



# Corporate Report

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**DATE:** April 22, 2008

**TO:** Chair and Members of Planning and Development Committee  
Meeting Date: Meeting Date: May 12, 2008

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

**SUBJECT:** **Growth Plan for the Greater Golden Horseshoe – The Built  
Boundary and the Mississauga Urban Growth Centre**

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- RECOMMENDATIONS:**
1. That the document titled *Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006* dated April 2, 2008 by the Ministry of Public Infrastructure Renewal, be received for information.
  2. That the Ministry of Public Infrastructure Renewal be requested to revise the boundary of the Mississauga Urban Growth Centre as per the map shown in Appendix 4 in the report titled "*Growth Plan for the Greater Golden Horseshoe – The Built Boundary and the Mississauga Urban Growth Centre*" dated April 22, 2008, from the Commissioner of Planning and Building.
  3. That the report titled "*Growth Plan for the Greater Golden Horseshoe – The Built Boundary and the Mississauga Urban Growth Centre*" dated April 22, 2008, from the Commissioner of Planning and Building, be forwarded by the City Clerk to the Ministry of Public Infrastructure Renewal the Region of Peel.

**BACKGROUND:** On April 2, 2008 the Ministry of Public Infrastructure Renewal (MPIR) released two documents, the *Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006* and the *Proposed Size and Location of Urban Growth Centres in the Greater Golden Horseshoe*. These documents are attached under separate cover.

*The Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006* provides the final built boundary as defined by MPIR. *The Proposed Size and Location of Urban Growth Centres in the Greater Golden Horseshoe* is a technical paper and comments may be submitted to MPIR before May 30, 2008.

On June 16, 2006 the Province released the *Growth Plan for the Greater Golden Horseshoe, 2006* which was prepared under the *Places to Grow Act, 2005*. The documents released on April 2, 2008 were prepared to implement the Growth Plan and to enable the monitoring of key policies contained within the Growth Plan.

**COMMENTS:****The Built Boundary**

By 2015, the Growth Plan requires that 40 percent of all new residential development be provided through intensification. To implement this requirement, the Province has delineated a built boundary. All lands within the built boundary will qualify as intensification and contribute to the achievement of the 40 percent intensification target. Lands designated for development that are not within the built boundary are greenfield areas and must achieve a density of 50 residents plus jobs per hectare (20 per acre).

In November 2006, MPIR released a technical paper outlining the proposed methodology for developing a built boundary and a year later in November 2007, a technical paper with the proposed built boundary was released. Comments on the built boundary for the Region of Peel were co-ordinated by Regional staff and on January 2, 2008, a report was presented to the Region of Peel General Committee.

After consultation with area municipal staff, the Region recommended that all lands within the City of Mississauga be included within the built boundary. It was understood that a small area within Churchill Meadows would be excluded based on the established methodology<sup>1</sup>, however, it was requested that an exception be made in order to ease the monitoring of the Growth Plan's targets for Mississauga and the Region.

<sup>1</sup>*The built boundary identifies the built-up area as of June 16, 2006, the effective date of the Growth Plan*

The final built boundary issued by MPIR excluded 175 ha (430 ac) of land within Churchill Meadows (Appendix 1). These lands have approved development applications and are currently being developed. When developed, they will achieve a density of approximately 90 residents plus jobs per ha (220 per acre), well above the minimum greenfield density target.

### **The Proposed Urban Growth Centre**

The Growth Plan conceptually identified 25 Urban Growth Centres in the Greater Golden Horseshoe and established minimum density targets for each. The technical paper delineates the boundaries of the Urban Growth Centres and invites feedback on the proposed size and location of these centres by May 30, 2008.

An Urban Growth Centre was identified for the Mississauga City Centre and a minimum target of 200 residents plus jobs per ha (80 per acre) was established.

#### Interim Urban Growth Centre (OPA 58)

On September 27, 2006, City Council approved Official Plan Amendment 58, which among other things, established an Interim Urban Growth Centre for the City of Mississauga (Appendix 2). The boundary of the Interim Urban Growth Centre pre-dates boundaries proposed by the Province and was approved by City Council in order to focus residential intensification until such time as comprehensive intensification policies could be established. It was anticipated that changes to these boundaries might occur.

