARY PLAN (CCSP)**

The first CCSP was included in the City of Mississauga Official Plan in 1979 and it was the product of a four year study launched after Mississauga City Council passed a resolution calling for the development of a plan for the City Core Area (Arnell and Bickford, 1984: 17). This plan, known as Amendment 281, was designed "to develop a strong mixed-use centre that would establish an identity for Mississauga appropriate to its role as a regional centre" (Mokrzycki, October 5, 1992: 1). The plan included a system of above grade pedestrian walkways and mid-block routes that were, for the most part, eliminated when Amendment 90, the current CCSP,

was written (Director of Policy, Planning Department).

The location of the Mississauga City Centre around Square One Shopping Centre was partly of the vision of S.B. McLaughlin who developed the shopping centre in the early 1970s. He also owned much of the land surrounding it. In 1979, land for a new Civic Centre was purchased by the City from him (CP&D Minutes, September 4, 1979: 14-4). It was the acquisition of this land that set the stage for the development of the Mississauga City Centre. This development was to include a new City Hall located west of Square One as opposed to the location of the existing City Hall at 1 City Centre Drive, east of Square One.

To choose an architect for the project, a Canada-wide design competition was held. In the end, the design of the firm of Jones and Kirkland was chosen for the new City Hall (Baird, 1984: 30). The site plan for the Civic Centre was submitted on May 17, 1984 and construction began soon after (CP&D Minutes, May 17, 1984: 14-8).

Although S.B. McLaughlin may have envisioned the area surrounding the shopping centre to be substantially developed, at that time, there was a very different idea of how it should look:

Bruce McLaughlin owned Square One, and his notion of the way it would go was Square One in the middle and office buildings dotted all around (Design Consultant, Planning Department).

I would say that Bruce McLaughlin, conceptually, had that original vision of the downtown core and the council of the day could see that. They were sold on the idea that the core should be in that area. So, as a result of that, the land surrounding the Square One area was put aside or is designated as being our city core for Mississauga. It's unique, extremely unique, in so far as I can't think of another municipality in this country where you built the outside of a city first and then you're working in. Whereas, the norm is that you built the core first. So, we've been a bedroom community for years but the vision was there, it's just a matter of putting all the tools in place and getting the support of and working together with the landowners and council and developing the actual plan (Ward Councillor).

By 1984, existing development in the City Centre consisted of a regional shopping centre surrounded by office towers, including the existing City Hall. The goal of the CCSP remained as:

...the transformation of the existing campus-like complex of buildings around the regional shopping centre into a mixed-use high density urban core. This strategy recognizes the imperatives of the development industry while asserting the public interest; it seeks to rationalize the construction of public infrastructure and to create a high density mixed-use centre as the focus of community identity and services (Arnell and Bickford, 1984: 21).

#### 4.3 VISION

There is still the potential for much development to take place in the Mississauga City Centre. Amendment 90 to the CCSP is specific in terms of its goals and objectives for the City Centre. The goal of the plan remains similar to the previous plan to "develop a strong, mixed-use centre that will

be a regional focal point and give a distinct identity to Mississauga" (City of Mississauga, 1990: 12). The objectives of this plan are as follows:

To provide an area of appropriate size and location for the principal focal point of retail, office, cultural, and civic facilities.

To provide opportunities for closer live/work relationships and accessibility to amenities and services in the City Centre.

To design a centre which will facilitate and attract a high level of social activity both day and night, have an attractive visual quality, and a strong sense of identity.

To create a visual identity for the City Centre by encouraging distinctive architectural themes for the built environment.

To provide transportation facilities which accommodate trips to the City Centre from other areas of Mississauga and the surrounding region.

To ensure the best use of existing and planned infrastructure.

To encourage a range of housing types and sizes, including assisted housing, to meet the needs of the various socio-economic groups (City of Mississauga, 1990: 12)

The vision of the City Centre with respect to land use and density is made clear in the plan, but the architectural design of the buildings that will make up the Mississauga City Centre cannot be determined for certain. Even so, both the City and the developers remain optimistic that once it is built up, the City Centre, because of careful planning and the incorporation of design guidelines, will reflect the current

ideology of what makes up an strong, mixed-use city centre. Developments that took place prior to the writing of Amendment 90 will be incorporated into this new framework.

Within the planning department, there is a commonly held opinion of how the City Centre should function in the future. Two planners gave similar accounts when asked what their vision was. They described the City Centre as being characteristic of mixed-uses that allow the area to be a vibrant 24-hour community. It would be a vital downtown core where all uses would be compatible. There would be excitement on the street, accessible transit and the city would be clean and efficient (Planners, Planning Department).

The Planning Department is hoping to achieve a balanced environment that is suitable for living and working in:

...you've got to have a retail component, you've got to have an office component, you've got to have a major residential component for the City Centre to work. You can't have it closing up at five o'clock when all the office workers go home. You've got to have residential in it to keep people there and to keep activity going on 24 hours a day. You've got to have people living downtown (Director of Policy, Planning Department).

Although this does not paint a clear picture of what the City Centre will look like, it does relay the ideals on which the Plan and the design guidelines for the area have been based. The Ward Councillor for the area reiterates the above opinion in the following statement:

I think the vision for the future hasn't changed. It's that we'll have an active and alive city centre. Where we've got a good mix of commercial, retail and office commercial together with residential...It'll be a place where people can work and live within the same community (Ward Councillor).

The Mississauga City Centre has also been described as ultimately becoming an 'urban' landscape. The term 'urban', while its definition is not precise, can be taken broadly here to mean that the Mississauga City Centre will not have any qualities usually attributed to rural or suburban areas. The following is an attempt to define it:

We're trying to build an urban landscape. There will be green areas and open space. There's also a lot of hard open space - plazas, court yards. It's still open space. It's not grass. It'll be hard landscaping but with lots of trees and things. It'll be an 'urban' landscape and that's what we want to build in the City Centre (Director of Policy, Planning Department).

The developers are not able to provide details on the future shape of the Mississauga City Centre either. They are however able to tell us under what conditions they will create developments in the area:

In terms of our plans with our remaining lands, we're going to develop in accordance with the newly approved City Centre Secondary Plan. Amendment 90 of the City Centre Secondary Plan was approved by the Ministry last week. It's a plan which is, again, a mixed-use plan. It has a range of densities throughout it. All urban densities, in terms of being two times or greater for most of the sites...What we intend to do is rezone those properties in accordance to the plan which requires us to develop a character area plan which will dictate the basic physical design for it, and then, to develop it as the market



demands and correlates to what we have to offer on the sites.

At the present time, our perception of the market is that it is very restrictive in terms of office and commercial markets...The only office or commercial development that we can see building in the next few years would be as the result of securing a tenant to a proposal call. In terms of residential market, there is a market now for affordable housing (Vice-President of Development Planning, developer).

Another developer stated that it is difficult to determine what the city will look like since all developments reflect the era in which they are built. Also, in some cases, the design of the building may be influenced by the user. For example, a tenant using a large amount of floor space may have some input as to the physical design of the building (Assistant Vice-President of Planning, developer).

Catering to the needs of the user is an important aspect of development from the point of view of the landowners in the City Centre. By achieving this, they produce something that satisfies market demands, and also represents the quality of the developments of that company.

From a business standpoint, we are hoping to make a profit on the product that we produce. What we would want to do here is to produce development which would be successful because of its quality of design, the offering of amenities, the services that it offers. We see ourselves as participants in the creation of a special downtown. One that will be developed in the next 10 to 30 years (Vice-President of Development Planning, developer).

Although it could take decades for the City Centre to

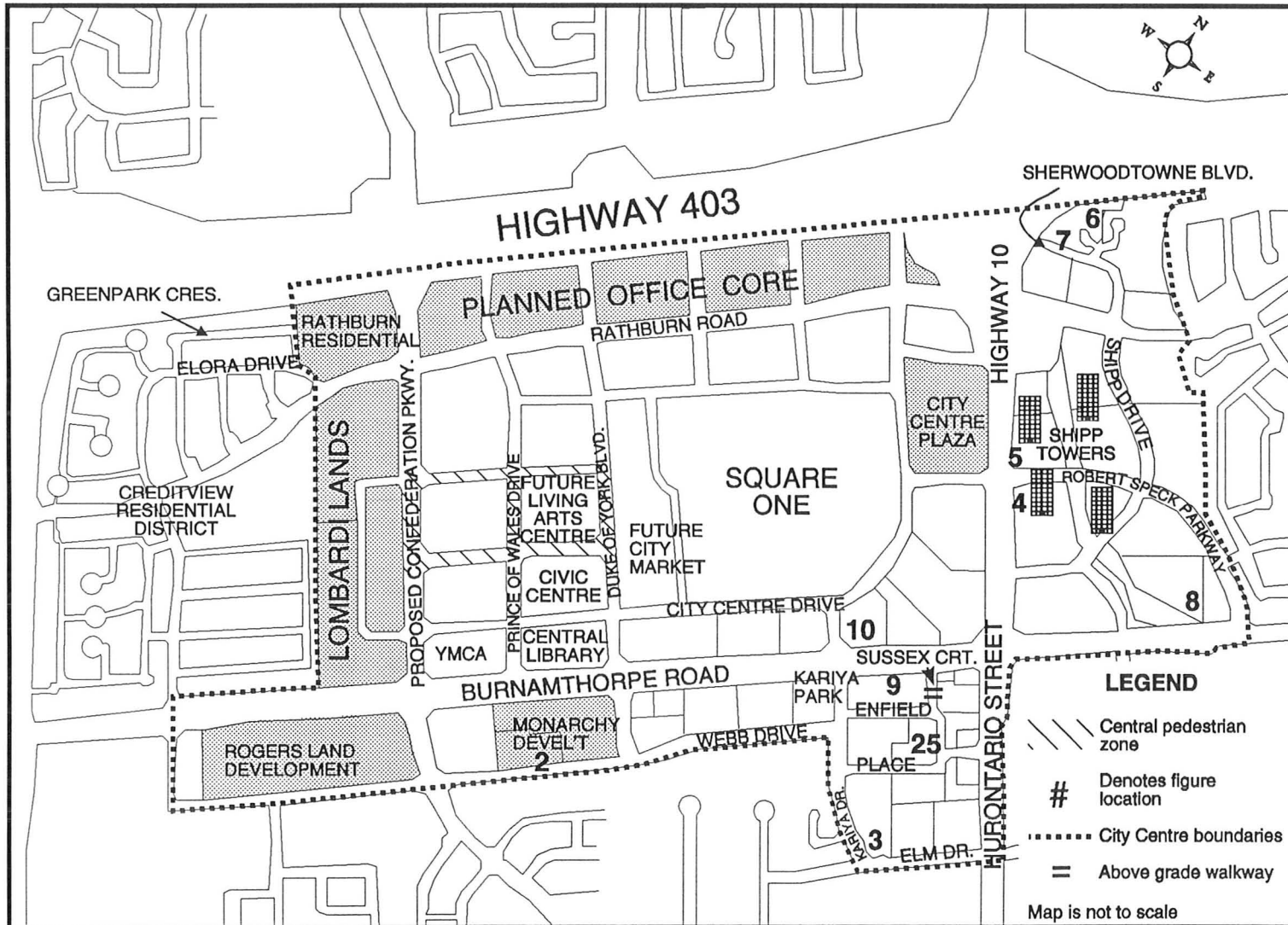
function as a downtown core, it is possible to speculate on its future state by examining the land use designations and density specifications allowed in the plan.

...we're recognizing Square One. We're allowing it to expand. There's over a million square feet now, but we're going to allow it to double. This plan will allow it to double in size upward and outward. All that surface parking will become structured parking and built in and around. And, there will be a major St. Lawrence type of market...The parking will be structured because land is too valuable. It can go to about 2.8 million square feet when it's all built out--the entire shopping centre. There will be office, retail and other uses all brought in, but Square One becomes the major retail focus for the city. So, that was an objective of the plan.

We wanted to make it also a major office centre in the city. There are other office centres, but none we wanted as attractive as the City Centre. Now, the office market is dead right now. This strip here along the north side of Rathburn, I made this the core [See Map 1]. The highest density of office space. I wanted it to be like our University Avenue. A wall of office space here. As well, a new bus way is coming along here, coming along Rathburn and coming along out, so its right on the transit way. It will have exposure from the 403 when they get rid of that berm...There are offices permitted elsewhere throughout the City Centre. The Shipp Buildings ...they're over here and that's fine, but this is the main office centre within the City Centre [See Map 1] (Director of Policy, Planning Department).

While the above statement provides an idea about land-use and densities the following gives some insight as to the importance of creating a mixed-use centre:

To make the City Centre work, it's always got to be the focal point of the city. Secondly, it's got to have all the right components to make it work. You can't have just offices or



Map 1. Mississauga City Centre: Areas of Interest.

just retail or just civic and cultural or just residential. You have to have them all, and hopefully in the right mix. Bramalea City Centre was just a shopping centre, but it's primarily residential. It's never quite worked. Another component that we have proposed for in here are hotels and convention facilities. We need those as well. They'll come after, but we've made provisions for those (Director of Policy, Planning Department).

Currently, the design consultant for the planning department is working on a model of the City Centre that will provide a comprehensive view of what the possibilities are for the area. The developers will be consulted in order to determine if they have any plans for their future developments that may be included in the model:

...I'm elaborating on the concept, in design terms, for the City Centre area. I'm taking it a stage further than it is. You saw the model out there [in the Planning Department lobby] which shows existing buildings and approved ones in red. All the white ones are simply diagrammatic representations of the density that's allowed in that plan. There's no notion of the buildings. Well, not what we would like. So, it really gives a false impression and it doesn't give any guidance to developers.

What I'm heading towards, is getting a much more refined concept where those diagrammatic buildings, if you like, are designed more the way we would like to see them, so that it's a more refined concept and something of a guide to developers, not in a rigid way. We're not saying, "This is the way we want it", but saying, "This is the way we'd like to see it go, unless you've got a better idea", rather than, "We don't know how it should be". Because, that's really what we've said now. That model doesn't really tell you anything much (Design Consultant, Planning Department).

The importance of providing guidance while maintaining

flexibility in design standards is important since the shape a development is to take can change according to design trends and to the tastes of the users. While some developers have an idea of what their future developments may look like, it is not always a sure thing. Still, sketches and drawings are an essential tool that provide insight on what could be and on what changes may be necessary:

These are some sketches on it [the Market Square on Square One lands] that Hammerson had produced. The Centre Market is to go here [See Map 1]. With what they've called a Town Square just there - an open square oriented to shopping...I hope it will look something like that. I'm afraid it's going to go higher, but this is their proposal so I hope they'll save it. The high part is the hotel (Design Consultant, Planning Department).

The City Centre, it should be noted, is not planned as a separate entity from the rest of the Mississauga. It is instead considered to be an important and unifying element of the City's structure. It has its own place within the entire City of Mississauga according to a hierarchy of densities incorporated into the Official Plan:

There's a certain urban structure that [the] Official Plan wants for the city in terms of distribution of uses, distribution of densities. They have the City Centre as the major focal point, but then there are a series of nodes around the city - major office centre and major commercial centres throughout the city. Those are all either in place or planned already. The new Official Plan that we're working on reinforces that...I think the urban structure that we're proposing in the existing official plan will be developed with some modifications (Director of Policy, Planning Department).

But, beyond the existing CCSP, the overall landscape of the City Centre cannot be ascertained. We are left only with possible densities and land uses and the knowledge that design will be a reflection, not only of the time, but also of what the prospective users want. The City employees and the developers remain optimistic that they will succeed in accomplishing the goals set out in the current secondary plan. That is, that they will produce an active, mixed-use urban environment.

#### 4.4 TOOLS FOR DEVELOPMENT

There are various tools that the City has developed to guide development towards the objectives set out in the Plan. Important influences on development in the City Centre include development controls and streetscape guidelines. The rezoning application approval process is structured so that undesirable developments can be avoided in the near future and in the long term. The City Centre has been planned in such a way as to ensure that a clearly 'urban' environment will be created. The City maintains that guidelines for development are a necessity while the developers suggest that in some instances some of the required procedures can be restrictive.

Within the Planning Department, development is monitored through the Development Control Division. The role of this division is to review the official plan, site plans, subdivision applications, variance applications and zoning by-laws and comment on them. Essentially, they interpret the

plan as it applies to applications submitted. In so doing, they guide development in accordance with the Plan. Development controls regulate the type and amounts of development that can take place on particular sites to ensure that goodness of fit exists between sites in terms of land use and density (Manager of Development Control, Planning Department).

Flexibility in terms of development controls really only exists from a design standpoint. Zoning by-laws are legal instruments and, therefore, there is little latitude in interpreting them. For example, the designated amount of floor space included in a development must adhere to that which is specified in the zoning by-laws, but the design of the building is left largely to the developer. The manager of development control interviewed concedes that development controls could be too controlling and hamper creativity, but he maintains that the advantages associated with having developments in the City Centre that are compatible with one another far outweigh the disadvantages (Manager of Development Control, Planning Department).

While the developers work within the framework of the development controls, they do express some concern over the process for approving rezoning applications. The prime area of contention has been the character area plan which must accompany site plans for each rezoning application. The character area plan is a detailed scheme for the future



development of a development parcel. Although a developer may only wish to build on a portion of the development parcel at the current time, the site plan must be submitted for the entire parcel regardless of when development will take place. Developers feel that the degree of detail required in the character area plans is restrictive in some ways:

The concern that I would have in terms of the design is the fact that we have to produce a character area plan in support of the rezoning which is appropriate. The question that I have is the degree of detail that you have to go into--the level of commitment that you have to go to to achieve a zoning by-law for parts of the plan...This character area plan, that we are now required to prepare before getting a zoning for a site is closer to being a site plan and, in some cases, we are designing for a market which may be five years away or which we may not know exactly what the market demands may be or what specific tenant demands may be (Vice-President of Development Planning, developer).

Another developer echoes these sentiments:

My personal view is that requiring a character area plan that sets the envelope of the building at the time of rezoning is prohibitive. For example, right now we have a rezoning application with the City...and we have to submit a character area plan that sets the exact positioning of the building and the envelope. The exact envelope of it. My view is that we don't know what the buyer is going to want. We don't know what the market is going to be in six months to a year, especially when it's in flux like it is and has been for the last couple of years. So, I don't see why we should rezone it. That means we don't have a site zoned, ready to go.

We have to sell it before hand or we can go and put a character area plan using our best judgement as to the market and then the guy will probably have to rezone it



anyway because he might not agree with us by the time he buys it. So, there are pluses and minuses. You do know exactly what development will go on the site. At least that's what the city feels, I guess and you'll know that they meet the design guidelines, but I think it causes a constraint (Vice-President of Corporate Management, developer).

This reaction to the requirement for character area plans is reiterated by yet another developer who also feels that they are restrictive, but maintains that there are similar requirements to contend with in all municipalities. She goes on to say that the City of Mississauga on the whole is highly planned, perhaps too planned and that the plans reflect only one view of how the city should be developed. She suggested that there should be more recognition for different ways of developing the City Centre (Assistant Vice-President of planning, developer).

The view of the planning department is that a character area plan is necessary to ensure that the City Centre is developed in accordance with the land uses and densities specified in the Secondary Plan:

The character area plan...will show all the land uses on that parcel. So, it prevents the first use coming in and jeopardizing the rest of the land. If this was a mixed-use parcel [he refers to a development parcel on a map], and there were five uses on here and the residential was one of them and they came in first, they couldn't use up all the land. They have their share and the remaining uses will be built eventually on it. So, it preserves uses... (Director of Policy, Planning Department).

Normally, there would be the rezoning process accompanied by a site plan approval, but things are bit different in the City Centre...We're being more careful, more design sensitive. We want to make sure the whole thing sort of fits together ultimately. So, it's a different process. So, the character area plan we ask for is a concept for the whole lot, and in addition we want a detailed site plan for the bit he actually wants to build (Design Consultant, Planning Department).

To guide the shape that development takes the Planning Department has adopted a set of streetscape guidelines for the City Centre. These are not by-laws, but they are intended to illustrate to developers what types of streetscapes are considered to produce an environment that is conducive to pedestrian use. The design consultant for the City Centre area stated that there is a definite need for these guidelines:

...I think it's dangerous not to have any. These lands are in rather fragmented ownership, and I can see them coming in and...not having any sense of building a city centre and just wanting to get a building up and make some money on it...You can't really say, "No, we don't want you to do that", if you can't say, "This is what we want you to do"...If they can achieve it in a different way that's fine. We're always open to discussing better ways of doing it (Design Consultant, Planning Department).

The developers seem to have responded favourably to the streetscape guidelines:

...I think having some design guidelines is a good idea, first of all. I think having to create a real downtown, we have to start creating streets with buildings up to the sidewalks and start having an environment where people are going to feel comfortable

walking around (Vice-President of Corporate Management, developer).

In terms of flexibility of the streetscape guidelines, there is some leeway since these guidelines are not legally binding. The development controls and the requirement that character area plans be submitted with rezoning applications are not flexible, but each developer can still determine the design of the building:

...there's still flexibility. We require, on certain parcels, a minimum and maximum amount of units. So, there is a range you can build in. If the market immediately returned to more low-rise, townhouse and walk-up apartments, and they wanted to build some of those - we still want high-rise. Let's say they wanted a portion of it as walk-ups, they could do that. It's still within the by-law and within the plan without amending the plan...If the parcel calls for two or three different types of uses, you have to build all of those uses. But, within that, you've got flexibility as to location, height and the things like that. So, the plan has some flexibility. I tried to put as much in as possible, but again, you can't be too flexible because we want to ensure that certain things are going to happen (Director of Policy, Planning Department).

While it is generally agreed upon that some development tools are required to guide development, it may be argued that in the Mississauga City Centre the planning department is attempting to control every facet of development. The streetscape guidelines may not be legally binding, but the City prefers that developers adhere to them. The character area plans require the developers to prepare detailed plans well in advance of development so the City will

know now what will take place in the future. This may be restrictive for developers because it is difficult to account for future tastes and to rezone sites each time tastes change.

Strictly guided development may be the key to producing a quality urban environment since designs that have proved to be less conducive to human interaction in the past are avoided when plans and guidelines for development are produced. On the other hand, rigid guidelines may only prove to be restrictive for developers who would prefer to work in an environment where there are less controls and where they are able to use more creativity in their developments.

#### **4.5 PLANNING IDEALS: AMENDMENT 90 TO THE CCSP**

In 1986, the review process for the CCSP began as part of program of reviewing and revising all of the secondary plans in the City of Mississauga. Input from the City, the developers, various departments within the city (ie Parks and Recreation), and local residents was considered. Various design guidelines were also developed during the review process to aid in the development of the City Centre. Some important issues arose during this process.

A debate over the location of affordable housing in the City Centre was so significant that it resulted in the delayed approval of the Plan to October 1992. Other issues that arose were related to the need to be sensitive to outlying neighbourhoods and to those who would be using the City Centre. Consideration was also given to the location of

future transportation and public transit facilities. The City of Mississauga has recognized the importance of the developers in the building of the City Centre and as such has developed a public-private union to promote the development of the City Centre. The most visible change regarding the physical structure of the City Centre involved the pedestrian/open space system.

#### **4.5.1 THE PEDESTRIANISATION OF THE CITY CENTRE**

Integral to making the City Centre the liveable urban environment often referred to by planners and developers alike is the notion of encouraging pedestrian use of the core area. In order to produce an environment conducive to pedestrian activity careful planning and design techniques are required. The CCSP of 1980 included 36 grade-separated pedestrian crossings consisting of open and closed bridges and decks. It also included mid-block pedestrian routes.

Studies showed that, in other cities where above grade routes existed, pedestrians still preferred to use routes that were at grade. As such, the City decided not to include them in the Plan since they were expensive to build and probably would not be extensively used. Plans for most of the above grade crossings were eliminated except for a few possibilities where it was considered appropriate, for example over Sussex Gate between the Sussex Towers and Hotel Novotel (See Map 1) (CP&D Minutes, January 14, 1986: 13-7, City of Mississauga, 1990: Schedule 2).

Since at grade pedestrian routes would mean that pedestrians would have to go up to street corners to use the crosswalks, it made sense to also eliminate mid block routes as well and encourage pedestrian movement on the street edge.

The public street system, as much as public open space, is essential to the urban design and architectural quality of the City Centre. Consequently, it is necessary that the Plan address the design of the entire street right of way, not only to accommodate vehicular traffic but also pedestrian movement, particularly where the pedestrian/open space network proposed in the Plan is coincident with the public street system (CP&D Minutes, January 14, 1986: 13-7).

In addition to this it was decided that all the streets within the City Centre should be public roads in order to ensure that the Plan was implemented effectively. Furthermore, private open spaces that could be closed at any point in time would not be depended upon for the pedestrian network, and privately owned open space would not be accepted in fulfilment of open space requirements as specified in the Plan (CP&D Minutes, January 14, 1986, 13-1 - 13-10). The pedestrian/open space system is a comprehensive plan unifying land use and design guidelines within the City Centre.

We had two emphasis - bring the people down to the street level and at grade. The most important element becomes the street to make it work. We don't want people at grade, and we don't want other people walking 15 feet above. We want them all at grade, we want them at the edge of the development parcel rather than the middle. That is, on public open space, so we can make these streets very attractive. We will require shops to open onto the streets, so there's cafes and activity happening on the street as

development occurs.

We'll make the sidewalks and the streets very wide. We can augment them with street furniture and lighting and all the appropriate design amenities to make a very attractive street to walk on...So the focus becomes the pedestrian. There will be canyons in a sense. But, the design people will ensure that they're not caves - that there's variety. We don't want the buildings set back in different shapes and different locations. We want them all up at the street, but they can have different frontages and things like that. Some buildings could overhang. The street becomes the important element (Director of Policy, Planning Department).

Pedestrians are now being considered as an integral part of this urban streetscape. They will bring vitality to the area. The attitude is no longer to keep them away from the street, but to encourage them to use it. The way the streetscape is designed will help bring this about.

...I think it's the pedestrian activity that really makes it a city centre that people want to come to as opposed to just a bit of Bay Street, just business buildings with underground parking and you enter by the underground parking and you don't go out on the sidewalk necessarily...I think we have to try and create conditions where things can happen spontaneously. Where the boulevards are so pleasant and sunny and protected from the wind and the shops are ideal and people want to be there.

