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DATE: January 15, 2008

TO: Chair and Members of Planning and Development Committee
Meeting Date: February 4, 2008

FROM: Edward R. Sajecki
Commissioner of Planning and Building

SUBJECT: **Community Uses - Draft for Discussion -
Mississauga Plan Review**

RECOMMENDATION: That the report titled "Community Uses - Draft for Discussion - Mississauga Plan Review" dated January 15, 2008 from the Commissioner of Planning and Building be circulated to City Departments, external agencies and other stakeholders for review and comment.

BACKGROUND: This report is one in a series of planning studies as part of the work program for Mississauga Plan Review (Appendix 1).

Community uses, which include civic halls, recreation centres, emergency services, schools and places of religious assembly are an integral part of residential communities. They meet essential social, cultural, educational, recreational and spiritual needs in society. The structures built for community uses are also meeting places and landmarks in communities.

Since Mississauga Plan came into effect¹, specific issues have arisen through the Comprehensive Zoning By-Law Review and Official Plan Amendment 25 (OPA 25)² that require further study. Community uses were identified as an issue which required review due to the impacts of new community uses on established residential communities.

The study titled “*Community Uses: Draft for Discussion*” (attached under separate cover) is intended to be the basis for discussion and comment and to identify policy framework options for community uses as an input to Mississauga Plan Review.

COMMENTS:**1. Community Uses in Mississauga Plan – Definition and Policies**

Mississauga Plan includes the following uses in the definition of community uses:

- schools – public and private schools with academic instruction in a wide range of subjects. Commercial schools are not included;
- emergency services – police, fire, ambulatory and distress centres;
- public libraries;
- cultural activities – most commonly groups or organizations with a distinct cultural or fraternal origin which are non-profit or charitable in nature;
- recreational activities – refers to public recreational facilities and not private fitness centres or clubs;
- daycare centres – care is provided for children, seniors or persons with physical or mental disabilities; and,
- places of religious assembly.

Section 2.5, Community Uses, of the Goals and Objectives in Mississauga Plan states that the City will provide opportunities to meet the civic, cultural, educational, recreational, religious, social and emergency service needs of its residents, employees and the travelling public, in cooperation with the appropriate public and private agencies and other levels of government.

¹ Mississauga Plan was adopted by City Council on July 10, 2002 and approved by the Region of Peel on May 5, 2003, subject to modifications, withheld decisions and appeals to the Ontario Municipal Board.

² Mississauga Plan Amendment 25 was passed by City Council on June 20, 2007.

To facilitate accessibility to community uses, they are permitted in all land use designations except for lands designated “Greenbelt”. The Lester B. Pearson International Airport (LBPIA) Operating Area³, however, places restrictions on the development, infilling and redevelopment of daycare facilities and public and private schools.

The type of community use at any location is subject to policies which address compatibility with adjacent existing and future development. The development or expansion of community uses is permitted provided adverse effects on surrounding land uses are minimal, and uses which might generate significant amounts of traffic are located on minor collector, major collector or arterial roads. Additional policies are specified for school sites and places of religious assembly.

2. Changing Nature of Community Uses

The characteristics of a community, such as the mix of uses within it or its *walk-ability*, contribute not only to the well-being of individuals but also to the health and prosperity of the broader community. Community uses are an essential and a long-standing part of the mix of uses in neighbourhoods.

Community uses have generally been small scale facilities of a mainly human service nature addressing local needs that cannot be fulfilled commercially or voluntarily. Over time, the number and type of community organizations has increased. Recently, community uses have diversified to meet changing social issues and specific cultural groups. Some sites provide a range of services resulting in multi-use centres. Other uses have expanded and serve a regional or city-wide area.

Community uses are managed by an increasingly diverse group from public bodies, charitable and non-profit groups to private organizations. As a result of these changes, community uses can be a variety of sizes.

Changing characteristics result in different land use requirements. The expansion of services has at times meant greater land area requirements to accommodate all the uses on a site. They can be free-standing or part of a commercial, office or industrial building or

³ The Lester B. Pearson Operating Area is a large section representing nearly the north east quadrant of the City. It incorporates all or some of Malton, Northeast, Gateway East Credit and Meadowvale Village Planning Districts.

complex. These changes can result in greater impacts on the surrounding area. In Mississauga, these impacts have become more pronounced as the City has moved from greenfields to mature residential communities.

3. Impacts of Community Uses

Impacts of community uses include land use impacts, functional impacts and issues of compatibility, design and broader impacts of traffic and parking on an area or district. Although community uses will continue to be an integral part of Mississauga's neighbourhoods, the policy framework within which they will develop requires clarity and direction.