#### Proposed Urban Growth Centre

Based on preliminary discussions with MPIR staff, it was understood that the Province was considering defining Mississauga's Urban Growth Centre to approximate the boundaries of the City Centre Planning District.

In October 2007, a preliminary boundary was presented to City staff. Staff suggested the following:

- extend the boundary westerly to reflect the existing western boundary of the City Centre Planning District;
- extend the boundary northerly to include the Highway 403/Hurontario Street interchange and the lands on the north side

of Highway 403 which will eventually include additional access across Highway 403 and a north service road intended to improve access to the City Centre area; and

- extend the boundary southerly to King Street to include the Cooksville GO Station and the Hurontario/Dundas intersection. Dundas Street is Mississauga's major east-west corridor with possible higher-order transit linking the Hurontario corridor into the Toronto transit system and connecting to the Etobicoke Urban Growth Centre. Further, the Cooksville area has historically been viewed as part of the central development area of Mississauga and has considerable potential for redevelopment.

City staff did not suggest that the northern portion (Hwy 403 interchange to approximately Matheson Blvd) and the southern portion (King Street to the Queen Elizabeth Way (QEW)) of the Interim Urban Growth Centre be added based on their understanding of the Province's intent to keep growth centres compact and comment that the Interim Urban Growth Centre was larger than had been envisioned. Staff also received input that the Province wanted to limit Urban Growth Centres from extending in a linear fashion along main streets. It was suggested that these linear portions could be identified as corridors. The boundary amendments proposed by City staff complied with the Province's guiding principles of Urban Growth Centres. (Appendix 3)

The Mississauga Urban Growth Centre as proposed in the Province's technical paper reflects the boundary amendments staff suggested in their discussions with the Province regarding the preliminary boundaries. (Appendix 4)

The proposed Urban Growth Centre is 510 ha (205 ac) in size and in 2001 had a density of approximately 100 jobs plus residents per ha (40 per ac), according to analysis based on Statistics Canada data. Further, the resident-to-job ratio was calculated to be 62:38<sup>2</sup>. Based on in-house data, City staff's calculation of the existing and anticipated density for the proposed Mississauga Urban Growth Centre is as follows:

<sup>2</sup> *For every 62 residents there are 38 jobs.*

Table 1: Proposed Urban Growth Centre (Provincial) Hwy 403 to King St.		
	Density Residents and Jobs (per ha/per ac)	Density Ratio Residents:Jobs
Existing	143/58	63:37
2031	243/98	71:29

The above data indicate that the City will be able to achieve the density target established in the Growth Plan for the Mississauga Urban Growth Centre. The ratio of residents-to-jobs indicates that residential growth is forecast to exceed employment growth<sup>3</sup>.

Changes to the Proposed Urban Growth Centre

Upon further consideration, it is suggested that Mississauga’s Urban Growth Centre be extended southward to the QEW, consistent with the southern extent of the existing Interim Urban Growth Centre. The lands between King Street and the QEW have a mix of uses including the Trillium Hospital, offices, retail establishments and a number of high density residential uses. There is no distinct change in the type of land uses or intensity of development from the lands to the north of King Street. Development south of the QEW is markedly different in scale and intensity than lands to the north. The Mississauga Urban Growth Centre would be clearly defined as the lands between the QEW and Hwy 403.

Table 2 indicates that the lands between King Street and QEW are currently more densely developed than the Proposed Urban Growth Centre, and while further intensification is anticipated by 2031, they are not forecast to intensify as much as the lands north of King Street.

Table 2: Proposed Extension King St to the QEW		
	Density Residents and Jobs (per ha/per ac)	Density Ratio Residents:Jobs
Existing	165/67	71:29
2031	172/70	71:29

<sup>3</sup> The City of Mississauga is currently updating its growth forecasts and later in 2008 will provide updated data regarding the density and resident-to-job ratio in the proposed Mississauga Urban Growth Centre.

