

City of Mississauga  
**Corporate Report**



<p>Date: May 1, 2024</p> <p>To: Chair and Members of Planning and Development Committee</p> <p>From: Andrew Whittemore, M.U.R.P., Commissioner of Planning &amp; Building</p>	<p>Originator's file: CD.21-ORC W11</p>
	<p>Meeting date: May 21, 2024</p>

## Subject

### **PUBLIC MEETING INFORMATION / RECOMMENDATION REPORT (WARD 11)**

**Proposed City Initiated Official Plan and Zoning By-law Amendments to Permit a Public Trail on the Former Orangeville Brampton Railway Corridor**

**Vacant lands, north of Old Derry Road, east of Mavis Road**

**Owner: City of Mississauga**

**File: CD.21-ORC W11**

## Recommendation

That the proposed amendments to Mississauga Official Plan and Zoning By-law 0225-2007, as amended, to permit a public trail as detailed in Appendix 3 of the report dated May 1, 2024 from the Commissioner of Planning and Building, be approved in accordance with the following:

1. That implementing Official Plan and Zoning By-law amendments be enacted at a future City Council meeting.
2. That notwithstanding planning protocol, that this report regarding the proposed amendments to Mississauga Official Plan and Zoning By-law 0225-2007, as amended, be considered both the public meeting and a combined information and recommendation report.

## Executive Summary

- In 2022, the City of Mississauga finalized the acquisition of a decommissioned railway corridor to convert such lands into a public trail.
- Neither the in-force Official Plan designations, nor the Zoning By-law regulations associated with these lands permit the intended use.

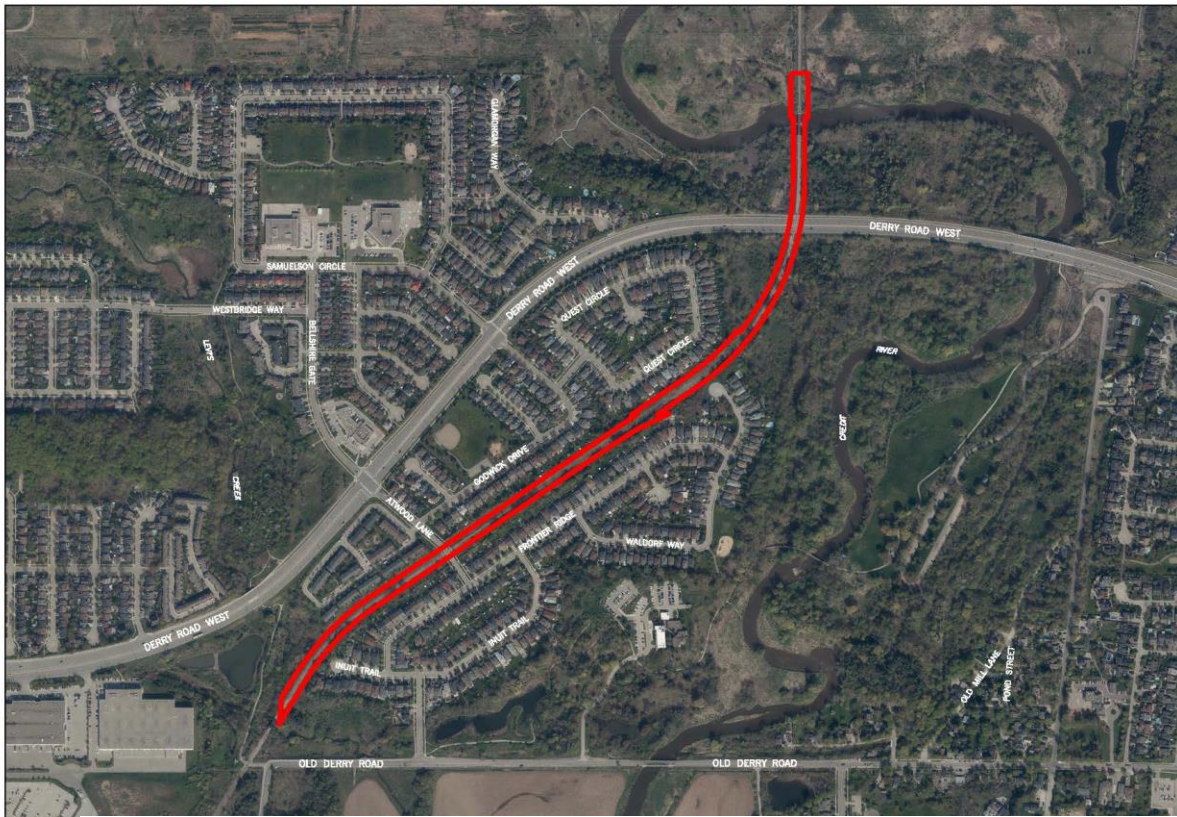
- This report provides background information and recommendations on the required Official Plan and Zoning By-law amendments necessary to facilitate the proposed use of a public trail.