When people are there looking at shops, other people are there looking at the people looking at the shops. It snowballs and just becomes a great place to be. People come and we want them to linger and to see other people chat, just be there. Then, you've got something, some real sense of a place which we just don't have yet (Design Consultant, City of Mississauga).

Amendment 90 refers to the spine of the pedestrian

network as being the Central Pedestrian Zone (CPZ). This area is located in an East-West direction connecting Square One and a park west of the proposed Confederation Park extension (See Map 1). The CPZ would be a mixed-use area including three civic parks. It would be surrounded on the east by civic and cultural buildings as well as by the City Centre Market Square. Two of the parks would be designed to accommodate programmed events while the third would have seating and little programming so as to function as a refuge from the activity of the rest of the area. The westerly park would be adjacent to high density residential and commercial parcels that would encourage the use of the park during the day, the evenings and on week-ends. Street-related retail uses adjacent to the park would also contribute to its vitality. In these areas the emphasis will be on making the surroundings comfortable for the pedestrian.

Given that the Mississauga City Centre is planned as a mixed-use development, it is important to encourage pedestrian use so that the people that live in the area feel as though they are part of an active community. Also, encouraging the use of the streets provides for a safer environment since pedestrians are less likely to be isolated when walking along the streets. Since it is those who will be living and working the area who will be using the amenities the City Centre has to offer, it is a responsible act for the City and the developers to make a concerted effort to create a comfortable



and safe environment for them.

#### 4.5.2 FIT/DESIGN

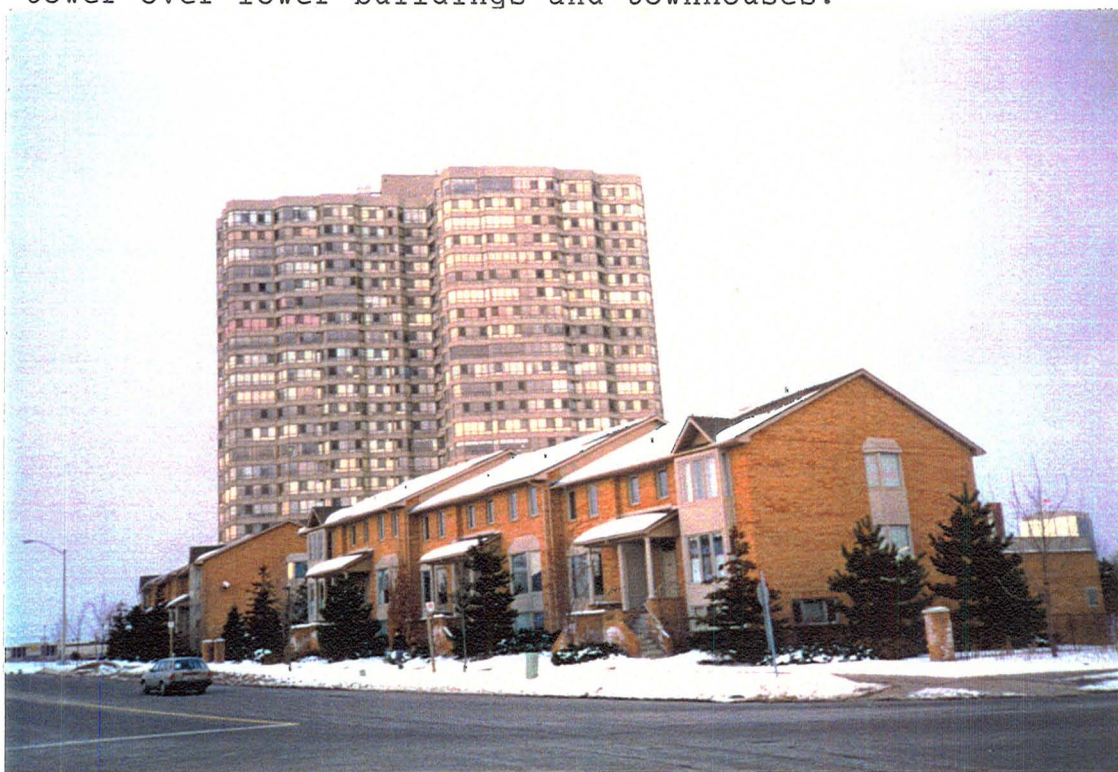
The Mississauga City Centre has been planned and developed within an already existing fabric of residential areas. There are some design issues that have arisen as an attempt is made to ensure that the densities and land uses proposed in the Plan are compatible with the surrounding areas. The City of Mississauga has attempted to incorporate planning features that will facilitate this transition but, in the past, developments have not always provided an adequate buffer between the City Centre and outlying residential areas.

One example of poor urban design can be found near Webb Drive where high density residential buildings tower over substantially lower buildings on the opposite side of the street. At Elm and Kariya Drives, high rise apartment buildings are situated next to townhouses (See Map 1 and Figures 2 and 3). In an attempt to avoid this same situation on the north side of Rathburn Road at Elora Drive, the Ward Councillor, the community residents, the developer and the City have agreed to a 'stepping up' of densities away from the single-family dwelling developments. This will be discussed in detail in the following chapter.

Since developers are responsible for the planning and design of their particular developments, they have an effect on how each development 'fits' in with those that surround it. When questioned about their designs and how their developments



Figures 2 and 3. South boundary of City Centre at Webb Drive (above) and at Elm Drive (below). Taller buildings tower over lower buildings and townhouses.



were going to 'fit' in the whole of the City Centre area the developers had different views on the issue:

...I would say that I think a complex where the buildings have a good relationship to each other and they are designed in a way that each building enhances the other and no building is too close or too far from the other, I think that the end result is that the value of the whole is greater than the sum of the parts. We spent an incredibly long time developing the size and relationship between the buildings...and I think we achieved a certain balance. Then, at that point, we go to our users...and see what their requirements are...The most important thing was the requirement, but you have to start somewhere and get some kind of basis and then work from there (President, developer).

We think design is very important. We're trying to upgrade or increase the standard of design wherever possible. It has to be reflective of the budget and market demands, restrictions placed on us...I think the sum of the buildings is greater than the individual buildings. The buildings themselves are very strong, in terms of their design, but I think that the real success is the combination of uses in this area (Vice-President of Development Planning, developer).

It depends on if what's there is good - appropriate for the market. I would say that people try to be sensitive to their surroundings, certainly. But, if you were beside a development that you didn't think was very functional or very good design I hope you wouldn't copy it just because you're next to it.

...the Secondary Plan has been in the works for I don't know how long, and you really still have to be sensitive to the market. It doesn't matter what it says on paper, if a user doesn't want it, there's no point in building it. It's up to your users and whether that's office, residential or retail, it doesn't matter, you still have to find out what the user wants (Vice-President of



Corporate Management, developer).

Thus, while quality in terms of design is very important, the determinants of that design are dependent on various factors. It could be market demands, requirements of the user or what existing development(s) the developer is trying to work with. It is not a simple question of developing in accordance with the CCSP, but of being sensitive to outside factors that will be determinants of how and when the city will take shape.

To promote goodness of fit, there are tools available in the City Centre that can facilitate the creation of a quality of urban environment in keeping with the objectives of Amendment 90. Over the years there have been various studies that have dealt with urban form and how a quality urban environment can be achieved. These studies have shown, for example, that city blocks should be enveloped by buildings so as to produce a street edge of uniform set backs that creates a continuous edge along adjoining streets. This will not only help give the City Centre an 'urban' appearance vis-a-vis the 'campus' style developments typical of suburban developments, but will also relay a sense of coherence and order considered important to an urban environment where pedestrian movement is encouraged (Planning and Building Department, 1989: 3; Baird/Sampson Architects, 1986: 11).

The pedestrian/open space system discussed earlier is another example of a change aimed at improving the quality of

the urban environment. The overall idea was that "greater attention to be given to the function and related design of the streets from the pedestrian viewpoint" (CP&D Minutes, January 14, 1986: 13-7).

This goal was furthered by the recognition that streetscape guidelines were needed to provide some direction as to how the City's physical shape should be. In 1987, a study was conducted by Baird/Sampson Architects. Their Final Report, Urban Design Study was approved by City Council as design guidelines for development in the City Centre (Planning and Building Department, 1989: 1).

The aim of the streetscape guidelines is to set the context for development along the major streets, and to influence that development towards an overall harmony and coherence while encouraging variety, visual relationships and architectural interest balanced with well-considered landscaping and natural features (CP&D Minutes, August 17, 1987: 9a).

Consideration was given as to how landscape design, street furniture, pavings and textures affect the physical image of the city. Also evaluated were the relationships between buildings and spaces, the visual interest of vistas, enclosures, street edge variations and signage (CP&D Minutes, August 17, 1987: 9a). These design guidelines addressed the broad parameters of streetscapes such as street widths, building setbacks and sidewalk components (Planning and Building Department, 1989: 1).

The City's interest in providing a landscape that

would be conducive to voluntary and pleasurable pedestrian use resulted in the drafting, by the Design Division of the Planning Department, of another set of guidelines that would be complementary to those in the Baird/Sampson Report. The ideas presented in Streetscape, City Centre Area, attempt to outline how the streetscape can be constructed to encourage social interaction and to make the streets a lively and exciting place to be (Planning and Building Department, 1989: 1).

In terms of landscape or streetscape, that is the treatment of the roads and boulevards and sidewalks, we did some streetscape guidelines. All this stuff sets out the pavings and the trees, where they go and how wide they are and all those things. It touches on landscaping and forecourts and so on and the treatment of the edges and things we don't want to happen next to the sidewalk and the way we prefer vehicular access to be done and how we don't like it being done. That kind of stuff which is helpful, I think (Design Consultant, City of Mississauga).

To clarify the difference in subject matter of the two documents, consider the following example regarding street-related retail uses. With respect to the location of retail uses at the ground floor of buildings the Baird/Sampson Report states:

Issue:

Following on from the intentions of the City of Mississauga for pedestrian vitality within the City Centre...it is important to note that the continuity of relationships of retail uses at ground level to street sidewalks, requires a simple sectional relationship between the two.

Proposed Guideline:

Where possible, locate ground floor retail uses within new building complexes within the City Centre so as to maximize frequent and easy movement between retail floor areas and adjacent street sidewalks (Baird/Sampson, 1986: 15)

The report goes on to provide a map of areas within the City Centre where street-related retail uses are especially encouraged by the City.

With respect to street-related retail uses, Streetscape, City Centre Area is much more specific in describing how street-related retail can be constructed to provide for easy and convenient access by the pedestrian:

One objective of the Secondary Plan is the generation of pedestrian activity within the City Centre: various provisions have been made to encourage a high percentage of ground floor retail or personal service uses. This effect is diminished when the building face does not allow direct access from street to building...A "split-level treatment" whereby a pedestrian moves up or down to a store, but not directly into it, creates both visual and physical obstacles...

Guidelines:

-Pedestrians should be able to move directly from the public sidewalk into the buildings with a minimum number of steps...In no instance should the grade change be more than 1.0m (3 ft.) above or below the elevation of the adjacent right-of-way. Steps must have a maximum rise of 150mm (6 in.) and a minimum tread of 300mm (12 in.)

-Visual access into buildings is to be maximized at street level (Planning and Building Department, 1989: 4)

This document includes photographs of preferred street-related retail and discouraged street-related retail.

The importance of these documents is reflected in the following section that was added to the CCSP:

To assist implementation of the following policies [in the CCSP], the City will provide streetscape and design guidelines for the City Centre under separate documents (City of Mississauga, 1990: 46)

This demonstrates that the City is committed to using these documents to achieve an urban environment that is not only functional but liveable as well.

We can see that fit and design are both important to the development of the City Centre. While individual developers may have their own ideas on how the finished product should be, the City has developed sufficient guidelines to keep out what is considered to be undesirable:

...I'm not proud of some of the architects who work in other parts of the city where they seem to have blinkers on as far as what's going on next door. They're concerned with their clients' building and highlighting it and making it a monument. I'm concerned with relating the buildings to one another, not competing (Design Consultant, Planning Department).

#### **4.6 CHANGING THE IMAGE OF MISSISSAUGA**

Mississauga initially grew as a bedroom community of the City of Toronto. Because of this, the task of developing a city centre with the look and feel of a traditional downtown has been somewhat difficult. This is partially due to what is perceived by others to be the function of Mississauga. It is fortunate that much of the City Centre remains to be developed and that the CCSP reflects the desire to change the image of



Mississauga from a suburb of Toronto to an independent city with its own city centre.

Changing the image of Mississauga does not only lie in changing the way it is perceived or the way it is planned, but also in altering the developments that already exist so that they reflect the new planning ideas. Square One Shopping Centre and the Shipp Towers, four buildings constructed in a campus-style setting, are two examples where changes are being planned to make these developments an integral part of the new city centre.

When considering Square One and how changing planning ideas affect it, it is important to examine its function in the past and how it is expected to change in the future. When it was developed it

...was a traditional, regional, suburban shopping centre. It was geared to a marketing principle of shopping. When it was built, it was designed from a marketing standpoint to keep people in there to shop...Now, to transform Square One into part of a city centre we have to open up Square One to be part of the City Centre. It can't close its back onto it, it's got to open it up. So, we force internal streets, that's a start. So, we're going to create activity along these streets. We're forcing stores like Eaton's to, instead of having a blank wall, to at least have some merchandising or something along the wall and ideally, there'll be more entrance points there. On the other side, Canada Trust--you can now get into Canada Trust from the outside of Square One as well as the inside. Burger King--you can get in from the street as well as internally, and that's a start...(Director of Policy, Planning Department).

Today, the Mississauga City Centre is being established as an urban core and the evolution of Square One is an integral part of this transformation. The current owners of Square One, Hammerson Canada Inc., are eager to undertake this task and are actively exploring the possibilities for the transformation of Square One:

We have a plan for [Square One]...Whether or not we'll do it in the long run I don't know, but it's called the City Markets. There is a big farmer's market already on the parking lot during the season. We would give them a permanent home and put year round food to take away here [on the west portion of the Square One lands]. The idea is to put a hotel over here as well and link them all to Square One and to each other. We've talked to IMAX about putting in a theatre there, we would also do some more specialty retailing to connect it to the shopping centre, probably leisure oriented (Vice-President of Corporate Management, developer).

Another example of a development that will be altered to conform to the evolving urban image of Mississauga are the Shipp Towers located East of Hurontario Street and North of Burnhamthorpe Road (See Map 1). These four towers were originally designed in a campus style setting with each building surrounded by parking and green space. Over the years, elements of the design for the towers have been altered to reflect changing trends.

The Assistant Vice-President of Planning for the Shipp Corporation Limited was able to put into perspective what Shipp has done in the Mississauga City Centre and what their plans are for the future. The first Shipp Tower was

constructed in 1979 and it took twelve years to build all four towers that make up 1.2 million square feet of office space. The newer buildings have more of an 'urban look' to them. The first building constructed (2 Robert Speck Parkway: 1979) was surrounded by green landscaped grounds. The second and third towers (4 and 3 Robert Speck Parkway: 1983 and 1987 respectively) are surrounded by parking and progressively less green landscaping. Finally, the fourth tower (1 Robert Speck Parkway: 1992) is characterized by underground parking and concrete 'streetscaping' including a fountain that acts as a landmark for the prestigious Mississauga Executive Centre that stands behind it (See figures 4 and 5) (Economic Development Office, January 1992: 11 - 12).

Shipp Corporation will not build this type of tower again as design trends have changed since their conception. They do, however, have one model illustrating how these lands could be developed:

Shipp did his part. Shipp's model...has additional buildings sort of fitted in so that it sort of creates spaces and relates these buildings together in a neat way, I thought. It's no longer buildings in a landscaped setting, it's tight groupings which form spaces. Really, it's the outdoor spaces that become more important than the buildings themselves in urban design and in this kind of City Centre Area (Design Consultant, Planning Department).

These four sleek, unornamented, glass-towers were designed in the modernist tradition and Shipp, as reflected in their model for the potential development of their lands, is





Figures 4 and 5. Shipp's first tower (above) and Shipp's fourth tower (below) have very different ground level detailing.



now attempting to leave behind the suburban image of these towers and create a development that is reflective of current trends and the existing design guidelines. Although they do have a comprehensive plan of how their lands could be developed it is not certain that this plan will be undertaken. The reason for this is partly because it is difficult to predict what market demands will be in the future and what the user will want when the land is developed (Assistant Vice-President of Planning, developer).

In order to change how Mississauga is perceived by potential investors, the City has implemented a marketing tool to promote the City Centre as a mixed-use centre that will one day be a built up downtown core. This is possible through marketing strategies prepared by the Economic Development Department with the cooperation of most of the developers/landowners in the area:

...Economic Development is usually set up to expand job opportunities for the resident labour force as well as expand the non-residential tax assessment base for the city. So, we function here in Mississauga in three general areas. One would be with our existing business community. We try to help them grow...Two would be to attract quality business--new business...and thirdly, city building. It's the last two goals where we are trying to attract certain business sectors and city building within the City Centre which is an important focus for building the City (Manager of Business Development, Economic Development Department).

Another way that the City Centre is promoted is through a City Centre display model located in the lobby



outside the Planning and Development Department of Mississauga. The idea for this model was developed during the review process of the CCSP. It is part of the City Centre Promotion campaign which began in May of 1989 (CP&D Minutes, May 22, 1990: 5a). The model shows existing and approved developments as they are or will be. The remainder of the model is made up of blocks that show massing or the density that is allowed on that particular development parcel.

Amendment 90 to the CCSP states that each developer must provide for a model of the proposed development to be included in the City Centre display model:

Wherever possible, developers will be encouraged to develop massing alternatives in conjunction with the city centre display model. A final condition of site plan will be the provision of funds, to the satisfaction of the City, to include the approval scheme within the City Centre display model, to a comparable level of detail (City of Mississauga, 1990: 47)

This model will demonstrate what the City will look like when approved developments are completed and it is considered by the City to be an excellent tool in promoting the City Centre.

The Mississauga City Centre is evolving. It is fortunate that there is still much development to be done because this means that much development can be realized according to the current plan, and that there is not a great amount of development that will need to be modified. Of course, it is necessary to recognize that there is no way of foreseeing what the future holds and it is impossible to say

that the current planning ideas reflected in the CCSP Amendment 90 will be considered appropriate in the future. Still, the Plan is important because it avoids uncontrolled haphazard development and ensures that new developments will reflect planning and design standards that have been reviewed and researched prior to their implementation. In the case of the Mississauga City Centre, it is evident that a concerted effort is being made to change the image of a suburban area dominated by a regional shopping mall, to one of a mixed-use urban centre.

#### **4.7 PUBLIC-PRIVATE PARTNERSHIP**

In the Mississauga City Centre a partnership between the City and the landowners/developers has been established in an attempt to produce a cooperative environment conducive to development. The private sector has been active throughout the development of Amendment 90 to the CCSP. They were consulted during the writing of the plan and it was they who worked together to get the plan approved by the Ministry of Municipal Affairs. Many of the landowners in the area are also a part of a marketing board whose task it is to promote the City Centre area as an ideal investment opportunity. The cooperation that exists between the public and private sectors illustrates that it is possible for them to work together to achieve common goals. In this way, both parties are aware of what the other wants and they can consult with one another.

It's been what we call a very consultative process. Neither one does something without dealing with or discussing it with the other before we move on (Director of Policy, Planning Department).

From the onset of the writing of Amendment 90, the landowners within the area were given the opportunity to have some input:

There were two levels of involvement. I set up a committee of all the major landowners in the City Centre--all the major developers: Hammerson, Shipp, Matthews--all the big guys. I met with them on a regular basis. I would prepare a portion of the plan, send it out for comment, they would send it back. All the big companies hired their own planning consultants and building designers. We worked very closely as a working group (Director of Policy, Planning Department).

The local developers perceive their relationship with the City as a good one and they stress the importance of this for creating a quality urban landscape:

...we have a very good relationship with the City. All the way down from the Mayor down to the staff level...We have so many dealings with them that we know them very well...and we own a big part of the downtown. It has to be a joint relationship, and even the development of the master plan [for our lands]...We developed it, but the principles are the same as the desired principles for the City. We couldn't have different principles or we wouldn't be able to go forward and we're quite keen on going forward and so is the City (Vice-President of Corporate Management, developer).

The staff of the planning department generally agree that the City and the private sector are dependent on one another to reach their goal of developing the City Centre as specified in the plan. They believe that the CCSP provides a



framework for development and that the developers, being aware of that framework, will work within the confines of the plan (Planners, Planning Department).

One example where the cooperative relationship between the developers and the City has resulted in a positive reflection of the City Centre as a whole, is the marketing board set up by the Economic Development Department:

We have an excellent relationship with them. It is a really cooperative one. I think when this marketing board was first set up, it was very unique in that competitors came together to focus on the City Centre in Mississauga and to actually cooperate with the City in promoting it. It was to everyone's advantage. It was a true strategic alliance...Everyone is of the feeling, the understanding, that we have to sell the City Centre before they can sell their individual products. We have a video that was produced as a result of it and brochures. It's really about the City Centre (Manager of Business Development, Economic Development Department).

For the developers/landowners in the City Centre, this allows them to be an integral part in the promotion of this emerging downtown and their involvement in the marketing board reflects their commitment to the area.

Another example of cooperation between the two sectors was evident in the effort, on the part of the developers, to work with the province on the approval of Amendment 90. The problem stemmed from the fact that when the Liberal government was in power, there was a verbal agreement made with the City that would allow for a deviation from the provincial policy that stipulates that 25% of new housing built be affordable.

The City would be required to adhere to the percentage of affordable housing stipulated, but they would not be required to build it within the boundaries of the City Centre.

When the NDP government came into power, they did not agree with this policy and they argued that the Mississauga City Centre should have 25% of its housing built as affordable housing as in any other area in the province. The unwillingness of the City to agree to this led to the delay of the approval of Amendment 90. Finally, the developers/landowners became involved and were able to work out an agreement with the province. This issue will be discussed in more detail in the following section.

In the future, the developers will once again be asked to contribute to a project that is being undertaken by the planning department. As mentioned above, a model is being designed that not only illustrates existing development and densities allowed on development parcels according to the CCSP, but also gives some indication of what the actual design of the building may be:

...the concept will be on drawings to begin with. Plans which will be discussed with the owners and their architects, probably...I would expect to be consulting with them and I would expect them to have ideas...When I've got something on paper that can be discussed, then I expect to get quite a lot of input. When we've got some sort of agreement, some kind of consensus, it would go to the City Council. If they approved it as the City's preferred concept, that's when the model would be changed. So, we would have plans, I imagine, drawn up in this office to be approved by the City Council and those plans

will then become the basis for the model maker to update that model (Design Consultant, Planning Department).

It is clear that in the future there will be continued efforts between the City and the developers to work together in the planning process. Before closing, it is important to note one negative comment made by a developer in the City Centre. When asked about the cooperative spirit between the planning department and the developers, the response was that the Mississauga Planning Department was bureaucratic and that the approval process for an application was complicated and time consuming. Also, it was argued that since there was not any development occurring in the City Centre at that time, the application approval process should be faster. Dealing with the Planning Department was compared to dealing with the provincial or federal levels of government in the sense that it required much time and that they were not cooperative (Vice-President of Development, developer). So, while there may be a general feeling that the Planning Department in Mississauga is helpful and cooperative, there may be instances where a sense of displeasure with the planning process can be noted.

#### **4.8 AFFORDABLE HOUSING**

The most significant issue that arose during the drafting of Amendment 90 to the CCSP was that of affordable housing. A letter from The Social Planning Council of Peel regarding the revised CCSP reflected their concerns over the

inclusion of affordable housing in the City Centre:

We find that the Plan is fuzzy on the question of its commitment to ensuring that adequate provisions are made for affordable housing in the implementation of the Plan. Specifically, the Plan on the one hand suggests that it is committed to the inclusion of significant numbers of dwelling units within the core area of the Plan; on the other hand it states that the number of dwelling units it quotes in the plan is not a goal of the Plan itself (CP&D Minutes, May 22, 1990: 5c)

This is just one of the many concerns expressed by the Social Planning Council of Peel. The main thrust of their concerns was that the inclusion of affordable housing was not addressed properly in Amendment 90 to the CCSP. Also, there was concern that social amenities such as affordable housing, public parks, and public recreational facilities were not emphasized enough while commercial undertakings were over-emphasized.

As previously stated, the City was not willing to adhere to provincial affordable housing policy based on their agreement with the previous provincial government:

We're not opposed to provincial policies. What we're opposed to is the Province telling us where to build it (Director of Policy, Planning Department).

This issue continued to delay the approval of Amendment 90 as the City and the Province were not able to reach an agreement. The landowners within the City Centre felt that it was in their best interest to have the plan approved. Although all rezoning applications were being

processed in accordance with Amendment 90, the fact that the plan was not approved by the province meant that there was still a degree of uncertainty as to what development would ultimately be approved in the City Centre. The local landowners decided to form a team to negotiate an acceptable agreement with the province:

The resolution was that there may or may not be assisted housing in the city Centre, but there would be 25% affordable housing. Affordable housing used to be defined by dollars, and in this deal, it still is defined by dollars but the dollars can go up and down...It's much like a moving target. What we thought was a better way to do it was to define it by size. Traditionally, the government, the provincial Ministry of Housing, had defined it by size but the sizes were little, bitty apartments that weren't so marketable in Mississauga. The breakthrough came in sociologically looking at what worked.

What we were able to show the province, and it's quite legitimate, was that if you build a dual master, a dual master apartment is one where the living room and dining room are in the middle and there is a bedroom on each side...these apartments can be designed and built at about 1050 square feet. That's bigger than the old number for two bedroom apartments, which is like the old kind where you have your living room and dining room in one place and you have a wing or a flank where there are two bedrooms and then there's a bathroom at the end...That type of apartment...wasn't suitable for single non-related adults, whereas the dual master was...We were able to demonstrate that to the Ministry of Housing, and the Ministry of Housing understood that that worked well and that was the reason why they increased the sizes of the affordable housing component (President, developer).

