

Information/Recommendation Report Detailed Planning Analysis

City-Initiated Zoning By-law and Official Plan Amendment

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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
Provincial Policy Statement (PPS)	<p>Zoning and development permit by-laws are also important for implementation of this Provincial Policy Statement. (PPS Part I)</p> <p>The fundamental principles set out in the PPS apply throughout Ontario. (PPS Part IV)</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: accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs. (PPS 1.1.1.b)</p> <p>Land use patterns within settlement areas shall be based on densities and a mix of land uses which: efficiently use land and resources. (PPS 1.1.3.2.a)</p> <p>Land use patterns within settlement areas shall be based on densities and a mix of land uses which: are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion. (PPS 1.1.3.2.b)</p> <p>Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by permitting and facilitating: all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities. (PPS 1.4.3.b.1)</p> <p>Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by permitting</p>

Policy Document	Legislative Authority/Applicability	Key Policies
		<p>and facilitating: all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3. (PPS 1.4.3.b.2)</p> <p>Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by: directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs. (PPS 1.4.3.c)</p> <p>Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by: promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed. (PPS 1.4.3.d)</p> <p>Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by: establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety. (PPS 1.4.3.f)</p>
<p><i>Growth Plan for the Greater Golden Horseshoe (Growth Plan)</i></p>	<p>The Growth Plan applies to the area designated as the Greater Golden Horseshoe growth plan area. 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>Applying the policies of this Plan will support the achievement of complete communities that: feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities. (Growth Plan 2.2.1.4.a)</p> <p>Applying the policies of this Plan will support the achievement of complete communities that: provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes. (Growth Plan 2.2.1.4.c)</p> <p>Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by: identifying a diverse range and mix of housing options and densities, including</p>

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		<p>additional residential units and affordable housing to meet projected needs of current and future residents (Growth Plan 2.2.6.1.a.i.)</p> <p>Notwithstanding policy 1.4.1 of the PPS, 2020, in implementing policy 2.2.6.1, municipalities will support the achievement of complete communities by: considering the range and mix of housing options and densities of the existing housing stock. (Growth Plan 2.2.6.2.c)</p> <p>Notwithstanding policy 1.4.1 of the PPS, 2020, in implementing policy 2.2.6.1, municipalities will support the achievement of complete communities by: planning to diversify their overall housing stock across the municipality. (Growth Plan 2.2.6.2.d)</p>
<p>Region of Peel Official Plan (ROP)</p>	<p>The 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>The Region of Peel approved MOP on September 22, 2011, which is the primary instrument used to evaluate proposed zoning by-law amendments.</p>	<p>The ROP identifies the lands affected by the proposed zoning by-law amendments as being located within Peel's Urban System.</p> <p>General objectives of ROP, as outlined in Section 5.2, include providing a diversity of complete healthy communities, offering a wide range and mix of housing, employment, and recreational and cultural activities. These communities will be served and connected by a multi-modal transportation system and provide an efficient use of land, public services, finances and infrastructure, while respecting the natural environment, hazards and resources, and the characteristics of existing communities in Peel.</p> <p>It is the policy of Regional Council to:</p> <p>To promote the development of compact, complete communities by supporting intensification and higher density forms of housing. (ROP 5.9.1)</p> <p>To make housing available for diverse populations, including the provision of accessible housing and appropriate support services. (ROP 5.9.5)</p> <p>To consider barriers to housing, including social and economic factors. (ROP 5.9.6)</p> <p>Direct the local municipalities to include policies in local municipal official plans that permit additional residential units, including: a) the use of two residential units in a detached house, semi-detached house, or rowhouse; and b) the use of a residential unit in a building or structure ancillary to a detached house, semidetached house, or rowhouse. (ROP 5.9.14)</p>

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 conform to changes resulting in the recently released Growth Plan, 2020.

The following policies are applicable in the review of the proposed Official Plan and Zoning By-law amendment. In some cases the description of the general intent summarizes multiple policies.