## Background

In 2022, the City of Mississauga, in conjunction with the Region of Peel, the City of Brampton, and the Town of Caledon, finalized the acquisition of the decommissioned Orangeville-Brampton Railway corridor. The purpose of obtaining these lands was ultimately to establish an intercity public trail.

The Mississauga segment of the rail line runs in its entirety from the Mississauga-Brampton border in the north and terminates at approximately Matlock Avenue in the south; however, only a portion of these lands have been transferred over to the City at this time.

The lands associated with the proposed amendments are approximately 1.5 km (0.9 miles) in length and 3.4 ha (8.4 acres) in area; running parallel to the Credit River, and ending approximately at Inuit Trail, north of Derry Road. See Map 1, and Appendix 1, for the extent of the proposed amendments.



Map 1: Context Map of the Subject Lands

The purpose of this report is to recommend appropriate land use designations and zone categories for the proposed public trail on the identified lands. Upon completion, the subject lands identified in this report will be in conformity with their intended open space uses.

## Comments

### PLANNING ANALYSIS SUMMARY

A detailed Planning Analysis of the applicable land use policies and regulations can be found in Appendix 2.

#### Official Plan

As the lands represent a former rail corridor, there is no existing land use designation. An amendment to the Official Plan is therefore required. Staff recommend that the subject lands be redesignated to a combination of Parkway Belt West, Greenlands, and Public Open Space to permit the proposed trail use.

Additionally, to reflect the subject land's conversion into public open space, mapping amendments to several schedules within the Official Plan are also required.

The proposed amendments represent good planning through their emphasis of expanding and linking natural heritage features and systems; in repurposing underutilized lands; and, by creating new recreational opportunities for residents.

#### Zoning

In the Zoning By-law, rail corridors and other similar pieces of infrastructure, such as roads, do not have a zone category. Therefore, they do not have permitted uses or associated regulations, but rather, the adjacent zone(s) is applied. In this case, the rail corridor is adjacent to a variety of zones that would not permit the use of a trail. An amendment to the Zoning By-law is therefore required. Staff recommend that the subject lands be rezoned to a combination of **PB1** (Parkway Belt West) and **OS1** (Open Space – Community Park) to permit the trail use.

Details of the proposed Official Plan and Zoning By-law amendments can be found in Appendix 3.

### LAND USE POLICIES AND REGULATIONS

The Provincial Policy Statement (PPS) introduces land use planning and development policies pertaining to matters of provincial interest within Ontario. This is accomplished by setting out province-wide direction on the efficient use and management of land and infrastructure; the provision of housing; the protection of the environment, resources and water; and, economic development.

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) builds upon the policy framework established by the PPS and provides more specific land use planning policies, which

support the achievement of complete communities; a thriving economy; a clean and healthy environment; and, social equity. The Growth Plan establishes minimum intensification targets and requires municipalities to direct growth to existing built-up and strategic growth areas to make efficient use of land, infrastructure, and transit.

