

# Housing Issues Report

**4615 Hurontario Street  
25, 35, 55, 105 and 110  
Elia Avenue and 136  
Eglinton Avenue East  
City of Mississauga**

**Prepared For**  
The Elia Corporation

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# Introduction

This Housing Report has been prepared in support of the proposed applications made by the Elia Corporation to amend the City of Mississauga Official Plan and Zoning By-law No. 0225-2007 with respect to the lands municipally known as 136 Eglinton Avenue East, 4615 Hurontario Street and 25, 35, 55, 105 and 110 Elia Avenue ("the subject site"). The subject site is comprised of approximately 8.49 hectares of vacant and underutilized lands located at the southeast quadrant of Hurontario Street and Eglinton Avenue East, generally bordering the existing commercial plaza known as the Mississauga Marketplace Plaza. The subject site represents the largest land assembly within the City's Uptown Major Node Character Area that has yet to develop and, in this regard, the proposal presents a tremendous opportunity to support the City's development goals for the area.

The Proposal envisions a vibrant, mixed-use redevelopment that will introduce new pedestrian and bicycle connections as well as a diverse mix of residential units and typologies, new retail and office uses, and new public open space in the form of a large (9,065 square metre) public park.

The Proposal introduces new mixed use, high-rise development along Eglinton Avenue East and Hurontario Street transitioning down to townhouse blocks towards the low-rise residential neighbourhood to the east. The proposal includes nine residential towers with heights that range between 28 to 45 storeys, with taller buildings directed towards the exterior of the site, fronting onto Eglinton Avenue East and Hurontario Street. Towards the east, the proposed development includes eight 3-storey townhouse blocks comprised of stacked and back-to-back townhouse units.

The development includes a substantive residential component, including approximately 352,580.8 square metres of residential gross floor area (GFA), estimated at approximately 4,690 dwelling units. The Proposal also includes 22,375.8 square metres of GFA for non-residential uses including 4,295.7 square metres of grade-related retail space and 18,080.1 square metres of office space. While detailed floor plans and unit design have not yet been completed, the Proposal targets a wide range of unit sizes and typologies. A detailed description of the site is set out in the Planning Rationale Report (submitted under the same cover).

The Proposal is consistent with the policy directions set out in the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, the Region of Peel Official Plan, and the City of Mississauga Official Plan. In our opinion, the proposed redevelopment conforms with the relevant provincial and municipal policies governing housing in the City of Mississauga and will result in an abundance and variety of new housing.

# 2

## Site and Surroundings

### 2.1 Subject Site

The Proposal contemplates the development of the vacant portions of the Elia Land Holdings, (herein referred to as the subject site), which are generally located on the north and south sides of Elia Avenue, from Hurontario Street to James Austin Drive, and on the east side of Sorrento Drive, from Eglinton Avenue East to Elia Avenue. The vacant lands are generally a reverse “L” shape with frontages on both Eglinton Avenue East and Hurontario Street and bisected by Elia Avenue and Sorrento Drive/Acorn Place. Together, the vacant areas comprise a total area of approximately 8.49 hectares (21.0 acres).

The existing commercial plaza on the Elia Land Holdings (Mississauga Marketplace Plaza) at 4553 - 4561 Hurontario Street does not form part of the current development application; however, the Proposal has been strategically designed to have regard for the future redevelopment potential of the plaza. In this regard, the location, configuration and geometry of proposed development blocks and road network provide for a strong foundation to support future development and support a comprehensive approach to the full build-out of the Elia Land Holdings.

### 2.2 Neighbourhood Context

The subject site is located within the Uptown Node Character Area (“the Uptown Node”), which is one of three ‘Major Nodes’ within the City of Mississauga, in addition to the Downtown. Major Nodes are planned to be prominent centres of mixed use activity that will contain a mix of population and employment uses at densities and heights less than the Downtown, but greater than other areas of the City.

The Uptown Node is generally centered around the intersection of Hurontario Street and Eglinton Avenue East and functions as a gateway to the Downtown, located to the south. Currently, the Uptown Node is generally comprised of low-density retail/commercial uses, vacant lands, townhomes and mid-to-high rise residential buildings on its northeast and southeast quadrants. On its northwest quadrant, the Uptown Node contains several recently built and under construction high density mixed-use developments, including townhouses and several tall residential buildings. Finally, on its southwest quadrant, the Uptown Node contains an abundance of older, “tower in the park” style tall residential buildings, in addition to a handful of mid-rise office buildings with surrounding at grade parking.