Table 3 indicates that an enlarged Urban Growth Centre would have a slightly lower density but that it would still exceed the minimum required density of 200 residents and job per ha (80 ac).

Table 3: Proposed Enlarged Urban Growth Centre Hwy 403 - QEW		
	Density Residents and Jobs (per ha/per ac)	Density Ratio Residents:Jobs
Existing	147/60	65:35
2031	230/93	71:29

Lands north of Hwy 403, with the exception of the service road and interchanges, are not recommended for inclusion within the Urban Growth Centre. While development applications in this area are proposing considerable density, density alone is insufficient justification to be included within the Urban Growth Centre. The lands north of Hwy 403 do not have the mix of uses including office and institutional uses that should be present in an Urban Growth Centre. While some offices and retail uses do exist the balance is heavily weighted to residential development. The current population to employment ratio is 86:14 and the ratio projected for 2031 is 88:12<sup>4</sup>. Further, Hwy 403 provides a clearly identifiable northern boundary for the Urban Growth Centre.

**FINANCIAL IMPACT:** Not applicable

**CONCLUSION:** On April 2, 2008 the Province released the *Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006* which included all but 175 ha (430 ac) of land within Churchill Meadows within the built boundary. When developed, these lands will achieve a density of approximately 90 residents plus jobs per ha (220 per acre), well above the minimum greenfield density target of 50 residents plus jobs per ha (20 per acre).

<sup>4</sup> If development applications in this area would be approved as currently proposed the ratio would be 91:9 at full development.

Also on April 2, 2008, the Province released a technical paper titled *Proposed Size and Location of Urban Growth Centres in the Greater Golden Horseshoe*. That document proposes boundaries for the 25 Urban Growth Centres identified in the Provincial Growth Plan and invites comments on these boundaries prior to May 30, 2008.

The proposed boundaries for the Mississauga Urban Growth Centre extend from the north side of Hwy 403 southward encompassing the City Centre and the lands on either side of Hurontario Street to King Street. It is recommended that the Province be requested to extend the boundary to the QEW. The minimum density target of 200 residents-plus-jobs (80 per ac) is achievable by 2031 for this proposed area.

An urban growth centre extending from Hwy 403 to the QEW, would create a clearly defined mixed use area geographically central to the City. It would include a large number of key uses typically associated with “downtowns” (e.g., city hall, performing arts, major transit facilities, hospitals, offices, high density residential and major retail facilities). There is considerable development and redevelopment potential in this area. New growth forecasts are being prepared in conjunction with other studies underway such as developing a master plan for the City Centre, determining the feasibility of higher-order transit in the Hurontario corridor and the Cooksville District Policies Review. These studies will identify the amount, location and type of development appropriate for sub-areas within the Urban Growth Centre.

**ATTACHMENTS:**

Attached under separate cover:

- *“Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006”* by the Ministry of Public Infrastructure Renewal issued April 2, 2008
  
- *“Proposed Size and Location of Urban Growth Centres in the Greater Golden Horseshoe, Technical Paper, Spring 2008”* by the Ministry of Public Infrastructure Renewal released April 2, 2008