The Planning Act requires that municipalities' decisions regarding planning matters are consistent with the Provincial Policy Statement (PPS), and conform with the applicable provincial plans and the Region of Peel Official Plan (ROP). Mississauga Official Plan is generally consistent with the PPS and conforms with the Growth Plan, the Greenbelt Plan, the Parkway Belt West Plan, and the ROP.

## Financial Impact

There is no financial impact resulting from the recommendation of this report.

## Conclusion

The proposed Official Plan and Zoning By-law amendments are acceptable from a planning standpoint and should be approved for the following reasons:

1. The proposed amendments achieve the shared provincial, regional, and municipal goals of enhancing natural ecological features and functions through appropriate land acquisition, while also ensuring that public health is at the forefront of land use planning.
2. The proposed amendments to both the land use designations and zone categories ensure that planning documents and classifications reflect the desired use of the subject lands.


Should the proposed amendments be approved by Council, the implementing Official Plan amendment and Zoning By-law will be brought forward to Council at a future date.

## Attachments

Appendix 1: Context Map

Appendix 2: Detailed Planning Analysis

Appendix 3: Proposed Official Plan and Zoning By-law Amendments



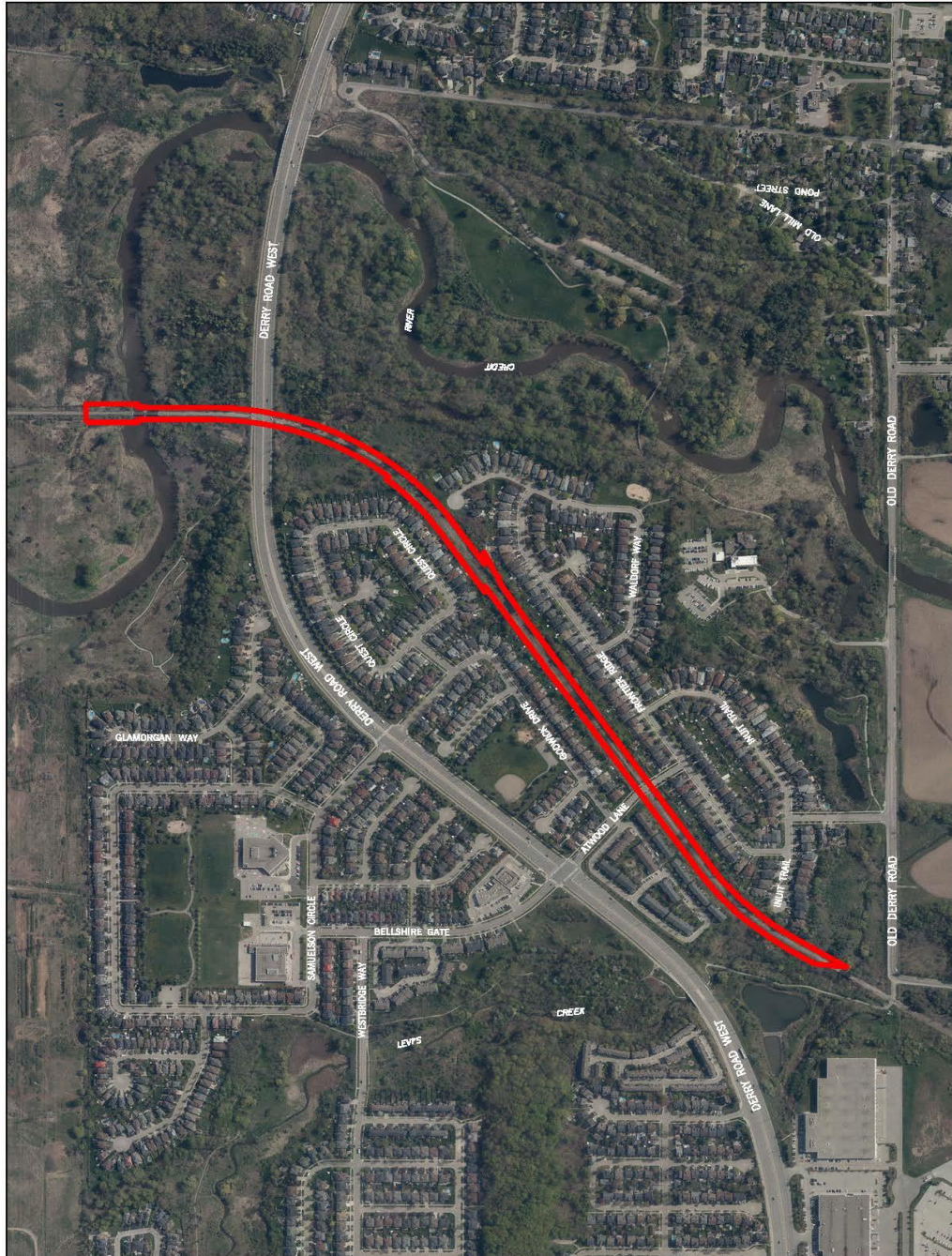
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Andrew Whitemore, M.U.R.P., Commissioner of Planning & Building

