

City of Mississauga

Corporate Report



<p>Date: April 9, 2025</p> <p>To: Chair and Members of Planning and Development Committee</p> <p>From: Andrew Whittemore, M.U.R.P., Commissioner of Planning & Building</p>	<p>Originator's files: LA.07-CIT</p>
	<p>Meeting date: April 28, 2025</p>

Subject

PUBLIC MEETING INFORMATION/RECOMMENDATION REPORT (WARDS 1-8 and 10)

Proposed Amendments to the Zoning By-law to Pre-zone Lands in Protected Major Transit Station Areas (MTSAs)

File: LA.07-CIT

Recommendation

That the proposed amendments to Zoning By-law 0225-2007, as detailed in Appendix 2 of the Report dated April 9, 2025 from the Commissioner of Planning and Building, be approved in accordance with the following:

1. That the implementing zoning by-law amendment be enacted at a future City Council meeting, following approval of Mississauga Official Plan 2051 by the Minister of Municipal Affairs and Housing.
2. That notwithstanding planning protocol, that this report regarding the proposed amendments to Zoning Bylaw 0225-2007, be considered both the public meeting and a combined information/recommendation report.

Executive Summary

- Given the housing crisis in the Province and across Canada, the City of Mississauga is committed to removing barriers so that construction of new housing is delivered without unnecessary delay and cost, while also ensuring that development occurs in a way that positively contributes to the City.

- The proposed amendments implement key housing strategies that have been prioritized by all levels of government. Increasing housing supply and affordability that is compact, pedestrian focused and near major transit stations focuses intensification where it is appropriate and leverages existing and future transit investments.
- Pre-zoning of lands in accordance with the City's Official Plan streamlines the municipal planning process, gives certainty to the development community, and implements the City's vision for development in major transit station areas.
- Staff have developed the proposed amendments in accordance with new height and land use policies contained in Mississauga Official Plan 2051, which is scheduled for adoption by Council on April 16, 2025. Should this report's recommendations be approved, staff will prepare the implementing zoning by-law for a future date when Provincial approval of the Official Plan is received.
- The City's proposed pre-zoning exercise has the potential to unlock an estimated 112,000 dwelling units, population of 220,000 and 55,000 jobs compared to what currently exists in the Protected MTSA's today.

Background

Through the Provincial Planning Statement (PPS), the Province of Ontario has prioritized strategic growth areas, including major transit station areas (MTSAs) as the focus of growth and development. To implement this direction, municipalities are required to delineate the boundaries of MTSA's, which are designated as protected major transit station areas (MTSA's) with specific policies, protections and inclusionary zoning as permitted by the *Planning Act*. Mississauga has been proactive in delineating protected MTSA's, and policies to support them are established with the intent of focusing future growth in these key areas. Table 1.0 shows a chronological timetable of this process.

Table 1.0 Chronology of Protected MTSA's in Mississauga

Milestones	Date
Policies adopted by City Council to identify protected MTSA boundaries, establish land use policies, density and height targets (Appendix 1).	August 19, 2022
Adoption by Regional Council. However, all MOPAs were appealed to the OLT.	April 11, 2024
Mississauga Official Plan (MOP) 2051 adopted by City Council. Changes include certain land use designations and taller height permissions. See below for further details.	Scheduled for April 16, 2025
City initiated zoning by-law amendment to implement protected MTSA policies in accordance with MOP 2051. <i>Planning Act</i> requires that this be completed within one year of approval of the official plan.	TBD

The Mississauga Official Plan (MOP 2051) revised some of the Protected MTSA policies by increasing maximum height permissions for certain properties along the Hazel McCallion Line - Hurontario light rail transit (LRT), and the Dundas and Lakeshore bus rapid transit (BRT) lines. The resulting permissions are more in keeping with recent development trends and planning approvals. Mississauga also has numerous planned MTSA's which do not have defined boundaries or height and density targets and therefore are not subject to this project.