### 2.3 Immediate Surroundings

Directly to the north of the site, on the north side of Eglinton Avenue East, is a large, 12-acre greenfield parcel that is currently planned for significant development (91 & 131 Eglinton Avenue East and 5055 Hurontario Street). Specifically, this property recently received Official Plan Amendment and rezoning approvals for a high-density, residential community consisting of six tall buildings of 19, 24, 25, 35, 35 and 37-storeys containing approximately 2,433 new residential dwelling units. The overall approved density on this property is approximately 5.36 times the area of the lot. This development will also result in the northward extension of Sorrento Drive. Further north are several active development sites, where new tall buildings and residential townhouses are currently proposed and under construction.

Directly to the east of the subject site is a residential neighbourhood which is primarily occupied by 2-storey, single and semi-detached family dwellings, in addition to a large block of 3-storey townhouses located at southwest corner of the Eglinton Avenue East and Albinia Way/Forum Drive. Within this residential neighbourhood is the St. Pio Pietrelcina School, and adjacent Huron Heights Park, accessed directly from the site via Elia Avenue.

Directly to the south of the subject site is a block of inward facing 3-storey townhouses, in addition to four 12-storey residential buildings accessed from Acorn Place (85, 100 and 121 Acorn Place). In addition to these residential buildings is a 4-storey building occupied by the Peel Youth Village, an organization which provides transitional housing for those aged 16-24 (99 Acorn Place). Further south is an east-west segment of Highway 403, and an interchange with Hurontario Street. Beyond the interchange is the Downtown area.

Directly to the west of the subject site, on the west side of Hurontario Street between Eglinton Avenue to the north and Highway 403 to the south, are several tall "tower in the park" style residential apartment buildings in addition to several low-to-mid-rise commercial buildings with surface parking areas interspersed throughout.

## **2.4 Transit Context**

The subject site is well served by existing public transit services. In terms of surface transit, bus stops are currently provided at the north and south sides of the Hurontario Street and Elia Avenue intersection, as well as at all sides of the Hurontario Street and Eglinton Avenue East intersection. In addition, there are existing bus stops along both Elia Avenue and Sorrento Drive, with stops also located at the intersection of Sorrento Drive and Eglinton Avenue East. The subject site is directly accessible via the following surface bus routes:

- 17 – Hurontario (Mississauga MiWay)
- 103 – Hurontario Express (Mississauga MiWay)
- 35 – Eglinton-Ninth Line (Mississauga MiWay)
- 35A – Eglinton tenth Line (Mississauga MiWay)
- 87 – Meadowvale/Skymark (Mississauga MiWay)
- 7 – Airport (Mississauga MiWay)
- 34 – Credit Valley (Mississauga MiWay)
- 502 – Züm Main (Brampton Züm)

With respect to higher order transit, the subject site is located directly adjacent to the under construction Hurontario LRT line. The Hurontario LRT is an 18-kilometre, 19-stop light rail line that is anticipated for completion in Fall 2024. The line will operate along Hurontario Street between Port Credit GO Station to the south, and the Brampton Gateway Terminal to the north, and will provide additional connections to Cooksville GO Station along the Milton GO Rail Line, in addition to the City Centre Transit Terminal. As such, the line will provide intermodal connections to the Lakeshore West GO Rail Line, Milton GO Rail Line, Mississauga Transitway and the Brampton Züm Transitway, in addition to other local bus connections. The line will be primarily located at grade, within a designated right-of-way that is separated from traffic.

The subject site is located in proximity to the planned "Eglinton Station", along the Hurontario LRT. Eglinton Station will be located at grade, on the northside of the Eglinton Avenue East and Hurontario Street intersection, on a new platform in the middle of the right-of-way. At its closest point, the subject site will be located approximately 350 metres from Eglinton Station, while at its farthest point, it will be located approximately 675 metres from Eglinton Station.

A more detailed description of the subject site and its surroundings is provided in the Planning and Urban Design Rationale Report prepared by Bousfields Inc., dated June 2021.

# 3

## Proposal

The Proposal includes the transformation of the vacant lands around the exiting commercial plaza into a complete, mixed-use neighbourhood by maintaining the important commercial and community function of the (Mississauga Marketplace Plaza) and by introducing new community elements, including new housing in a mix and range of dwelling types, additional commercial uses, new office space, parkland and increased connectivity within the subject site and to the broader community.

In terms of residential uses, the proposed development includes a diverse housing mix that would accommodate people with a wide variety of housing preferences and socioeconomic characteristics and needs. The proposal includes approximately 4,690 new residential units in a wide range and mix of unit types. The proposed unit mix is summarized in **Table 1** below:

**Table 1 - Proposed Unit Mix**

	Block 1		Block 2		Block 3		Block 4		Block 5		TOTAL	
Bachelor	20	2.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	20	0.4%
One-Bedroom	463	46.3%	593	56.7%	676	60.8%	377	38.7%	259	46.3%	2,368	50.5%
Two-Bedroom	366	36.6%	244	23.3%	221	19.9%	423	43.4%	261	46.7%	1,515	32.3%
Three-Bedroom	151	15.1%	177	16.9%	150	13.5%	174	17.9%	15	2.7%	667	14.2%
Stacked Townhouse	0	0.0%	32	3.1%	64	5.8%	0	0.0%	24	4.3%	120	2.6%
<b>TOTAL</b>	<b>1,000</b>	<b>100.0%</b>	<b>1,046</b>	<b>100.0%</b>	<b>1,111</b>	<b>100.0%</b>	<b>974</b>	<b>100.0%</b>	<b>559</b>	<b>100.0%</b>	<b>4,690</b>	<b>100.0%</b>



Of the total 1,515 two-bedroom units, approximately 171 units are proposed to be townhouses which are situated within the podium levels of Buildings 1B, 2A, 2B, 3A, 3B, 4B and 5. In addition, the proposal includes eight blocks of 3-storey stacked, back-to-back townhouse blocks comprised of a total of 120 units. Each unit within the townhouse blocks would contain 2 bedrooms.

The targeted average unit sizes are expected to be around 450 square feet for studio units, 560 square feet for one-bedroom units, 750 square feet for two-bedroom units, 940 square feet for three-bedroom units and approximately 1,150 square feet for the stacked townhouse units. The range in unit size and type will accommodate the diverse needs in both size and cost of housing for prospective residents. The exact size, layout, tenure and affordability of the proposed units is unknown; however, these details are expected to be refined through the development review process, including consultation with the community.

With respect to amenity space, each of the nine proposed buildings will incorporate common indoor amenity space areas, in addition to adjoining outdoor amenity spaces located on terraces, podium roof-tops, and at grade. Overall, a total of 9,209 square metres of indoor amenity space is proposed and 18,479 square metres of outdoor amenity space is proposed. This equates to approximately 1.96 square metres of indoor amenity space per dwelling unit and 3.94 square metres of outdoor amenity space per dwelling unit. This amount of indoor and outdoor amenity space is well in accordance with City of Mississauga requirements under Zoning By-law 0225-2007.

The Proposal would introduce a 9,065 square metre public park on the south portion of Block 3 allowing for dual frontage on both Sorrento Drive and Elia Avenue. The park has been strategically positioned to provide a linkage between Huron Heights Park located to the east and Kingsbridge Common Park to the west.

Additional outdoor amenity space is proposed to be provided through the provision of private terraces and balconies and common accessible green roof areas throughout the development.

# 4

## Relevant Planning Process and Applications

In our opinion, the proposed development is appropriate given its location within the Uptown Node and proximity to existing frequent transit and planned higher-order transit services.

An amendment to the City of Mississauga Official Plan is required in order to increase the permitted density and building height.

An amendment to Zoning By-law No. 0225-2007, as amended, is necessary in order increase the permitted density and height and to revise other development regulations as necessary to permit the proposed development.

The proposal will also require approval of a Draft Plan of Subdivision, which is being submitted concurrently with the Official Plan Amendment and rezoning applications, to create the public park block and to divide the subject site into 9 Development Blocks.

A Site Plan Approval application will also be required. This application will be submitted at a later date.

A Rental Housing Demolition & Conversion application under Section 99.1 of the Municipal Act is not required as the subject site is currently vacant and contains no existing residential uses.

# 5

## Applicable Policy and Regulatory Context

This Housing Issues Report outlines the applicable housing policy that applies to the proposal. Further policy detail is included in Section 4.0 of our Planning and Urban Design Rationale, dated June 2021.

The redevelopment of the subject site must be consistent with the Provincial Policy Statement (“PPS”) and conforms to the Growth Plan for the Greater Golden Horseshoe (“the Growth Plan”), the Region of Peel Official Plan (“the Regional Official Plan”), the Region of Peel Housing and Homelessness Plan (2018-2028), the City of Mississauga Official Plan (“The Official Plan”) and the Mississauga Housing Strategy (2017). This Housing Issues Report outlines the applicable housing policies that apply to the subject site in the context of the proposed Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications. Further policy details are included in the Planning Rationale.

### 5.1 Provincial Policies

#### Provincial Policy Statement (2020)

On February 28, 2020, the province issued the Provincial Policy Statement (2020), which will replace the Provincial Policy Statement (2014). The new PPS policies will take effect on May 1, 2020 and, in accordance with Section 3 of the Planning Act, all decisions affecting land use planning matters made after this date will be required to be consistent with the Provincial Policy Statement (2020).

Among other matters, the 2020 PPS includes additional policies related to addressing a changing climate and supporting green infrastructure, enhancing land use compatibility policies for sensitive land uses, increasing minimum requirements for housing land supply and clarifying policies related to market-based housing by adding a reference to affordable housing (i.e. Policies 1.4.3 and 1.7.1 of the PPS, 2020). In particular, the following new and updated policies have been added as it relates to housing.