A comparison of policies from other municipalities found that there are a variety of approaches to address community uses. Two issues emerged from this review: the definition of community uses, and the locational context in which they are permitted. Both of these issues are addressed in the four policy options proposed in this study.

4. Policy Options

Four options are identified for discussion. The options, which provide a continuum of control, build upon one another, that is, Option 1 proposals apply to all the other options as well.

Option 1:

Maintain Existing Policies with Revisions

- This option proposes to revise the definition of community uses and add definitions for *public schools, private schools, emergency services, cultural activities, community facilities and daycare centres*.
- Information symbols are proposed to be added to the district land use maps for public schools and community facilities.
- The intent of this option is to clarify the definition of community use and the uses that fall under this definition, to illustrate where selected existing uses are located, and to maintain the flexibility which has traditionally been applied to community uses.

- Current official plan policies permit community uses in all land use designations with the exception of lands designated “Greenbelt”. This option does not propose changes to the designations where community uses are permitted.
- Existing community use sites will continue to have an underlying designation for an alternative land use.

Option 2:

Maintain Existing Policies with Revisions and Locational Criteria and Site Development Criteria

- This option proposes new locational policies and site development criteria for daycare centres and cultural activities.
- The intent is to limit where community uses can locate to minimize their impacts on neighbouring uses.

Option 3:

Designate Community Use Sites

- A community use designation is proposed for free-standing community use sites in residential designations.
- Community uses would be permitted in “Business Employment” and “Commercial” designations but would not be permitted in “Residential” designations. Appendix 2 is a table summarizing the uses and the designations in which they would be permitted.
- Existing sites with community uses that conform to the proposed definitions and locational policies, and are located on land designated “Residential”, would be redesignated to the new community use designation.
- The intent of this option is threefold: to recognize community uses as distinct from other land uses, to preserve sites for community uses, and to limit community uses where they are not appropriate.
- This option does not propose a designation for emergency services.

Option 4:

Designate Community Use Sites by Type of Use

- This option proposes the designation of community use sites by type of use. Five new designations are proposed to Mississauga Plan. Appendix 2 summarizes the uses and the designations.

- The intent of this option is to recognize the distinctness of the each of the uses discussed in this study and to address them individually.
- Existing sites with community uses that conform to the proposed definitions and locational policies and are designated “Residential”, would be redesignated to the new community use designation.
- This option does not propose a designation for emergency services.

Coinciding with these options are a number of implementation and administration issues including sites that do not conform with the proposed definitions or locational policies, design issues, accessory uses and the need for community impact studies. These will be addressed when a decision is made regarding which option will move forward.

FINANCIAL IMPACT: Not applicable.

