



# Corporate Report

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**DATE:** October 14, 2008

**TO:** Chair and Members of Planning and Development Committee  
Meeting Date: November 3, 2008

**FROM:** Edward R. Sajecki  
Commissioner of Planning and Building

**SUBJECT:** **Sustainable Living: A Growth Management Strategy for  
Mississauga – Mississauga Plan Review**

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**RECOMMENDATION:** That the report titled "*Sustainable Living: A Growth Management Strategy for Mississauga - Mississauga Plan Review*" dated October 14, 2008 from the Commissioner of Planning and Building be endorsed as the basis for the preparation of the new Official Plan and circulated for comment.

**BACKGROUND:** A new Official Plan that conforms to the policies of *The Growth Plan for the Greater Golden Horseshoe* must be in place by June 16, 2009.

City Council, on May 9, 2007, endorsed the Mississauga Plan Review work program through resolution 0106-2007 (Appendix 1). A key planning study included in this work plan was the Growth Management Strategy.

Attached under separate cover is the study titled *Sustainable Living: A Growth Management Strategy for Mississauga*, hereafter referred to as the GMS. The GMS is a plan for managing growth to 2031 and beyond. It provides a broad land use and transportation policy direction for the achievement of strategic City objectives such as developing a transit-oriented city and completing existing communities.

The GMS has regard for the Provincial Policy Statement, 2005 (PPS) and conforms with the *Growth Plan for the Greater Golden Horseshoe*. It also aligns with the draft Strategic Plan's pillars for change and the draft Regional Transportation Plan.

A number of meetings and workshops have been held with staff from across the City, the Region and the Conservation Authorities to ensure that the GMS supports their initiatives. Staff were also requested to review a draft version of the study and their suggestions were considered in the finalization of the study.

It is proposed that the GMS be circulated for comment. It is also proposed that the GMS be used as the basis for the preparation of the new Official Plan. Comments received from the circulation will be considered as the new Official Plan is being drafted.

**COMMENTS:****WHY UNDERTAKE A GROWTH MANAGEMENT STRATEGY?****To Respond To Changing Land Development Pressures**

Mississauga grew rapidly over the last 25 years as a greenfield community. Growth in the next 25 years will be very different as the City's growth will be based on redevelopment and intensification.

**To Support City-Building Objectives**

It is important to encourage growth and direct it to appropriate locations to support the economy while protecting stable areas. Properly directed, the intensification of selected areas can result in more communities with an increased capacity to support higher-order transit and a wider array of services and facilities. Intensification can create opportunities for vibrant centres where people in all stages of the life-cycle can gather and access a full range of services that meet the needs for daily living. Some centres, such as the Urban Growth Centre, have the potential of supporting city or regional draws such as a hospital or university, major recreation and cultural venues, corporate head offices or international retailers.

### **To Protect What Is Valued**

As important as identifying where growth should occur, is identifying where growth should not occur. Intensification is not appropriate in locations that are environmentally sensitive or where natural heritage systems could be undermined. These areas should be protected and enhanced as redevelopment occurs.

Similarly, intensification should not be promoted in stable residential neighbourhoods. Mississauga has highly desirable residential areas with good quality housing stock and a quality of life valued by its residents. There is sufficient capacity to accommodate population growth without undermining the stability and character of existing residential neighbourhoods. While modest change in stable areas is expected over the next 25 years, it should be carefully managed to ensure that infill and redevelopment is appropriate and not detrimental to the existing character and long term function of these areas.

### **To Implement the Draft Strategic Plan**

The draft Strategic Plan contains the following five pillars which are intended to guide change and establish policy and investment priorities in Mississauga over the next 40 years:

- Developing a Transit-Oriented City
- Ensuring Youth, Older Adults and New Immigrants Thrive
- Completing our Neighbourhoods
- Cultivating Creative and Innovative Businesses
- Living Green

A GMS with a focus on building complete communities, protecting and enhancing the environment, maintaining a strong economy and creating an efficient urban structure is consistent with and plays an important role in implementing the draft Strategic Plan.

### **To Promote Fiscal Sustainability**

Mississauga, like many other Canadian cities, is struggling to maintain and enhance its infrastructure and services. A GMS is an important tool for optimizing the use of existing infrastructure and services and directing future investment decisions.

Alignment with the *Growth Plan for the Greater Golden Horseshoe* and the draft Regional Transportation Plan, which speak to the achievement of certain density targets and growth management directions, positions the City as a priority location for capital funding for municipal projects by other levels of government.