APPENDIX 1: Built Boundary City of Mississauga

APPENDIX 2: Interim Urban Growth Centre City of Mississauga

APPENDIX 3: Province's Guiding Principles for Urban Growth  
Centres

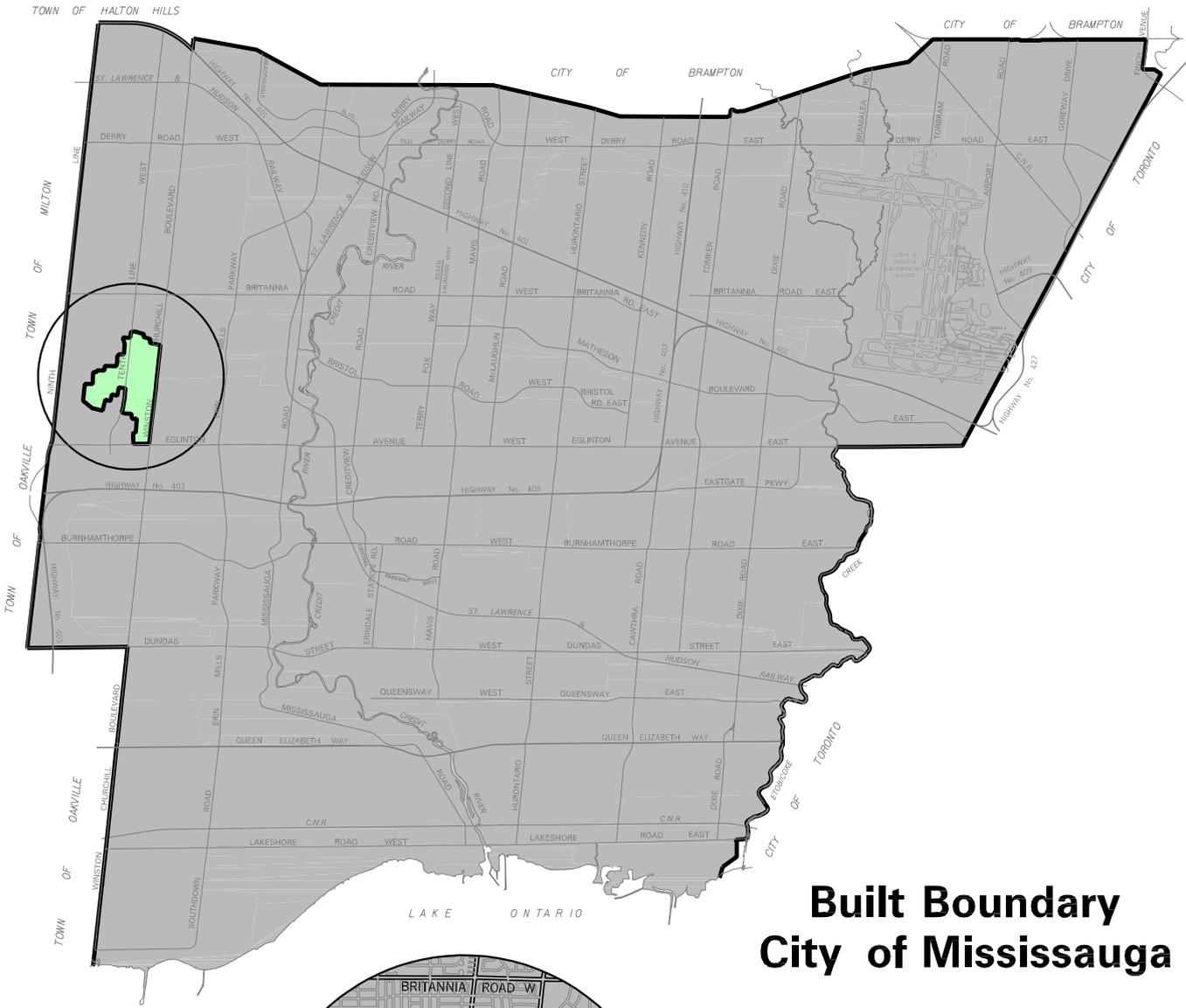
APPENDIX 4: Proposed Urban Growth Centre City of Mississauga

*Original Signed By:*

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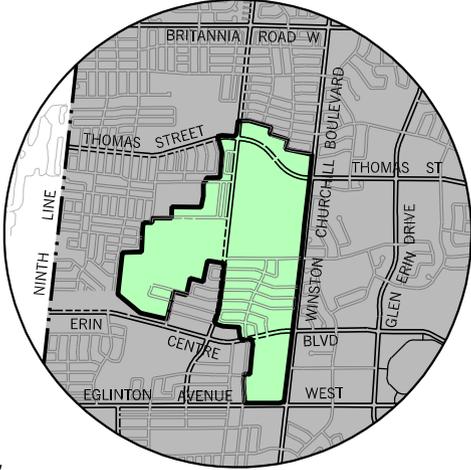
Edward R. Sajecki  
Commissioner of Planning and Building

