

# City of Mississauga

## Corporate Report



<p>Date: February 12, 2025</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: BL.09-RES (All Wards)</p>
	<p>Meeting date: March 3, 2025</p>

## Subject

### **PUBLIC MEETING RECOMMENDATION REPORT (ALL WARDS)**

#### **Proposed City-Initiated Amendments to Zoning By-law 0225-2007**

#### **Neighbourhood Zoning Review: Increasing Housing Choices in Neighbourhoods**

#### **File: BL.09-RES (All Wards)**

## Recommendation

That the proposed amendments to Mississauga Official Plan and Zoning By-law 0225-2007, as detailed in Appendix 1 and 2 of the report dated January 22, 2025, from the Commissioner of Planning and Building, be approved in accordance with the following:

1. That an implementing Official Plan and Zoning By-law amendment be enacted at a future City Council meeting.
2. That notwithstanding planning protocol, this report regarding the proposed amendments to Mississauga Official Plan and Zoning By-law 0225-2007, be considered both the public meeting and recommendation report.
3. That staff be directed to report back to Planning and Development Committee on options and recommendations for delegating Consent applications to staff.

## Executive Summary

- This report provides recommendations on the Residential Neighbourhood Zoning Review project as part of the City's ongoing efforts to expand low-rise housing options in Mississauga through the Increasing Housing Choices in Neighbourhoods Study.
- Staff recommend consolidating 12 of the 16 existing residential low-rise detached dwelling zones and two semi-detached dwelling zones (**R1** to **R11**, **R15**, **RM1** and **RM2**) into two

new zones (Residential Large **RL** Lot and Residential Small **RS** Lot Zones), including one residential infill zone. Staff recommend the following for both the **RL** and **RS** zones:

- Allowing both detached, semi-detached homes; and
- Updating the lot size and frontage requirements to allow for smaller lots.
- Staff have developed Official Plan and Zoning By-law amendments for approval in principle and enactment at a future City Council meeting.

## Background

In the midst of a housing crisis, the City of Mississauga has taken many actions to do its part in improving housing affordability and supply. These include:

- Launching the Increasing Housing Choices in Neighbourhoods (IHCN) study in 2021 with the purpose of introducing “gentle density” to neighbourhoods. The scope of work included a recommendation to collapse zoning categories.
- Council approval of zoning regulations to permit three residential units on a lot city-wide, as required by Bill 23, the *More Homes Built Faster Act*, 2022, including garden suites and basement units.
- Council approval of fourplexes city-wide, on low-rise residential lots.
- Council approval of the Growing Mississauga Action Plan, including an action to reduce exclusionary zoning throughout Mississauga.
- Embedding policies focused on housing priorities throughout the draft Official Plan.
- Mayor's Housing Task Force Report, presented to the City's General Committee on January 22, 2025, containing four key priorities. One of those priorities is to transform zoning to unlock more housing and one of the actions include simplifying zoning.
- On February 5, 2020, Mayor Parrish (at the time a Councillor) directed staff to review existing standards for detached dwellings in the City's Zoning By-law and identify opportunities to allow for smaller lots as-of-right.

An Information Report on this project was presented at Planning and Development Committee on October 23, 2023 (Appendix 3) and was received for information. Recommendation PDC-0066-2023 was adopted by Council on November 8, 2023.

1. That the report dated October 4, 2023, from the Commissioner of Planning and Building regarding the proposed amendments to Zoning By-law 0225-2007 and Mississauga Official Plan to update low density residential zones, under File BL.09-RES (All Wards), be received for information.
2. That staff be directed to seek community input through an online awareness campaign and report back to the Planning and Development Committee in February 2024 with recommended Zoning By-law amendments.
3. That four oral submissions be received.

## Comments

Staff recommend consolidating 12 of the 16 existing residential low-rise detached dwelling zones and two semi-detached dwelling zones (**R1** to **R11**, **R15**, **RM1** and **RM2**) into two new zones: Residential Large Lot (**RL**) and Residential Small Lot (**RS**) Zones, including one residential infill zone.

- Allowing semi-detached homes to be built in residential areas that have historically been limited to detached homes in the proposed residential large lot (**RL**) and residential small lot (**RS**) dwelling zones; and
- Updating the lot size and frontage requirements to allow for smaller lots in the proposed residential large lot (**RL**) and residential small lot (**RS**) dwelling zone regulations.