Prepared by: Rob Vertolli, Planner



Appendix 1: Context Map



## Information / Recommendation Report Detailed Planning Analysis

### City-Initiated Official Plan and Zoning By-law Amendment

#### Table of Contents

1.	Summary of Applicable Policies, Regulations, and Proposed Amendments .....	2
2.	<i>Provincial Policy Statement, 2020 (PPS) and the Growth Plan for the Greater Golden Horseshoe (Growth Plan) 2019 and Amendment No. 1 (2020)</i> .....	7
3.	Consistency with PPS .....	7
4.	Conformity with Growth Plan .....	7
5.	Parkway Belt West Plan .....	8
6.	Region of Peel Official Plan.....	8
7.	Mississauga Official Plan (MOP) .....	8
8.	Zoning .....	9
9.	Supporting Studies .....	9
10.	Conclusions .....	9

## 1. Summary of Applicable Policies, Regulations, and Proposed Amendments

The *Planning Act* requires that Mississauga Official Plan be consistent with the Provincial Policy Statement and conform with the applicable provincial plans and Regional Official Plan. The policy and regulatory documents that affect these proposed amendments have been reviewed and summarized in the table below. Only key policies relevant to the proposed amendments

have been included. The table should be considered a general summary of the intent of the policies and should not be considered exhaustive. In the sub-section that follows, the relevant policies of Mississauga Official Plan are summarized. The proposed amendments have been evaluated based on these policies.

Policy Document	Legislative Authority / Applicability	Key Policies
<p><b>Provincial Policy Statement (PPS)</b></p>	<p>The Provincial Policy Statement provides policy direction on matters of provincial interest related to land use planning and development.</p> <p>Zoning and development by-laws are an important tool for implementation of the Provincial Policy Statement. (PPS Part I)</p> <p>The fundamental principles set out in the PPS apply throughout Ontario. (PPS Part IV)</p> <p>Building Strong Healthy Communities (PPS Part V)</p> <p>Decisions of the council of a municipality shall be consistent with PPS. (PPS 4.1)</p> <p>The Official Plan is the most important vehicle for implementation of the Provincial Policy Statement (PPS 4.6)</p>	<p>Healthy, liveable, and safe communities are sustained by:</p> <ul style="list-style-type: none"> <li>• promoting efficient development and land use patterns which sustain the well-being of municipalities over the long term; and,</li> <li>• accommodating an appropriate range and mix of recreational uses, and park and open space areas to meet long-term needs. (PPS 1.1.1)</li> </ul> <p>Land use patterns within settlement areas shall be based upon both densities and a mix of land uses, which:</p> <ul style="list-style-type: none"> <li>• efficiently use land and resources;</li> <li>• are appropriate for, and efficiently use, the infrastructure which is available; and,</li> <li>• support active transportation. (PPS 1.1.3.2)</li> </ul> <p>Healthy, active communities should be promoted by:</p> <ul style="list-style-type: none"> <li>• planning public spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction, and facilitate active transportation and community connectivity; and,</li> <li>• planning and providing for a full range and equitable distribution of publicly-accessible natural settings for recreation, including parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources. (PPS 1.5.1)</li> </ul>