	General Intent
Chapter 5 Direct Growth	<p>Mississauga will protect and conserve the character of stable residential Neighbourhoods. (Section 5.1.7)</p> <p>Development will be sensitive to the existing and planned context and will include appropriate transition in use, built form, density and scale. (Section 5.3.5.6)</p>
Chapter 7 Complete Communities	<p>Mississauga will ensure that the housing mix can accommodate people with diverse housing preferences and socioeconomic characteristics and needs. (Section 7.1.6)</p> <p>Mississauga will ensure that housing is provided in a manner that maximizes the use of community infrastructure and engineering services, while meeting the housing needs and preferences of Mississauga residents. (Section 7.2.1)</p> <p>Mississauga will provide opportunities for: the development of a range of housing choices in terms of type, tenure and price. (Section 7.2.2.a)</p>
Chapter 8 Create a Multi Modal City	<p>Mississauga will encourage the shared use of parking and allow off-site parking, where appropriate. (Section 8.4.2)</p>
Chapter 9 Build A Desirable Urban Form	<p>Infill and redevelopment within Neighbourhoods will respect the existing and planned character. (Section 9.1.3)</p> <p>The city vision will be supported by site development that: demonstrates context sensitivity, including the public realm. (Section 9.1.10.c)</p> <p>The city vision will be supported by site development that: promotes universal accessibility and public safety. (Section 9.1.10.d)</p> <p>While new development need not mirror existing development, new development in Neighbourhoods will: respect existing lotting patterns. (Section 9.2.2.3.a)</p> <p>While new development need not mirror existing development, new development in Neighbourhoods will: respect the scale and character of the surrounding area. (Section 9.2.2.3.c)</p> <p>While new development need not mirror existing development, new development in Neighbourhoods will: minimize overshadowing and overlook on adjacent neighbours. (Section 9.2.2.3.d)</p>

	General Intent
	<p>While new development need not mirror existing development, new development in Neighbourhoods will: incorporate stormwater best management practices. (Section 9.2.2.3.e)</p> <p>While new development need not mirror existing development, new development in Neighbourhoods will: preserve mature high quality trees and ensure replacement of the tree canopy. (Section 9.2.2.3.f)</p> <p>Mississauga is committed to the creation of an accessible city. The design of the physical and built environment will have regard for universal design principles. (Section 9.4.3.1)</p>
Chapter 19 Implementation	<p>To ensure that the policies of this Plan are being implemented, the following controls will be regularly evaluated: Mississauga Official Plan. (Section 19.4.2.a)</p> <p>To ensure that the policies of this Plan are being implemented, the following controls will be regularly evaluated: Mississauga Zoning By-law. (Section 19.4.2.b)</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) provide policy direction on matters of provincial interest related to land use planning and development and directs the provincial government's plan for growth and development that supports economic prosperity, protects the environment and helps communities achieve a high quality of life.

Both the PPS and the Growth Plan recognize that the official plan is the most important vehicle for implementation of these policies as "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 that allow for a range of intensification opportunities and appropriate development standards. Several revisions to the Official Plan and Zoning By-law are proposed, however, only the proposed amendments related to additional residential units (ARUs) are influenced by the policies contained in the PPS.

Section 1.1.1.b of the PPS speaks to healthy, liveable, and safe communities being sustained by a multitude of factors, including the ability to accommodate for a range of affordable and market-based residential types to meet long-term needs, including in the form of ARUs. The proposed Official Plan and Zoning By-law amendments outline the policy framework and development

standards to introduce ARUs, diversifying the housing stock and unlocking a new form of housing that can be suitable for all stages of life.

Sections 1.1.3.2.a and 1.1.3.2.b directs land use patterns within settlements areas to be based on densities and a mix of land uses that makes efficient use of existing land, infrastructure and services, without the need for unnecessary expansions. Sections 1.4.3.c and 1.4.3.d similarly directs planning authorities to provide for an appropriate range and mix of housing options by permitting and facilitating new housing towards areas where existing infrastructure, services, land, resources, and transit can be made use of. The introduction of ARUs allows for gentle density infill housing that makes efficient use of infrastructure and services already available within the City's neighbourhoods.

Sections 1.4.3.b.1 and 1.4.3.b.2 directs planning authorities to provide for an appropriate range and mix of housing options and densities that can meet social, health, economic, and well-being requirements, including in the form of ARUs. ARUs unlock a new form of ground-related rental housing, support multi-generational living and aging in place, and can act as a means of supplemental mortgage income. Introducing ARUs serves a multitude of socio-economic purposes and households of varied sizes, needs, and incomes.