### **WHAT GROWTH IS EXPECTED?**

The *Growth Plan for the Greater Golden Horseshoe* establishes a 2031 growth target for the Region of Peel of 1,640,000 persons and 870,000 jobs. Mississauga's share of this growth has yet to be finalized, however, it is estimated that the City will be required to accommodate approximately an additional 70,000 persons and 50,000 jobs by 2031.

The GMS provides the framework to accommodate this growth for the time period to and beyond 2031.

In addition to considering the amount and location of growth, the GMS recognized that by 2031 a significant segment of the City's population will be over 55 years of age and many older adults will want to remain in their communities. The GMS also realizes the importance of attracting and retaining youth and providing opportunities for large numbers of new immigrants. As such, a successful strategy for managing growth must allow for a variety of choices for a diverse population with different needs, abilities and economic circumstances.

With regard to employment, growth in the office sector is important to the City's economic vitality. The City Centre, Upper Hurontario Street (Gateway), Airport Corporate Centre and Meadowvale Business Park are expected to receive the majority of employment growth. Protecting lands within these areas for office development and directing infrastructure investments to these areas is also an important element in the growth management strategy.

## HOW SHOULD MISSISSAUGA PLAN FOR GROWTH?

The GMS is based on the concept of sustainable living, that is, a lifestyle based on choices that support our environment, public health and economy without depleting existing natural and man-made resources. The four key strategic directives at the foundation of the GMS are:

- Build Complete Communities;
- Protect and Enhance the Environment;
- Maintain a Strong Economy; and
- Create an Efficient Urban Structure.

These objectives require that land use planning, environmental management and transportation planning be integrated.

Based on these directives, the GMS proposes an urban structure comprised of the following elements (see Appendix 2):

### Urban Growth Centre

The Urban Growth Centre (UGC) will be Mississauga's Downtown and includes the lands along both sides of Hurontario Street, including the City Centre, from Highway 403 to the QEW. This will be the City's primary node and contain the highest densities and the greatest variety of uses. Much of the City's intensification opportunities will be directed to the UGC and it will be the primary focus for infrastructure investments and development incentives.

*The Growth Plan for the Greater Golden Horseshoe* requires that the Urban Growth Centre achieve a minimum density of 200 persons plus jobs (ppj) per hectare. Existing density is already close to this density target.

The Downtown should strive to achieve a higher density that would create more development opportunities, be supportive of higher-order transit and create a vibrant and diverse Downtown.

The UGCs in the City of Toronto all have a minimum density requirement of 400 ppj/ha. Mississauga's Downtown should achieve a density comparable to what has been established for Toronto's UGCs.

### Major Nodes

Two major nodes have been identified – the Hurontario “Uptown” node and the Central Erin Mills node. While significant intensification opportunity exists at these nodes, the density and scale of development should not be as great as in the Urban Growth Centre, but greater than the community nodes. A strong mix of uses that includes both residential and employment uses is encouraged.

### Community Nodes

The GMS proposes that a series of community nodes be developed as mixed-use areas which serve as a focal point for one or more surrounding residential neighbourhoods. These nodes would be accessible to most residents by a 10-minute walk or 15-minute cycling trip and contain transit stations.

These nodes are based on the nodes currently identified in the residential districts of Mississauga Plan, plus two new nodes - Lakeview and Dixie/Dundas. While some of these nodes (e.g., Port Credit and Streetsville) already serve as a focal point to surrounding residential areas and have many attributes of a complete community, opportunities exist to enhance their role.

Currently, the role of nodes as identified in Mississauga Plan’s urban structure is limited. Many serve largely as retail concentrations with some additional design requirements. In the GMS, it is envisioned that these nodes become the true centre of the surrounding community – much as the town centres of traditional towns and villages.

They will be the gathering place for the adjacent residential neighbourhoods and contribute to the identity the community. In addition to shops and stores, other uses such as community facilities, cultural centres, places of religious assembly, social services, recreational facilities, offices and housing will be directed to nodes.

Many nodes are underdeveloped with one-storey buildings surrounding by surface parking. In addition to providing a focal point for services to the surrounding stable residential neighbourhoods, redevelopment of these sites provides the opportunity to accommodate future residential growth. While nodes are encouraged to intensify, the type of growth should be geared to the needs of the community (e.g., provide housing for older adults) and while they should be more dense and may have taller buildings than the

surrounding community, they should still be in keeping with the scale of the surrounding community.