Policy Document	Legislative Authority / Applicability	Key Policies
		<p>Preservation and reuse of abandoned corridors for purposes that maintain the corridor's integrity and continuous linear characteristics should be encouraged, wherever feasible. (PPS 1.6.1)</p>
<p><b>Growth Plan for the Greater Golden Horseshoe (Growth Plan)</b></p>	<p>The Growth Plan applies to the area designated as the Greater Golden Horseshoe growth plan area.</p> <p>All decisions made on, or after, May 16, 2019, in respect of the exercise of any authority that affects a planning matter will conform with this Plan, subject to any legislative or regulatory provisions providing otherwise. (Growth Plan 1.2.2)</p>	<p>The policies of this Plan regarding how land is developed; resources are managed and protected; and, public dollars are invested, are based upon the following principles:</p> <ul style="list-style-type: none"> <li>• Support the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime; and,</li> <li>• Protect and enhance natural heritage, hydrologic and landform systems, features, and functions. (GP 1.2.1)</li> </ul> <p>Applying the policies of this Plan will support the achievement of complete communities that expand convenient access to:</p> <ul style="list-style-type: none"> <li>• a range of transportation options, including options for the safe, comfortable, and convenient use of active transportation; and,</li> <li>• an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities. (GP 2.2.1.4)</li> </ul> <p>Municipalities will ensure that active transportation networks are comprehensive and integrated into transportation planning to provide safe, comfortable travel for pedestrians, bicyclists, and other users of active transportation. (GP 3.2.3.4)</p> <p>Municipalities are encouraged to develop a system of publicly-accessible parkland, open space, and trails, including in shoreline areas, within the GGH, that:</p> <ul style="list-style-type: none"> <li>• are based upon a coordinated approach to trail planning and development; and,</li> <li>• are based upon good land stewardship practices for public and private lands (GP 4.2.5.1)</li> </ul>
<p><b>Parkway Belt West Plan (PBWP)</b></p>	<p>The Parkway Belt West Plan was approved by the Lieutenant Governor in July of 1978, and is a major element of Provincial design.</p> <p>Policies within this document focus upon achieving four main goals:</p> <p>Separate and define the boundaries of Urban Areas, thus helping to provide the residents with a sense of community identification.</p>	<p>PBWP identifies the subject property as being located within the Northern Link (Milton-Woodbridge) area; further designating the lands as Public Open Space and Buffer Area.</p> <p>Uses permitted within the Public Open Space and Buffer Area are:</p> <ul style="list-style-type: none"> <li>• public open space and uses incidental to them. (PBWP 5.4.1)</li> </ul> <p>It is the intent of this plan to:</p> <ul style="list-style-type: none"> <li>• provide for public open spaces located along the Credit River; and,</li> <li>• acquire the Credit River (Meadowvale) lands to establish a Public Open Space Area. (PBWP 6.4.2 &amp; 6.4.3)</li> </ul>