Section 1.4.3.f directs planning authorities to provide for an appropriate range and mix of housing options and densities by establishing development standards for residential development and intensification that can minimize the cost of housing and facilitate compact form. ARUs contribute to gentle

infill housing that is comparatively more compact and cost-effective to other housing infill options. Further, introducing development standards for ARUs that align with existing Zoning By-law provisions for detached garages is aimed at easing their conversion, intended to further reduce costs for residents.

The proposed Official Plan and Zoning By-law amendment to introduce ARUs is consistent with the PPS' goal to introduce a diverse range of housing options that efficiently uses existing infrastructure and services, serves residents in all stages of their lives, and fosters complete communities.

4. Conformity with Growth Plan

The Growth Plan is a long-term plan for the Greater Golden Horseshoe, designed to promote economic growth, increase housing supply, create jobs and build communities that make life easier, healthier, and more affordable for people of all ages. Several revisions to the Official Plan and Zoning By-law are proposed, however, only the proposed amendments related to the introduction of ARUs are influenced by the policies contained in the Growth Plan.

Sections 2.2.1.4.a and 2.2.1.4.c supports the achievement of complete communities that feature a diverse mix of land uses and housing options, can make use of convenient access to amenities and services, and can accommodate people at all stages of their lives.

Sections 2.2.6.2.c and 2.2.6.2.d directs municipalities to support the achievement of complete communities by diversifying

housing options, while taking into consideration the range, density, and mix of the existing housing stock.

ARUs are a new form of ground-related housing that makes efficient use of the existing housing stock, and which can benefit from readily available access to neighbourhood amenities and services. ARUs also contribute to the creation of complete communities by providing housing options that can accommodate household needs as they evolve over time.

The proposed amendments to facilitate the introduction of ARUs are consistent with the Growth Plan as it would reinforce the Growth Plan's objectives for directing growth in a diverse manner that supports long-term needs, fosters complete communities, and efficiently uses land and resources.

5. Region of Peel Official Plan

The Region of Peel Official Plan is a long-term plan for managing Peel's growth and development. Several revisions to the Official Plan and Zoning By-law are proposed, however, only the proposed amendments related to the introduction of ARUs are influenced by the policies contained in the ROP. The proposed amendments are located within the Urban System of the Region of Peel, however, they do not require an amendment to the Region of Peel Official Plan.

Sections 5.9.1, 5.9.5, and 5.9.6 of the ROP recognizes the importance of higher density forms of housing that can contribute to compact, complete communities, and also considers the diverse needs of the population and their barriers

to housing. ARUs contribute to the creation of complete communities by modestly increasing ground-related housing supply and making efficient use of existing infrastructure and services. The introduction of ARUs within neighbourhoods also provides opportunities for residents to incorporate multi-generational living, age-in-place, and have supplemental mortgage income.

Overall, the proposed amendments conform to the ROP as ARUs represent efficient and safe use of land, and promotes the creation of complete communities which offer a diverse range of housing options.

6. Mississauga Official Plan (MOP)

Mississauga's Official Plan guides how the City will grow and develop, outlines the goals and policies intended to be achieved by 2031, and as required by the *Planning Act*. Several revisions to the Official Plan and Zoning By-law are proposed, however, only the proposed amendments related to the introduction of ARUs are influenced by the policies contained in MOP.

Sections 7.1.6, 7.2.1, and 7.2.2 recognize the components of a complete community include diverse housing options that can suit the evolving needs of residents, and land uses that can make efficient use of existing infrastructure and services. Many residents face the problem of being unable to afford housing that can suit their needs at every stage of life. ARUs allow for gentle intensification within neighbourhoods, to make use of existing infrastructure and services, and to allow

residents flexible housing options that can cater to evolving needs.

Section 8.4.2 encourages shared use of parking, and off-site parking where considered appropriate. The proposed amendments do not require additional parking to be provided for ARUs. This provides flexibility to the homeowner, allowing the ability to share parking spaces with a potential second or third unit.