Where nodes presently are geared to the car, they should be redeveloped with the pedestrian as the priority. Walkable streets that connect and reach out to the surrounding residential areas are encouraged. While it is recognized that some car trips will be inevitable, the objective is to reduce the number and length of trips by having a concentration of services and facilities in a vibrant setting located near where people live and where they have the option of walking or cycling.

All nodes should contain a mix of residential and employment uses. While the *Growth Plan for the Greater Golden Horseshoe* speaks to this mix of uses, it does not establish hard land use mix targets. Unfortunately, many of Mississauga’s nodes are developing without the desired mix of uses. Many community nodes have no residential uses, while development proposals in the Downtown and the Hurontario “Uptown” node are strongly focussed on residential development. To address this mix of uses, land use ratios are proposed in the GMS.

The built form should also relate to the function of the node and its position in the hierarchy of nodes. In addition to containing the highest density and greatest mix of uses, the Downtown should be where the tallest buildings are located. Heights should be lower in the major nodes and still lower in the community nodes.

The following table shows the proposed density, land use ratios and built form proposed for the nodes. Node studies will confirm these targets. Illustrations of the built form that would result from these density targets are shown in Appendix 3.

	Density Target (ppj/ha)	Population to Employment Ratio <sup>1</sup>	Built Form (Maximum Building Height)
Downtown	300-400	1:1	25+
Major Node	200-300	2:1 to 1:2	25
Community Node	100-200	2:1 to 1:2	Varies from 6–12

<sup>1</sup> Either 2 persons to 1 employment opportunity or 1 person to 2 employment opportunities.

### Stable Residential Neighbourhoods

The majority of the people reside in stable residential neighbourhoods. As indicated earlier, intensification is not encouraged for these areas, however, it is recognized that some infill and redevelopment will occur. The existing four-storey height limit continues to be considered appropriate for stable residential areas, however, modest increases in height might be appropriate for redevelopment of neighbourhood commercial sites and a limited number of other sites.

In some locations, neighbourhood commercial sites have potential to intensify and redevelop as mixed use developments. These should be considered on a site-by-site basis, at a lower density and scale than Community Nodes and respect and enhance the character of the surrounding stable residential neighbourhood.

Improving access and connectivity of stable residential neighbourhoods to nodes and other elements of the urban structure is promoted. In particular, walking and cycling as the major means of transportation with these neighbourhoods and to nearby nodes and corridors will be given priority.

### Corporate Centres

The GMS directs major office development to the Urban Growth Centre as well as recognizes that major nodes play an important role in providing for office employment uses. Further, the GMS identifies Corporate Centres as primary locations for major office development.

Four Corporate Centres are identified in the GMS – Airport Corporate, Gateway, Meadowvale Business Park and Sheridan Park. These are areas where there are significant existing concentrations of office development and/or where there is significant potential for future office development.

Major office development will be encouraged to locate in Corporate Centres, as well as in the Urban Growth Centre. Corporate Centres will contain a mix of employment uses with a focus on office employment and innovative businesses such as research and development and high technology. High quality public and private spaces, transit-supportive development with convenient access to existing and planned frequent transit service are also anticipated.

### Employment Areas

The PPS and the *Growth Plan for the Greater Golden Horseshoe* require that an adequate supply of land be retained to accommodate employment opportunities. The Office Strategy and the Employment Lands Review Study have indicated that special retention and incentive policies should be created to ensure that employment areas continue to be viable for future industrial and office development. Operational issues such as the movement of goods and people and labour force concerns related to reliable public transit and affordable housing will also need to be considered.

Mississauga has vast well-functioning employment areas that contain a diversity of employment uses and provide jobs for many residents as well as surrounding municipalities. Access to the Lester B. Pearson International Airport is a highly desirable asset to many businesses in the area and employment lands around the Airport are strategically important to the economy of Ontario. Employment Areas have been identified by the GMS and contain a range of employment activities such as, but not limited to, industrial operations, manufacturing companies, warehousing and distribution activities as well as related or complementary office and commercial activities. The areas are considered stable and not expected to accommodate high employment densities. Preservation of these lands for a diversity of economic uses is vital to the economic health of the City.

### Special Purpose Areas

The GMS identifies the Lester B. Pearson International Airport and the University of Toronto Mississauga as Special Purpose Areas. These are unique destinations that occupy large areas and are important to the structure and identity of Mississauga. Planning for these areas will consider their special characteristics and features and work closely with the university and airport.

### Intensification Corridors

To achieve a more sustainable way of life, the GMS proposes that the system of nodes and centres are connected by an efficient grid-based transit network centered on arterial streets, identified as corridors.