Policy Document	Legislative Authority / Applicability	Key Policies
	<p>Link Urban areas with each other and with areas outside the region by providing space for the movement of people, goods, energy, and information, without disrupting community integrity or function.</p> <p>Provide a land reserve for future linear facilities and for unanticipated activities requiring sites of high accessibility and substantial land area.</p> <p>Provide a system of open space and recreational facilities linked with each other, with nearby communities, and with other recreational areas.</p>	
<p><b>Region of Peel Official Plan (ROP)</b></p>	<p>Regional Council adopted a new ROP on April 28, 2022, and the Minister of Municipal Affairs and Housing approved the new ROP, with 44 modifications on November 4, 2022.</p>	<p>ROP characterizes the subject property as being located within Peel's Urban System; further identifying that a portion of these lands fall within the Urban River Valley designation.</p> <p>General objectives of ROP, as outlined by Section 5.2, include: providing a diversity of complete healthy communities; and, offering a wide range and mix of recreational and cultural activities. These communities will be served and connected by an efficient use of land, public services, finances, and infrastructure; while respecting the natural environment, hazards and resources, and the characteristics of existing communities within Peel.</p> <p>The Urban River Valley designation provides protection for publicly owned lands that form important river valley linkages and corridors within an urban context for the Protected Countryside of the Greenbelt, and Lake Ontario areas. These lands provide for a network of uses and facilities to support urban areas, including recreational, tourism, and infrastructure.</p> <p>It is the policy of Regional Council to:</p> <ul style="list-style-type: none"> <li>• encourage the local municipalities to develop strategies to guide the development of a system of publicly accessible recreation facilities, parkland, open space areas, and trails, that support connectivity of the Natural Heritage System and achievement of complete communities in keeping with environmental plans and strategies. (ROP 2.12.14.1)</li> <li>• promote planning and design that ensures the Urban River Valleys are maintained and/or enhanced. (ROP 2.12.17.4)</li> </ul>

Policy Document	Legislative Authority / Applicability	Key Policies
		<ul style="list-style-type: none"> <li>encourage stewardship, remediation, and appropriate park and trail initiatives that strive to enhance the ecological features and functions found within valley systems. (ROP 2.12.17.5)</li> </ul>

### Relevant Mississauga Official Plan Policies

The policies of Mississauga Official Plan (MOP) implement provincial directions for growth. MOP is generally consistent with the PPS and conforms with the Growth Plan, Greenbelt Plan, PBWP and ROP. An update to MOP is currently underway to ensure MOP is consistent with, and conforms to, changes

resulting in the recently released Growth Plan, 2020. The following policies are applicable in the review of the proposed zoning by-law amendment. In some cases, the description of the general intent summarizes multiple policies.

	General Intent
<b>Chapter 4 Vision</b>	Mississauga will plan for a wide range of community infrastructure resources such that the daily needs of the community, through all stages of life, are met. (Section 4.4.6)
<b>Chapter 5 Direct Growth</b>	Mississauga will establish strategies that protect, enhance, and expand the Green System. The City's strategy for protecting, enhancing, and restoring the Green System consists of initiatives in the following areas: (g) naturalization/restoration; and, (h) management of natural areas. (Section 5.2.1)
<b>Chapter 6 Value the Environment</b>	Mississauga will own, lease, operate, maintain, and administer public parkland and facilities to meet the recreational, cultural, educational, and social needs of residents. (Section 6.3.65)  Public parkland may incorporate components of the Natural Heritage System to provide opportunities for enjoyment, appreciation, and protection of nature. (Section 6.3.76)  Natural areas acquired by Mississauga will be designated in accordance with the policies of this Plan. (Section 6.3.77)  The potential for Public Open Space areas to expand or connect the Natural Heritage System will be encouraged to ensure that sensitive areas are maintained and enhanced. (Section 6.3.79)
<b>Chapter 8 Create a Multi-Modal City</b>	Through the creation of a multi-modal transportation system, Mississauga will provide transportation choices that encourage a shift in lifestyle toward more sustainable transportation modes, such as active transportation. (Section 8.1.1)  To encourage active transportation and support the development of healthy communities, the City will promote pedestrian activity as an integral part of the multi-modal transportation network. (Section 8.2.4)