The sizes for affordable housing that were decided upon are as follows. A one bedroom unit must not exceed 76.6 m<sup>2</sup> (825

sq.ft.). A two bedroom unit must not exceed 98.2 m<sup>2</sup> (1,057 sq.ft.), and the size for a three bedroom unit must not exceed 104.9 m<sup>2</sup> (1,130 sq.ft.) (Mokrzycki, October 5, 1992: 3). When considering the price for these units, it is interesting to note the reference to the price going up and down:

...the developer could...pave it in gold and sell it for two million dollars. The province would still consider that affordable (Director of Policy, Planning Department).

The size of the units that have been assigned to the City Centre as being affordable is quite substantial actually. Really, we probably could build within the framework that is set almost for market. The reason for that is that the determinant for guidelines that have been set for the province in terms of the either sale price or the rental price, almost every unit in Mississauga qualifies. So, all of the units in the City Centre right now qualify. Now, if the market turns around the prices of units go up, perhaps a fewer percentage of those will qualify (Vice-President of Development Planning, developer).

From the standpoint of the City, this is most desirable. In essence, having affordable, low-cost housing in the City Centre can be avoided. The larger unit size that has been allowed in the City Centre means that the price will be higher than affordable housing elsewhere in the province and that indeed, it will not be affordable for everyone.

Changes in the Plan that reflect the agreement reached about affordable housing include such statements as:

The onus will be placed on the applicant to address Provincial Housing policies in that evaluation of development applications will consider, among other matters, adherence to Provincial housing policies (CP&D Minutes,

May 22, 1990: 5b).

As a result of the concern over the inclusion of affordable housing the entire section on Residential Development policies in the Plan was rewritten. After years of debate over the inclusion of affordable housing an agreement was finally made. The new section was very specific in what the City Centre should be aiming for in terms of residential units. Among other things, it states that the residential development policies should

Ensure that the opportunities are created for a broad mix and range of housing types which are suitable for different income and age levels and household structures of the future residents of this secondary plan area. This would include a varied selection of residential units in terms of unit size, bedroom count, built form, and affordability to reflect the private/public sector housing needs identified in the Municipal Housing Statement (Mokrzycki, October 5, 1992: 3).

Related to the issue of affordable housing is that of assisted housing. Neither the City nor the Province can control the development of assisted or social housing. If a developer is granted the funds by the province to build assisted housing, then they may do so in any location. The City of Mississauga is attempting to discourage it in the City Centre Area.

The Mayor asked each developer this morning to give it consideration not to build it [social housing] and to think of the long term advantages for Mississauga. Council is not against social housing. They don't want it concentrated in one area (Director of Policy, Planning Department).



It is not clear why it is assumed that all assisted housing will be concentrated in the City Centre. It is as though the City assumes that the developers will use all their residential land for this type of development. There are a few reasons why assisted housing is being discouraged. One is that there is still some fear associated with it, based on misconceptions about what social housing is.

The assisted housing caused a concern with the politicians because it still has the flavour or reputation of what you see down...at Regent Park. There's always a spectre of Regent Park when you hear about assisted housing (President, Developer).

This fear is reflected in the following statement made by the Ward Councillor for the area. He is very active in the neighbourhoods in and surrounding the City Centre:

I think it's going to have an effect on our services. It's going to put a greater demand on our schools. It's going to have a higher impact on transportation. Another area that it will affect is policing. So, especially on our social services I think it will have an effect on our plan. Then, what we have to look at, we're going through it now - an education process of explaining to the public number one, what affordable housing is, and the difference between it and social housing, what social housing is and how it can work.

There's a lot of fear out there and a lot of people using bad examples...Will that take away from the type of development that we want to occur in our downtown core? We're trying to bring in business and employment and by encouraging more social housing to be built in the core, will that take away from that? I don't know. There are questions that we can't have the answer to (Ward Councillor).

The other main reason for opposing the development of



both affordable and assisted housing refers to the high price of land in the City Centre.

There is another reason for opposing [affordable and assisted housing] in the City Centre. That is that the land is very expensive. Land for housing, whether it is assisted or affordable or whatever, is often priced per unit. If you were to take the same housing out to suburban Mississauga as opposed to City Centre Mississauga, land would be cheaper. You could put up, instead of a high-rise which is quite expensive...stacked townhouses which is the least expensive form of housing (President, developer).

I believe the argument against having affordable housing in the City Centre is that the council has expressed some concern over having expensive land given over to affordable housing...they felt that they can get a greater return, a greater value for their money spent, if land was expensive enough, was bought outside of the City Centre for that type of housing (Vice-President of Development Planning, developer).

There is no question that affordable housing will have to be constructed in conjunction with the provincial policy that was negotiated by the developers of the Mississauga City Centre. The question still remains, however, as to whether or not social housing will be constructed within the boundaries of the City Centre. True, there is a stigma attached to social housing, but at this time it appears that it is the only thing for which there is a market.

Peel Non-Profit [Housing Authority]...have a waiting list, I believe of over 1000 people within Mississauga. By building those buildings, we'd be answering a need that exists in the City now. I think that is perhaps...responsible...for those people to be answered (Vice-President of Development

Planning, developer).

This developer furthers this argument by offering justification for building low-income housing in the core area:

...we have office workers. We have commercial employees, who don't have a significant income, who perhaps need affordable accommodation and, by being located in the City Centre, they can have the advantage of being able to walk to work in a high concentration of development. In addition, there is public transit here. We have the GO system, the rapid transit system is going to come into the City Centre. You have all of the other city transportation systems coming to the City Centre. You have all of the things which probably should be readily available to people who have low income (Vice President of Development Planning, developer).

The City is still concerned that much social housing could be concentrated in one area and that this will result in an undesirable environment and take away from the professional, commercial atmosphere they are trying to establish. They believe that developers who are considering their long term interests will understand their point of view:

They might be able to wait it out and say, "We won't build. The only housing now is social housing that could be built. We won't build it now. We'll wait until the market returns and we'll build, ultimately the condos and the luxury condos that the plan calls for" (Director of Policy, Planning Department).

There is no reference made to producing social housing that will also provide a quality environment for residents. Instead, the attention is placed on avoiding the possible

problems by putting assisted housing elsewhere.

The resistance to having assisted housing in the area is not shocking since there are many bad precedents and the Mississauga City Centre is not the first community to demonstrate NIMBY tendencies in this respect. What is important to recognize is the negotiating power of the developers. It was their combining that resulted in an agreement on a definition of affordable housing that they could accept. It is also important to note that the type of union they created is not at all common. One developer commented that it is unusual for all the landowners to work together in this fashion and that it would not happen in other areas. In this case, it was probably made easier because there are so few landowners in the City Centre (Assistant Vice President of Planning, developer). The developers were trying to reach an agreement on behalf of the City. They did not simply want to have the plan approved. They wanted to reach an agreement that would be acceptable to the City, the Province and themselves.

#### **4.9 SHAPING THE MISSISSAUGA CITY CENTRE**

The issues discussed above have all played a role in determining how the City Centre looks today and how future developments will look as it evolves. It is clear that the City and the landowners had the greatest input into Amendment 90 of CCSP and they continue to have the greatest influence over City Centre developments since they are the largest

interest groups. It is also evident that public viewpoints were considered during the plan revisions and they were cause for some changes. New planning ideas as reflected in the streetscape guidelines also play an important role in determining what the city will look like and in making the City Centre a liveable environment.

#### **4.10 THE MISSISSAUGA CITY CENTRE TODAY**

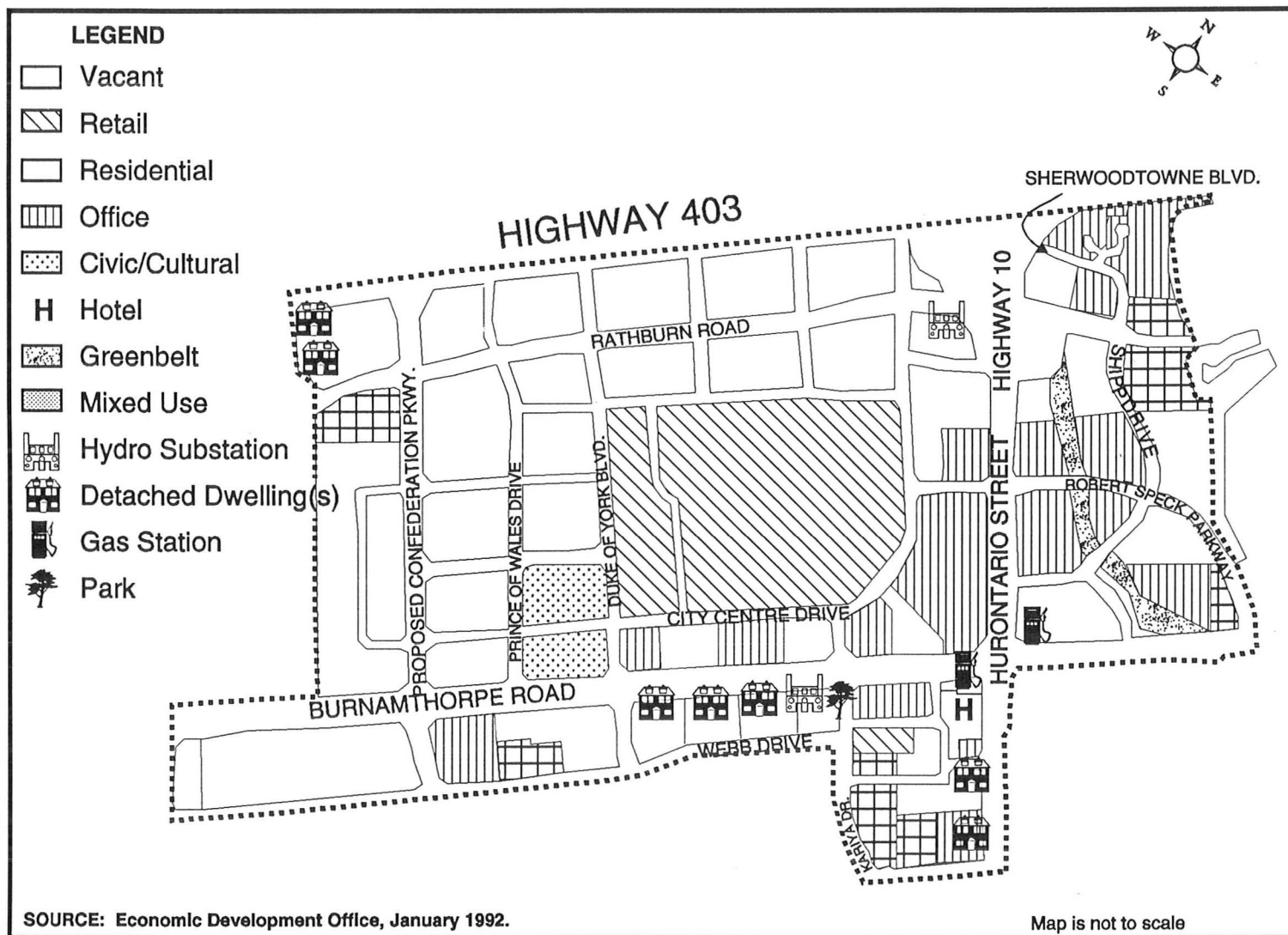
Currently, the Mississauga City Centre can be defined as being in its early development stages. It is still characteristic of typically suburban qualities and the existing architecture largely reflects the modern era. What is meant by this is that densities are low, buildings are surrounded by open space or parking lots and the automobile, not public transit, is still the primary mode of transportation. The style of the buildings largely reflects the idea of simplicity and sparse ornamentation characteristic of the modern and late-modern architectural periods.

There is still much space between developments and Square One remains the focal point of the City Centre. There are also some detached dwellings in the City Centre Area. Some of these remnants of Mississauga's past have been transformed into small businesses while others are on parcels of land that are designated for future developments. The only new single family detached dwellings that have been built in the City Centre are located at Rathburn Road West and Elora Drive. They were constructed in order to complete the

residential street on which they front. Currently, there is little development taking place in the City Centre. The recession and poor market have stagnated development for now.

Map 2 shows existing land uses by development parcel as specified in the Secondary Plan. As can be seen, there is much vacant land. Although the goal of the City is to create a mixed-use centre, as it stands, uses are still largely separated and few parcels have been developed to capacity. The one major exception is the area on the south-west corner of Burnhamthorpe Road and Hurontario Street. Although there is still some vacant land here, much of this area has been fully developed. It includes the Sussex Centre - two office towers with ancillary retail uses at street level, a hotel and residential uses consisting of townhouses and apartment buildings. The apartment buildings also have retail potential at the street level. On the east side of this area, there are some detached dwellings. One is still being used for residential purposes, while the others have been converted to commercial uses.

The Shipp Towers discussed earlier are the best example of suburban, campus-style development in the City Centre. When they were originally planned in the 1970s, towers surrounded by open space were common in many suburban areas. These buildings do illustrate the changing values of the City of Mississauga. This can be seen in the variations that exist between the older and the newer towers.



Map 2. Existing Land Uses in the Mississauga City Centre.

Of note is the development that has taken place north of Rathburn Road East, East of Hurontario Street. This area is known as Sherwoodtowne Village and is characteristic of low-density office buildings which are similar in structure to townhouses. The streetscaping in this area consists of old-fashioned lamp posts and street signs, and gives the impression of a small village. Similar structures can be found at the easterly boundary of the City Centre, north of Burnhamthorpe Road East. The structures in this development, however, are set further apart in a cul-de-sac. This development is hidden from view from major roadways, and not as much emphasis was placed on streetscaping and design details. As such, it does not give the same cohesive, inviting appeal. These buildings represent the post-modern architectural style in that they break away from the uniformity of the modern period and attempt to recapture the past and make it new again (See Figures 6 - 8).

The existing streetscape in Mississauga provides us with a look at the type of architecture that will characterize the City Centre in the future. Developments that have taken place since the 1980s largely reflect the post-modern architectural period. The most prominent is the Mississauga Civic Centre building constructed in the mid-eighties. This building draws on elements that characterize Mississauga's rural past and incorporates them through architectural design to create a building that is reminiscent of the past while





Figure 6. Sherwoodtowne Village - The village atmosphere is created through the use of street furniture reminiscent of days gone by.





Figures 7 and 8. Sherwoodtowne Village (above) looks like a village. At Burnhamthorpe Road and Robert Speck Parkway (below) less attention to detailing means reference to the past is less effective. Also, this development is hidden from view by a high-rise apartment building.



using modern materials and technology.

The simplest way to understand the Mississauga City Hall is to think of it as an overscale and slightly racy version of a farmyard, the buildings given urban dress and compressed together, but maintaining memory of their rural roots. The steel-frame clock tower is a thinly disguised windmill, with the hands of the time piece turning where spinning fins should be. The high-rise office block is the symbolic "house" as its cottage roof framing would indicate.

This chateau-style great house is set above the densely planted "garden". The projecting arcades, flanked by rows of trees on either side are the "shelter belts" - dense rows of trees which radiate from Canadian farmsteads to protect both farmyard and fields from the northern climate. The cylindrical council chamber refers to grain silos, or to water towers, or to both; another primordial geometry for the pastoral ensemble. Tying all of these together is the most important building of all, the great south-facing, shed-roofed "barn". The barn references are made more clear by the huge on-axis openings, the barn doors, ringed by a range of smaller doors and windows. Underneath the large sloping roof is one great space, no doubt the "hay loft" to be serviced through the opening under the peak of the roof; one can almost imagine a projecting beam and block and tackle to haul up lardies for workouts in the health club on that level. Finally, is the common-ground for all the buildings of this space-age suburban farmyard, the very earth itself - the two-story base common to the entire complex, fertile soil from which these disparate building-forms grow like a collection of flowers in a windowbox. With more "airy" cladding materials such as glass, steel and copper being reserved for higher levels, rough-finished bands of stone will circle the base. Seldom has the term "rusticated" been used with more accuracy than here. To emphasize the geological layering of this earthy foundation, the rusticated base will be polychromed two shades of brown (Boddy, 1984: 155).

Other buildings that have been built in the City Centre also demonstrate the trend towards post-modern architectural development. This can be seen in the use of colour as in the Sussex Centre Phase I and II (1987 and 1989 respectively) (See Figure 9), and in the building at 77 City Centre Drive (1989) (See Figure 10). In these two examples the use of distinctive shape in addition to the use of colour allow them to stand out from the uniformity of design of the buildings of the modern era.

There are also elements of modernist and late-modernist architecture in the City Centre area. These developments took place in the 1970s and are characteristic of uniformly shaped buildings, surrounded by parking lots (See Figure 11). Plans for the City Centre include the incorporation of these buildings into developments where the buildings and the spaces around them are linked in such a way as to create a comfortable, useable environment.

#### **4.11 THE MISSISSAUGA CITY CENTRE TOMORROW**

The idea behind Amendment 90 to the CCSP is to set the stage for future development within the City Centre. The Economic Development Office of the City of Mississauga has produced a document that outlines the development potential for each development parcel in the City Centre. This is important because what is planned for the City Centre today provides a guide for what will be built in the future. Map 3 reflects the development potential for each development parcel





Figure 9. Sussex Towers (pink buildings on left). Unique colour and design distinguish them from their surroundings.



Figure 10. 77 City Centre Drive - Distinctive building colour and design reflect post-modern architectural style.



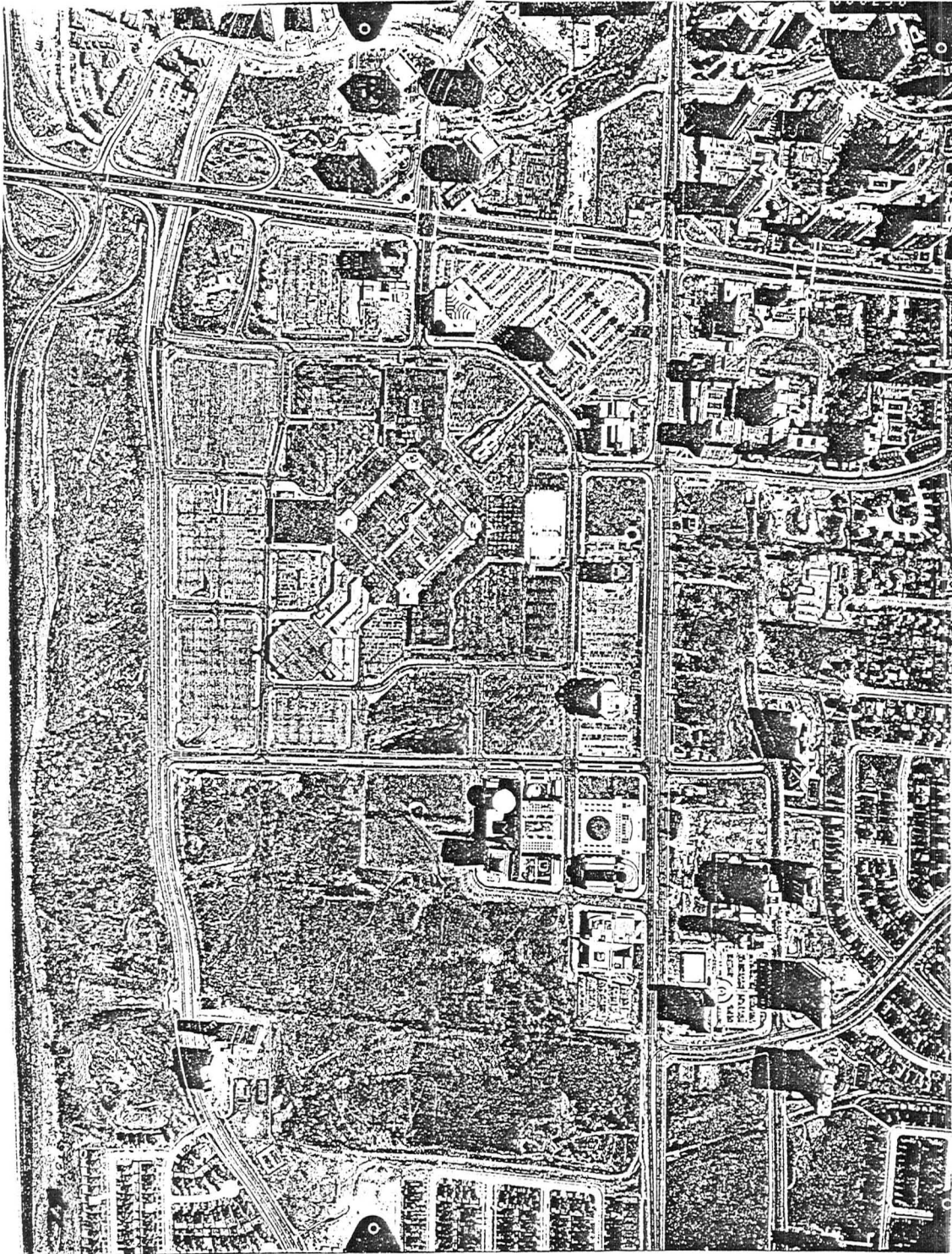
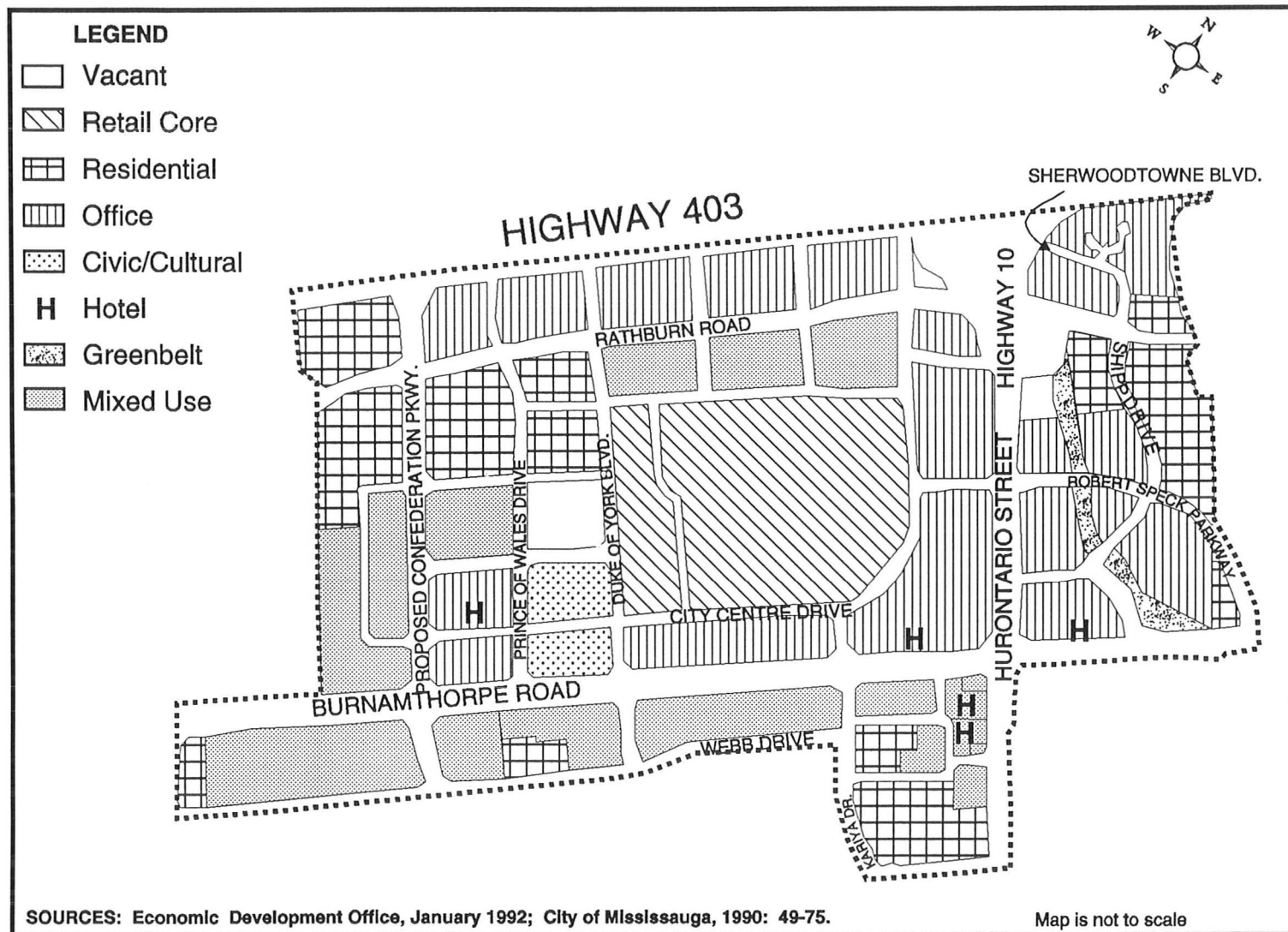


Figure 11. Mississauga City Centre - Aerial Photograph (1992). Dispersed development surrounded by parking lots still characterizes the City Centre. Source: City of Mississauga Computing and Mapping Services.



Map 3. Land Use Designations for Future Development.

as specified in the CCSP and in the Economic Development Office document.

Since the City Centre is ultimately to become a mixed-use environment, it is somewhat difficult to map the proposed land uses. The primary land use for each development parcel is that which defines it. In the CCSP some of the land uses are divided into categories based on the percentage of each use designated for the area. For example, office space is broken into three groupings Office Space 1, 2, and 3. These are not distinguishable on Map 3, but their specifications can be found in Appendix B.

Some of the issues that arose during the review process of the CCSP can provide insight into the future of the City Centre. Although Amendment 90 to the CCSP was approved in October 1992, in some ways, it is not a fait accompli. It is important to acknowledge that the Plan can be amended and that it is not a perfect document. This is why the City has a policy of reviewing all secondary plans every five years. The development of the City Centre is an evolutionary process. One that will require constant analysis of its policies. Even though the Plan has been approved, there are still some concerns that need to be addressed in the future. For example, a Corporate Report from the Commissioner of Planning and Development of Mississauga dated October 14, 1992 discusses the possibility of staging residential development with a corresponding amount of commercial development.



The concern apparently relates, in part, to the cost implications of the services required for residential development without the off-setting revenues generated by commercial development (Mokrzycki, October 14, 1992: 1).