The 2020 PPS introduces a new definition for housing options, which is defined as, “a range of housing types such as, but not limited to, single detached, semi-detached, rowhouses, townhouses, stacked townhouses, multiplexes, additional residential units, tiny homes, multi-residential buildings. The term can also refer to a variety of housing arrangements and forms such as, but not limited to life lease housing, co-ownership housing, co-operative housing, community land trusts, land lease community homes, affordable housing, housing for people with special needs, and housing related to employment, institutional or educational uses”.

The PPS 2020 also adds the term “market based” as now found in Policy 1.1.1 b), which directs that healthy, liveable and safe communities are sustained by “accommodating an appropriate affordable and market-based range and mix of residential types”.

Policy 1.4.3 has been modified to include the terms housing options and market-based in its direction respecting the provision of 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.

In addition, the PPS 2020 introduces Policy 1.7.1 b), a new policy respecting long-term economic prosperity. In this regard, the PPS 2020 states that, “Long-term economic prosperity should be supported by:

- a. promoting opportunities for economic development and community investment-readiness; and
- b. encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce..."

## **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)**

On May 16, 2019, a new Growth Plan (A Place to Grow: The Growth Plan for the Greater Golden Horseshoe) came into effect, replacing the Growth Plan for the Greater Golden Horseshoe, 2017. All decisions made on or after this date in respect of the exercise of any authority that affects a planning matter will conform with the 2019 Growth Plan, subject to any legislative or regulatory provisions providing otherwise. Subsequently, on August 28, 2020, the 2019 Growth Plan was amended by Growth Plan Amendment No. 1. Section 1.2.3 provides that the 2019 Growth Plan is to be read in its entirety and the relevant policies are to be applied to each situation.

The subject site is part of a "strategic growth area" pursuant to the 2019 Growth Plan (i.e. a focus for accommodating intensification and higher-density mixed uses in a more compact built form). "Strategic growth areas" include nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Lands along major roads, arterials, or other areas with existing or planned "frequent transit service" may also be identified as "strategic growth areas".

In this regard, the subject site is located within a Major Node and is located within an Intensification Corridor under the City of Mississauga Official Plan. Further, the subject site is located at the intersection of Eglinton Avenue East and Hurontario Street, which are both classified as Major Arterial roads and as important transit corridors under the City of Mississauga Official Plan. Both streets are served by existing and planned "frequent transit service". The 2019 Growth Plan defines "frequent transit service" as "*a public transit service that runs at least every 15 minutes in both directions throughout the day and into the evening every day of the week*". In this respect, the subject site is served by the 17 Hurontario and 103 Hurontario bus routes, both of which offer service every 15 minutes or less every day, all day.

Furthermore, "strategic growth areas" as defined in the 2019 Growth Plan also include "major transit station areas", and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. The 2019 Growth Plan defines "major transit station areas" as the area within an approximate 500 to 800 metres radius of a higher order transit station.

The subject site is located within a "major transit station area", as defined by the 2019 Growth Plan. Specifically, the subject site is located adjacent to the future Hurontario LRT line and is a maximum 675 metres from the planned *Eglinton Station*, along the LRT, which is located on Hurontario Street, just north of Eglinton Avenue.

Policy 2.2.1(2)(c) provides that, within settlement areas, growth will be focused in delineated built-up areas, strategic growth areas, locations with existing or planned transit (with a priority on higher order transit where it exists or is planned), and areas with existing or planned public service facilities. Policy 2.2.1(3)(c) directs municipalities to undertake integrated planning to manage forecasted growth to the horizon of this Plan, which will, among other things, provide direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form.

Section 2.2.1 of the Growth Plan discusses population and employment forecasts and management methods used to ensure growth is accommodated in a sustainable manner that fosters healthy and complete communities. Specifically, Policy 2.2.1(4) provides that applying the policies of the Growth Plan will support the achievement of complete communities that, among other things, feature a

diverse mix of land uses including residential and employment uses, provide a diverse range and mix of housing options, expand convenient access to a range of transportation options, and provide for a more compact built form and a vibrant public realm. The Growth Plan emphasizes that complete communities offer opportunities for people to easily access necessities for daily living including a mix of jobs, local stores, and a full range of housing, transportation options, and public service facilities.

Section 2.2.6 of the Growth Plan sets out the housing policies. Policy 2.2.6(1) directs municipalities to develop housing strategies that support housing choice through the achievement of minimum intensification and density targets by identifying a diverse range and mix of housing options and densities and establishing targets for affordable ownership housing and affordable rental housing (both terms are defined). Policy 2.2.6(2) provides that notwithstanding Policy 1.4.1 of the PPS, municipalities will support the achievement of complete communities by planning to accommodate forecasted growth and achieve the minimum intensification and density targets, considering a range and mix of housing options and densities and planning to diversify overall housing stock across the municipality. In accordance with Policy 2.2.6(3), municipalities are to consider using available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.