Aside from policy changes, the biggest change that the City can make to encourage more housing in Protected MTSA's is to pre-zone certain lands. This would simplify the planning approvals process, encourage developments that are in accordance with the City's vision, and give certainty to the development community. In this regard, direction has been provided in the [Mayor's Housing Task Force Report](#) to 'transform zoning to unlock more housing' through three actions:

- Increase flexibility for density and height in Protected Major Transit Station Areas
- Simplify zoning and reduce regulatory requirements
- Align Official Plan and Zoning By-Law permissions

Staff have prepared this report with proposed amendments to the Zoning By-law to pre-zone 36 Protected MTSA's in the City (see Appendix 1). The proposed amendments implement the Council adopted policies of MOP 2051 by updating height and density permissions and by introducing zoning standards that are more in keeping with contemporary, urban forms of development that creates compact, walkable, mixed-use communities in Protected MTSA's.

The proposed amendments have the potential to unlock 112,000 net new units, population of 222,000 people and 55,000 jobs compared to what currently exists today. Also, to date, Mississauga is the first municipality in Ontario to have a pre-zoning Protected TSA exercise of this scope.

Comments

The following comments are specific to the proposed amendments to the Zoning By-law.

PROPOSED ZONING BY-LAW AMENDMENTS

The proposed amendments update current zoning permissions and ensure conformity and alignment with Protected MTSA policies, endorsed by Council through MOP 2051. The following discussion provides an overview of the recommendations and rationale of the proposed amendments. For a detailed explanation of all proposed amendments, see Appendix 2.

Scope of the Proposed Amendment

In total, 36 Protected MTSA's are included in the scope of the pre-zoning exercise. Planned MTSA's such as Streetsville, Lisgar, and Meadowvale are outside the scope of this proposed

amendment as there are no delineated boundaries to establish heights and densities targets. In addition, certain lands outside the scope of this project include the following. They will remain status-quo, and zoning will remain unchanged (unless changed through a development application).

- Lands designated and zoned for Business Employment, Office, and Motor Vehicle Commercial as current permitted uses and regulations conform to the Official Plan policies
- Properties with an in-process or recently approved development application, along with any official plan, rezoning and/or site plan applications currently under appeal to the Ontario Land Tribunal (OLT)
- Development with little opportunity for intensification such as built-out apartment properties
- School properties
- Lands designated Mixed Use Limited in MOP 2051, as additional studies are required to determine land use compatibility, and any mitigation techniques, if needed, to ensure the appropriate siting, height and density of sensitive land uses such as residential uses in close proximity to existing industrial uses
- Lands that would be required to provide an acceptable Land Use Compatibility Study as part of a complete development application for the lands located on the south side of Dundas Street, east from Cawthra Road to Stanfield Road
- Lands located within the Dixie-Dundas Special Policy Area (SPA) identified in MOP due to flood risk along Etobicoke Creek and Little Etobicoke Creek
- Downtown Core as existing Downtown Core zoning (**CC1-CC4**) already has permissive height and density regulations
- Certain properties (such as Erindale Village) due to cultural heritage considerations
- Lands subject to a Minister's Zoning Orders (MZOs) due to in-effect zoning permissions authorized by the Minister of Municipal Affairs and Housing

Mixed Use and Compact Development in Protected MTSAs

The City's vision for Protected MTSAs, as established by MOP 2051, is to create transit-supportive communities by facilitating a balanced mix of uses, connectivity, high standards of streetscape design and a compact, urban environment. To implement this vision, staff are recommending the use of the following Base Zones throughout the Protected MTSAs, in accordance with the appropriate land use designations:

- **RA8** (Urban Apartments – Mixed Use)
- **RA9** (Urban Apartments)
- **C4** (Commercial – Mainstreet)

On September 11, 2024, Council passed By-law 0162-2024 to introduce new urban apartment zones (**RA6** and **RA7**) into the Zoning By-law 0225-2007, as amended. The intent of the new zones is to facilitate urban, high density apartments and mixed use developments that would be appropriate for Protected MTSAs and other growth nodes in the City. The by-law is currently under appeal and therefore not in effect, resulting in the inability to utilize these two zones as

part of this proposed amendment. As such, staff recommend repealing By-law 0162-2024 and introducing replacing with **RA8** and **RA9** Urban Apartment zones, which will be the same as the **RA6** and **RA7** zones.