There are various reasons both supporting and opposing staging residential development with commercial development. If this were to occur, given the current office vacancy rate in the City Centre of 25% it could be five to ten years before additional residential development could take place. Other concerns include the difficulties that could be presented to landowners whose development lands are zoned strictly for residential uses. These landowners would become dependent on other landowners for the development of their lands. There would also be administrative problems associated with deciding which developments occur first.

The report also states that this may not be necessary since the requirement for character area plans is adequate to ensure that "provision is made for all prescribed uses regardless of the timing of development" (Mokrzycki, October 14, 1992: 2). It is also noted that residential development often takes place prior to commercial development within a planning district and that this can be useful in order to supply a resident work force. In addition, it is recognized that less commercial space compared to residential units is required to provide the same or greater tax revenue. Most important, is the fact that any amendments to the Plan would involve a further delay of its approval. The Plan needs to be

approved so that development can take place that supports the policies included therein.

...an approved Secondary Plan will provide the required document to support the ongoing City/Landowner promotion campaign for the City Centre...Hydro Mississauga is awaiting Ministerial approval to secure a site for a much needed substation within the City Centre. Finally, land use planning for Mississauga is based on the development of a prominent City Centre. The distribution of uses and densities throughout the City is, for the most part, relative to the City Centre. An approved Secondary Plan will provide an up-to-date basis for land use planning throughout the City (Mokrzycki, October 14, 1992: 2).

The arguments against amending the plan to reflect the staging of residential development with commercial development include the concern that it would require a time consuming procedure consisting of a full public meeting process including the possibility of objections and a lengthy delay. One advantage associated with amending the plan was to ensure that a greater amount of revenue would be available to offset costs associated with residential development (Mokrzycki, October 14, 1992: 4 - 5).

It was decided by the Planning and Development Department that the Plan not be amended at this point so that it could finally be approved after a very long review process. It is logical to assume, however, that this issue could be one of utmost importance during the next secondary plan revision process.

Another instance that demonstrates that there are some

uncertainties present in the Plan is reflected in the following statement:

Schedule 3 to this Plan identifies the proposed transitway alignment within the City Centre. This alignment is not considered final until the Environmental Assessment Act process has confirmed the location. The identification of this proposed transitway on Schedule 3 shall not be construed as affecting the Environmental Assessment process and is intended to illustrate the location of the transitway for long range planning purposes (Mokrzycki, October 5, 1992: 5).

The location of the transitway cannot be finalized until its Environmental Assessment is complete. Since this transitway is not to be implemented in the near future, it is expected that if it is determined that the route chosen is not adequate, then the Plan will be amended to reflect this.

#### **4.12 CONCLUSIONS**

Given the current market, it is difficult to determine when further construction within the City Centre will take place. There are some rezoning applications that have been approved but development will only occur when the market improves. Character area plans submitted as part of the approval process for any rezoning application provide a window to the future. They illustrate what shape various developments will take once completed. The Mississauga City Centre is an extensively planned area with very precise goals for the future. The shape of things to come is also evident in the future transportation routes planned for the next 10 years and in the existing approved character area plans. In

addition, the Living Arts Centre which was accounted for when research was undertaken for the Central Library, is currently being planned. These will be discussed in the following chapter.

## **CHAPTER 5**

### **PLANNING IDEAS AND ISSUES IN PRACTICE**

#### **5.1 INTRODUCTION**

In the previous chapter the main issues concerning the planning and development of the Mississauga City Centre were identified. In this chapter specific examples of developments where these issues have manifested themselves will be examined. This will illustrate how the planning framework affects the physical structure of the City Centre. To begin, the locational and economic advantages of the City Centre and of Mississauga as a whole will be discussed. This will be followed by examples of developments, both existing and proposed that have encountered difficulties through the planning process. This chapter will end with an examination of planned future developments for the Mississauga City Centre.

#### **5.2 THE ADVANTAGES OF LOCATING IN MISSISSAUGA**

There are a number of reasons why Mississauga is an attractive location for potential investors. Its geographic location, to the west of Metropolitan Toronto, places it in an ideal location for markets between Toronto and Hamilton. In addition, there are economic advantages associated with the cost of locating in Mississauga. The existing infrastructure

and amenities add to the positive features of Mississauga and the accessibility of the Mississauga City Centre to outlying areas is also valuable for its continued development (Director of Policy, Planning Department).

In terms of accessibility we've got the 403 literally going by the City Centre. We've got Hurontario which connects the Queen E. and the 401. So, in terms of accessibility from a roads standpoint it's very accessible...All bus routes in Mississauga come into the City Centre. So, it really is the centre and it's therefore, hopefully, accessible to the whole city and to the region as well...

...In terms of the GTA (Greater Toronto Area), although we're on the westerly edge of the GTA, we're in good position relative to Hamilton, Burlington--that area, because most of what's happened in Southern Ontario has been to the west of Metro. Even though they've tried to push it to the east over the years, most of what has happened is still west of Metro connecting it around to Niagara. So, we're in good shape as a city centre, I think, to develop not only within the city, within the region, but also within the GTA (Director of Policy, Planning Department).

Accessibility, while being important, is not the only thing that a prospective investor is looking for when considering locating in an area. Mississauga has a large number of advantages that act as pull factors to the area. Mississauga, according to both the City and to the landowners within the City Centre, is an excellent investment choice for a variety of reasons.

...the proximity to the airport has been a huge benefit to a lot of companies located in Mississauga and we think it will have a big impact in the City Centre. There is going to be a dedicated bus route coming in here, a

new bus station here and hopefully another one here with linkages to the City of Toronto and to the airport [See Map 4]. We think that's going to make this very attractive to a lot of businesses.

We think of it as the centre for the west of Toronto. This downtown, evolving downtown, could become that centre. Square One attracts a very broad trade area...The facilities are here--the Y, the library. They attract people. There are lots of other facilities but they are the central ones. City Hall is here. The Performing Arts Centre is going to be here. We hope to put in some uses in here that will be attractive--some recreational uses that will be attractive to a lot of people...This could be a core for a big geographic area (President of Corporate Management, developer).

Potential office or commercial investors also find that there are many advantages for their employees:

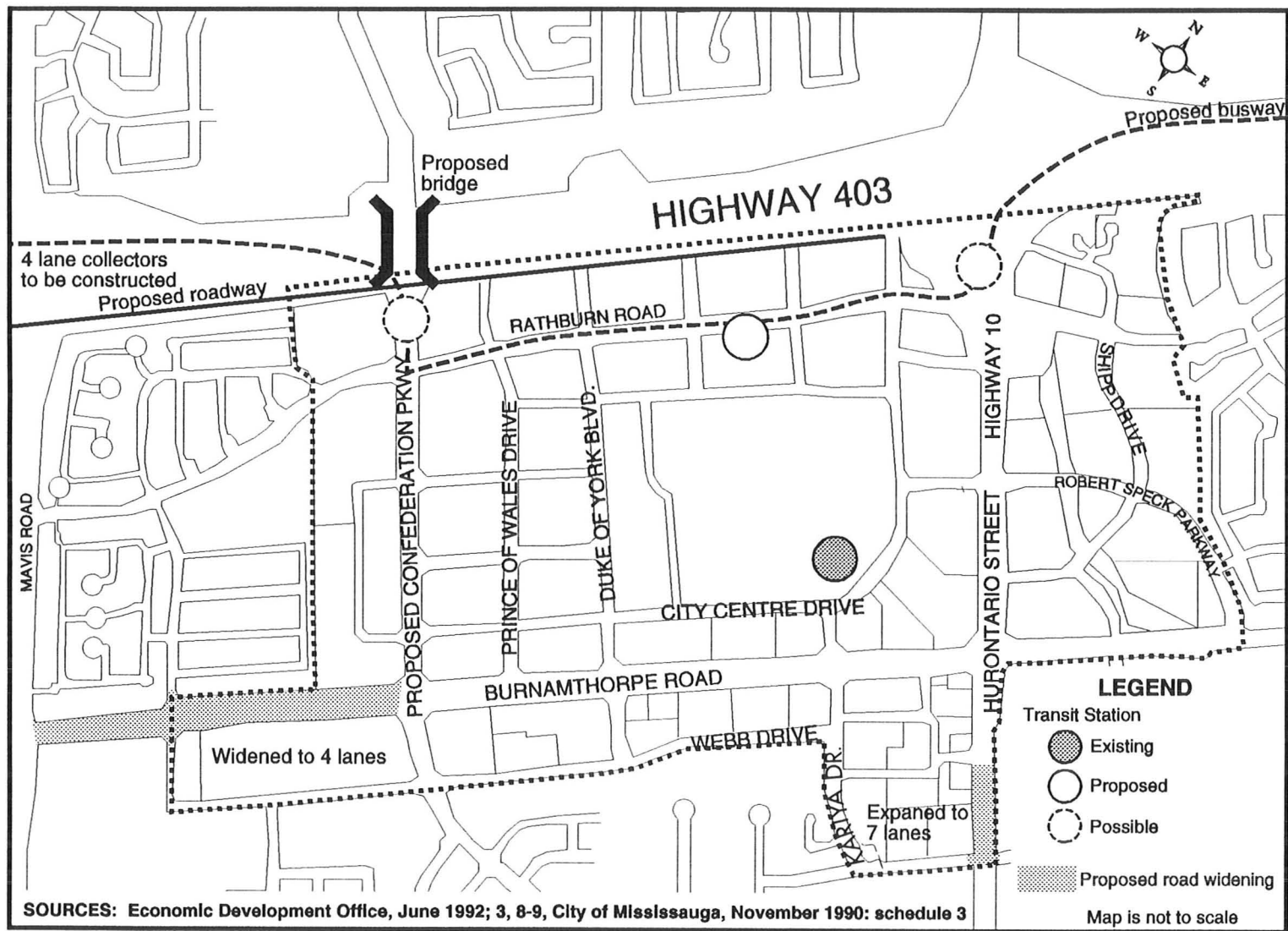
When I talk to a proposed office user, I start by saying that first of all, in Mississauga, the residential areas are less expensive than they are anywhere in greater Toronto except perhaps Ajax...

...One of the best ways of making sure that your company cannot only recruit skilled labour, but also retain skilled labour is to eliminate the commute...Studies also show that if you eliminate that commute, people aren't edgy at leaving right at 4:30 because if they leave at 4:45 they get caught in traffic....

The next factor is the provision of amenities...stores and things like that. The other amenities that are important are daycare, and that of course can be provided anywhere, but it's easier to provide it in a high density area because then, the daycare will support itself. The same is true of transit...

Probably even more important than some of the ones I've mentioned is the walk-to-work residential...To be able to say to a prospective office tenant, "Your people can have a two bedroom luxury apartment in a building with a swimming pool and squash court, and they can either buy it for





Map 4. Planned Transportation and Transit Routes for the Mississauga City Centre.  
Works are planned to take place between 1991 and 2001.

\$120,000 or they can rent it for \$1,000 a month and they can walk to work...A lot of what I've said here suggests that the high density provides a higher lifestyle - a more important or a more satisfying lifestyle than low density because again, this high density in the offices and the apartments suggests that the area can support other amenities that are important but require high density (President, developer).

In addition, Mississauga could be the best location for office users who require a large amount of contiguous floor space:

I think the Mississauga vacancy is a bit more healthy [than that of Toronto]. Shipp has one building that is almost empty. There is very little space around for a 100,000 foot user. If you need 100,000 feet, you can't find continuous floor space. 22% of a building may be empty, but it is the fifth floor and the eighth floor and the tenth floor. So, when you talk about vacancy, there are really a number of different vacancies (President, developer).

Finally, the plans for the future of the Mississauga City Centre provide an incentive for investment. The City Centre Secondary Plan, Amendment 90 (See Chapter 4) is a comprehensive plan that takes into account all future development within the City Centre Area and how the different uses should be linked:

I think the planning process and the planning of the City Centre has added value. The density that was put into the City Centre supported a high density, mass transit, the library, the Y. The density that is there now is helping make the area attractive for offices and apartments because I think it provides a higher lifestyle that way (President, developer).

...while there are certain character areas, they all have to be built and planned together to make the whole City Centre work. You can't just have residential built. It won't be a city centre. You can't just have the offices built. It won't be a city centre. So, I've tried, in the plan, to make sure all are tied together in the long term (Director of Policy, Planning Department).

Because Mississauga is geographically close to Toronto, the two cities are constantly being compared and contrasted by City employees, the developers, and by potential investors. Also, Mississauga finds itself competing with Toronto for various uses. Often, Toronto is looked to for examples of what is or is not desirable for the Mississauga City Centre:

...Toronto for instance, is primarily all either retail or office commercial and now, I'm sure would welcome the opportunity to put residential wherever they could in the core to keep it alive. I think we, in our plan, have a good balance and a good mix of the office, commercial and residential to make it work right (Ward Councillor).

...At the same time, we have a project in Toronto...It's a condominium project we're working on...It's an urban area. It has all the amenities there that hopefully will eventually fall here (Vice-President of Development Planning, developer).

Some of the developments proposed for the City Centre in Mississauga are also described in terms of comparable developments in Toronto. The ultimate role that Square One will play is compared to that of the Eaton Centre. It is hoped that the Square One lands will include a market similar to the St. Lawrence Market and that the City Centre area will

be a workable, liveable downtown core providing the same atmosphere as the that of the Yonge Street and Eglinton Avenue area in Toronto (Planner, Director of Policy, Planning Department).

On the other hand, Mississauga hopes to avoid, through careful planning, the traffic congestion and parking shortages that now exist in Toronto. It is expected that Mississauga will be a 24 hour, liveable city. It will not 'die out' after five o'clock like many areas in downtown Toronto (Planners, Planning Department; Ward Councillor).

Mississauga need not imitate the financial, tourism, or entertainment functions of Toronto. Not only will the businesses and the residents of Mississauga ultimately have all the amenities they require in their City Centre, but they will also be able to enjoy all that Toronto has to offer due to its proximity.

We won't have a dome stadium. We won't have a Roy Thompson Hall. We won't have certain functions like that. That'll never come here, so we're not planning for them. But, other than those very specialized functions, we want everything else. So, we're trying to be a major city. We want to compete with Toronto up to a certain point...the residents from Mississauga can get those facilities. It's a short drive into Toronto (Director of Policy, Planning Department).

Mississauga is in an ideal situation to compete with Toronto for office and commercial investment:

...We are in competition with them [Toronto]. What we offer out here is, of course, the offices at a lower rate in terms of costs associated with the combination and perhaps

all of the other things that tie into that as well, like living accommodations, cheaper living costs than Toronto (Vice-President of Development Planning, developer).

...We compete in that right now, the market is difficult in Toronto, so a lot of landlords in Toronto are offering a lot to the company to stay...We do compete, yes, in that way...We compete with North York, in some cases Scarborough, Markham. Those would be the ones in the GTA, but a lot of the time, for city centres, it would probably be North York. If your looking strictly at prices, Mississauga is much better off in terms of our taxes...(Manager of Business Development, Economic Development Department).

The cost-saving qualities of Mississauga could well be a determining factor as potential investors consider the advantages of choosing the Mississauga City Centre instead of downtown Toronto:

...Toronto, because it's an old city and has developed an infrastructure of costs that mean that their real estate taxes in the City of Toronto may very well retard its growth and could...begin to push Toronto towards not having as healthy a downtown as it does at the present time. The average office building of downtown Toronto might have taxes of about nine dollars a square foot. The tenants also have to pay a business tax which is a percentage of that. The percentage is generally fifty per cent...You'd be looking at \$13.50 per square foot in taxes.

Those same taxes, both realty and business, in Mississauga, would be about four dollars...If you have a big tenant, like 100,000 foot tenant, it's a million dollar a year savings in taxes....(President, developer).

From a developer's point of view, there is one more important feature of Mississauga that makes Mississauga a good location to work in:

Toronto is much more difficult to work in from a planning standpoint. They don't work with the community the same way the Mississauga Planning Department do. I've built in downtown Toronto and I don't have much interest in doing it any more (President, developer).

This shows that even if developers may have some problems with the planning process in Mississauga, conditions for development can be considered worse elsewhere. Also, developers would prefer to work in a cooperative climate with the City.

The Mississauga City Centre is a choice location. It is in an excellent location within the GTA, the existing transportation routes facilitate access to and from all surrounding areas, and it lies in close proximity to Pearson International Airport. For investors, the City Centre itself is attractive since it offers the amenities required to ensure a quality working and living environment as well as lower costs as compared to Metropolitan Toronto. Certainly, there is still much development yet to be done in the Mississauga City Centre, but the infrastructure is in place and a comprehensive plan exists that illustrates the direction that development will take. Combined with all the advantages Mississauga has to offer, this means that the potential for growth is great.

### **5.3 ACCESSIBILITY AND TRANSPORTATION**

Important to maintaining Mississauga City Centre's attractiveness as an investment location is ensuring that it

remains accessible through the provision of adequate transportation systems. Mississauga has staged development with transportation systems so as to try to ensure that this occurs. The City also has plans for future public transit systems that will serve the population of the City Centre as it grows and make the City Centre accessible to those who do not have their own vehicle. The Mississauga City Centre has a detailed transportation plan that should be implemented by the year 2002.

Expansion of the transportation system that will affect the City Centre during this time includes the expansion to four lanes of the Highway 403 South Service Road from Mavis Road to City Centre Drive; the widening of Burnhamthorpe Road to four lanes between Mavis Road and Confederation Parkway; the expansion to seven lanes of Hurontario Street south of Matthews Gate; and the construction of a new 4-lane road (Confederation Parkway) from Burnhamthorpe to Eglinton Avenue (See Map 4) (City of Mississauga, 1990: 38; Economic Development Office, June 1992: 8).

Since Mississauga developed as a suburb, it was oriented towards private automobile use. Mississauga has continued to support and encourage the use of the automobile, as is evident in the requirement that adequate transportation routes be in place prior to an increase in density in the City Centre, and in requiring an ample supply of parking facilities. There is also a by-law which states that



landowners cannot charge for parking.

At the same time, the City is hoping to expand its transit system so as to increase accessibility and avoid traffic congestion and parking shortages. In Amendment 90 to the CCSP the role of public transit has changed. Its value to the City Centre has increased as the proposed density of the area has increased. The City believes that the development of the City Centre requires that public transit play an important role in serving the employee and resident population. This is reflected in the objectives in the sections dealing with parking and transportation in the CCSP. In the section on parking the objectives are as follows:

To develop a parking supply for the City Centre which supports a high level of transit usage and prevents an unacceptable level of congestion on the City Centre street system (City of Mississauga, 1990: 20).

For transportation the objectives are:

To keep travel time to a minimum.  
To achieve traffic circulation systems and promote land-use densities which have a potential for high usage and public transit (City of Mississauga, 1990: 19).

These objectives are reflected in the policies aimed at meeting these ends.

#### 2.6.3 Policies....

Place a high priority on transit improvements such as exclusive bus lanes, contra-flow lanes, and provisions for special transit signals and turn movements.

Maximize integration between the various transportation modes.

Locate transit stations within easy walking distance of the employee and resident populations.

Develop parking policies to help reinforce an improved transit system.

Encourage peak-period-work-trips to the City Centre to use transit.

Develop a shuttle transit system to augment transit service.

Recognize the potential for an Intermediate Capacity Transit System on Hurontario Street (City of Mississauga, 1990: 19).

Also in section 2.7.3 on Parking the following objective is included:

Discourage new, long-term parking spaces in the core of the City centre. Locate any new, long-term parking structures in areas peripheral to the City Centre. Any new peripheral parking structures should be concentrated to make transit service efficient and convenient; connected to transit shuttle service; and provide preferred space and rates for van and car pool vehicles (City of Mississauga, 1990: 20).

The implementation of these policies may involve some problems. It is important to recognize the needs of the user. Although the City may feel that congestion will be avoided by encouraging the use of public transit, discouraging long-term parking within the City Centre may result in a shortage of parking spaces and therefore result in congestion - exactly what the City is trying to avoid. Also, it is difficult to locate transit stations within easy walking distance of all the employee and resident populations. Though a transit station currently exists on the south side of Square One,

those planned for the future, if the Environmental Impact Assessment confirms their location, will be located on the northern edge of the City Centre. This means that residents and employees at the southern edge of the City Centre will not be within comfortable walking distance especially in poor weather conditions.

Plans for the City Centre also call for the expansion of the existing transit network so as to increase accessibility to the core from outlying areas.

...Our new transitway, busway, that's planned for the city, that's approved, goes right through the City Centre and connects up into Metro, with the subway in Metro, and eventually will connect up to the west into Halton... eventually, in the long, long term... There will also be transit up and down Hurontario Street to connect into Brampton and the GO Stations. There are two GO Stations on 10 [Hurontario Street], one at Cooksville and one at Port Credit, so you'll have the connections up. So, from a transit standpoint... as well as local transit, all bus routes in Mississauga come into the City Centre (Director of Policy, Planning Department).

In addition to this, there is a proposed transit way that will run east-west through the City of Mississauga and will pass through the City Centre. This proposed transitway will be a buses-only roadway that will be built parallel to and separate from major arteries. Stations connecting to north-south transit routes will be spaced at regular intervals along the way. When the transitway is implemented also depends on the availability of funding, the growth rate of Mississauga and ridership trends (See Map 4) ((Mississauga

City Centre Marketing Group, 1991: 2 - 3; Economic Development Office, June 1992: 3).

Currently

The City Centre Area is the critical focal point of the system. It presently generates the most daily commuter traffic, as well as a high percentage of each day's total shopping, entertainment and recreational trips. This area is also projected to grow most rapidly over the next decade (Mississauga City Centre Marketing Group, 1991: 3).

In Mississauga, it is important that the development of transportation routes and transit systems are in place so as to avoid potential congestion problems:

I think another thing where we've learned too, and it's tied to development...was how to tie transportation with development so that we can actually stage development anywhere in the city, but specifically in the core, with transportation to make sure that the proper road networks are put in place and proper transit systems are put in place prior to the releasing of all the development, be it either commercial or residential (Ward Councillor).

The combination of private automobile access and transit routes will enable continued density increases in the City Centre:

The densities in this plan are limited by the transportation capacity. The densities are actually at the capacity. You can't have any more density without compromising the functioning of the transportation system--roads and the planned transit, but that could change.

...If transit improved considerably, it might allow for even more density. So, that's one of the things that could change the picture over the years (Design Consultant, Planning Department).

There has already been some concern expressed over the location of the planned bus terminal. The question is one of providing equal access to all areas of the City Centre from the bus terminal which, it is thought, should have a relatively central location within the City Centre:

In terms of the transportation plan, the appropriate location of the busway, we did have some concerns about that. We still have some concerns about that. There's the question as to where the actual main bus terminal should be located. It is currently located on the south side of Square One. It is going to be relocated up onto Rathburn onto the north side of Square One. We were concerned that, in terms of walking distance, that it was moving it away from the centre of the City Centre and for people south of Burnhamthorpe it was quite a long way to walk (Vice-President of Development Planning, developer).

If the bus terminal is relocated, it would also be further away from this particular landowner's developments which would mean a longer travel distance from the bus terminal for employees and residents of these buildings. This concern may arise from the developer's interest in ensuring the protection of the positive features of his/her own developments.

Although the City is promoting the future transit system, it can be argued, from the developers point of view, that it is important to listen to the demand of the user and if adequate parking facilities are requested then they should be supplied.

...they [the City] are trying to get you to use the transit. As a developer you want to make sure you have enough parking. They want you to use the public transit. We don't care. If a tenant doesn't want to use public transit and if you are pulling people, a lot of people, from Toronto who are driving out there, you've got to have the parking for them. I'm not sure about the public transit system. I mean, it's good, but I think we would want to provide the traditional amount of parking (President, developer).

In fact, the supply of parking facilities is one factor that the City Centre Marketing Group puts forth as an advantage of Mississauga:

Parking has become a mounting problem in most cities, but not in Mississauga. The City Centre area has an abundance of parking spaces both indoors and out...This situation will continue, as new parking spaces are being added in step with the development of the area (Mississauga City Centre Marketing Group, 1991: 3).

One developer argues that in order to promote the public transit system there should be paid parking in the City Centre. This would also be advantageous from an economic standpoint since underground parking is expensive to build (Assistant Vice-President of Planning, developer). This opinion is expressed by another landowner:

Mississauga City Centre OPA [Official Plan Amendment] requires all parking to eventually be underground...You also put in some long-term, temporary parking. You like to because it's cheap and it is so expensive to put it underground...In a suburban setting, you need approximately three cars per thousand square feet...In fact, for every square foot you build above, you have to build a square foot of parking below. A square foot of parking below costs about \$30 a foot. What happens is that you get a situation that you put

underground parking into a building, you increase the cost by, for each 1,000 square feet, your adding \$30 to \$40 thousand dollars in costs. When you work that back, if you need a 10% return on your money, you basically have to charge \$4 a square foot more for a City Centre building than a building that looks the same but is up on Highway 10 and has surface parking...

There's a by-law that says you can't [charge for parking], but in fact, you include it in the rent. "Your rent is \$14 a foot. Oh, you want parking. Well, your rent is \$15 a foot". You never get your money back. It's always a losing proposition. Somehow, I'm assuming that underground parking is basically covered by additional rent. The question is whether the businessmen in the future will pay that extra four dollars for parking or whether they'll go into the boonies to pay less (President, developer).

The City believes that the best way to avoid congestion once the densities proposed for the City Centre are reached is to not only improve the transportation system, but also provide better transit service. This will also make the City Centre accessible to people without automobiles which is important for a mixed-use centre serving a variety of uses and socio-economic groups.

#### **5.4 THE CHANGING ROLE OF LOCAL RESIDENTS**

The development of the City Centre is, for the most part, based on a cooperative effort between the City and landowners within the City Centre. Essentially, the area could be developed in such a way as to reflect only the preferences of this small group. The Ward Councillor for the area has attempted to increase the amount of community involvement by making them aware of any developments that



could affect their neighbourhoods.

When a draft of Amendment 90 to the CCSP was completed, it was made available to the general public but it did not generate much reaction from them:

...when I had a draft plan ready we sent it to the general public, rate-payers and residents, for their comments. There weren't a lot of comments from the residents.