## **5.2 Regional Policies**

### **Region of Peel Official Plan (2018)**

The Housing policies of the Regional Official Plan are set out in Section 5.8. The Regional Official Plan recognizes that providing access to a fully range of housing types, sizes, densities, tenures and affordability levels is critical to the quality of life and overall well-being of its residents. The introductory text to Section 5.8 goes onto outline the areas of focus of regional housing policies, which include the supply of affordable housing; the preservation of the existing rental housing stock; energy efficient housing; providing housing options for those with special needs and diverse populations; and the barriers to housing access. The Regional Official Plan outlines several objectives and associated policies which pertain to each of these focus areas.

Section 5.8.1 outlines the general objectives of the Regional Official Plan as it pertains to housing. The general objectives for housing seek to:

- provide for an appropriate range and mix of housing types, densities, sizes and tenure to meet the projected requirements and housing needs of current and future residents;
- foster the availability of housing for all income groups, including those with special needs;
- foster efficient and environmentally sensitive use of land and buildings in the provision of housing; and
- achieve annual minimum new housing unit targets for the Region by tenure, including affordable housing.

General housing policies are outlined in Section 5.8.2. The Regional Official Plan policies relevant to the subject site and the proposal are as follows:

- Policy 5.8.2.1 provides that the Region will coordinate with area municipalities to maintain *"a supply of designated land for new residential development, redevelopment and residential intensification in Peel Region in accordance with projected requirements and available land resources"*.
- Policy 5.8.2.2 encourages area municipalities to establish policies in their official plans that, while taking into account the characteristics of existing communities, support residential redevelopment in appropriate areas that have sufficient existing or planned infrastructure and cost-effective development standards for new residential development, redevelopment and intensification.
- Policy 5.8.2.3 encourages and supports area municipalities to plan for a range of densities and forms of housing affordable to all households, including low- and moderate-income households.

- Policy 5.8.2.5 provides that the Region of Peel will support the initiatives of the area municipalities in the construction and retention of rental housing.
- Policy 5.8.2.6 supports collaboration between area municipalities and other stakeholders (e.g. the building and development industry and landowners) to encourage new residential development, redevelopment and intensification in support of Regional and area municipal official plan policies promoting compact forms of development and residential intensification.
- Policy 5.8.2.12 directs that the Region will *"collaborate with area municipalities to implement annual minimum new housing targets for Peel"*. These minimum region-wide housing targets are as follows: 17% social housing; 3% affordable rental; 35% market rental and affordable ownership; and 45% market ownership;
- Policy 5.8.2.13 states that the Region will *"collaborate with area municipalities to implement annual minimum new housing unit targets, as suggested in Figure 17 of Appendix – List of Figures"*. Figure 17 contains housing unit targets on a municipal level. The targets for Mississauga are as follows: 18% social housing; 3% affordable rental; 34% market rental and affordable ownership; and 45% market ownership; and
- Policy 5.8.2.14 directs that Regional Council, in consultation with area municipalities, will update the minimum new housing unit targets prescribed in Policies 5.8.2.12 and 5.8.2.13 based on the most recent Census of Canada results, along with other relevant sources.

Section 5.8.3 pertains to the supply of affordable housing. Overall, the Region's objective is to increase the supply of affordable rental and affordable ownership housing. Relevant policies pertaining to the subject site and proposal include:

- Policy 5.8.3.2.1 provides that the Region will *"explore, in collaboration with the area municipalities, the feasibility of implementing incentives such as waivers, deferrals or grants in-lieu of development charges, other municipal planning and building fees and charges, and regional property taxes to promote the development of affordable housing"*;
- Policy 5.8.3.2.2 states that the Region will work with the municipalities to identify opportunities to fast track development approvals for projects providing affordable housing;
- Policy 5.8.3.2.3 states that area municipalities will be encouraged to *"develop alternative development and design standards, where appropriate, to encourage affordable housing development. Examples include reduced setbacks, narrower lot sizes, reduced road allowance, cash-in-lieu of parking, reduced parking standards, and on-street parking."*
- Policy 5.8.3.2.4 provides that the Region will encourage the municipalities to provide density bonusing policies and implementation guidelines; and,
- Policy 5.8.3.2.11 states that the Region will promote incentives and funding from different levels of government to encourage affordable housing within residential development projects;

Section 5.8.4 sets out the objectives and policies for the Retention of Existing Rental Housing Stock. The objective set out in this section is to *"ensure an adequate supply of rental housing stock to meet the existing and projected needs of all households in Peel"*. To achieve this objective, the policies contained within Section 5.8.4.2 encourage the Region to work with the municipalities to develop policies regulating the conversion of rental housing to owner occupied units and rental housing demolition and replacement. As the subject site is currently vacant, the policies outlined here do not apply.