Section 9.2.2.3 lists the criteria for new development within neighbourhoods and recognizes that it does not have to mirror existing development. Instead, it should be sensitive to the existing and planned character of the neighbourhood and natural environment. Sections 5.1.7, 5.3.5.6, and 9.1.3 similarly speaks to growth being introduced in a manner that protects and conserves neighbourhoods, is contextually suitable, and provides appropriate transition.

The proposed Official Plan and Zoning By-law amendments are intended to introduce development standards for ARUs that contextually fit the existing built form and scale of the neighbourhood. Aligning the majority of the regulations for ARUs to detached garages if detached, and to the base Zone if attached, allows visible growth in neighbourhoods that is more gradual and transitional.

Section 19.4.2, recognizes Mississauga's Official Plan and Zoning By-law as needing to be regularly evaluated to ensure policies of MOP are implemented. Official Plan and Zoning By-law amendments are proposed that implements the Province's legislative requirements for three units as-of-right and prioritizes

providing a broader range of gentle infill housing options within lower-rise residential neighbourhoods.

The proposed Official Plan and Zoning By-law amendment to introduce ARUs is consistent with MOP as it would nurture complete communities by broadening the range of gentle infill housing options, in a manner that is complementary to local context and interests.

7. Zoning

Please see Appendix 2: Proposed Zoning By-law and Official Plan Amendments in this regard.

8. Community Engagement

The Increasing Housing Choices in Neighbourhoods (IHCN) study commenced in April of 2021 and included an extensive communication and community engagement process to help educate members of the public about gentle density, understand local context and interests and test concept designs for different housing typologies.

Since then, staff have engaged in consultation on multiple occasions through a variety of methods. Online surveys were made available to the public from April to December of 2021 and June to August of 2022, virtual meetings with focused stakeholder groups were held throughout the last quarter of 2021, and a virtual public meeting was hosted on June 23, 2021. Members of the public and stakeholder groups were asked for their input on introducing a variety of housing options to provide for gentle densification. In total, 1,128 public survey responses

were received, 63 members of the public attended the virtual meeting, and 12 stakeholder groups were consulted.

At each study milestone, staff engaged and communicated with community members and interested groups using a variety of methods. During the project's first virtual community meeting on June 23, 2021, attendees participated in online breakout rooms to discuss how creating more housing options could be beneficial for residents City-wide. In addition to capturing notes, a graphic illustrator was used to document feedback in a visual way. Two online surveys – featuring photos, graphics and floor plans – were issued to gauge general interest in new housing choices (April to December 2021) and to take detailed feedback on concept designs (June to August of 2022). An on-demand explainer video was posted on the project website to complement the second survey.

Recognizing the importance of capturing qualitative feedback, staff also held virtual meetings with focused stakeholder groups, including equity-deserving groups, not-for-profits, ratepayer associations and housing cooperatives throughout the last quarter of 2021. The input these groups provided helped the team better understand their needs and the pressures they were facing. To increase overall education and awareness, the project was broadly communicated using the City's e-newsletter, corporate social media channels and advertisements, traditional media outreach and the digital signage network.

Generally, residents and stakeholders support the introduction of ARUs within neighbourhoods as a way to increase opportunities for multi-generational living, aging-in-place, and supplementing mortgage income. It was also understood that

gentle densification could make efficient use of existing infrastructure by modestly increasing ground-related housing supply, which may also unlock the potential for creating relatively more affordable units.

The majority of residents preferred ARUs that maximized yard space to allow opportunities for gardening and recreation, incorporated shared parking to minimize hard surfaces on site, and used discreet entrances (i.e. side entrance, covered side entrance, indoor common entrance) as a way to lessen streetscape impact. Ultimately, most residents preferred balanced design objectives such as maximizing privacy, with maintaining the livability and functionality of new and existing dwellings.

Staff have continued to update members of the public leading up to the draft zoning regulations and will undertake additional communication and engagement efforts as future phases of the IHCN project roll out to support the City's efforts to increase gentle density in Mississauga.

9. Conclusions

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

Based on the above analysis, staff are of the opinion the proposed Official Plan and Zoning By-law amendments are consistent with the *Provincial Policy Statement* and conform to the Region of Peel Official Plan. Further, staff are of the opinion the proposed amendments can be supported, as they will

implement the Province's legislative requirements, and would expand the range of low-rise housing forms and tenures permitted in residential neighbourhoods.