Most people just aren't interested unless it affects them and their backyard. We sent it out on a city-wide basis, but people weren't as interested as if you were going to put a group home right beside them. So, the main input came from the landowners. I also had input from all the other departments in the city--engineering, parks and rec, and transit, as well as all the provincial ministries that are involved--housing, municipal affairs, transportation--everybody that had been involved in the previous plan (Director of Policy, Planning Department).

The ward councillor felt that input from such a small group of people for the development of the City Centre was perhaps not a fair way of proceeding:

That's what I challenged from day one was the fact that if you went through the process, the only people that you would have either objecting or supporting a development are the landowners themselves. Because, if you took it under the planning act, for instance, just for notification, anyone within four hundred feet is notified of a rezoning application. That would mean virtually the whole city core could be developed by the landowners themselves because they're not going to object to it. Understanding the process and knowing that in fact, that could happen in essence, I encouraged public input from day one...

...One of the things that I encouraged as a member of council was to involve the public in the process more than they were being involved, and to listen and incorporate some

of the suggestions that they had to make it a better plan. They're the ones who are living here (Ward Councillor).

Within the context of the area surrounding the City Centre, there have been some instances where sensitivity to the existing development should have been given more priority:

...that was one of the reasons I ran for council. I felt that it was poor planning. There should have been a stepping up of residential single family homes...You're developing a corridor. You go down Webb Drive and you've got high-rises; one of a lower nature on one side and one of an extremely higher nature on another side. To me, it doesn't make sense (Ward Councillor).

The positive side of this recognition is that there is an effort being made to prevent this from happening again. The Ward Councillor keeps the residents living close to the City Centre informed about proposed future developments and densities. Communities are then able to organize themselves to oppose high density development occurring next to their single-family dwelling neighbourhoods. This was the case of the residents living near Elora Drive and Rathburn Road (See Map 1).

On that site, which was over eight acres, 8.6 acres in size, we would have had about 1290 units. We did a scheme that was composed of apartments and townhouses. With the townhouses adjacent to the existing single family on Elora and Greenpark Crescent. We showed that to the staff and we subsequently showed it to the Ward Councillor. The area residents in that area, probably because of the Ward Councillor, became aware of the City Centre Plan and were quite concerned about the densities that were being proposed for that site even though they were consistent with all the other densities within the City

Centre and with what was recommended by staff. A discussion with the Councillor, and subsequently with Council, and subsequently with the Mayor, and the ratepayers went to a number of ward meetings held by the Ward Councillor to show what they were proposing and there was quite a reaction by the people (Vice-President of Development Planning, developer).

In the end, the developers were able to reach an acceptable compromise with the ratepayers group and the City:

What eventually took place, was that it was agreed that we would retain 750 units and move 400 units to other locations. We dropped, we just lost 100 units...We also agreed that we would have single family detached units facing onto Elora and Greenpark, the existing streets, on lots which were exactly the same...so that they would have basically the same homes. It would complete their streets. We also agreed that there would be no access from that site to their streets...We would then scale it going up--singles to towns to apartments, and the apartments would be further to the east half of the site.

...we thought we were being quite responsible as a corporate group doing what we did. There was a lot of risk in terms of, besides losing units, we also had a risk that we might not get the transfer through...I believe it was a success in everyone's terms (Vice-President of Development Planning, developer).

The result of this has been an increase in awareness of developments surrounding the City Centre and an attempt to require that all future developments near existing residential neighbourhoods be sensitive to those communities.

In another instance, petitions were submitted by resident groups concerning the development of a hotel close to their neighbourhood. This hotel would be on the Lombardi

Lands and was to be located on the south-western portion of this block (See Map 1). As a result of the petitions, a modification in the plan provided for the relocation of the hotel designation to the development parcel just east of the Civic Centre. Along the west edge of the Lombardi lands there will be low-rise residential and office developments that will provide a buffer between the City Centre and the existing low density residential development to the west. This change adequately addresses the concerns of the residents (CP&D Minutes, October 15, 1990: 2).

The awareness raised about the sensitivity of the neighbourhoods surrounding the City Centre has served to shed light on how development should take place to ensure that land uses are compatible with one another not only within the boundaries of the City Centre but also with the areas surrounding it.

Although there is not a great amount of community involvement in the development of the Mississauga City Centre, the limited participation of the neighbouring residents has led to some changes. This demonstrates that the CCSP is not static and that there is a genuine regard for the concerns of the community whose opinions and suggestions can be influential in shaping the City Centre. This can occur even in a setting where the primary landowners are developers and in an environment where the City is promoting high density development. It was the Ward Councillor who made his

constituents aware of the proposed developments, that was instrumental in securing the change in the Plan.

### **5.5 NIMBY AND THE YMCA**

Even though the YMCA was established in the City Centre to provide Mississauga residents with adequate fitness opportunities, some concerns were raised about the development when it was initially proposed. Local residents were concerned that low cost, short-term living accommodations would be included in the development as is the case at several other YMCAs.

At a public meeting in November 1987, the residents of Creditview Gardens, west of the proposed YMCA, expressed concern over whether or not temporary accommodations would be included. The proposed development did not, but it was brought to light that there would be a program for disadvantaged youth. The City stated that in order to provide residential accommodations the YMCA would have to apply for a rezoning application (CP&D Minutes, November 30, 1987: 14f).

The residents group stated that they did not object to the plans as they stood, but that they did not want any uses that may be detrimental to their community to be added in the future. The City responded that any future rezoning applications would be processed and evaluated to ensure that they would be compatible with the official plan (CP&D Minutes, November 30, 1987: 14f).

In this case, residents were expressing concern for a

development that had not yet been proposed. They organized themselves to protect their neighbourhood from a possible future development that they felt was undesirable. The YMCA was constructed as planned and opened its doors in 1990. The Official Plan designation for the development parcel is Office Use 3 (See definition Appendix B) and development potential includes office space, retail and community uses as well as 200 residential units (Economic Development Office, January 1992: 13). Unless the residents of Creditview Gardens change their opinion, it is likely that in the future they may have to respond to a proposal for residential units associated with the YMCA.

#### **5.6 PROTECTING THE IMAGE OF THE CITY CENTRE**

One of the things the City needed to consider when developing their downtown core was which developments would be suitable to create the desired environment. As such, there was some debate over the appropriateness of allowing the inclusion of a gas station as part of a development. The City was concerned that a gas station would not reflect the image that the City was trying to create in the City Centre (CP&D Minutes, August 4, 1983: 6-4).

The proposed gas station would have been located at the north-east corner of Burnhamthorpe and Hurontario Street, the owners of the land, S. and K. Stefanac, already had a service station on that site and argued that the new gas bar would function just as effectively in the urban centre as did

the old service station and that it would be attractive and have modern landscaping. Also, they questioned the argument against its appropriateness by bringing to light the fact that there was already a gas station at the south-west corner of this very intersection (CP&D, August 4, 1983: 6-4).

The city maintained their position and explained that:

one of the objectives of the City Centre Secondary Plan is the development of a distinctive central business area with attractive visual qualities created through judicious architecture and urban design. The intersection of Hurontario and Burnhamthorpe Roads should not be thought of as simply the crossing of two major roads; it is a vital part of the City Centre...as such it needs special attention. A long term service station in the north-east quadrant would not meet that need...(CP&D Minutes, August 4, 1983: 6-4)

At a public meeting, it was decided by Council that Shell Canada who had made the application on behalf of the Stefanacs was to buy the land from the owners and then, to sell the surplus land to Shipp Corporation so that they could develop it with their hotel proposal to the east (CP&D Minutes, August 4, 1983: 7-4).

In this instance, the City was unwilling to reach a compromise. They are committed to creating a particular type of landscape that reflects a particular image. A gas station at one of the major intersections in the City Centre, they felt, would adversely affect the portrayal of this image. While it is possible to appreciate why this intersection should represent the function of the City Centre and include



a structure of architectural significance, an argument can also be made to support the location of a gas station on this site. The City Centre is a substantial area and, if it is to be a mixed-use urban centre offering all the amenities required by the residents, then certainly those residents should have some place in close proximity to their residence to purchase gas for their automobiles.

Currently, the land is owned by Shipp Corporation and the service station still exists. The Official Plan designation for this development parcel is Office Use 2 (See definition in Appendix B). Poor market conditions have meant that development is at a stand still in the City Centre, and as such, the service station will remain until development occurs on this development parcel.

#### **5.7 THE CENTRAL PEDESTRIAN ZONE (CPZ) - PARK LOCATION**

In this section the location of parks within the Central Pedestrian Zone of the Mississauga City Centre Area will be discussed. This is not the only area in the City Centre where parks will be located. It is, however, an area where deciding on the shape and location of parks has been the cause for some debate.

The Mississauga City Centre is planned to be a vibrant, liveable urban area. This, it is expected, can be facilitated through the incorporation of a central pedestrian zone. In the CPZ, pedestrian movement will be encouraged and promoted. The inclusion of nine acres of parkland is to

facilitate this by providing areas geared solely at pedestrians. This land is to be dedicated to the city by the landowners within the CPZ once their property is developed. Although the idea of having parkland in the city is considered by most to be favourable, deciding on the location and size of the parks was not a simple process.

One of the developers stated that there was always a contentious issue over parkland. The size of the park was debated, as was the shape and the location of it. It was originally supposed to be a ten acre park with a particular shape that was determined by the city (Executive Vice-President, developer). Not only was this considered restrictive by the owner of the land on which the park was to be located, but there were some other concerns as well:

Another area where I saw some concern as well was, in the plan there was a nine acre park proposed which was at the very westerly part and I saw a problem there. Basically, because Confederation Parkway, which is going to be a major highway that ends now at Burnhamthorpe, is to run northerly all the way up to Eglinton, was to divide the park. The park would be to the west of there, between the residential and the major highway, away from the City Centre. I felt that, if we were to have a city park, it should be either closer to the action in the downtown core or separated and built out into different pockets throughout the downtown core, not just one nine acre block.

So, what I did was ask for our Recreation and Parks people to re-examine and to...number one, review all open space within the City Centre Plan and to determine, looking at both public and private, and to determine in their professional opinion what was the amount of land that they felt was required for a core, and secondly, to look at

splitting up the parks within the core and possibly arranging them in three three acre parcels or two four and a half acre parcels - whatever the numbers came out to...

...We had to be careful not to take anything away from anyone, but to try to keep it as equal as possible - redesignate within the plan more appropriate designations to make the plan work better (Ward Councillor).

The resolution was one that appeals to the landowners and to the community. It allows for some flexibility in terms of location and calls for three three acre parks. This will provide links within the CPZ and it will also be less of a burden to any individual landowner. Prior to the revisions, all of the parks were designated for the Lombardi Lands. The redesignation of the park location meant that the lands of three landowners - Lombardi, Regina and Hammerson - were affected but to a much lesser degree.

One area of designation is adjacent to the north of City Hall here, and then it's to be linked to the west to another three acre parcel, which is to be linked to another three acre parcel, which will actually link to an existing park. They are, what I call, a floating designation. They haven't specifically been designated like "Here, this is exactly where it's going". It's more or less, "It can be incorporated within a design of this block". So, when they do a concept plan for the area, they can incorporate the park within that concept plan (Ward Councillor).

Given that the City Centre is planned to be an 'urban' centre, it is reasonable to question what the nature of these parks will be. It is, however, possible to gain some insight from the following statement:

...we won't have fields and fields of grass. There will be open space and some grass, but we're trying to build a city centre - an urban centre. Unlike Meadowvale or Erin Mills, that'll have lots of parks, open space and areas to play baseball and football and things like that. We won't have any of that in the City Centre. We'll have urban parks. So, it's a very modern kind of landscape (Director of Policy, planning department).

This is interesting because the word 'park' tends to conjure up images of grass, trees, flowers and the occasional park bench or picnic table. It can be construed that in the Mississauga City Centre the 'urban' parks will have a very different look and feel to them than what is perhaps expected, especially in an area that has been traditionally known as suburban. As Mississauga continues to promote the City Centre as an 'urban' area, more and more emphasis is placed on creating a hard-surfaced, planned environment. It remains to be seen whether or not the City will recognize that some 'country in the city' may be desirable for a truly liveable environment. At best, they will realize that a park in an urban centre does not have to be a hard, totally planned environment. At worst, a hard, symmetrical, over-planned, under-used urban park will be produced.

#### **5.8 MISSISSAUGA, CANADA: TWIN CITY WITH KARIYA, JAPAN KARIYA PARK**

The pedestrian/open space system of Mississauga includes a network of parks and the linkages between them. These are not the only parks to be located within the City Centre. On July 7, 1981, the City of Mississauga became

twinned with Kariya, Japan. In recognition of this, in January 1991, provisions were made for the creation of a park within the City Centre that would be similar to a traditional Japanese garden. This park is located west of Kariya Drive, south of the future extension of Webb Drive (See map 1). Funding for the park came from the 1991 Capital Budget and Forecast to 2000 of the City and from Matthews Group, one of the major developers in that area (CP&D Minutes, January 21, 1991: 1 - 2).

Kariya Park was to provide a serene, relaxing atmosphere for its users. It is made up of a series of interconnecting ponds. There are two bridges and a meandering pathway that run through it. The south end of the park is a wooded area. The entrance at the east end of the park has a four building gate house and the other entrance has a pavilion that is an open structure in the traditional Japanese form. Other aspects of the park include a walled garden, a small tea house, a circular seating area, a park sign, benches, and a stone with the Kariya City emblem on it (CP&D Minutes, January 21, 1991: 1b - 1d).

While the park is not very large, it does provide the setting envisaged in the original plan. It contrasts with the hard, dense urban surroundings that are planned around it. There is green grass and the landscape is made up of slightly rolling hills. In a sense, one could escape from the city that surrounds them. On a warm day, it is not uncommon to

find a person sitting on a park bench underneath a tree reading a book or a mother taking a walk with her children. The inclusion of this park within the City Centre demonstrates that even though a park is planned in detail, it can still be 'green' and reflect traditional views of what a park should be (See Figure 12). The goal in establishing this park was to create an "island of serenity" and through landscaping and careful consideration of how this objective could be accomplished, the plan was successful.

#### **5.9 THE COOKSVILLE CREEK GREENBELT**

The Cooksville Creek Greenbelt is another 'green' area within the City Centre. The creek however, was not created through the planning process. In fact, it can be considered as a challenge that the City and the developers have had to contend with. In the City Centre, the creek runs from the Hurontario Street/Rathburn Road interchange, south to Burnhamthorpe Road East (See Map 1). It did extend beyond this to the south-west side of Burnhamthorpe and Hurontario street but it was diverted when development took place in that area. The greenbelt area is defined by the top of the valley slopes and must be deeded gratuitously to the City by the developer on whose land it falls (CP&D Minutes, July 6, 1990: 4-5).

In 1990, when the revised CCSP was being reviewed, one recommendation suggested that the safety of the Cooksville Creek area be ensured through the Plan:

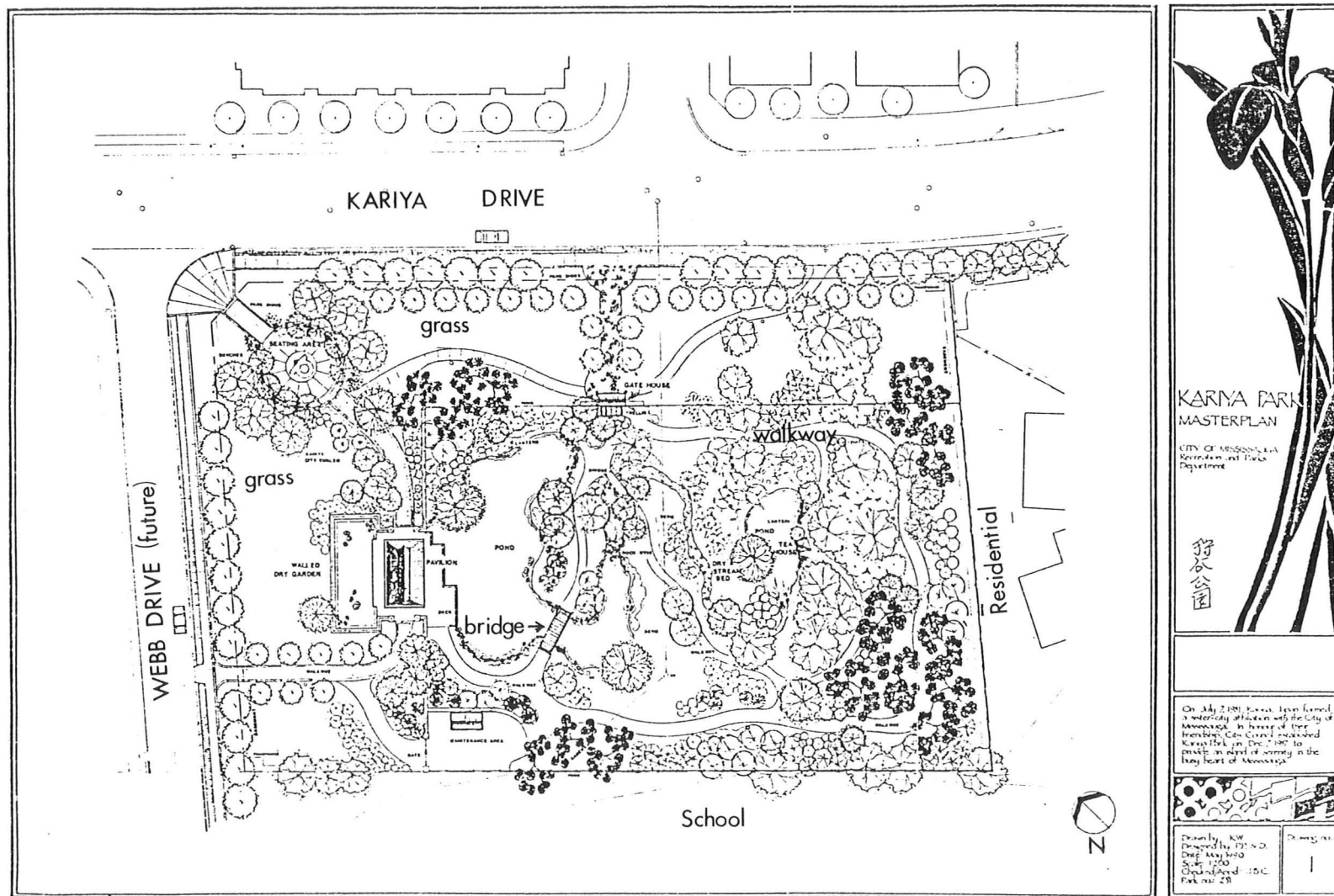


Figure 12. Character Area Plan for Kariya Park shows green landscaped area with walkways and bridges.

Source: CP&D Minutes, January 21, 1991: 1f.



In an effort to reduce downstream erosion on the Cooksville Creek, new development and significant redevelopment will be required to provide on-site storm water management. In this regard a detailed engineering report will be required which shall be to the combined satisfaction of the City and the Credit Valley Conservation Authority, and which shall indicate the means whereby post development flows will be reduced to pre-development levels... (CP&D Minutes, October 15, 1990: 3).

The Cooksville Creek is a natural yet potentially hazardous floodplain if not properly managed. Because of this, it was considered important by the City to preserve, maintain and enhance its natural features. Also, the Cooksville Creek Valley that goes to Enfield Place was to remain open space (CP&D Minutes, October 15, 1990: 4 - 5). Today, this land is still open space but there is no creek and there is a potential for development on these lands as specified in the Plan.

In general terms, the development strategy for the Greenbelt is as follows:

The Greenbelt shall be preserved or enhanced through naturalization techniques, however, development shall not be permitted (City of Mississauga, 1990: 70).

Special care will be taken where the Greenbelt is concerned. Landowners who are developing lands adjacent to it must comply with the following criteria:

a. All development in or adjacent to the Greenbelt shall require prior approval from the Credit Valley Conservation Authority.

b. Only works related to flood and/or erosion control shall be permitted within the Greenbelt area.

c. Passive recreational facilities, such as pathways and pedestrian bridges, may be permitted on the valley floor, provided they meet the combined requirements of the City and the Credit Valley conservation Authority (City of Mississauga, 1990: 70)

One developer whose land is bisected by the Creek views the Creek as an excellent advantage in so far as marketing their developments is concerned. The reason for this is because of growing environmental awareness and the association between natural environments and the green movement. While it may be advantageous from a development standpoint to have some green space on a development parcel, it is also important to note that the development near the Creek may cause some negative repercussions such as flooding or erosion. It is because of this that development near this natural area needs to be monitored. In this way, any potential dangers may be avoided or detected before serious damage has been done.

#### **5.10 SCHOOL FACILITIES**

What is most interesting about the subject of school facilities in the Mississauga City Centre is that no one in the Planning Department, the Economic Development Department or any of the developers interviewed mentioned anything about the reasons for excluding them from the City Centre. It appears that both the City and the developers are focused on residential and commercial development that will be profitable

to them. They may however, be overlooking the fact that providing school facilities for the resident population may make the City Centre more attractive on the whole.

There are two school boards that are consulted when rezoning applications for residential development are being processed - the Dufferin-Peel Roman Catholic Separate School Board and the Peel Board of Education. To date, the Peel Board of Education has not expressed any concern over the ability to provide facilities for students living in the City Centre. The Roman Catholic School Board, on the other hand, may not have enough space to accommodate students generated by City Centre development. As early as 1990, their comments about a proposed condominium development reflected this. They suggested that the landowners be advised of the possibility that students may be accommodated in temporary facilities (CP&D Minutes, April 23, 1990: 14c).

More recently, in June 1992, in response to an application in the area of the northwest corner of Rathburn Road West and the proposed Confederation Parkway Extension, the Dufferin-Peel Roman Catholic Separate School Board stated:

There is no permanent pupil accommodation available for students generated by this application. The board requests that warning clauses regarding insufficient school accommodation be included in the Development Agreement and in all offers of purchase and sale. The Board also requires that information warning signs relating to school overcrowding be erected at the entrance to the development and that the applicant be required to enter into a master school agreement to provide for education facilities

generated by residential development (comments dated December 2, 1991). Confirmation that these comments are still applicable was received May 15, 1992 (CP&D Minutes, June 15, 1992: 15e).

This is done in order to ensure that there will be adequate school facilities in the neighbourhoods surrounding the City Centre to support the development. The Ward Councillor was also concerned that the schools outside the core would be sufficient:

Both boards originally commented that they felt that they could accommodate the students that would be generated by any future development in the core. I challenged that and council supported me because at no time did they indicate that they wanted school sites in the downtown core. Why I challenged it was because we've already got an overcrowding situation outside of the core. How are they going to accommodate these students? (Ward Councillor)

The outcome of the Councillor's concerns was not the designation of land within the core for school facilities, but the possibility of incorporating schools within commercial buildings:

As a result of that, policies were built into the plan so that creatively, the school board could do a master plan agreement with the developer so that they could accommodate students within a commercial building as part of a school. That again brought in the parks system. In my opinion, where it was suggested by rec and parks that we should have a floating designation. They agreed that the parks should be split up into three three acre parcels rather than one nine acre parcel for the same arguments that I made before. This way we have the flexibility of incorporating that with, let's say, a future school site within a commercial building as well. So, there'd be more green space (Ward

Councillor).

While the Plan already stated that both school boards could establish school facilities within the City Centre, the following section was added to Amendment 90:

#### 5.6 School Agreements

That as a condition of rezoning and subdivision of land for residential development, developers will be required to enter into appropriate agreements satisfactory to the Dufferin-Peel Roman Catholic Separate School Board, to secure the provision of required school facilities (Mokrzycki, October 5, 1992: 8).

What this could mean is that students will be accommodated within commercial developments of the landowner. While this may not be an ideal situation, it does not leave this City Centre without any options for those who wish to send their children to Roman Catholic schools.

It can be argued that providing school facilities within a commercial building is not the ideal environment for students. Also, will the commercial environment and urban parks provide the necessary recreation facilities to support the school? Will there be playgrounds, gymnasiums or playing fields? Statements made in section 5.7 The Central Pedestrian Zone - Park Location, lead us to believe that in fact, the urban park system proposed will not be adequate for use of school age children and youths. Further, if market conditions improve and the demand for office space increases, developers may be less willing to accommodate students within their commercial developments.

It should also be noted that there is an inconsistency in the Plan in the sense that there is a desire to plan the Mississauga City Centre as a mixed-use, vital, liveable, urban environment. This being the case, is it not logical to include land designations for school facilities within the plan for the City Centre? It is certainly a step in the right direction to have included the potential for school facilities within the core. However, it would have been more desirable for the plan to have included specific provisions for them directly related to the predicted population of the City Centre.

#### **5.11.1 CIVIC AND CULTURAL AMENITIES: THE MISSISSAUGA CENTRAL LIBRARY**

The Mississauga Central Library was developed to enhance the Civic/Cultural function of the City Centre and the importance of this development is reflected in the planning that led up to its development. The decision-making process associated with the choice of the site for the library was quite complex. The idea was to ensure that the library would fit in with the buildings surrounding it, that it had an appropriate urban design, that it would be built within the financial limitations for this project, and that the question of adequate parking would be addressed. Also, the plans for the location of the library were to take into consideration the possible future location of a living arts centre and a market square (CP&D Minutes, August 17, 1987: 4y).