In order to facilitate the proposed zoning changes, an official plan amendment will be required. Further details are contained in Appendices 1 and 2.

Staff's recommendations address the following issues:

### **Revitalizing Neighbourhoods**

Existing detached homes represent 71% of the total Mississauga residential land area. Given the prominence of this built form, low density neighbourhoods present a unique opportunity to modestly intensify, revitalizing areas facing population decline. In fact, 17 out of 23 Neighbourhood Character Areas identified in Mississauga Official Plan declined in population from 2011 to 2021. One of the most modest forms of neighbourhood intensification can come in the form of smaller lots for either detached or semi-detached homes.

Apart from additional housing supply, densifying the neighbourhood fabric may reduce urban sprawl, helping to create more compact communities with access to transit and already established road networks. It may also improve the efficiency and affordability of providing municipal infrastructure, such as parks, community centres and libraries, as well as schools. The number of school aged (5-19) children in neighbourhoods has declined 17% from 2011-2021. According to Peel District School Board, 62% of schools operating at less than 60% student capacity are located in Mississauga, and enrolment trends for the next ten years show flat growth. Expected growth in City Centre, Ninth Line, Lakeview Village and other intensification areas will offset declines in established neighbourhoods.

Historically, many zoning by-laws, including most low-density zones in Mississauga, were structured to only allow the replacement of the built form that already exists on the property, although a new dwelling could be much larger. As a result, redevelopment in low-rise neighbourhoods has been in the form of large, single detached homes sometimes referred to as "monster homes". While these homes create more livable gross floor area, they often have similar occupancy levels to the smaller homes they replaced, and do not increase the housing supply.

An overall trend in urban planning across North America in response to this has been to remove this “exclusionary zoning”. Permitting semi-detached dwellings in residential areas that have historically been limited to detached homes on larger lots can create opportunities to infill these neighbourhoods and reduce exclusionary zoning while still fitting into neighbourhood context.

### **Expanding City-wide Housing Options**

With many families facing challenges with housing affordability, flexibility in built forms and tenure can help address individual circumstances and preferences. The City has already approved additional residential units and fourplexes city-wide, and the permission to create smaller lots and build semi-detached homes can provide another option to residents.

Additional residential units and fourplexes address the rental housing market. However, many Mississauga residents still desire homeownership, particularly ground-related units with at least three bedrooms. With limited greenfield lands remaining and redevelopment of low-rise units occurring in growth nodes, dwellings with three or more bedrooms in Mississauga saw a 1.3% decline from 2016-2021. Three bedroom units in high-rise condominiums are more costly to construct than a similarly sized low density unit.

Permitting smaller lots and semi-detached dwellings as-of-right across the City has the potential to create additional homes in neighbourhoods, as well as homes that may be more appropriately sized for those wanting to downsize, while staying in their neighbourhood. These permissions can give residents more housing options, regardless of their life stage or circumstances.

### **Simplify Zoning and Optimizing Processes**

The City of Mississauga Zoning By-law currently has 16 detached dwelling zones (**R1 to R16**) and an additional three residential zones that permit semi-detached dwellings (**RM1 to RM3**).

A jurisdictional scan of Toronto, Hamilton, Ottawa, Guelph, Vaughan, Milton, Oakville and Burlington indicated that these municipalities had two to 11 residential zones, generally reserved for detached dwellings. Consolidating 14 of the residential detached dwelling zones (**R1 to R11** and **R15**) and two semi-detached dwelling zones (**RM1** and **RM2**) in City of Mississauga Zoning By-law 0225-2007 into the proposed Residential Large Lot (**RL**) and Residential Small Lot (**RS**) zones, reducing the three residential infill zones to one, and allowing semi-detached homes throughout, will make the City's Zoning By-law more user friendly and less restrictive. It may also reduce the need for minor variances.

The remaining residential detached dwelling zones (**R12 to R14, R16**) have not been included in the proposed consolidation due to their unique configuration (modular lots) and presence on a common element condominium (CEC) road.