Section 5.8.5 deals with the provision of energy efficient housing. The objective of the Regional Official Plan is to *"promote energy conservation and technologies that lead to energy efficient housing in existing homes and new residential development"*. Policies pertaining to the subject site and proposal include:

- Policy 5.8.5.2.2 states that the Region will collaborate with the municipalities to identify and promote energy and water efficient technologies in new residential development, redevelopment and intensification projects; and
- Policy 5.8.5.2.3 provides that the Region will *"encourage the area municipalities to offer incentives to developers and contractors through planning approvals to implement additional green standards beyond the minimum Ontario Building Code provisions that make homes more energy efficient"*;

Section 5.8.6 sets out the objectives and policies for housing options for persons with special needs and diverse populations. As noted in 5.8.6.1, it is the objective of the Region to make housing available for *"Peel's diverse populations and residents with special needs including provision of accessible housing and appropriate support services"*. Relevant policies pertaining to the subject site and proposal include:

- Policy 5.8.6.2.5 directs the Region to *"explore, jointly with the area municipalities, strategies to encourage the incorporation of universal accessibility features in existing residential development"*;

Finally, Section 5.8.7 deals with the barriers to access housing. As noted in 5.8.7.1, it is the objective of the Region to *"address issues related to socio-economic and other barriers to housing for Peel households, such as discrimination, language, transportation and poverty"*. As such, the policies contained within Section 5.8.7.2 are aimed at tackling the larger systemic issues that are impeding fair and equitable access to sufficient housing.

The Region's housing policies make note of several *"incentives"* that will be explored in collaboration with the local municipalities in order to encourage the development of affordable housing. Specifically, Policy 5.8.2.3.1 describes potential *"incentives"* such as waivers, deferrals or grants in lieu of local/regional development charges or property taxes that will be explored to help promote affordable housing development. As well, Policy 5.8.3.2.2 states that the Region will work with local municipalities to explore opportunities for fast tracking development approvals where affordable housing is included.

However, we note that the Region and City of Mississauga have yet to implement an incentive program or fast tracked approvals process as described in Policies 5.8.2.3.1 or 5.8.3.2.2. As such, there is currently a lack of meaningful incentives for developers of high-density, multi-unit buildings.

## **Peel Housing and Homelessness Plan (2018-2028)**

The Region of Peel Housing and Homelessness Plan 2018-2028 ("PHHP") is a 10-year strategy developed to identify the resources that are required to address the evolving housing needs of its residents. The two areas of focus in the PHHP pertain to the supply of affordable housing within the Region, and issues relating to homelessness.

The PHHP outlines several housing needs for the Region of Peel, based on a Needs Assessment which examined housing data from several sources including the Canadian Census and CMHC. The Region's housing needs can be summarized as follows:

### **Low Income Households**

- 70% of low income households (e.g. households with earnings of \$59,156 or less) are in housing that is deemed *unaffordable* (e.g. housing that costs more than 30 percent of income). Affordable rental housing which costs \$1,259 or less per month, in addition to affordable ownership housing which costs no more than \$235,291, are needed. Deficiencies in unit mix (1, 2 and 3 bedroom units) has also been identified for low income households;

### **Middle Income Households**

- 29% of middle income households (e.g., households with earnings of between \$59,157 - \$106,002) are in housing that is deemed *unaffordable*. Rental housing which costs no more than \$2,650 per month is needed, in addition to home ownership which costs no more than \$421,617. Deficiencies in the provision of larger units (3+ bedrooms) has also been identified;

## Supportive Housing

- The existing supply of supportive housing, meaning permanent housing that can accommodate those with mental illness or physical disability, can only accommodate 50% of the total current demand; and

## Emergency / Temporary Housing

- Shelter use has continued to be at capacity and has increased by 26.9% since the last study conducted in 2013.

To address the identified housing needs, the PHHP sets annual affordable housing targets for the 2018-2028 span. These housing targets identify the number of units by unit type which will be needed to meet the demand for housing within Peel to 2028. The annual housing target for Peel is 7,500 new units, consisting of:

- 2,000 affordable units (broken down as follows)
  - 30 emergency temporary/transitional housing units;
  - 770 units for low income households;
  - 1,000 units for middle income households; and
  - 200 supportive housing units;
- 5,500 market units (for middle income households or greater)

For the City of Mississauga, the annual housing target is 3,894 new units, representing approximately 52% of the entire Region of Peel forecast. This target consists of:

- 1,034 affordable units (broken down as follows)
  - 10 emergency temporary/transitional housing units;
  - 400 units for low income households;
  - 520 units for middle income households; and
  - 104 supportive housing units;
- 2,860 market units (for middle income households or greater)

The PHHP housing target also provides that 25% of all new housing development will be rental and that 50% of all new housing development will be medium or high density.