In deciding on the location and the design of the

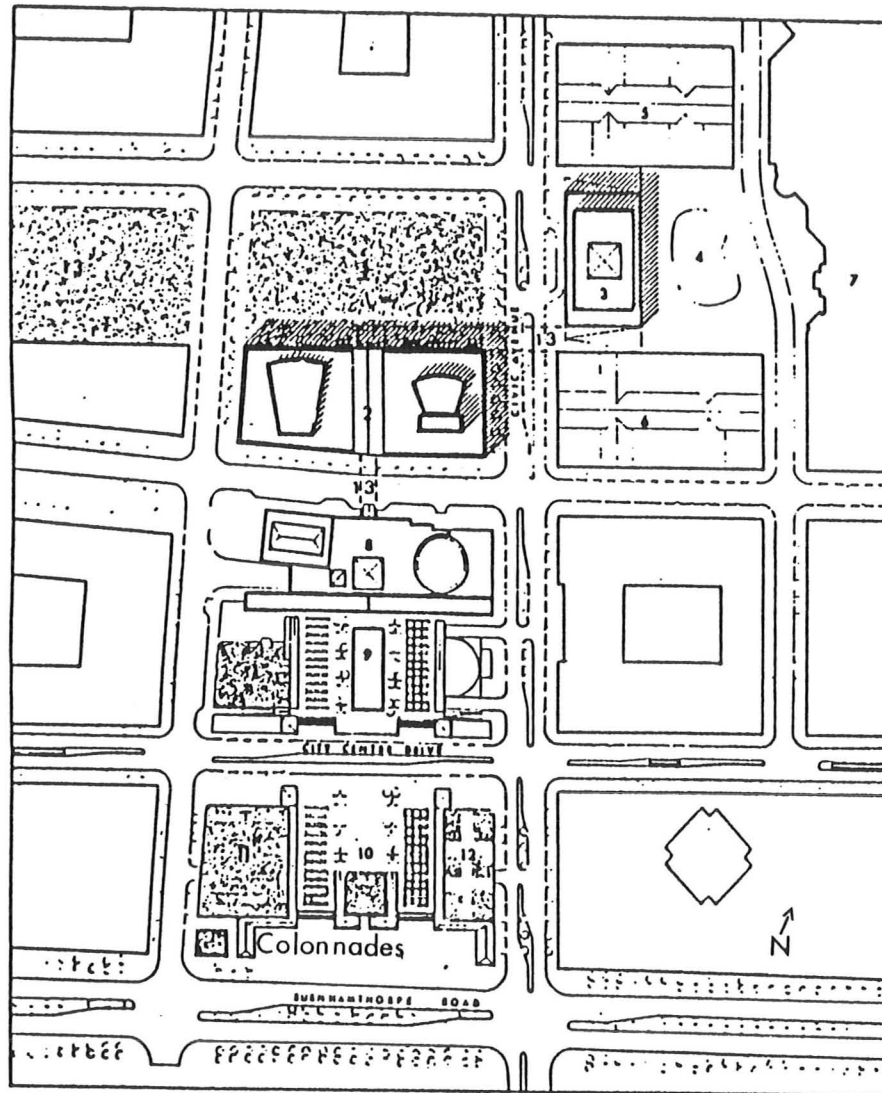
Central library, four options were prepared by Baird/Sampson Architects. These possibilities were evaluated based on the above criteria in order to determine which option would be most suitable. The advantages and disadvantages of each option are summarized in Figures 13 - 16.

In the end, Option 3 was chosen. It was believed by the City that this option best addressed open space strategies and it consolidated the performing arts facilities and accommodated the art gallery and office space. Also, the budget ensured that it would be developed within the following three to five years (CP&D Minutes, August 17, 1987: 4y). Once this choice was made an architect to design the project needed to be chosen and it was necessary to apply to the Ontario Municipal Board for \$25 million of tax monies beyond the current term of City Council and for the development of levy receipts that the City did not yet have (CP&D Minutes, April 15, 1987: 4y).

The decision regarding the choice of the location of library was not without controversy. This is due, in part, to the fact that only a few groups gave input for the site location based on the Baird/Sampson study. City Staff, the Library Board and Hammerson Canada Inc., a major landowner that would be affected by the location of the Library and the Living Arts Centre, were the only groups that participated.

One resident in particular expressed his concern over the new location. He argued that the south side of City Hall





#### LEGEND

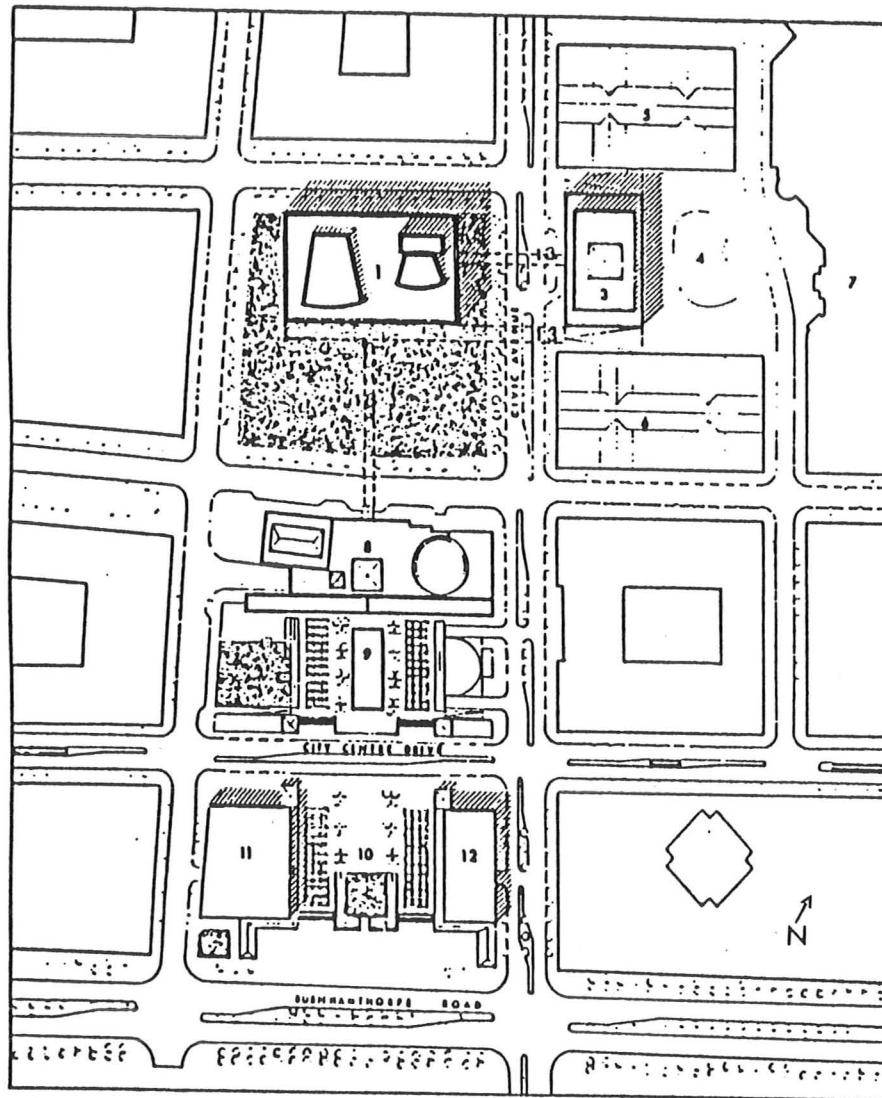
- |                             |                            |
|-----------------------------|----------------------------|
| 1. Civic Park               | 8. Mississauga City Hall   |
| 2. Proposed Arts Centre     | 9. Civic Square            |
| 3. Proposed Central Library | 10. Civic Square Extension |
| 4. Hammerson Town Square    | 11. Garden Maze            |
| 5. North Pavilion           | 12. Rose Garden            |
| 6. South Market Pavilion    | 13. Underground Connector  |
| 7. Square One Expansion     |                            |

#### DISADVANTAGES

- library is isolated with limited visibility and exposure
- open space on south block not in accordance with City Centre design guidelines
- colonnades not combined with appropriate building mass and height to extend and define the Civic Square
- maze and rose garden take away from City Hall as being the central area, while buildings on the east and west sides of this block would frame and define the Civic Square and City Hall.

Figure 13. Central Library Option 1.

Source: CP&D Minutes, November 23, 1987: 4n - 4p, 4kk.



#### LEGEND

1. Proposed Arts Centre
2. Civic Park
3. Proposed Central Library
4. Hammerson Town Square
5. North Pavilion
6. South Market Pavilion
7. Square One Expansion
8. Mississauga City Hall
9. Civic Square
10. Civic Square Extension
11. Proposed West Building Parcel
12. Proposed East Building Parcel

#### DISADVANTAGES

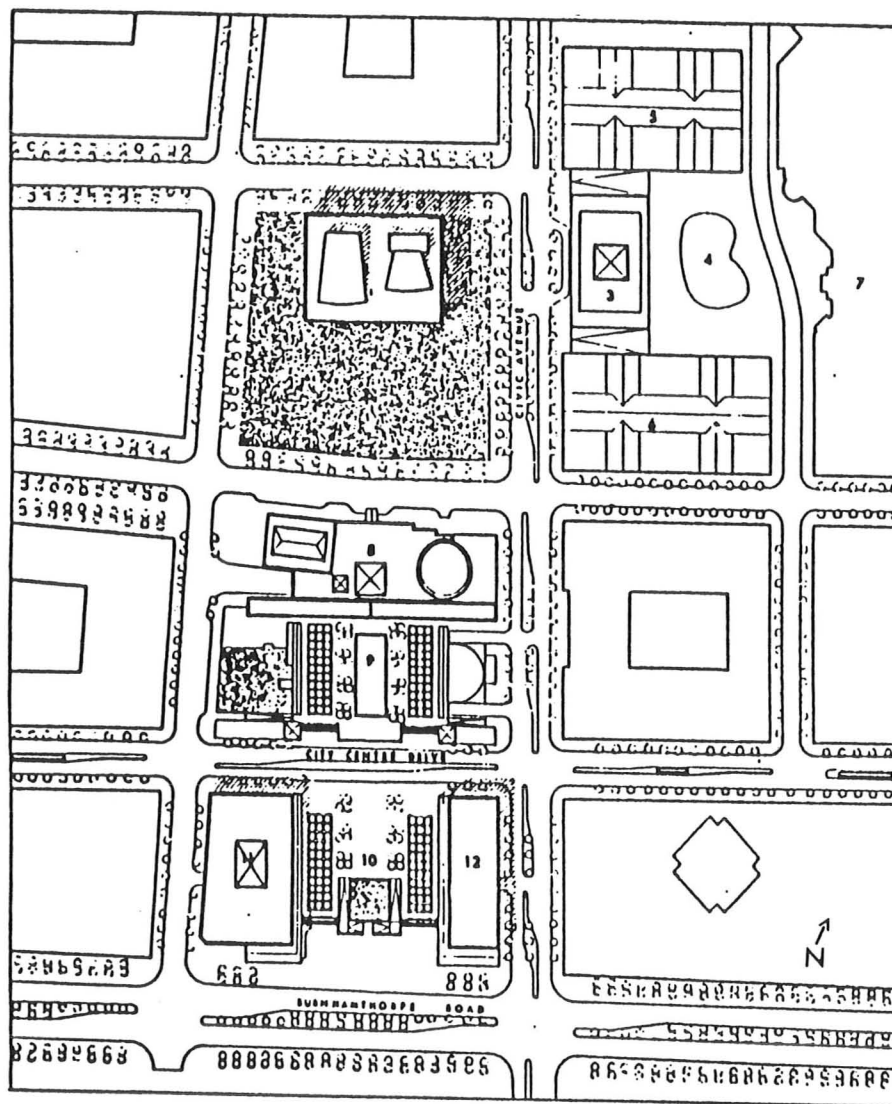
- library is isolated with limited exposure and visibility.

#### ADVANTAGES

- park on south part of north block compatible with north front of City Hall and enhances pedestrian/open space system
- allows for potential revenue in the form of offices and conforms to City Centre design criteria
- relates library and arts centre with the town square.

Figure 14. Central Library Option 2.

Source: CP&D Minutes, November 23, 1987: 4q - 4r, 411.



#### LEGEND

- |                                       |   |
|---------------------------------------|---|
| 1. Proposed Arts Centre               | 7. Square One Expansion                               |
| 2. Civic Park                         | 8. Mississauga City Hall                              |
| 3. Proposed Hammerson Centre Pavilion | 9. Civic Square                                       |
| 4. Hammerson Town Square              | 10. Civic Square Extension                            |
| 5. North Pavilion                     | 11. Proposed Central Library                          |
| 6. South Market Pavilion              | 12. Possible Art Gallery (With 2 levels Office Above) |

#### DISADVANTAGES

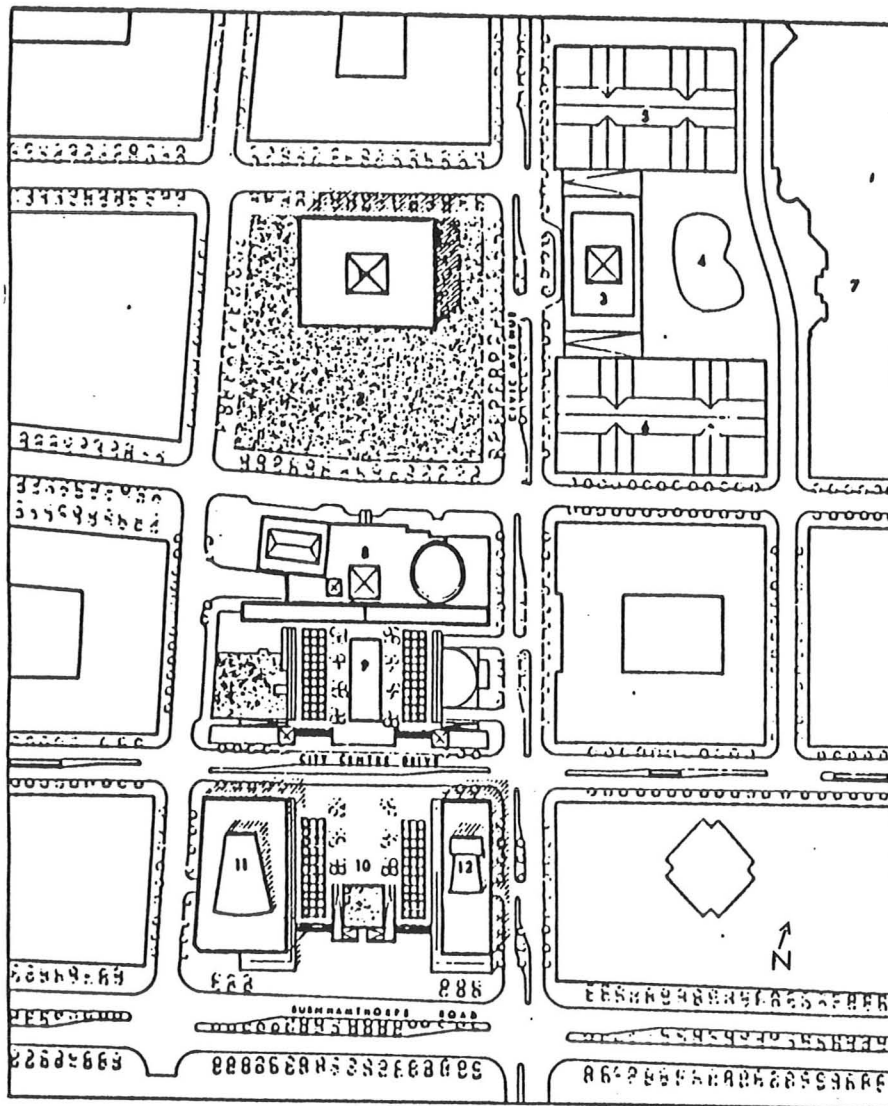
- central library "stands alone", this could weaken potential 'drop in' trade from Square One.

#### ADVANTAGES

- library given prominent exposure from Burnhamthorpe and would be accessible by public transit  
 - reflects urban design criteria for the City Centre and addresses open space strategies  
 - consolidates performing arts facilities in one block to the north of City Hall and accommodates an art gallery and office space  
 - library used as a significant architectural element  
 - buildings on both sides of civic square will provide desired scale for Burnhamthorpe frontage and for civic ceremonies.

Figure 15. Central Library Option 3.

Source: CP&D Minutes, November 23, 1987: 4s - 4t, 4mm.



#### LEGEND

- |                                       |  |
|---------------------------------------|--|
| 1. Proposed Central Library           | 8. Mississauga City Hall                 |
| 2. Civic Park                         | 9. Civic Square                          |
| 3. Proposed Hammerson Centre Pavilion | 10. Civic Square Extension               |
| 4. Hammerson Town Square              | 11. Proposed Arts Centre (Concert Hall)  |
| 5. North Pavilion                     | 12. Proposed Arts Centre (Drama Theatre) |
| 6. South Market Pavilion              |  |
| 7. Square One Expansion               |  |

#### DISADVANTAGES

- removes the possibility of shared foyers and services by separating the two components of the arts centre. This would increase construction and operating costs
- arts centre not close enough to community facilities planned by Hammerson
- arts centre considered to be cramped on the south block while the library has more than enough space on the north block.

#### ADVANTAGES

- library on the north block allows for use of pedestrian/open space system and allows for a wide range of designs.

Figure 16. Central Library Option 4.

Source: CP&D Minutes, November 23, 1987: 4t - 4u, 4nn.

is the most picturesque and that it should not be hidden from view by buildings. He also argued that the lawn (open space) south of City Hall is a people place that should be preserved. He recalls celebrations that took place in July 1987. During the festivities, the south lawn was used for community displays, public toilets, food concessions, rest tents and stages. In the evening those who wanted to, were able to sit on the lawn and listen to a concert. Afterwards, crowds gathered to watch fireworks (CP&D Minutes, November 23, 1987: 1a - 1b).

He also argues in favour of preserving some grass in the city. He uses the examples of the grounds in front of the Eiffel Tower in Paris and Parliament Hill in Ottawa. He states that a focal point for concerts and festivals should include grass as well as cement (CP&D Minutes, November 23, 1987: 1b).

This letter was presented to council during a meeting, but it did not affect the future location of the central library. The City stated that events planned for the City Centre in 1988 were intended to take place on the northern part of the Civic Square and the maximum number of people would not exceed 6,000 which could be accommodated in this area. Also, the southern half of the Square could accommodate some programmed events. Public open space north of City Hall would be available for passive recreation, aesthetic quality, and for the enhancement of built forms where tree planting and

landscaping is required by developers (CP&D Minutes, November 23, 1987: 4b - 4d).

The view of the city on the location of the library is as follows:

From a City image and design standpoint, the ultimate completion of the Civic Square framed by the Central Library on the west, an office/gallery building on the east, and City Hall on the north, will give Mississauga its most significant urban public open space (CP&D Minutes, November 23, 1987).

The definition of 'significant' and 'urban' are not clear. Does significant mean large or most important? Is the word 'urban' used to describe an area characteristic of hard surfaces? Does it imply that this public space, will be planned down to the last detail? It can be argued that the City should have sought out the opinion of the local residents when the plans for the Central Library were being developed. While it may not have been possible to please everyone, the City could have gained some insight from the people who would be using the public facilities while giving them the opportunity to participate in the planning of their cultural and civic amenities.

This does not mean that the public space that the Civic Square and the public space planned north of City Hall will necessarily fail. What this case illustrates is that even though the Central Library was to be a facility for the community, input from the area residents was not sought out. Instead, the decision was made for the City by those directly

involved in the planning process based on the research conducted. The Central Library opened its doors in 1991. The development parcel on which it is located includes development potential for office space but there are currently no plans for it nor are there any definitive plans for the market square (Economic Development Office, January 1992: 39). Plans are however, well on their way for the living arts centre.

#### **5.11.2 THE MISSISSAUGA LIVING ARTS CENTRE**

The idea for the development of a living arts centre in the Mississauga City Centre has been considered for many years. The location of the Centre was established when the location for the Central Library was determined (See figures 13 - 16). As with the Central Library the Living Arts was to strengthen the cultural function of the City Centre. A feasibility study began for the Living Arts Centre in August 1987. This study was undertaken in three phases. Phase One was conducted to determine if a need existed for this type of facility in Mississauga. The study included visiting the main arts facilities in Mississauga, telephone surveys of over 500 Mississauga residents, a mail survey of over 70 local arts groups and 130 non-arts groups, interviews with both school boards, the University of Toronto, Erindale Campus, Sheridan College, the ethno-cultural community and with the promoters and producers of professional touring companies. The attendance patterns of Mississauga residents at major performing and visual arts facilities in cities near



Mississauga was reviewed as were the population and socio-demographic trends and projections. Also, the people employed in recreation and cultural fields in Mississauga were interviewed. This study was conducted by Frank Wolman and Associates Ltd. (CP&D Minutes, August 5, 1987: 3a - 3b; April 17, 1989: 6a).

After Phase One was completed it was decided that there was in fact a strong need for a Living Arts Centre in Mississauga. The idea was to provide cultural and entertainment events to serve residents' needs. Also, there would be facilities and programmes to offer greater and more challenging experiences for participants in the arts, as well as facilities and arts opportunities for children and the ethnic population of Mississauga. The City proposed the possibility of including a commercial component to support operating costs since it was intended that the Mississauga artists and the general market place would only pay modest fees. At this point, it was decided that Phase 2 and 3 of the study should be undertaken (CP&D Minutes, May 15, 1989: 6a - 8).

Once Phase One determined that there was a need for an Arts Centre, Phase Two was conducted. Three options were produced to illustrate how the Living Arts Centre could be positioned on the site north of City Hall. These options also considered other future land uses for the area such as a City Hall Annex and the Living Arts Centre. The advantages and

disadvantages of each option were weighed. Phase Three of the study involved the implementation of a plan of action for the recommended development (See Figures 17 - 19) (CP&D Minutes, August 5, 1987: 3a - 3b; April 17, 1989: 6a).

In October 1992, Zeidler Roberts Architects were chosen to prepare a concept model for the Living Arts Centre. Once these models are complete and funds are raised, drawings will be prepared and following this, action will be taken to develop the Mississauga Living Arts Centre (Design Consultant, October 28, 1992).

#### **5.11.3 THE CITY MARKETS**

Another development that has been planned since the development of the Central Library are the City Centre Markets. They are to be located on the west portion of the Square One Lands (See Figure 20). These markets have been described as being a St. Lawrence-type market where foodstuffs such as fruits and vegetables will be bought and sold year round. They will be located ideally in the centre of a mixed-use environment and serve the resident and employee population. The plan also calls for a hotel to be located on this development parcel. A concept drawing for the markets characterizes them as village markets. There are no definitive plans for the markets at this time, but the design consultant from the planning department speculates that it will be a higher or more dense development than appears in the concept drawings since there is a hotel proposed for the area.

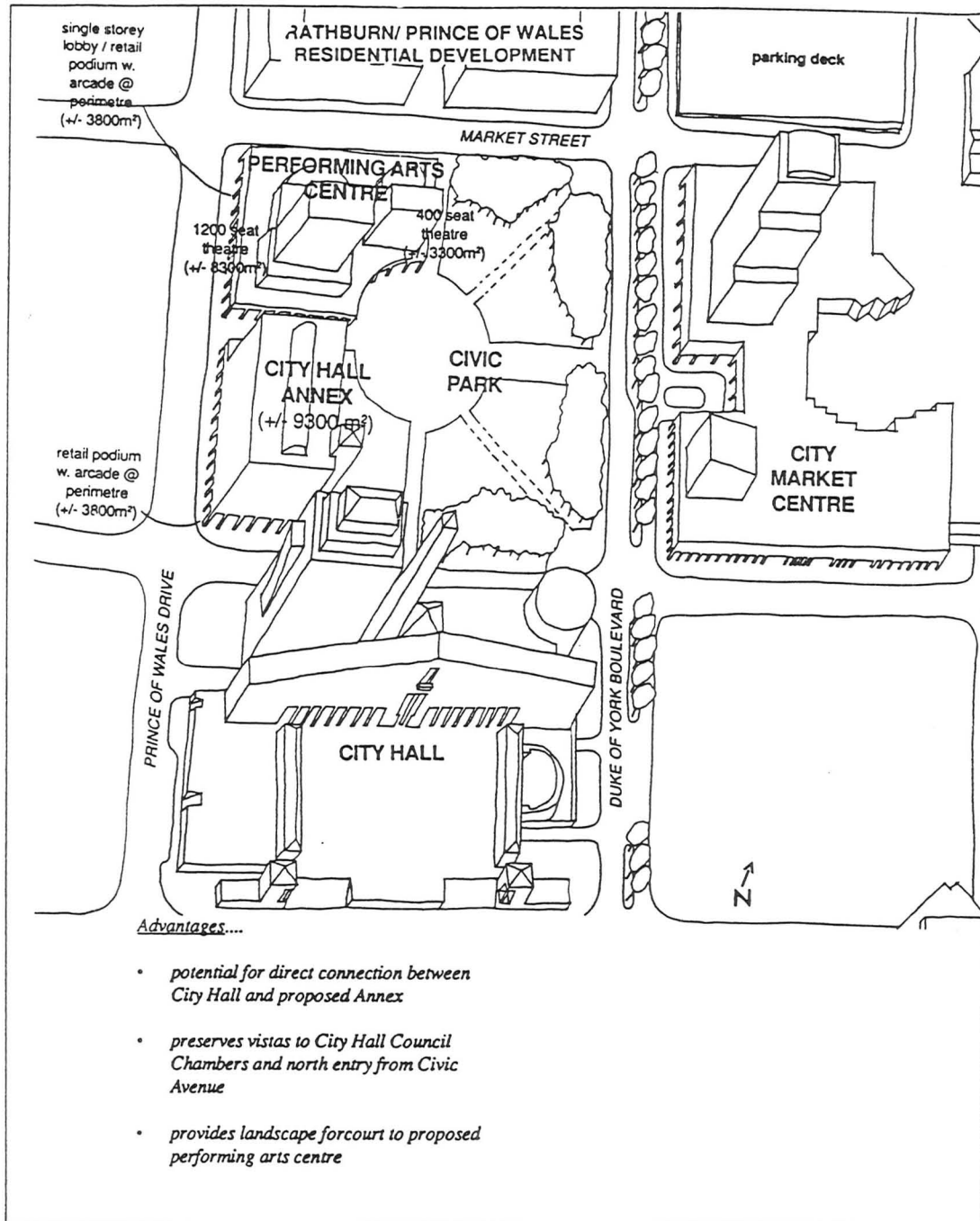


Figure 17. Civic Centre North Block Development Option A  
Source: Lambur Scott Architects, April 1991: 65.