The proposed **RA8** zone facilitates mixed use, compact development requiring residential and non-residential uses with a strong relationship between the building and abutting street. The proposed **RA9** zone facilitates compact design while permitting non-residential uses for flexibility. While the **RA8** and **RA9** zones are appropriate for taller buildings, staff are proposing that the **C4** zone be assigned on smaller lots with lower maximum heights such as along Lakeshore Road, Erindale Village and in Malton to allow for some residential intensification but still require non-residential uses on the ground floor.

The proposed amendments avoid perpetuating under-utilized forms of development that are not conducive to compact and pedestrian focused communities, while implementing a vision of a complete community with a mix of residential and non-residential uses.

Minimum and Maximum Heights and Densities

Minimum and maximum heights and densities are key components that will ensure compact urban form in Protected MTSA's and leverage transit investments along these corridors. The MTSA policy study, which concluded in 2022, established appropriate heights and densities for each of the Protected MTSA's in the Official Plan. The greatest heights and densities for Protected MTSA's can be found in the Downtown Core and the Growth Centres (Uptown, Fairview, Cooksville, Hospital). Moderate heights and densities are expected along the Dundas and Lakeshore BRT lines, and the lowest heights and densities are planned for the Mississauga Transitway and in certain neighbourhoods such as Malton and Mineola stretch of the Hazel McCallion Line.

As part of MOP 2051, height permissions were re-evaluated and updated to reflect recent planning trends and approvals across the Protected MTSA's. Updates were made along the Hurontario LRT and Dundas and Lakeshore Corridors, resulting in increases in maximum height for certain areas as follows:

- Additional three storeys (9 to 12) for along Dundas Street; one small area also increased one storey (3 to 4) in Erindale Village
- Additional ten storeys (25 to 35) for certain properties on Hurontario Street, in Uptown and Fairview Growth Centres
- Variety of increases along Hurontario Street in the Cooksville GO, Dundas and Queensway Protected MTSA's, ranging from one storey (3 to 4) to 27 storeys (8 to 35) primarily along Hurontario Street
- Additional one or two storeys (3 to 4 and 2 to 4) for certain properties in Mineola and Port Credit Protected MTSA's; one small area also increased eight storeys (22 to 30)
- Additional one storey (8 to 9) for a vacant property located at 1041 Lakeshore Road East

Staff are recommending that the pre-zoning permissions for maximum height reflect the updated standards that is scheduled for adoption by Council on April 16, 2025. However, as MOP 2051 still requires Ministerial approval, these height increases will not be in effect until approved by the Minister of Municipal Affairs and Housing.

Holding Provisions to Address Servicing and New Public Roads

Pre-zoning lands in Mississauga to encourage redevelopment is not a new concept. The Downtown Core has been pre-zoned since 2001 with no limit on height and density and has resulted in a transformation of the City's Downtown Core in a relatively short period of time. Since pre-zoning would give as-of-right permissions, any considerations for infrastructure must be built into the pre-zoning process. For the Downtown Core, Holding Provisions have been applied to address these issues.

For the pre-zoning Protected MTSA exercise, Holding Provisions are being proposed for the following parcels after consultation with Region of Peel and City staff:

- *Servicing in Port Credit:* The Region of Peel has informed the City that to increase servicing capacity to accommodate intensification in Port Credit, four wastewater-related capital projects will be completed within the Elmwood Sanitary Pumping Station (SPS) wastewater shed in Port Credit. The lands within the Elmwood SPS wastewater shed are roughly bounded by the Credit River to the west, Lake Ontario to the south, the railway tracks to the north, and Rosewood and Elmwood Avenues to the east (see Appendix 3). The four wastewater capital projects are in the Region's capital plan, with an estimated completion date of 2029. Therefore, City staff are recommending Holding Provisions be placed on lands within this area to ensure applicants enter into a Servicing Agreement to the satisfaction of the Region of Peel which will allow the developer to proceed with construction of their development, based on the understanding that expanded servicing capacity is planned for and completion of the capital projects is required prior to occupancy of the development.
- *Conceptual Public Roads:* In some areas of the City, MOP 2051 shows conceptual public roads where there are currently existing properties. The purpose of identifying these roads is to ensure that when large properties are redeveloped, that the City is able to secure the new public roads, providing for appropriate pedestrian and active transportation accessibility, sidewalks, and appropriate right-of-way widths. With a pre-zoning exercise, a Holding Provision is necessary to ensure that a planning process is in place to allow City staff to work with applicants on the ultimate road configuration and the conveyance of the public road(s).