*Prepared By: Angela Dietrich, Manager, Policy Planning*



# Built Boundary City of Mississauga

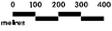
- GREENBELT AREA
- BUILT-UP AREA
- BUILT BOUNDARY



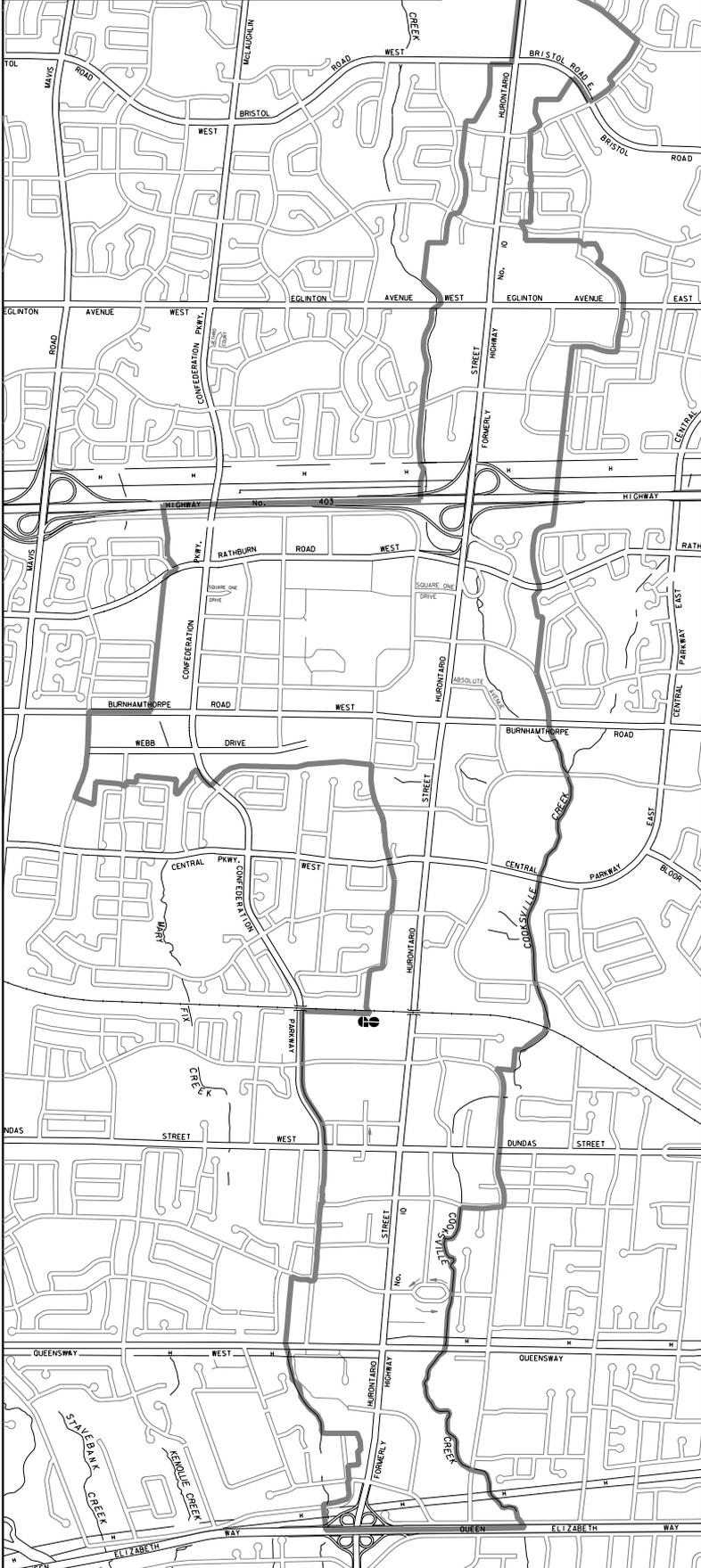
# Interim Urban Growth Centre City of Mississauga

MISSISSAUGA  
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T&W Geomatics



April 2008



## Province's Guiding Principles for Urban Growth Centres

The goals of the *Growth Plan*, not unlike those of the UGCs, emphasize planning for healthy, vibrant, complete communities that have the right mix of housing, jobs and community services, are pedestrian friendly and are well served by transit. The following guiding principles were developed based on the policy directions in the Growth Plan, the key characteristics of UGCs an approach to articulating definable and distinguishable UGC boundaries. These principles guided the determination of the size and location of the draft UGC boundaries, but also assisted in determining appropriate refinements to those boundaries in consultation with the local municipalities.