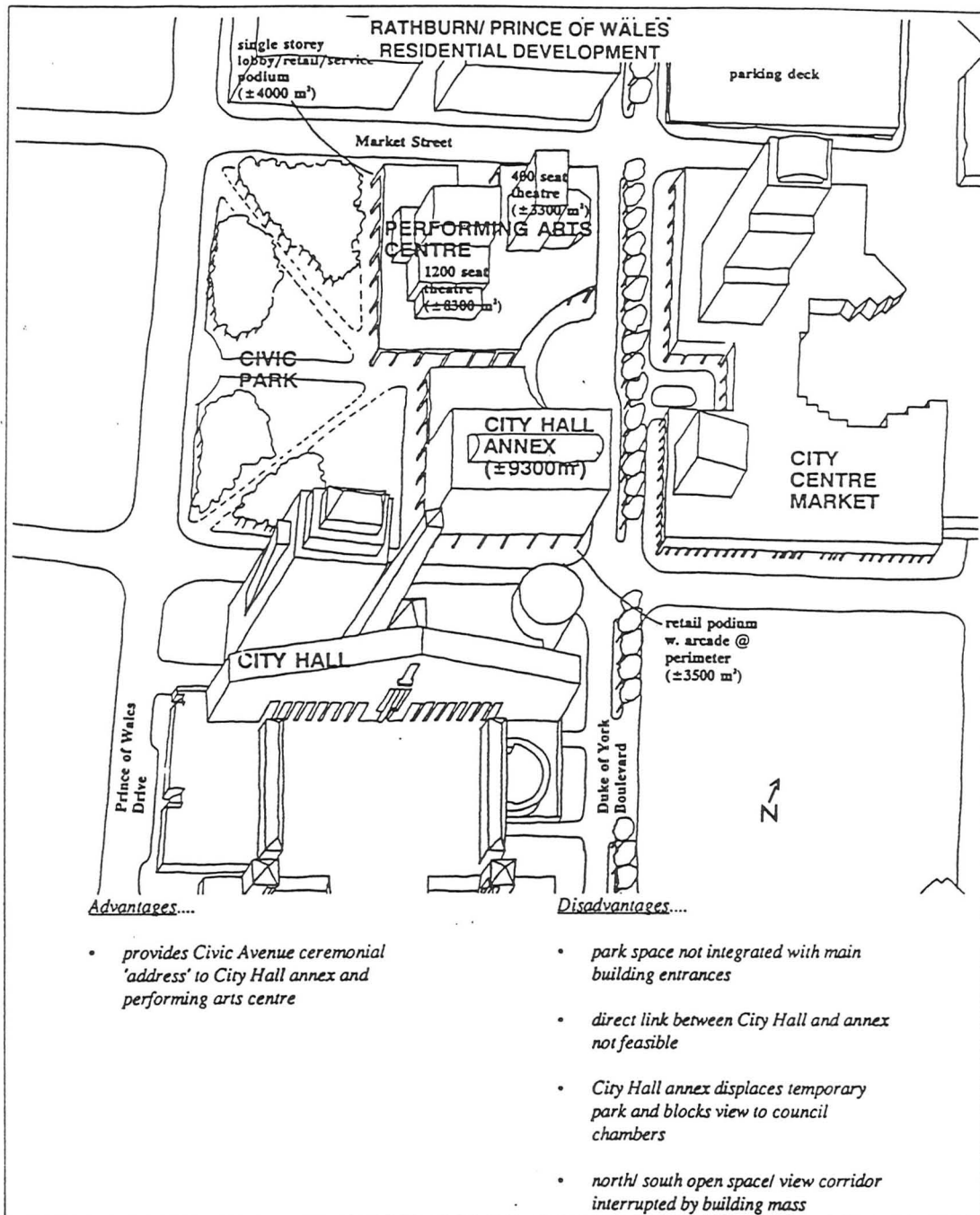


Figure 18. Civic Centre North Block Development Option B  
Source: Lambur Scott Architects, April 1991: 66.

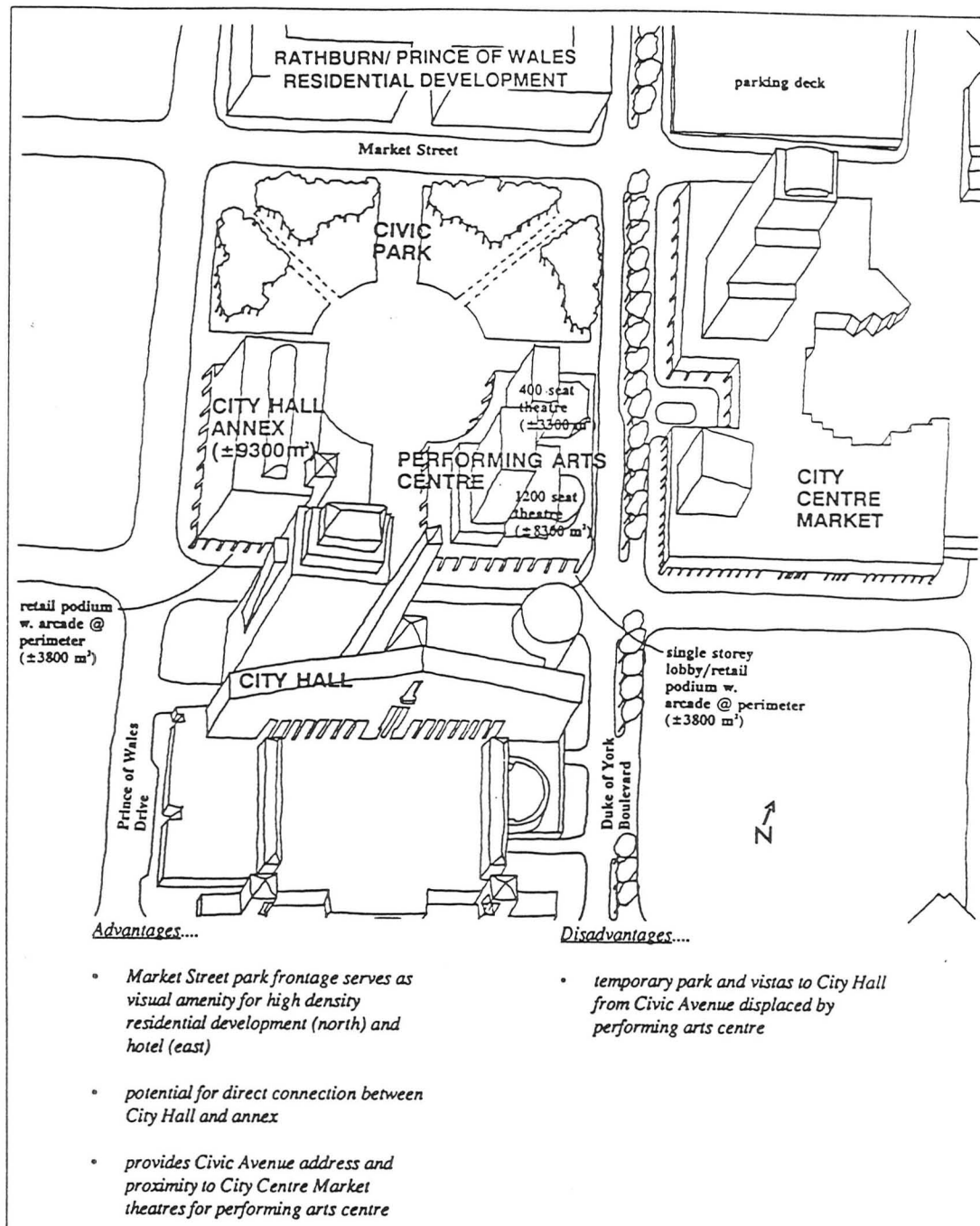


Figure 19. Civic Centre North Block Development Option C  
Source: Lambur Scott Architects, April 1991: 67.

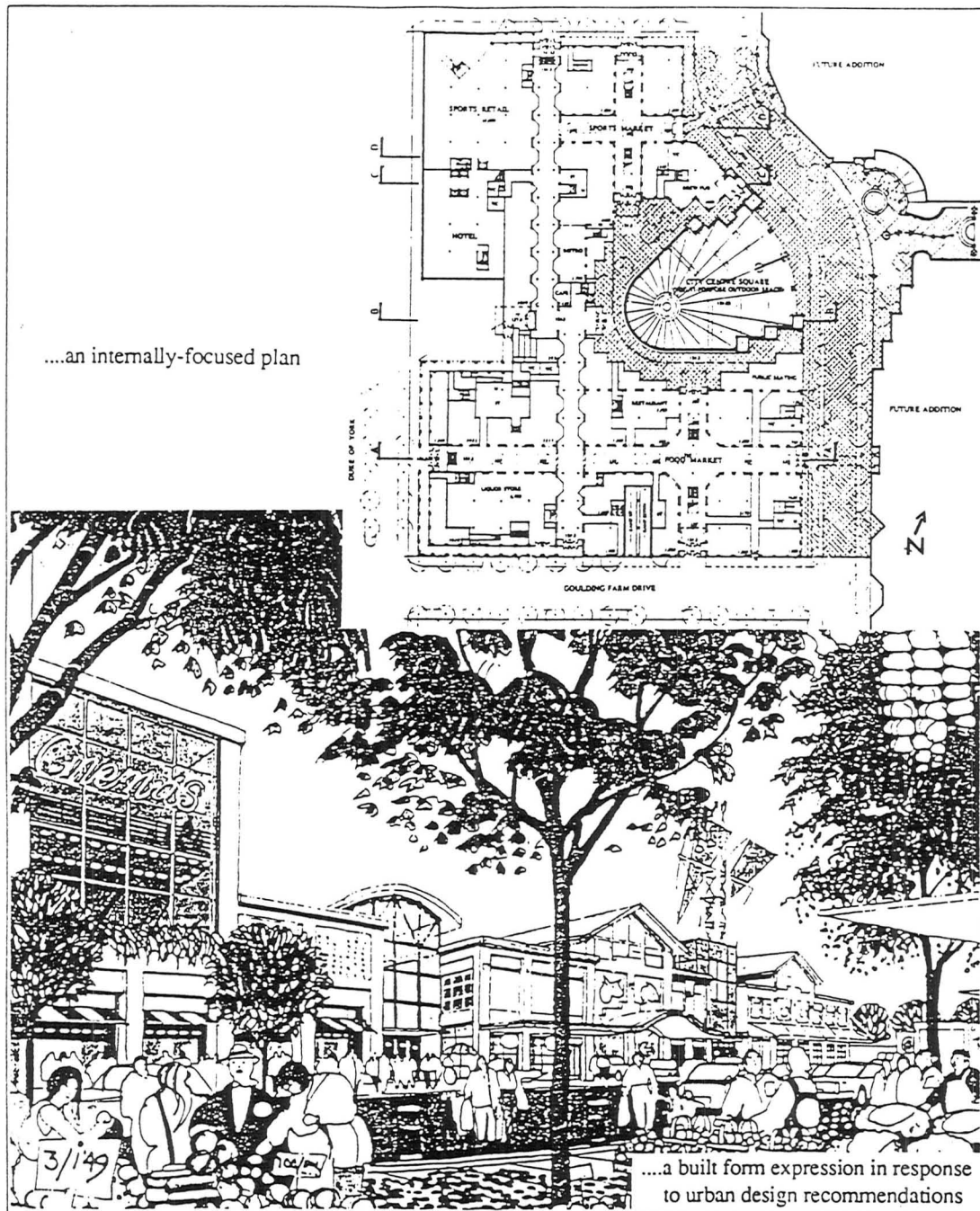


Figure 20. City Centre Market sketches illustrate desired environment.

Source: Lambur Scott Architects, April 1991: 30.

Although the developers do not have to develop to the maximum density, they do have to develop all the land uses specified for each development parcel. Also, there is a minimum density allowance that must be adhered to. Because of this, it is probable that the development will be more dense than depicted in the concept drawings. As can be expected, when market conditions improve the owners of the land will develop in accordance with the CCSP.

#### **5.12 APPROVED FUTURE DEVELOPMENTS**

Plans for future development in the Mississauga City Centre are important because they act as a window to the future. It is through them that we can get a glimpse at what the future landscape of the City Centre will be. The following are examples of developments that have been approved. Their character area plans illustrate the landscapes that they will produce. The Monarchy Development includes office and residential buildings; the City Centre Plaza Development is a four phase office development; Sussex 3 is an office commercial development; and the Rogers Land Development is a mixed-use development.

Although the character area plans for these developments do not provide a high degree of detail in terms of architectural design it is likely that the post-modern tradition will continue as developers attempt to achieve designs that are of distinctive architectural forms. The office component of the Monarchy Development will be



compatible with the Central Library and the Civic Centre through the use of similar construction materials (See Figures 21 and 22) (CP&D Minutes, May 19, 1992: 11c).

A model exists for the buildings to be constructed for the City Centre Plaza Development:

Each office building will have a three-storey podium base, clad in handset Piasentina limestone, and punctuated by large windows of clear and tinted glass. The towers will be clad in a curtain wall of silver reflective glass set in clear, anodized aluminum frames, and will culminate in a distinctive, green metallic roofline.

Tree-lined walkways will connect the quadrants of the City Centre Plaza site. The central courtyard and three-acre gardens will be professionally designed and tended, with ornamental trees and reflecting pools. On the southern and northern perimeters, distinctive entry pavilions will join the individual office towers, providing an environmentally controlled walkway. The harmony between the five classic office towers and the attractive garden space will produce the kind of ambience that distinguishes a superior working environment (See Figures 23 and 24) (City Centre Plaza: 13).

The tower section of this development is not characteristic of a flat, cubic surface. Instead, the building is faceted. Not only does this enhance its architectural quality, but it also allows for 12 corner offices per floor (City Centre Plaza: 11). In this instance the developer is using colour and a variety of materials to signify an image of white collar professionalism - an environment of importance and dominance.

Sussex 3, consisting of a 26 storey office tower and



Figure 21. The Monarchy office development will be constructed of materials compatible with the Central Library (right) and City Hall (left).





Figure 23. The City Centre Plaza Development will exude prestige through its design and architecture.  
Source: City Centre Plaza: 1.



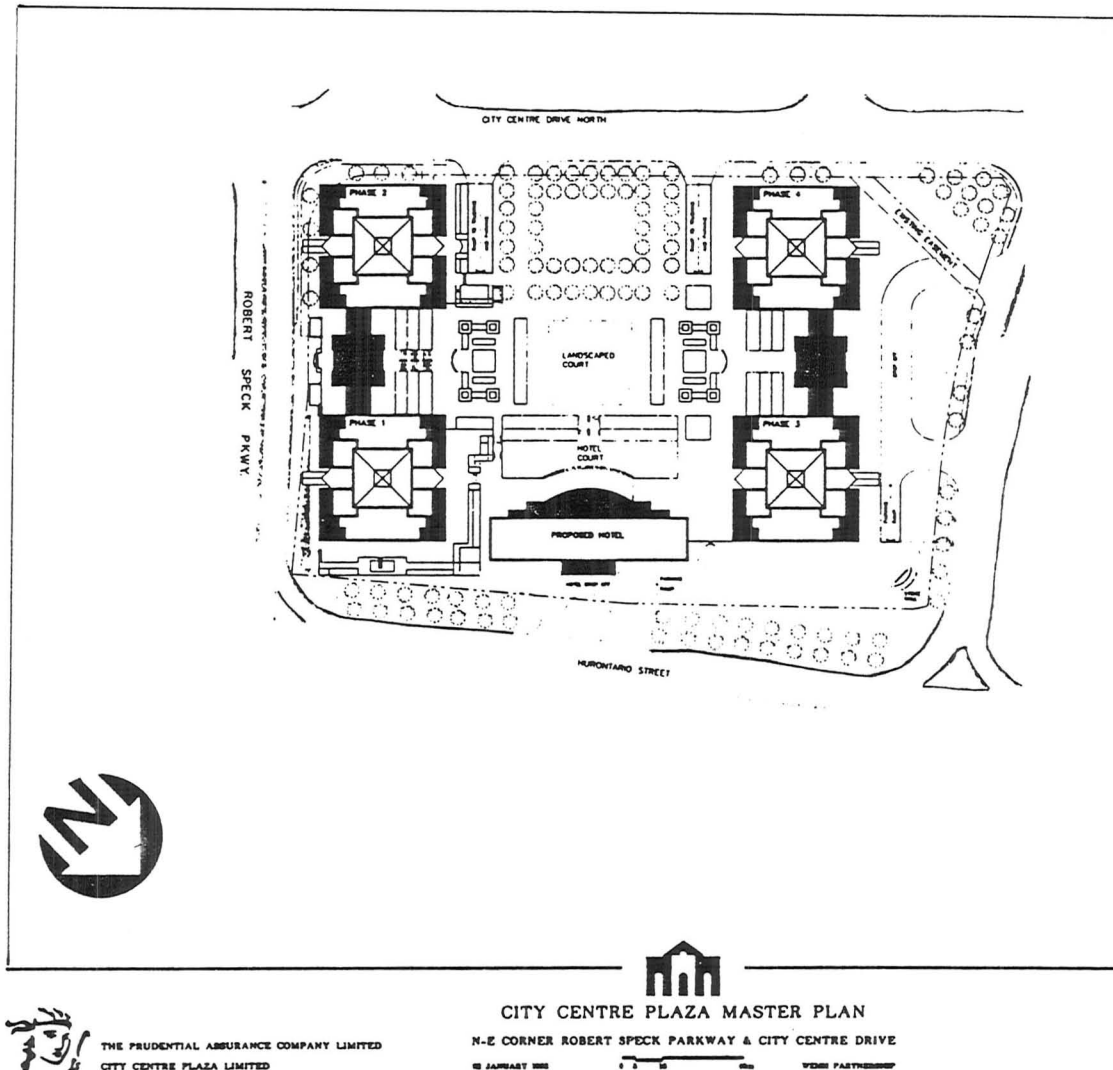


Figure 24. Character area plan for City Centre Plaza development to be constructed in phases. Phase 1 has already been completed.

Source: CP&D Minutes, June 15, 1992: 5f.

a two storey podium, will be constructed with materials compatible to Sussex 1 and 2. These buildings are not only a unique architectural shape but are also a distinct pink colour (See Figure 25) (CP&D Minutes, May 19, 1992: 6c).

The Rogers Development is unique in that it is a comprehensive, mixed-use development. It is planned in six phases and densities are distributed in buildings of different heights. The development includes a central courtyard in the office commercial component and a central landscaped area within the residential component. The CCSP designates this development parcel as a mixed-use area and the developer has accomplished this as illustrated in the character area plan (See Figure 26).

The pluralism that characterizes the post-modern era means that defining the architectural style of the City Centre is difficult if not impossible. The diversity in style that is encouraged by the City will surely result in a landscape where designs are borrowed from various architectural traditions. This can already be seen in the existing development. The Shipp Towers described earlier were built in the modernist glass wall tradition, while the use of colour and shape of Sussex 1 and 2 and 77 City Centre Drive can be described as late-modern architecture where a concerted effort was made to produce 'original' styles.

The landscape that was produced in Sherwoodtowne Village is definitely post-modern in its provision of

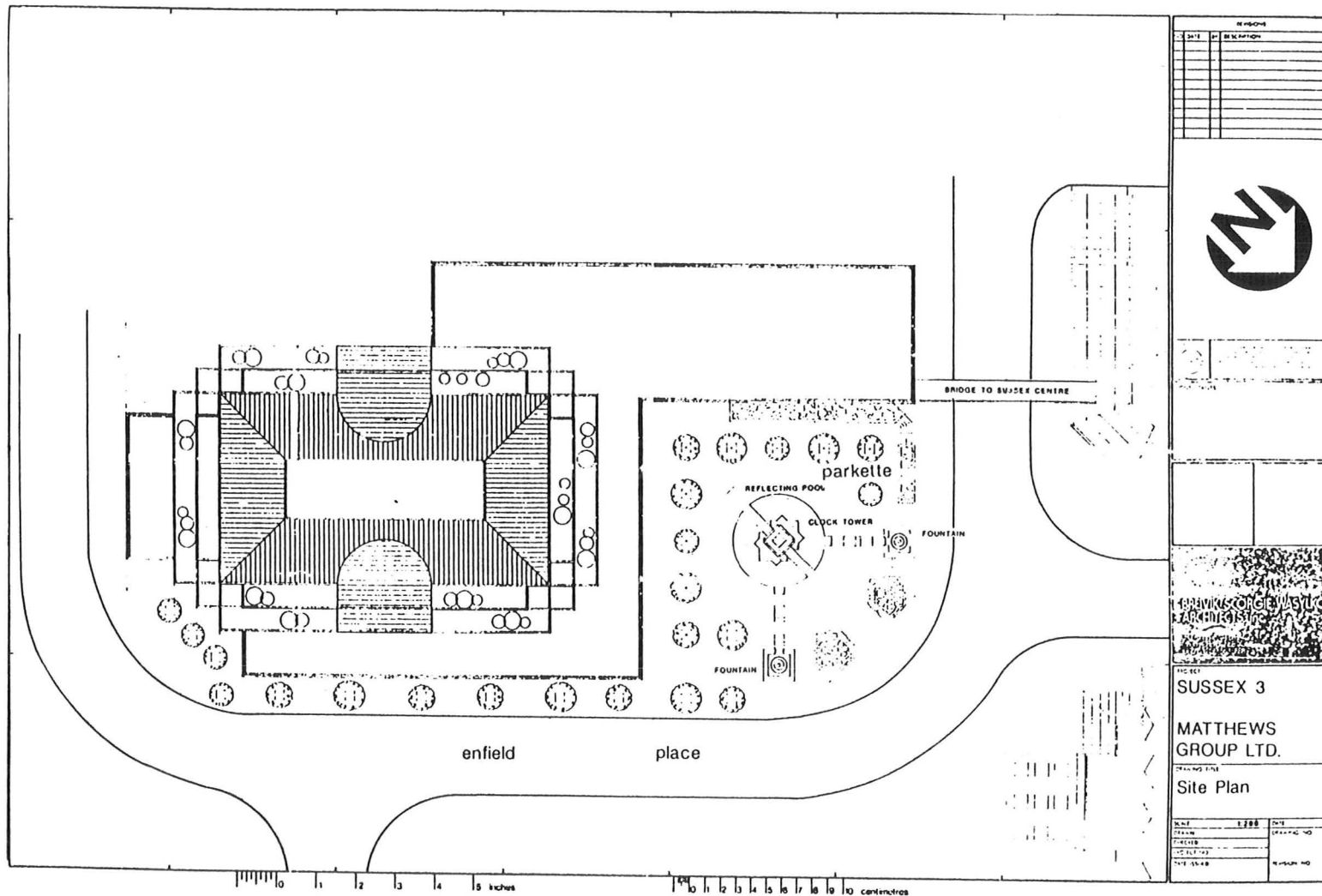
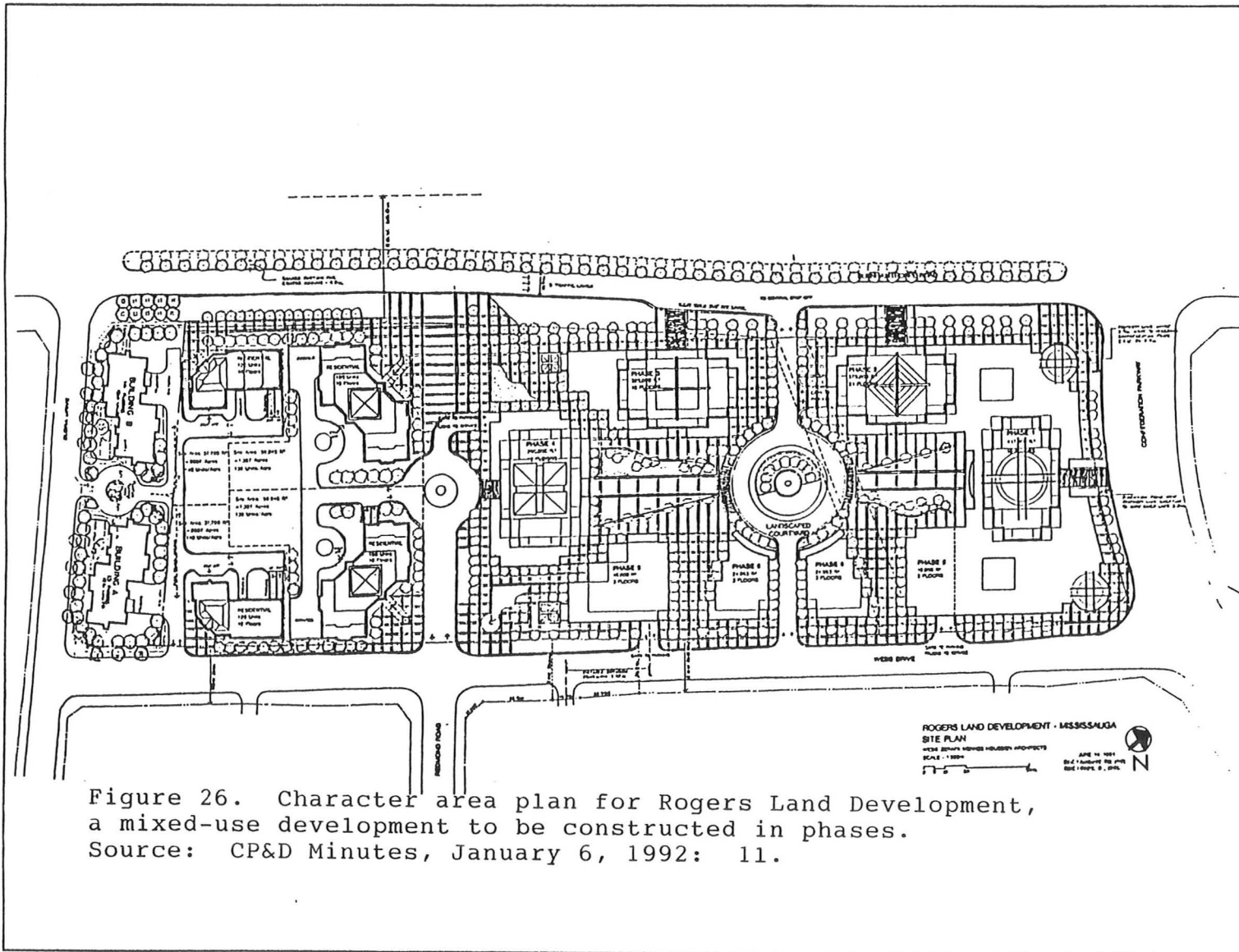


Figure 25. Character area plan for Sussex 3 development. Note the bridge to the Sussex Centre.