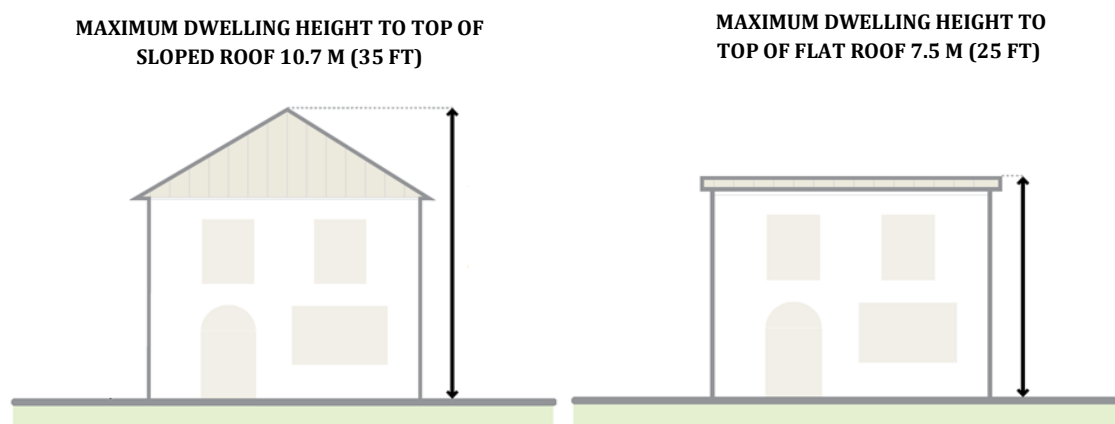
Staff are currently investigating whether it will be possible to delegate the severance of lots to build new detached and semi-detached dwellings that comply with the proposed regulations to staff. This would eliminate the need for a property owner to apply to the Committee of Adjustment

to subdivide their lot, saving both time and money, and further incentivizing the creation of semi-detached dwellings throughout the City's low-rise residential neighbourhoods.

### **Standardizing Maximum Dwelling Heights**

To further simplify low-rise residential zones, it is proposed that heights be standardized across the City for the Residential Large Lot (**RL**) and Residential Small Lot (**RS**) zones. A maximum dwelling height to the top of a sloped roof of 10.7 m (35 ft.), and a maximum dwelling height to top of flat roof of 7.5 m (25 ft.) is proposed. This represents the middle ground of current maximum height regulations for a sloped roof presently in the City's Zoning By-law for detached residential properties, which ranges from 9.0 m (30 ft.) to the peak, to 10.7 m (35 ft.) to the midpoint of the roof. The maximum height of 7.5 m (25 ft.) to the top of a flat roof is widely used throughout the City in infill areas.

The Information Report presented by staff to Planning and Development Committee in October 2023 had indicated that staff were considering a maximum height of 10.0 m (33 ft.) to the top of a sloped roof. Through public consultation, the majority of comments received regarding height requested more flexibility. Further, staff's proposed maximum height of 10.7 m (35 ft.) to the peak of a sloped roof would place Mississauga around the middle of municipalities among those in the jurisdictional scan.



### **Case Study of Permitting Different Built Forms in the Same Zone**

Detached, semi-detached dwellings, duplexes and triplexes were permitted as-of-right in Port Credit Neighbourhood District East and West in the Village of Port Credit Zoning By-law No. 1227. These permissions were carried forward into the current City of Mississauga Zoning By-law, and therefore, have been in place for decades.

These residential properties, now zoned **RM7**, make an interesting case study in what developed over time when property owners were given the flexibility to choose to build detached dwellings, semi-detached dwellings, duplexes or triplexes. In 2024, 60 percent of properties in the case study