Some corridors, specifically the Hurontario and Dundas corridors, have been identified as intensification corridors because of their capacity for development and/or re-development and the associated proposed higher-order transit investments. Mixed use development to support public investment in higher-order transit for a multitude of trips throughout the day are encouraged. A corridor study is currently underway for Hurontario Street and one is proposed for Dundas Street in the near future. These studies will identify the appropriate mix and location of uses, density and built form.

#### Urban Corridors

In addition to intensification corridors, a series of Urban Corridors have been identified that generally coincide with arterial roads. The primary purpose for identifying these corridors is to recognize that they are the major connectors of the city and important elements within the public realm.

Urban Corridor will have a variety of functions. Some have the capacity for residential and/or employment intensification either along extended sections or at certain locations. Some, particularly those in Employment Areas will provide an essential goods movement function. Others in residential areas may have limited development opportunities but will act as conduits for a variety of transportation modes, including transit, cycling and walking, and figure daily in how the residents of the adjoining residential neighbourhoods experience and interact with their community.

Corridor studies should be prepared for each Urban Corridor to identify the role it plays and how it is best developed. Wherever possible, these studies should identify how uses along these corridors can better address the street and create attractive mixed use developments that support adjacent stable residential neighbourhoods or employment areas. Further, the landscaping and design of road rights-of-ways will be an important component of corridor studies.

#### Major Open Space System

The GMS identifies the Credit River, the Etobicoke and Mimico Creeks and the Lake Ontario Waterfront as important elements in the urban structure of the City.

Both the PPS and the *Growth Plan for the Greater Golden Horseshoe* seek to protect, conserve, enhance and prudently use natural resources (land, air, water) for the benefit of current and future generations. Protecting the environment means prohibiting development in sensitive environment and natural areas. It also means preserving significant natural, heritage and cultural features from development.

By directing growth away from these sensitive areas and introducing policies for re-naturalization of significant public and privately-owned land will improve the function of these lands from an environmental perspective. Reducing dependency on private automobiles, and facilities walking and cycling will contribute to a healthier population and reduced carbon emissions.

#### Waterfront

In addition to being part of the major open space system, the Lake Ontario Waterfront is a regionally significant destination and focus for waterfront, recreation, tourism and economic development. The promotion of environmentally compatible activities contributing to the public enjoyment of the waterfront is encouraged. Improved physical and visual access to the waterfront as well as the enhancement of heritage resources will also be promoted.

**FINANCIAL IMPACT:** Not applicable.

**CONCLUSION:** A GMS that has regard for the Provincial Policy Statement, 2005, conforms to the *Growth Plan for the Greater Golden Horseshoe* and aligns with the draft Strategic Plan and the draft Regional Transportation Plan has been prepared. The GMS proposes to guide growth and development to 2031 and beyond. It identifies where future growth should locate and, equally important, where growth should not be focused. Adoption of the GMS will provide the land use framework for decisions regarding infrastructure investments and the location of services and facilities and should be used as the basis of the new Official Plan.

**ATTACHMENTS:**

Attached under separate cover: *Sustainable Living: A Growth Management Strategy for Mississauga, October 2008*

APPENDIX 1: Mississauga Plan Review - Overview

APPENDIX 2: Growth Management Strategy - Proposed Long Term  
City Structure Concept

APPENDIX 3: Node Density Illustrations

Original signed by:

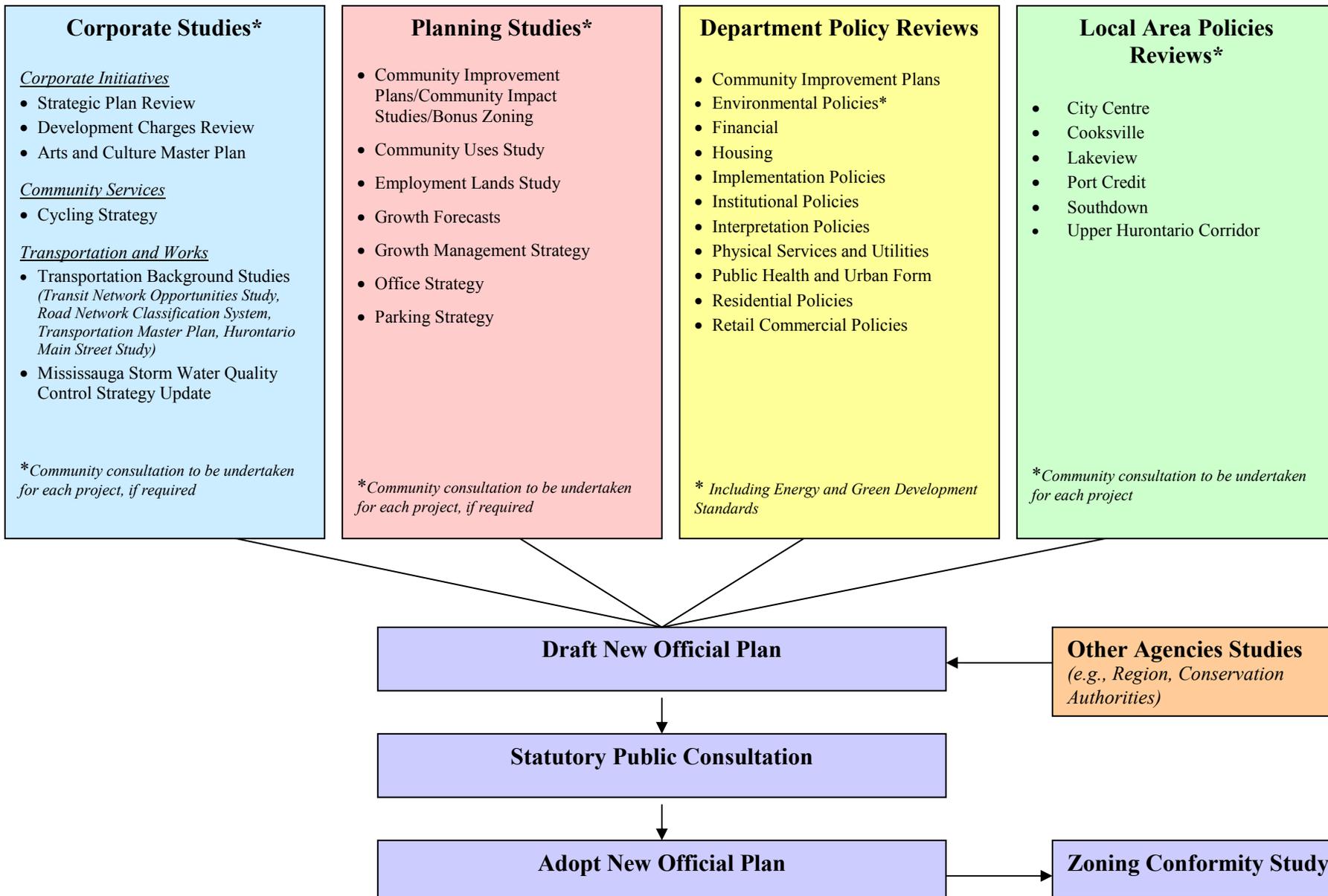
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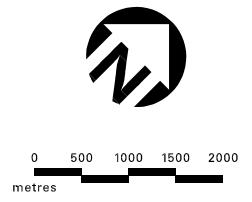
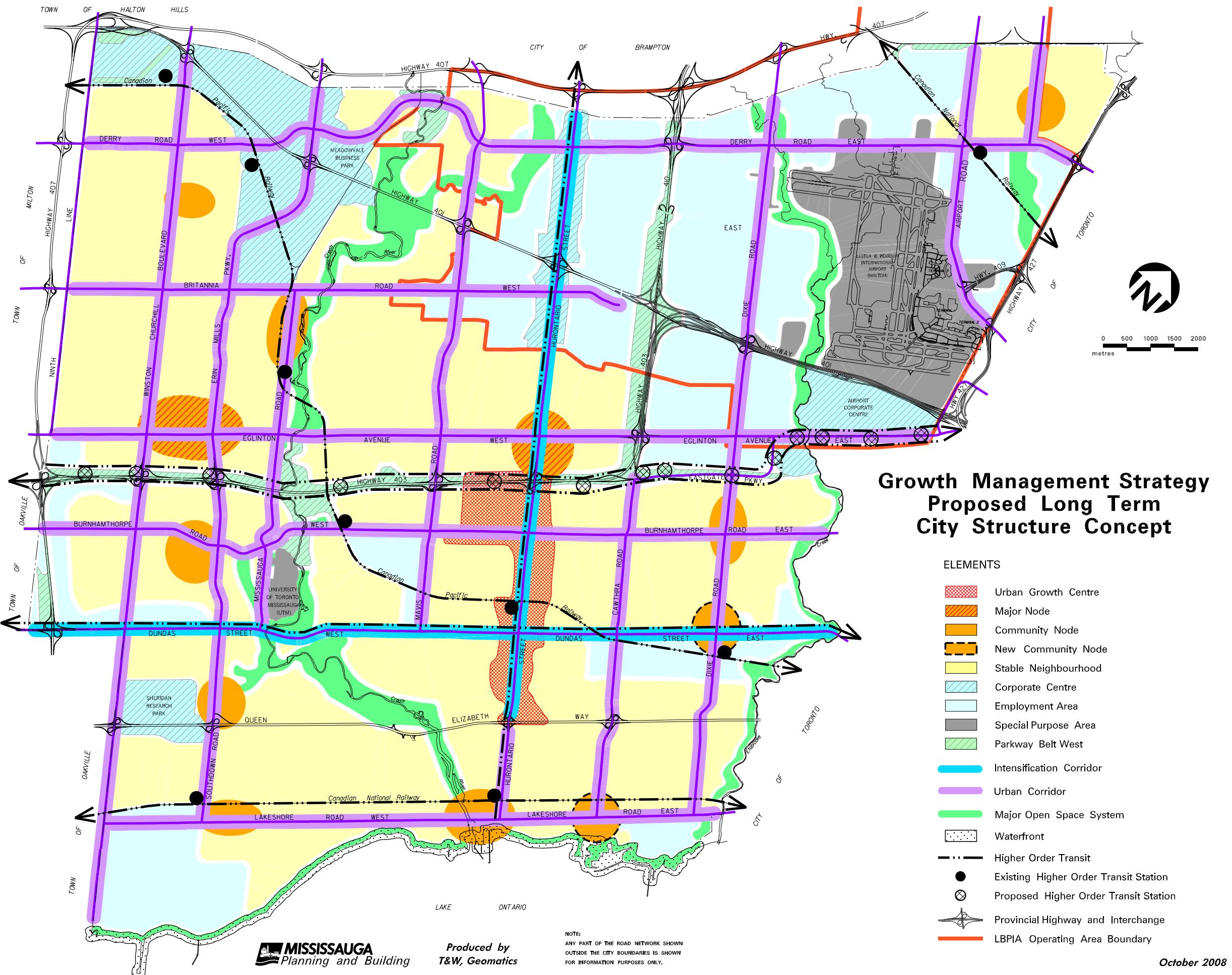
Edward R. Sajecki