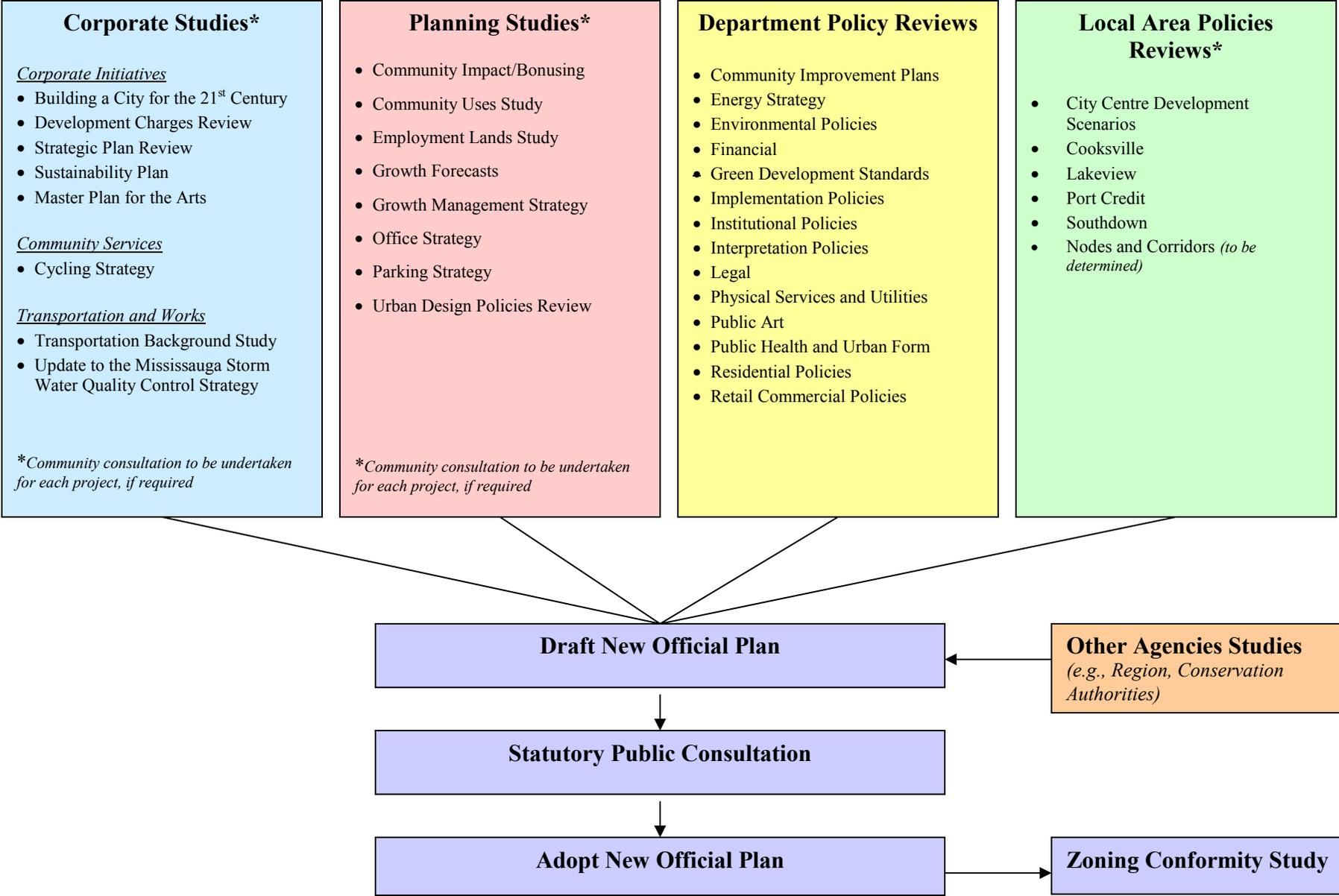
CONCLUSION: This study provides background to the issues surrounding community uses and proposes four policy options. It is intended to be a source of discussion and to inform any new policy direction in relation to community uses. Following consultation with City Departments, external agencies and stakeholders, a report on comments with draft recommendations will be brought forward to Planning and Development Committee as part of Mississauga Plan Review.

ATTACHMENTS: Under separate cover: “*Community Uses: Draft for Discussion*”
APPENDIX 1: Mississauga Plan Review - Overview
APPENDIX 2: Proposed Designations of Community Uses

Original Signed By:

Edward R. Sajecki
Commissioner of Planning and Building
Prepared By: Emily Irvine, Policy Planner

Appendix 1:
Mississauga Plan Review - Overview



**Appendix 2:
Proposed Designation of Community Uses**

	Community Facilities (formerly recreation activities and libraries)	Cultural Activities	Daycare Centres	Schools	Places of Religious Assembly
Description/ Definition	Community facilities such as recreation, arts, crafts, museums, libraries, social and charitable activities and shall not include a banquet hall/conference centre or convention centre operated by a public authority	Social, cultural, athletic or recreational club or fraternal organization that is located on private lands and is not operated for profit	A centre that provide temporary care of children, seniors or disabled persons	Public, private, elementary and high school	Place of public worship
Comments	Formerly recreational amenities and libraries	Formerly cultural activity	Now includes centres for seniors and disabled persons		
Proposed Designation (Option 3)	Community Use	Community Use	Community Use	Community Use	Community Use
Proposed Designation (Option 4)	Community Use – Community Facilities	Community Use - Cultural activities	Community Use – Daycare Facilities	Community Use – Schools	Community Use – Place of Religious Assembly
Permitted	Permitted in Business Employment, all Commercial designations, Institutional, Mixed Use Retail Core, Open Space and Office as an accessory use. All land uses in designated Nodes	Permitted in Business Employment, all Commercial designations, Institutional, Mixed Use, Retail Core and Office as an accessory use. All land uses in designated Nodes	Permitted in Business Employment, all Commercial designations, Institutional, Mixed Use, Retail Core High Density I and II, as an accessory use, and Office as an accessory use. All land uses in designated Nodes.	Permitted in Business Employment, all Commercial designations, Institutional, Mixed Use, Retail Core, and Accessory in Office. All land uses in designated Nodes.	Permitted in Business Employment, all Commercial designations, Institutional, Mixed Use, Retail Core, Private Open Space as an accessory use and in Office as an accessory use. All land uses in designated Nodes.