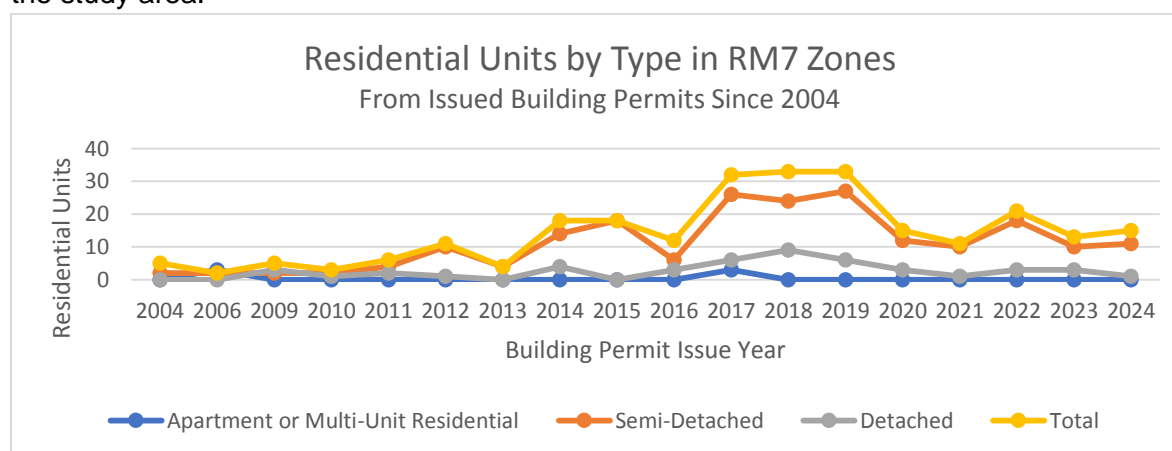
area (see Appendix 4) have detached homes; 32 percent of properties have semi-detached homes; and eight percent of properties have multi-unit residential homes.

The case study data, which looks at the last 20 years (2004 to 2024) tells the following story:

In the last 20 years, the trend in the case study area has been to replace detached dwellings with semi-detached dwellings. However, when given the choice, 30% of demolition permits resulted in a new detached dwelling. In addition, the average age of demolished detached dwellings in the case study area was 79 years old, compared to the average of 50 years old, indicating that most redevelopment occurs for older housing stock.

	Buildings Present in 2024	Average Age of Buildings Present in 2024	Demolition Permits	New Units
Detached Dwellings	376	50	151	46
Semi-Detached Dwellings (each side)	199	8	3	202
Apartment or Multi-Unit Residential Dwellings	49	55	1	9
Total	624 properties are included in the case study area	Overall average age of buildings present is 37.	155 demolition permits were issued in last 20 years	Building permits for 257 new units were issued in the last 20 years

Further, building permit data indicates that of the 624 properties in the study area, the peak of building permits issued was 2017-2019, and since then, the numbers have stabilized. Even at peak, semi-detached dwelling permits were issued for 26 units, which represent four percent of the study area.



Previous trends suggest that generally, detached dwellings will likely be replaced with semi-detached dwellings. While school aged population across all of Mississauga's Neighbourhoods declined by 17% from 2011-2021, the decline was far less pronounced in the Port Credit

Neighbourhood, at 5%. The Port Credit Neighbourhood was also one of the only ones in the City where population did not decline from 2011-2021. While many factors may contribute to those trends, gentle intensification resulting in additional dwelling units can contribute to the reversal of population declines.

Smaller detached dwellings are generally being replaced with larger detached or semi-detached dwellings, however there is a significant range in the size of both detached and semi-detached replacement dwellings built within the last 20 years in the case study area. Due to the lot size differences, detached dwellings are generally built to be larger than semi-detached dwellings.

	Average Total Floor Area of Buildings (2024)	Average Total Floor Area of Demolished Dwellings	Average Total Floor Area of Replacement Dwellings	Smallest New Dwelling	Largest New Dwelling
Detached Dwellings	144 m <sup>2</sup> (1 546 sq. ft.)	100 m <sup>2</sup> (1 076 sq. ft.)	230 m <sup>2</sup> (2 480 sq. ft.)	85 m <sup>2</sup> (918 sq. ft.)	397 m <sup>2</sup> (4 269 sq. ft.)
Semi- Detached Dwellings (each side)	204 m <sup>2</sup> (2 198 sq. ft.)	-	214 m <sup>2</sup> (2 308 sq. ft.)	160 m <sup>2</sup> (1 720 sq. ft.)	326 m <sup>2</sup> (3 507 sq. ft.)

In summary for the case study:

- Even with broad permissions for other built forms, redevelopment activity on a yearly basis was relatively low compared to existing housing stock. This should allow infrastructure providers to conduct long-term planning to mitigate capacity issues
- Not all redevelopments will be for semi-detached homes
- Older housing units are being replaced irrespective to what policies are in effect, meaning that neighbourhoods will go through cycles of redevelopment
- Newer dwellings tend to be much larger than demolished homes, with detached homes being the largest

### **How Many New Homes will be Created?**

If approved, staff expect that change will be gradual. Factors include real estate prices, existing lot sizes, and the age of an existing home. It is likely that the option to build a semi-detached dwelling may only be pursued if the detached dwelling on-site has reached the end of its useful life. In our case study, we saw that this was around 79 years old.