	<b>General Intent</b>
<p><b>Chapter 9 Build a Desirable Urban Form</b></p>	<p>Open space areas will be high quality, usable, and physically and visually linked to streets, parks, and pedestrian routes. (Section 9.2.3.4)</p> <p>Natural features, parks, and open spaces will contribute to a desirable urban form by:</p> <ul style="list-style-type: none"> <li>(b) connecting to the city's system of trails and pathways;</li> <li>(c) connecting to other natural areas, woodlands, wetlands, parks, and open spaces, including streets, schools, cemeteries, and civic spaces; and,</li> <li>(f) appropriately sizing parks and open spaces to meet the needs of a community and ensuring they are able to accommodate social events and individual needs, inclusive of recreation, playgrounds, sports and community gardens, where possible. (Section 9.3.5.3)</li> </ul> <p>Open spaces will be designed as places where people can socialize, recreate, and appreciate the environment. (Section 9.3.5.4)</p> <p>The public realm will be planned to promote healthy, active communities that foster social connections at all stages of life and encourage built and natural settings for recreation, culture, and active transportation. (Section 9.3.5.9)</p>
<p><b>Chapter 11 General Land Use Designations</b></p>	<p>The following uses will be permitted in all land use designations:</p> <ul style="list-style-type: none"> <li>(a) community infrastructure; and,</li> <li>(g) parkland. (Section 11.2.1.1)</li> </ul> <p>Lands designated Greenlands will permit the following uses:</p> <ul style="list-style-type: none"> <li>(e) passive recreational activity. (Section 11.2.3.2)</li> </ul> <p>Lands designated Parkway Belt West will be governed by the provisions of the Parkway Belt West Plan. (Section 11.2.13.1)</p> <p>In addition to the Uses Permitted in all Designations, lands designated Public Open Space will also permit the following uses:</p> <ul style="list-style-type: none"> <li>(c) conservation. (Section 11.2.4.2)</li> </ul>
<p><b>Chapter 16 Neighbourhoods</b></p>	<p>An interconnected open space network including the valleys of the Credit River, Levi Creek and Fletcher's Creek is a key feature in the identity of the Character Area which should be recognized by enhancing visual and, where appropriate, physical public access to these open spaces. (Section 16.17.2.2)</p>

## **2. Provincial Policy Statement, 2020 (PPS) and the Growth Plan for the Greater Golden Horseshoe (Growth Plan) 2019 and Amendment No. 1 (2020)**

The *Provincial Policy Statement* (PPS) and the *Growth Plan for the Greater Golden Horseshoe* (Growth Plan) combine to provide policy direction on both matters of provincial interest related to land use planning, as well as direct the provincial government's plan for growth in supporting economic prosperity; protecting the environment; and, helping communities to achieve a higher quality of life.

Both the PPS and the Growth Plan recognize that the official plan is the most important vehicle for implementing these policies; stating, "comprehensive, integrated, and long-term planning is best achieved through official plans".

Under the *Planning Act*, all planning decisions must be consistent with the PPS and conform to the Growth Plan.

### **3. Consistency with PPS**

The PPS includes policies promoting the creation of healthy, liveable, and safe communities.

Section 1.5.1 of the PPS, as referenced in the chart above, identifies the mandate for planning authorities to provide an appropriate range and mix of public spaces to both meet the

needs of local inhabitants, as well as to facilitate active transportation and community connectivity.

Specifically, this section identifies the City's responsibility to provide a full range of publicly-accessible recreational uses within natural settings.

The proposed Official Plan and Zoning By-law amendments are consistent with the PPS's goal to create a diverse range of recreational spaces, which efficiently utilize existing infrastructure; support active transportation; and, foster complete communities.

Overall, the proposed Official Plan and Zoning By-law amendments conform with the PPS.

## **4. Conformity with Growth Plan**

The Growth Plan was updated August 28, 2020, to support the "More Homes, More Choice" government action-plan to address the needs of the region's growing population.

The new plan is intended to, amongst other things, build upon the policy framework established by the PPS and provide more specific land use planning policies which support the achievement of complete communities, a clean and healthy environment, and social equity.

The proposed amendments represent the creation of a new form of active transportation within this community which efficiently utilizes the existing landform system; as well as contributes to the creation of a complete community through the

provision of a new publicly-accessible open space trail.

The proposed amendments are consistent with the Growth Plan, as they direct growth to support long-term needs; foster the ability to create complete communities; and, result in the efficient utilization of land and resources.

Overall, the proposed Official Plan and Zoning By-law amendments conform with the Growth Plan.