The PHHP contains several strategies to achieve the housing targets set out above. With respect to new development, Strategy 3 notes that the Region will provide incentives to build affordable housing. Specifically, the PHHP notes that the Region should *"encourage the private market to produce affordable rental and affordable home ownership through a targeted and modest program of tools and incentives"* and that *"financial incentives will need to be carefully targeted, so that the funding is focused on units that would not have otherwise been produced by the market"*.

The PHHP outlined that by summer 2019, the Region will *"bring forward a framework in principle for a Community Improvement Plan (CIP) to direct and stimulate private sector investment in affordable housing through an incentive-based program"*.

The PHHP outlines the issues stemming from the shortage of suitable housing options within the Region of Peel and defines clear affordable housing thresholds for low and medium income households. The PHHP also outlines clear housing development targets by income group that are needed to alleviate the overall lack of suitable housing within the Region.

However, while the PHHP provides several strategies to achieve these housing targets, it does not provide any tangible specifics as to how the proposed financial incentives would work or be applied to development projects. Instead, the strategies pertaining to development incentives are still largely conceptual at this stage. As such, the PHHP does not provide any real economic incentives that would improve the cost effectiveness for developers to provide a wider array of housing options.



## 5.3 Municipal Policies

### City of Mississauga Official Plan (2019)

Under the Mississauga Official Plan, the subject site forms part of the *Uptown Node Character Area* as shown on Schedule 9 (Character Areas) and is designated as *Residential High Density, Office and Mixed Use* on Schedule 10 (Land Use Designations).

The Uptown Major Node Character Area is one of three Major Nodes within the City of Mississauga. As noted in Section 5.3.2, Major Nodes are Intensification Areas that are intended to facilitate growth through tall buildings, higher density, and a mix of uses. As outlined in the Mississauga Official Plan, it is intended that Major Nodes will be planned as prominent centres of mixed-use activity with a variety of employment opportunities, such as office and institutional jobs and regional shopping services that attract people beyond the adjacent neighborhoods. Major Nodes are to be located close to planned higher order transit and have positive effect on transit demand through higher residential densities and access to employment uses. It is also anticipated that Major Nodes will provide a variety of higher density housing for people throughout the different phases of their lifecycle and for a variety of income groups.

In addition, Policy 5.3.2.4 provides that Major Nodes will achieve a gross density of between 200-300 residents and jobs combined per hectare and Policy 5.3.2.6 states that Major Nodes will achieve an average population to employment ratio of between 2:1 to 1:2. Policy 5.3.2.11 directs that development in Major Nodes will be in a form and density that achieves a high-quality urban environment.

Housing policies within Mississauga Official Plan are set out in Chapter 7 ("Complete Communities"). Specifically, the policies within Chapter 7 address the elements of urban living particularly important to the creation of complete communities, including policies regarding meeting the housing needs of people of all ages, abilities and income groups; providing opportunities for education, physical fitness, leisure, social interaction, worship and spiritual contemplation; protecting and enjoying the city's rich cultural heritage; providing the inclusion of art and culture; and creating areas with distinct identities that foster community identity and pride.

To that end, Policy 7.1.3 states that, in order to create a complete community and develop a built environment supportive of public health, the City will:

- encourage compact, mixed use development that reduces travel needs by integrating residential, commercial, employment, community and recreational land uses;
- design streets that facilitate alternative modes of transportation such as public transit, cycling and walking;
- encourage environments that foster incidental and recreational activity; and
- encourage land use planning practices conducive to good public health.

Furthermore, Policy 7.1.6 states that the City will ensure that the housing mix can accommodate people with diverse housing preferences and socio-economic characteristics and needs.

Section 7.2 pertains specifically to housing policies. The introductory text to Section 7.2 notes that the existing housing stock within Mississauga, which was developed largely over the past thirty to forty years, has primarily been geared towards the needs of families. However, going forward, the text notes that most future additions to the housing stock will be in higher density forms, particularly apartments, which are to be concentrated in the Downtown, Major Nodes and Community Nodes. The text also notes that goal of providing a variety of higher density housing options is to continue to serve a diverse demographic within the City, and particularly, to provide opportunities for the attraction and retention of young adults and families within the City. To that end, the relevant housing policies which pertain the subject site and the proposal are as follows:

- Policy 7.2.1 provides that 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;
- Policy 7.2.2 states that Mississauga will provide opportunities for:

the development of a range of housing choices in terms of type, tenure and price;