The City of Guelph introduced semi-detached dwellings, duplexes, triplexes, and up to three townhomes in zones previously reserved for detached dwellings in 2023. Approximately 20 building permit applications for semi-detached dwellings have been received since, approximately 10 per year.

## PLANNING ANALYSIS SUMMARY

The Province identifies through its *Provincial Policy Statement* matters that are of provincial interest, which require the development of efficient land use patterns and sustainability in urban areas that already exist. In order to meet required housing supply projections, the *Planning Act* instructs municipalities to make planning decisions that are consistent with the *Provincial Policy Statement*.

A detailed Planning Analysis is found in Appendix 5. The proposed amendments are consistent with the *Provincial Policy Statement*.

## Engagement and Consultation

The Increasing Housing Choices in Neighbourhoods study commenced in April 2021. Since then, the City has provided information and sought input from the community on additional residential units, multiplexes, and the Neighbourhood Zoning Review. See Appendix 5 for a list of the engagement tactics used.

Three virtual community meetings focused on the Neighbourhood Zoning Review were held to seek community input for the northern, central and southern areas of Mississauga on November 7, November 14, and November 21, 2023, respectively. 538 people registered for the meetings and 230 people attended the meetings. 228 comments were received at the community meetings in addition to written inquiries/phone calls.

Updates on the project were posted on the City's website at <https://yoursay.mississauga.ca/increasing-housing-choices-in-neighbourhoods-study> and <https://www.mississauga.ca/projects-and-strategies/city-projects/increasing-housing-choices-in-neighbourhoods/>.

Key comments received from the public include requests for less restrictive height/zoning regulations, questioning if Committee of Adjustment approval would be required, comments on traffic, parking, privacy, overlook, neighbourhood character, general support, enforcement, comments and questions on fourplexes/garden suites, concern over the lack of affordability, requests for funding incentives, concern for tree canopy protection, and questions about stormwater management.

Some members of the public have commented that adding semi-detached permissions may increase the value of older smaller bungalows that historically made good starter homes. This is something that staff will monitor. However, it is noted that sales prices for older smaller dwellings already reflect their opportunity for renovation or redevelopment for a larger detached home.

Responses to the matters raised at the community meetings and through correspondence can be found in Appendix 5.



## Financial Impact

The City of Mississauga uses Development Charges (DCs) and Cash-in-Lieu Parkland as revenue tools to collect funds for neighbourhood infrastructure. In the case where a detached dwelling is demolished and replaced with a semi-detached dwelling, development charges and parkland contributions will be credited on the demolished detached dwelling and charged on the second half of the semi-detached dwelling to be constructed.

Resulting from the Mayor's Housing Task Force, on January 29, 2025, Council approved a motion from Mayor Parrish to reduce DCs by 50%, effective immediately. Mississauga's portion of DCs is currently \$57,200 for a detached/semi-detached, meaning that the DC reduction for a pair of semi-detached homes (assuming a DC credit for the demolition of an existing home) would save property owners \$28,600.

## Conclusion

In summary, allowing semi-detached homes to be built in residential areas that have historically been limited to detached homes and allowing for smaller lots may increase housing supply, expand city-wide housing options, and simplify the low-rise residential zoning in Mississauga. The proposed changes may help to revitalize the City's neighbourhoods, presently facing population decline, and improve the efficiency and affordability of servicing them. The proposed changes can help to future-proof Mississauga's stable residential neighbourhoods, ensuring their long-term viability, improving the quality of life for future residents, and reducing urban sprawl. The proposed official plan and zoning by-law amendments are acceptable from a planning standpoint and should be approved.

## Attachments

- Appendix 1: Proposed Mississauga Official Plan Amendment
- Appendix 2: Proposed Zoning By-law Amendment
- Appendix 3: Information Report
- Appendix 4: RM7 Zone Case Study Areas
- Appendix 5: Detailed Planning Analysis



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

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