Commissioner of Planning and Building

*Prepared By: Paulina Mikicich, Policy Planner*

### Mississauga Plan Review - Overview





# Growth Management Strategy Proposed Long Term City Structure Concept

- ELEMENTS**
- Urban Growth Centre
  - Major Node
  - Community Node
  - New Community Node
  - Stable Neighbourhood
  - Corporate Centre
  - Employment Area
  - Special Purpose Area
  - Parkway Belt West
  - Intensification Corridor
  - Urban Corridor
  - Major Open Space System
  - Waterfront
  - Higher Order Transit
  - Existing Higher Order Transit Station
  - Proposed Higher Order Transit Station
  - Provincial Highway and Interchange
  - LBPIA Operating Area Boundary

**MISSISSAUGA**  
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Produced by  
**T&W, Geomatics**

NOTE:  
ANY PART OF THE ROAD NETWORK SHOWN  
OUTSIDE THE CITY BOUNDARIES IS SHOWN  
FOR INFORMATION PURPOSES ONLY.

October 2008

## Node Density Illustrations



Hypothetical downtown streetscapes depicting the South Plan's density targets for urban growth centres (above: density of approximately 400 residents and jobs combined per hectare)

### Urban Growth Centre

Density Target: 300-400 ppj/ha  
 Population to Employment Ratio: 1:1  
 Maximum Building Height: 25+ stories



Hypothetical downtown streetscapes depicting the South Plan's density targets for urban growth centres (above: density of approximately 200 residents and jobs combined per hectare)

### Major Node

Density Target: 200-300 ppj/ha  
 Population to Employment Ratio: 2:1 – 1:2  
 Maximum Building Height: 25 stories



Hypothetical downtown streetscapes depicting the South Plan's density targets for urban growth centres (above: density of approximately 100 residents and jobs combined per hectare)

### Community Node

Density Target: 100-200 ppj/ha  
 Population to Employment Ratio: 2:1 – 1:2  
 Maximum Building Height: Varies – 6-12 stories

**Image Source:** Ontario Growth Secretariat, Ministry of Energy and Infrastructure