All other necessary City requirements for redevelopment can be secured through the Site Plan Approval or Building Permit processes.

PLANNING ANALYSIS SUMMARY

The Provincial Planning Statement (PPS 2024) establishes overall policy directions on matters of provincial interest related to land use planning and development within Ontario. It sets out province-wide direction on matters related to 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 *Planning Act* requires that municipalities' decisions regarding planning matters be consistent with the PPS 2024 and conform with the applicable provincial plans. Mississauga Official Plan is generally consistent with the PPS 2024 and conforms with the Greenbelt Plan and the Parkway Belt West Plan.

The proposed amendments are consistent with the Provincial Planning Statement. The proposed amendments also conform to the in-effect Mississauga Official Plan with respect to general Protected MTSA policies such as the need for compact and pedestrian-focused forms of development along higher order transit corridors, and the Council-adopted Mississauga Official Plan 2051 where it conforms to increased height permissions for certain properties. A detailed planning policy analysis can be found in Appendix 4. Should policies such as height permissions be adjusted by the Minister, the draft by-law will need to be updated to reflect any changes to ensure conformity with MOP 2051.

NEXT STEPS

MOP 2051 provides policy direction in how Mississauga will develop in the next 25 years and beyond. Upon ministerial approval of the MOP 2051 and the completion of other studies, future citywide zoning conformity work includes:

- Commencing a future phase of the MTSA Pre-zoning project that includes implementation of outstanding matters such as the outcome of the Clarkson MTSA study
- Studying the introduction of a limited number of small-scale commercial uses within neighbourhoods to meet daily needs of local residents
- Reviewing the definition of manufacturing and adding its use permissions to Corporate Centres consistent with the new Official Plan.

Engagement and Consultation

An extensive engagement and consultation program was delivered as part of the development of the MTSA policies. Virtual and in-person community meetings were held throughout 2022, including information sessions with City staff and public meetings with the Planning and Development Committee.

As the pre-zoning Protected MTSA exercise is primarily focused on conformity and alignment with the policy framework, staff have conducted focused consultation with the development

community. Staff met with the Peel Chapter of Building Industry and Land Development Association (BILD) and provided details of the proposed amendments, including proposed zones and regulations for each property within the study.

Financial Impact

Pre-zoning lands within Protected MTSA's reduces the need to submit a rezoning application to facilitate their development. However, because pre-zoning lands does not consider the type of development envisioned by the landowner, variances may still be required to resolve non-conformity of regulations such as landscaping, location of parking spaces, or yard requirements. Therefore, it is envisioned that the number of rezoning applications may be reduced, but the number of variances submitted will increase.

Financial implications are only one metric to measure the importance of pre-zoning. However, an overall reduction in the number of complex planning applications reducing processing times is an important factor to building homes faster.

Conclusion

The proposed zoning by-law amendments are acceptable from a planning perspective and should be approved as they will promote compact urban form along the City's intensification corridors such as the Hurontario LRT and the future Dundas and Lakeshore BRT, the Mississauga Transitway, and Clarkson and Malton GO Stations, leverage existing and future higher order transit and cycling infrastructure and contribute to overall city building within Protected MTSA's while also meeting City and Provincial goals for housing affordability and supply.

Attachments

- Appendix 1: Map of Protected Major Transit Station Areas Subject to Pre-zoning
- Appendix 2: Proposed Zoning By-law Amendments
- Appendix 3: Port Credit MTSA Proposed Developments & Sewer Sheds
- Appendix 4: Detailed Planning Analysis



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