## **5. Parkway Belt West Plan**

The Parkway Belt West Plan (PBWP) is intended to, amongst other things, establish a system of open space and recreational facilities that are linked with one another, with nearby communities, and with other recreational areas.

Section 6.4.3 of the PBWP, as referenced in the chart above, specifically directs public authorities to acquire the Credit River lands (Meadowvale) for the purposes of establishing a public open space area.

Overall, the proposed Official Plan and Zoning By-law amendments conform with the PBWP.

## **6. Region of Peel Official Plan**

A key objective of ROP is in identifying both the importance and the provision of publicly accessible open space areas which support connectivity within the Natural Heritage System.

As evident by Sections 5.2 and 2.12.17.5, as referenced in the chart above, ROP recognizes the significance of enhancing the ecological features and functions of valley systems through local stewardship, remediation, and appropriate park and trail initiatives.

The proposed amendments conform with ROP as they represent the efficient and appropriate use of these lands, as well as promote the creation of complete communities through achieving environmental plans and strategies.

Overall, the proposed Official Plan and Zoning By-law amendments conform with ROP.

## **7. Mississauga Official Plan (MOP)**

The proposed amendments conform with the above-noted MOP sections by fostering complete and diverse communities; creating community infrastructure and parkland that is complementary to the local context and its interests; and, by crafting spaces where people can appreciate the natural environment.

Overall, the proposed Official Plan and Zoning By-law amendments conform with MOP.



## 8. Zoning

Please see Appendix 3, in this regard.

## 9. Supporting Studies

The following documents have been submitted in support of the proposed amendments:

- Archaeological Assessment
- Phase I & II Environmental Report

Staff have reviewed the above documents and are satisfied with their conclusions.

## 10. Conclusions

City staff have evaluated the proposed amendments against the *Provincial Policy Statement*, the Growth Plan, the Parkway Belt West Plan, the Region of Peel Official Plan, and Mississauga Official Plan.

Based upon the above analysis, staff are of the opinion that the proposed Official Plan and Zoning By-law amendments are consistent with these aforementioned documents. Further, staff are of the opinion the proposed amendments can be supported, as they promote a natural setting for recreation and active transportation, while ensuring public health and safety are at the forefront of land use planning.

## Appendix 3: Proposed Official Plan and Zoning By-law Amendments

Section:	Immediate Surrounding Area:	Current Official Plan Designation:		Proposed Official Plan Designation:	
		OP Designation:	Permitted Uses:	OP Designation:	Permitted Uses:
A	Vacant Lands	No Designation	n/a	Parkway Belt West	Public open spaces and land uses incidental to them
B	Derry Road West (Road Allowance)	No Designation		No Designation	n/a
C	Vacant Lands	No Designation		Parkway Belt West	Public open spaces and land uses incidental to them
D	Vacant Lands	No Designation		Greenlands	Conservation, parkland, and passive recreational activity
E	Residential Corridor	No Designation		Public Open Space	Conservation, parkland, and community infrastructure
F	Atwood Lane (Road Allowance)	No Designation		No Designation	n/a
G	Residential Corridor	No Designation		Public Open Space	Conservation, parkland, and community infrastructure

Section:	Immediate Surrounding Area:	Current Zoning:		Proposed Zoning:	
		Zoning Classification:	Permitted Uses:	Zoning Classification:	Permitted Uses:
A	Vacant Lands	No Zoning	n/a	PB1 - Parkway Belt	Passive Recreational Uses
B	Derry Road West (Road Allowance)	No Zoning		No Zone	n/a
C	Vacant Lands	No Zoning		PB1 - Parkway Belt	Passive Recreational Uses
D	Vacant Lands	No Zoning		PB1 - Parkway Belt	Passive Recreational Uses
E	Residential Corridor	No Zoning		OS1 - Open Space, Community Park	Passive Recreational Uses, Active Recreational Use
F	Atwood Lane (Road Allowance)	No Zoning		No Zone	n/a
G	Residential Corridor	No Zoning		OS1 - Open Space, Community Park	Passive Recreational Uses, Active Recreational Use