Source: CP&D Minutes, May 19, 1992: 6g.





historical continuity through the creation of an old town streetscape. The Civic Centre is the most prominent example where there has been an attempt to use architectural style to make reference to the City's past through the use of shape and design. In Mississauga, developers are asked to produce buildings that are 'different' while working within the confines of the CCSP and while respecting the design guidelines for the City Centre.

The danger lies in the possibility of creating a landscape void of meaning. It is likely that in the City Centre continued attempts will be made to display prestige through architectural style. As such, the developments produced will most likely follow in the modernist tradition where various styles may be produced but where dual coding and irony are left out.

### **5.13 FUTURE RESIDENTIAL DEVELOPMENT**

Given current market conditions, it is perhaps most likely that the next development to take place in the City Centre will be a residential development that includes assisted housing. This development would be located at Rathburn Road West and Elora Drive (See Map 1). The development of this area has been the cause of some debate as was discussed in the section regarding community involvement. Now that the question of densities has been resolved development can take place in accordance with the Plan. A new issue is now being raised. There is some concern about the

inclusion of assisted housing units. Nearby residents are worried that assisted housing will adversely affect their neighbourhood and the value of their property. The City feels that it is not appropriate to include assisted housing on land that will one day be the most expensive in the City Centre (Director of Policy, Planning Department; President, Developer; Assistant Vice-President of Planning, developer).

The developer of this land recognizes that there is a demand for assisted housing and considers it to be responsible to respond to that need. They are working with the Peel Non-Profit Housing Authority and are hoping to acquire funds from the Ministry of Municipal Affairs for the project. The character area plan for the development has been approved by the municipality and in November 1993 Peel Non-Profit Housing Authority will apply to the Ministry of Municipal Affairs for funding. If the development is approved, construction could begin in the spring of 1994 (Director of Development, Peel Non-Profit Housing Authority: May 11, 1993).

Right now the City Centre is an excellent location for this type of development since land values are low. There are four apartment buildings planned, of which two would be assisted housing and two would be condominiums. Further, 30 townhouses are planned to become non-profit housing (See Figure 27) (Director of Development, Peel Non-Profit Housing Authority: May 11, 1993; CP&D Minutes, June 15, 1992: 23 -24).

The Director of Development for Peel Non-Profit stated



Figure 27. Character area plan for Rathburn Residential development.  
 Note stepping up of densities.  
 Source: CP&D Minutes, June 15, 1992: 15i.

that their developments are 'good' developments. What is meant by this is that the negative stigma associated with assisted housing is being challenged and developments are being produced that do not adversely affect their containing communities and that are not distinguishable by their appearance. He uses the example of a development just south of the City Centre that was opposed by neighbourhood residents prior to its development. He goes on to say that since the apartments have been built there have not been any problems (Director of Development, Peel Non-Profit Housing Authority: May 11, 1992).

This is important because it illustrates that assisted housing can be planned and built that will not have negative affects on their neighbourhoods. Assisted housing does not have to be poorly constructed and designed housing that lacks amenities to serve its residents. The development at Elora Drive and Rathburn Road is to provide a mix of housing types suitable for various income groups. This allows for the development of a quality environment and is also useful in not segregating various socio-economic groups. In this case, those who are residing in non-profit or assisted housing will be in an ideal setting. They will be in the centre of the City of Mississauga where they are in close proximity to transportation systems, amenities and employment opportunities. Although the City may prefer that assisted housing be located outside the City Centre it is difficult to

dispute since the amenities offered in the City Centre should not be denied to any groups.

#### **5.14 PLANNING IN ACTION: THE LOMBARDI LANDS**

One area within the City Centre that has been at the centre of many discussions and debates is referred to as the Lombardi Lands. These lands are located north of Burnhamthorpe Road West, west of the proposed Confederation Parkway and fall within the CPZ (See Map 1). Originally these lands were used for the radio transmission towers of the owner's, Johnny Lombardi, radio station (CHIN). These lands were not actually a part of the Mississauga City Centre until June of 1980 (CP&D Minutes, December 11, 1984: 6-2).

In July 1978, Mr. Lombardi requested higher densities on his land that was originally designated for low density housing. In exchange for this he would provide the city with parkland 1.5 times greater than the obligatory open space requirements (CP&D Minutes, September 3, 1986: 10a - 10c).

In 1979, Mr. Lombardi and the City had reached an agreement whereby he would sell for two dollars 4.37 acres of land to the city for parkland if the rezoning of the subject lands was enacted on or before April 1st, 1985. As specified in the plan, this land would be designated for a variety of uses including retail, commercial, office, residential, and hotel uses. It was decided by the planning department that the rezoning application was acceptable and should be approved (CP&D Minutes, December 11, 1984: 6-3).

Mississauga City Council decided, instead, that it would be in the best interests of Mr. Lombardi and of the City to extend the agreement by one year so that questions regarding the parkland could be resolved. As such the rezoning application was referred back to staff (CP&D Minutes, December 11, 1984: 7). The applicant was not satisfied with this. He felt that the city was not considering his best interests by delaying the rezoning of the site. Given Mr. Lombardi's dissatisfaction with the situation the City decided to rezone in accordance with the agreement and the CCSP (CP&D Minutes, July 9, 1985: 5-2).

Controversy surrounding the Lombardi Lands continued. In 1985, a concept plan was submitted by Mr. Lombardi's representatives that included the type and quantity of land-uses allowed in the CCSP but over a larger area than anticipated by both the plan and the City/Lombardi agreement. The amount of open space had been reduced from 4.37 ha to 2.0 ha. The landowner stated that the reason for this discrepancy was the fact that he did not know that the widening of Confederation Parkway would be taken from his developable land. Because of this, he wanted to reduce the amount of parkland. His concept plan still included more parkland than was required in the Plan (CP&D Minutes, September 3, 1986: 10a - 10c).

The recommendation of the planning department was to revise the 1979 City/Lombardi Agreement to reflect the smaller



amount of parkland and to make a provision for the extension of Confederation Parkway. The CCSP would also have to be amended and the developable area of the Lombardi Lands would be designated as a Holding Zone that would specify the allowable types and densities of uses as a prerequisite for rezoning. The holding zone was used so that residents could be made aware of the future uses that would be constructed on the development parcel. Also, the design for the public open space was to be prepared as soon as possible. The park would also be called Lombardi Park as per Mr. Lombardi's request. At the following public meeting it was decided that the park was to be the boundary between the City Centre development and the lower density residential uses to the west (CP&D Minutes, September 3, 1986: 17).

When a plan was finally submitted for the Lombardi Lands, they requested that the configuration of the park be changed to a centrally located rectangle. In March of 1987, the holding zone was lifted since the plan incorporated the anticipated uses (CP&D Minutes, March 4, 1987: 20m). Currently, the Lombardi Lands remain undeveloped. In fact, the landowner intends to sell them when market conditions improve (Executive Vice-President, landowner). These lands also fall within the CPZ and the park located on that site is intended to provide a western terminus to this zone fronting onto the proposed Confederation Parkway (City of Mississauga, 1990: 32). Furthermore, the precise shape and location of the

park have still not been decided since the developer can incorporate it into the design of his/her development. This will occur when a rezoning application is submitted for these lands.

#### **5.15 CONCLUSIONS**

Future development in the Mississauga City Centre will be done in accordance with Amendment 90 to the CCSP. This provides some insight as to the densities and the land uses that will exist within the City Centre, but much is left up to speculation. For example, it is not possible at this time to determine what proportion of land will be dedicated to assisted housing, nor is it possible to establish the architectural design of each development.

It is highly likely that the Ward Councillor will continue to keep his constituents informed about proposed developments and as such the public will not be left out of decisions that may affect them. The success of the City Centre could very well lie in the cooperative union of the public and private sectors. Their continued commitment to building the downtown is integral to its success. While local residents may have some input, the developers in the City Centre will continue in their quest to create developments that exude an image of wealth and prosperity.

## CHAPTER 6

### SUMMARY AND CONCLUSIONS

#### 6.1 SUMMARY

The purpose of this thesis has been to examine the planning and development process of the Mississauga City Centre. This was done by determining who is involved in the planning process, what the goals are for the future of the City Centre and through which means these goals can be achieved. This study illustrates the importance of planning to the development of suburban downtowns. Not only do they compete with each other for investment, but they also compete with old downtowns. As such, their promotion as an investment opportunity becomes increasingly important as do their amenities and situational advantages.

As development occurs, various issues are raised and the City of Mississauga maintains that encouraging open discourse between the parties involved is the most effective way of dealing with these problems. Haphazard development with few controls as was generally the case when older downtowns developed has given way to strictly guided development that includes design guidelines for the streetscape and for buildings.

In Mississauga as elsewhere, the shape of the built

environment is guided through development controls and design guidelines. The objective of these is to produce a streetscape that not only promotes human activity but also allows for densities that support the amenities, both existing and planned, in the City Centre. The combination of a liveable environment and the amenities offered is considered by both the City and the developers as adding value to the City Centre.

Situational advantages are likewise important to the development of the City Centre. For Mississauga, they include highway accessibility, proximity to Toronto and Toronto International Airport, and lower costs associated with locating in Mississauga. Also important is the presence of a detailed plan outlining what is intended for the City Centre so that potential investors are aware of what is expected.

Reasons for controlling development include avoiding developments considered undesirable for the City Centre both in terms of land use and in terms of physical design. There are some negative effects associated with this. There may be a tendency to over-plan. That is, to ensure that every facet of design and space has been considered with very little flexibility. This can be seen in some development controls and in the requirement of character area plans. What this could do is impede creativity and encourage uniformity, thus creating an uninteresting and monotonous landscape.

Integral to the success of Mississauga is the

dedication of both the public and the private sector to its growth. The cooperative effort put forth by the City and the developers demonstrates their commitment to creating an urban centre in Mississauga. The developers were consulted when Amendment 90 to the CCSP was written and they have continued their involvement in the development of the City Centre to date. The negotiations conducted by the developers with the Province on the issue of affordable housing is one example of their dedication. Approval of the Plan was seen to be advantageous for both the developers and the City, as an approved document meant more certainty in terms of development potential. Developers continue their involvement through the marketing board, and both the City and developers feel that a climate exists that is conducive to open discussion and cooperation.

Problems have however resulted from the fact that the City and the developers have, for the most part, planned the City Centre. In their effort to create an ideal urban environment and encourage investment, the interests of the neighbouring communities have, in some instances, been neglected. It is therefore necessary for the community to take action to ensure that their interests are served. The Ward Councillor for the area has been active in encouraging community involvement especially in the residential neighbourhoods surrounding the City Centre. The densities and land uses designated for the City Centre can have an impact on

their communities and it is important that the City Centre not be planned as a separate entity from the neighbourhoods around it.

Examples where communities have made a difference include the proposed residential development near Elora Drive and Rathburn Road and the shifting of a hotel designation away from the westerly limits of the City Centre. In both instances, changes were made that would make the transition from low density residential neighbourhoods to a high density City Centre smooth. Open discourse between the residents, the City and the developer involved was important in reaching an acceptable compromise.

Another problem stemming from the limited number of participants in the planning process is that some groups may not be planned for and, in effect, an attempt may be made to keep them out. In the Mississauga City Centre, this was the case with affordable housing as an attempt was made to exclude it from the City Centre. The problem was that this was contrary to provincial policy and those in need of affordable housing, who could benefit from the advantages of residing in the City Centre, were not considered.

It is important to note that where developers are concerned, market demands will affect which developments are undertaken. Currently, market conditions are such that there is a demand for affordable and assisted housing. In the Mississauga City Centre one developer in particular has chosen

to respond to this need. While provincial policy requires that affordable housing be included, the development of assisted housing is not controlled. The City of Mississauga would prefer that it not be constructed in City Centre, but this developer still intends to build it.

Local residents have also expressed their concerns about protecting their communities from developments which they consider to be undesirable. This was evident when the rezoning application for the YMCA was being considered. The residents living near the proposed development where opposed to low cost, short-term living accommodations associated with the development. While no such accommodations were proposed, there is a residential designation for the development parcel where the YMCA is located. There is therefore a possibility that, in the future, a proposal could be put forth for this type of development. If so, it is likely that, based on how the residents have already expressed themselves, they will oppose this development. At that time, it will be up to the City to determine if the residents' opposition is well founded, if the proposed development is in accordance with the CCSP, and what serves the best interests of the City Centre and the City as a whole.

Planning for a mixed-use environment in the City Centre means that the needs of a variety of groups will have to be considered. This includes planning for school age youths. If the City Centre is to be a mixed-use environment



then a precise designation should have been made for school facilities so that students who could not be accommodated in schools outside of the City Centre would have adequate facilities within its boundaries. Since development is often motivated by profit, it is perhaps necessary for provincial by-laws to be enacted to ensure that the needs of all sectors of the population are considered as was the case for affordable housing.

The growth of the Mississauga City Centre lies heavily on improved market conditions. Currently they are not stable and it is difficult to predict what will happen. There are some plans for future development that have been approved but when construction will take place is impossible to say. Changing market demands could result in further amendments to the CCSP as it is recognized that while the Plan may currently be seen as ideal, there is no guarantee of future tastes.

There may very well be a change in thinking on how an urban centre should look or even if creating a dense urban centre is ideal. There is also the distinct possibility that the Mississauga City Centre will not develop as intended and as such will continue to function as a low-density suburban centre that is automobile dependent and where development is dispersed and the regional shopping centre remains the focal point.

## 6.2 RELEVANCE OF RESEARCH TO THE LITERATURE

The Mississauga City Centre exemplifies suburban development trends as defined in the literature review chapter. There is a distinct emphasis on planning, on unique architectural style, on marketing, on creating urbaneness, and on catering to the higher socio-economic classes.

While the future of the Mississauga City Centre holds many uncertainties, it also raises many questions. Suburbs developed as a reaction against the congestion and crowding of older City Centres. People enjoyed using their own private transportation and creating low-density meticulously landscaped environments. Now, there is an increasing trend towards creating denser urban environments that will support all the amenities of a downtown including a transit system. If history truly repeats itself, then it is reasonable to suspect that once again in the future there will be a reaction against densely populated downtowns and a movement towards low-density development.

In terms of the stages of growth proposed by Hartshorn and Muller Mississauga exhibits many of the characteristics typical of stage three (Catalytic Growth). The advantages of the area are being recognized and taken advantage of as seen in an increased range of commercial, retail and cultural uses that exist in the City Centre. Further, there is increased competition with downtown Toronto for investment. Some elements of stage four are also evident such as the increased

use of post-modern architecture. If the Plan for the City Centre is completed in full, the characteristics of stage three and four that do not currently exist may evolve as decked parking facilities become more widely used, as more residential development takes place and as more and more office space is in demand.

Also, the City Centre could demonstrate characteristics of the fifth stage of growth discussed by Hartshorn and Muller - Mature Town Centre. In this stage infilling will occur, secondary transportation facilities will become important and the number of cultural opportunities such as entertainment and sporting facilities will increase (Hartshorn and Muller, 1989: 393). Mississauga already has plans for a Living Arts Centre, but no sports facilities are currently planned. The Director of Policy for the City Centre stated that major sporting and entertainment facilities could be found in Toronto and therefore will not be planned for Mississauga City Centre. This is not to say that these facilities will not be offered in the environs or that, in the future, the CCSP will not be amended to include them.

The union formed by the planners and developers in Mississauga is typical of that discussed in the literature. This union is desirable because the open discourse that exists allows for the planning process to be streamlined. Since the developers were involved in the development of the CCSP, they are aware of what is permitted and can plan their developments

accordingly. This union is also effective because both parties share the goal of attracting investment to the City Centre. The best way of achieving this is through a cooperative effort to create a quality environment that will distinguish the Mississauga City Centre from its competitors.

The CCSP takes into account all the elements currently thought to be necessary to produce the ideal urban landscape (ie. transportation facilities, parking, pedestrianisation, mixed-uses). If what exists in the Plan for the Mississauga City Centre is carried out, the City will be successful in creating a dense urban environment that is liveable. This environment, it must be remembered, reflects current ideas on what constitutes a 'quality' landscape. It is possible that the CCSP will be amended to reflect changing views.

The examination of the degree of growth experienced by suburban downtowns is valuable to the planning and development professions. The creation of places and spaces continues to be significant and new ways of approaching development continue to be sought out. Developers and planners carry on in their quest to create the ideal urban environment much like the advocates of movements such as the Garden City and City Beautiful Movements. It is clear that elements of these models still exist in the suburbs today in such things as landscaping and streetscape guidelines. It is also true that they will continue to have an effect on the development of the suburbs as they evolve. The task of creating the ideal

environment may never be completed in its entirety, but a better understanding of the process as a whole may assist in creating a greater number of successes.

### **6.3 FUTURE RESEARCH QUESTIONS**

As suburbs and suburban downtowns continue to evolve it will be interesting to examine how they affect the metropoli within which they exist. The relationship between various suburban downtowns within a given metropolis as well as with the old city centre itself should be examined to determine which functions dominate in which areas and how competition affects their development. Further, the effectiveness of city marketing should be explored. This will aide in determining how influential the promotion of suburban downtowns is to potential investors.

It will also be interesting to study whether or not the goals and objectives for suburban centres come to fruition and which ones have to be modified and why. In the case of the Mississauga City Centre, for example, it will be possible to examine how precisely the streetscape guidelines are carried out and whether or not the degree of pedestrian activity envisaged is actually produced. Since design guidelines are currently an integral part of planning, it will be important to observe whether or not areas conducive to human activity can be effectively planned and which architectural styles are best suited to achieving this. Also important is determining the value of creating a mixed-use

environment to the overall development of the City Centre.

As densities in suburban downtowns increase, the problems they face (ie. congestion, parking shortages) should be explored. Those who plan suburban centres intend to avoid congestion problems typical of old downtowns. The possibility of achieving this when densities have reached their capacity and many residents and workers are entering and exiting suburban centres each day remains to be seen.

Finally, the role of the various participants in the planning process should be studied further. Partnerships established between the public and private sectors in downtown development should be explored. Also, the degree of involvement of community groups and the willingness of the City and developers to cooperate with them should be considered. Whose interests are being served and whose are not should be examined in detail. In establishing this, the groups that are not being considered in the planning process will be identified and it will be possible to establish some means, perhaps through zoning legislation, to ensure that their needs are satisfied.

The evolution of the urban landscape will no doubt include the growth of suburban downtowns. Since they exist in many forms and serve many functions it will be important to compare and contrast them as they evolve, and it is through their successes and failures that a better understanding of what constitutes quality urban form will be achieved.

## APPENDICES



## APPENDIX A

### EXAMPLES OF INTERVIEW SCHEDULES

#### TYPICAL INTERVIEW SCHEDULE FOR A DEVELOPER/LANDOWNER

1. Could you tell me what your company has done in Mississauga and what your plans for future development are?
2. What role did your company have in the approval of Amendment 90 to the City Centre Secondary Plan?
3. Do you work closely with the planning department? How would you describe this relationship?
4. How do you feel about the development controls in Mississauga?
5. Why have you chosen to invest in Mississauga? What are your goals? Where else could you have invested?
6. What do you see happening in the Mississauga City Centre in the future?
7. What is the desired landscape you are trying to achieve?
9. How important is it that your developments fit in with existing developments?
10. How do you decide on design/form for your projects? Who are your architects?

#### TYPICAL INTERVIEW SCHEDULE FOR A CITY EMPLOYEE

1. Why is it that some boundaries of the City Centre only include one side of the street?
2. Once a rezoning application has been approved is there a time frame within which the developer must undertake the project?
3. What can you tell me about the location and design of the Civic Centre? Who were the architects? How was the design and location chosen?

4. Why is the intersection of Burnhamthorpe Road and Hurontario Street so popular for rezoning applications? Why is it inactive at the present time?
5. Can you give me any insight as to why the Lombardi Lands (west of Duke of York Blvd) and the Hammerson Lands (south of Rathburn Road) have not yet been developed?
6. Square One is one of the most obvious landmarks in the Mississauga City Centre, what can you tell me about it?
7. What is the plan for the expansion of Square One? When is this expected to happen?
8. Can you tell me a bit about the Rogers Telecommunications block?
9. What can you tell me about the living arts centre that is proposed?
10. Would you say that there is an increasing trend towards creating a comprehensive development project instead of only putting up one building?
11. Do you feel that development controls have a positive or negative impact on how and when the city is formed? Why? Why not?
12. How does existing development affect development proposals and new developments?
13. What do you see in the future for the Mississauga City Centre? That is, what do you perceive will be the end product of the design decisions made today?
14. How does that fit in with the model of Mississauga that shows potential future growth? (ie. Is it for public relations or is it real?)
15. What is the relationship between the Planning Department and the development corporations? (ie. partnership, intolerance etc.)
16. How does the fact that Mississauga is an edge city affect the way it develops?

## **APPENDIX B**

### **DEFINITION OF LAND USES FOR MAP 2**

#### **RETAIL CORE**

**Permitted Uses:** Specialty retailing, department stores, accessory retail and personal service commercial; business, professional administrative and governmental offices; business support activities; residential; hotel and community and recreation facilities (City of Mississauga, 1990: 49).

**Location:** Bounded by Duke of York Boulevard, City Centre Drive and a local east-west street. It will include approximately 61% retail, 23% office, 11% housing, 4% hotel and 1% community facilities (City of Mississauga, 1990: 49).

#### **CENTRAL PEDESTRIAN ZONE**

**Permitted Uses:** Business, professional, administrative and governmental offices; business support activities; specialty retailing accessory retail and personal service commercial; community and recreational facilities; places of religious assembly; a downtown square or plaza with emphasis on a pedestrian and open space system (City of Mississauga, 1990: 52).

**Location:** Bounded by Confederation Parkway, Duke of York Boulevard, Market Street and a local east-west street. Specialty retailing and accessory retail and personal service may account for up to 30% of the total gross floor area (City of Mississauga, 1990: 51 - 52).

#### **OFFICE USE**

**Permitted Uses:** Business, professional, administrative, and governmental offices; business support activities; specialty retailing, accessory retail and personal service commercial; community and recreational facilities; and

residential (City of Mississauga, 1990: 54 - 59).

Following are the various categories of the Office Space designation and the approximate percentage of uses that are planned.

Office Use (1): 90% office, 10% retail (City of Mississauga, 1990: 54).

Location: Bounded by Highway 403 South Collector, Hurontario Street, Rathburn Road and Confederation Parkway (City of Mississauga, 1990: 54)

Office Use (2): 78% office, 9% retail, 9% hotel, 4% housing (City of Mississauga, 1990: 56).

Location: Bounded by Highway 403, the easterly limit of the City Centre District, Burnhamthorpe Road East and West, and Kariya Gate/City Centre Drive (City of Mississauga, 1990: 56).

Office Use (3): 68% office, 9% hotel, 8% community and recreational facilities, 8% retail, 7% housing (City of Mississauga, 1990: 59).

Location: Includes two sections surrounding the Civic and Cultural Area north of Burnhamthorpe Road West (City of Mississauga, 1990: 59).

#### **MIXED USE**

Permitted Uses: Residential; business, professional, administrative and governmental offices; business support activities; specialty retailing accessory retail and personal service commercial; and community and recreational facilities (City of Mississauga, 1990: 62 - 67).

Following are the various categories of the Mixed Use designation and the approximate percentage of uses that are planned.

Mixed Use (1): 63% offices, 30% housing, 6% retail, 1% community and recreational facilities (City of Mississauga, 1990: 62).

Location: South side of Rathburn Road West between Duke of York Boulevard and City Centre Drive (City of Mississauga, 1990: 62).

**Mixed Use (2):** 51% offices, 33% housing, 10% retail, 5% hotel, 1% community and recreational facilities (City of Mississauga, 1990: 64).

**Location:** Burnhamthorpe Road West, Hurontario Street, Elm Drive/Kariya Drive/Webb Drive and to the east of the extension of Elora Drive (City of Mississauga, 1990: 64).

**Mixed Use (3):** Specialty retailing and accessory retail and personal service uses may account for up to 30% of the total gross floor area (City of Mississauga, 1990: 67).

**Location:** Part of the westerly edge of the City Centre between Confederation Parkway and the Creditview Residential District (City Centre Secondary Plan, 1990: 67 - 68).

#### **COOKSVILLE CREEK GREENBELT**

**Description:** Consists of the Cooksville Creek and associated flood plain and valley slopes. No development is permitted in this area and the Creek is to be preserved or enhanced (City of Mississauga, 1990: 70).

**Location:** Hurontario Street and Rathburn Road south to Burnhamthorpe Road East (City of Mississauga: 1990: 70).

#### **RESIDENTIAL**

**Permitted uses:** Residential and accessory retail and personal service commercial (City of Mississauga, 1990: 71).

**Location:** In the vicinity of the intersection of Rathburn Road West and Confederation Parkway and of the intersection of Rathburn Road East and Shipp Drive. Secondary residential areas exist at the north-west corner of Burnhamthorpe road East and Robert Speck Parkway, on the north side of Elm Drive and the east side of Kariya Drive; on the north side of Webb Drive east of Confederation Parkway; and at the westerly limits of the Centre between Webb Drive and Burnhamthorpe Road West (City of Mississauga: 1990: 71).

#### **CIVIC/CULTURAL**

**Permitted uses:** Business, professional, administrative and governmental offices; accessory retail and personal service commercial; community,

cultural entertainment and recreational facilities and places of religious assembly (City of Mississauga, 1990: 74)

Location: Fronts onto the north side of Burnhamthorpe Road West, south of the Central Pedestrian Zone and West of Duke of York Boulevard (City of Mississauga, 1990: 74)

#### **HOTELS**

Location: The primary area of hotel location will be in the vicinity of Hurontario Street and Burnhamthorpe Road. Other areas will include the north side of Burnhamthorpe road West, west of Confederation Parkway; the south east corner of Rathburn Road West and City Centre Drive; the west side of Hurontario Street, north of Robert Speck Parkway; and west of City Centre Drive (City of Mississauga, 1990: 75).

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