### A. Creating a Whole Centre

The UGC boundaries will create contiguous, coherent opportunities for redevelopment and revitalization— it will lead to the intensification of those city blocks that are best able to accommodate a significant amount of growth and have the potential to form complete communities.

#### Consideration

- The UGC is intended to delineate primary areas for targeted and coordinated public and private future investment; they are a focus for new growth and investment.
- Some land uses are important to a strong downtown, even if they do not necessarily have high population or employment figures, such as major parks, recreational and cultural facilities, schools, places of worship, and government buildings. While these uses are included in the UGC, it should not be interpreted that they are expected to be re-developed for higher intensity uses in the planning horizon.

### B. Establishing the Right Size to Accommodate a Significant Amount of Growth

The UGC area will be capable of accommodating the proposed density threshold in a manner that is consistent with the market projections and the objectives of creating livable, complete communities.

#### Consideration

- The location of the boundary is intended to include sufficient land area within the UGC to: accommodate the density thresholds of 150, 200 or 400 combined jobs and residents per hectare; accommodate a portion, but not all, of regional growth forecasts; and, ensure sufficient vacant or intensification opportunities to accommodate growth.

### C. Complementing Distinct Character and Urban Form

The UGC boundary will ensure that intensification in these opportunities for redevelopment and revitalization can occur at a form and scale complementary to the existing urban form.

#### Considerations

- UGC boundaries should reinforce areas intended to change and areas of stability, providing for an adequate transition between the two. Reinvestment and intensification should be compatible with the distinct built form character and scale of the existing fabric while assuming some level of intensification and infill will occur.

### **D. Promoting Centres Where People Both Live and Work**

The UGC will be multi-use in character, containing a variety of workplace, retail, amenity and living environments and open spaces to allow people to enjoy a range of experiences *within* this core area.

#### **Considerations**

- A broad variety of uses and facilities will increase the diversity, vitality and interest of the UGC for residents of the entire City, as well as the surrounding regions.
- An opportunity for people to live and work within the UGC provides options to minimize commuting and creates a vital, sustainable economic base for the downtown.

### **E. Integrating Modes of Transit**

UGC should include at least one higher order transit hub (interregional hubs and interconnected modes) and have good access to major transportation routes.

#### **Considerations**

- Major concentrations of employment and residents will be located in UGCs in conjunction with major transit infrastructure. This will increase the proportion of travel that can be served by transit. It will also encourage the separation of pedestrian from vehicular traffic as part of a pedestrian system integrated with existing and future development.
- UGCs are an important focus for major transit infrastructure investment.

### **F. Reinforcing Natural Features**

Where possible, the UGC area boundary should reinforce and protect natural systems as non-growth areas and not cross or encroach upon them.

#### **Considerations**

- Protection and enhancement of natural heritage provides recreational opportunities in a manner that is balanced with the preservation and enhancement of the natural heritage system is a key direction for the Growth Plan.
- Recognize that residential intensification is not permitted in natural heritage systems or hazard lands.

### **G. Providing a Regional Service Function**

The UGC should include more than one regional, institutional or cultural facility, such as hospital, court houses, city or regional offices, recreational complexes, art gallery, museums, education, convention facilities.

#### **Considerations**

- The UGC is the focal point for multiple needs and the preferred location for institutional and region-wide public services (e.g. hospitals, government offices, universities), and commercial, recreational, cultural and entertainment uses (e.g. shopping, parks, cultural centres, and theatres). It is important to note that this does not preclude such uses from locating in other spaces provided that the predominance of the UGC for civic uses is not jeopardized.