- the production of a variety of affordable dwelling types for both the ownership and rental markets; and
- the production of housing for those with special needs, such as housing for the elderly and shelters.
- Policy 7.2.4 requires the City to ensure that the quality and quantity of the existing housing stock is maintained;
- Policy 7.2.5 requires that applicants/developers adequately address Provincial and Regional housing policies/requirements;
- Policy 7.2.7 outlines that Mississauga is to directly assist all levels of government in the provision of rental housing by assisting the development of new rental units through the promotion of, and participation in, programs aimed at producing rental housing and supporting the preservation of the rental housing stock.
- Policy 7.2.8 states that the City will encourage design solutions that support housing affordability while maintaining function and aesthetic quality;
- Policy 7.2.9 speaks to the diversification of housing options and provides that the provision of housing that meets the needs of young adults, older adults and families will be encouraged within Major Nodes, Community Nodes and the Downtown; and,
- Policy 7.2.11 notes that the City will work collaboratively with the Region to develop a housing strategy that will outline and implement targets for affordable housing.

### **Mississauga Housing Strategy (2017)**

The Mississauga Housing Strategy recognizes the role that the City has to play in the delivery of a range of housing. Furthermore, the strategy notes that as population growth has continued to occur, Mississauga is now faced with several issues resulting in housing unaffordability, including the increasing costs of housing, low rental vacancy, dwindling supply of available lands, and rising infrastructure costs, amongst others.

To that end, the Mississauga Housing Strategy was prepared to address the issue of housing affordability. The Strategy highlights the importance of the “missing middle”, who are identified as the middle income earners who are increasingly priced out of appropriate options on the market but earn too much to qualify for subsidized housing.

The Strategy defines *affordable housing*, *affordable ownership* and *middle income households* as follows:

#### **Affordable Housing:**

- It costs less than 30% of annual gross household income;
- Prospective homeowners can afford to pay from approximately \$270,000 to \$400,000, but in Mississauga this can only buy a condominium apartment or a limited selection of townhouses; and
- For rental housing it is a monthly rental rate of approximately \$1,200;

#### **Affordable Ownership**

- Market units priced below \$400,000;

### Middle Income Households:

- Those that earn between \$55,000 and \$100,000 per year;
- For those that rent they can pay market prices but have difficulty finding units that suit their needs; and
- The competition for housing in this price range is higher than the supply;

The Strategy makes the following observations with respect to housing affordability in Mississauga:

- Approximately 1 in 3 households spend more than 30% of income on housing;
- More than a quarter of middle income households and 70% of all low income households face affordability challenges; and,
- The overall range of housing available to middle income earners is dwindling, as the market is meeting the needs of high income households, and supports are in place for low income households;

The Mississauga Housing Strategy notes that going forward, the City should focus on achieving the Region's housing target of 35% market rental and affordable ownership housing to address the growing "*missing middle*" gap. To help incentive market rental and affordable ownership housing that can be accessed by middle income earners, the Strategy notes that the City needs to help "*make the pro forma work*" when it comes to development projects. Specifically, it is noted that additional costs such as real estate fees, development charges and property taxes can represent a barrier for building owners and developers to build the affordable options that are needed. To this end, the Strategy proposes several actions that should be considered to help incentivize the development of affordable housing options. These action items are as follows:

- The Region should consider the deferral of development charges on the portion of affordable units provided in new constructions;
- A property tax deferral program should be developed in partnership with the Region, for the purposes of producing new affordable housing for middle income households; and
- Incentives to support inclusionary zoning should be explored.

# 6

## Analysis and Opinion

The proposed development is consistent with the housing-related in the 2020 PPS, the 2019 Growth Plan, the Region of Peel Official Plan, the Peel Housing & Homelessness Plan, City of Mississauga Official Plan and the Mississauga Housing Strategy. Specifically, the proposed development will provide a diverse range of housing options (including three bedroom units, grade-related townhouse units) and densities (in high-rise and mid-to-low rise form) that will meet the needs of existing and future residents of Mississauga.

As outlined previously in Table 1, the proposal includes a total of 4,690 units, 0.4% of which would be bachelor units, 50.5% would be one-bedroom units, 32.3% would be two-bedroom units, 14.2% would be three-bedroom units and 2.6% would be within the stacked townhouse blocks and be of two-bedrooms or greater. In this regard, the proposal is consistent with the Provincial policies outlined in the 2020 PPS and 2019 Growth Plan, as it contributes to an appropriate range and mix of residential unit types and sizes, including family-friendly units, that can dynamically meet changing market-based needs of the diverse and consistently evolving demographic of Mississauga.

In addition, the proposal specifically conforms to Policy 2.2.6(2) of the 2019 Growth Plan, which supports the achievement of complete communities by, amongst others, planning to diversify the overall housing stock across the municipality. Specifically, the proposal will substantially increase the available living accommodations in the area, through the intensification of a currently vacant site that is in close proximity to existing infrastructure, commercial facilities, community facilities and parks and open spaces. In addition, the subject site is highly accessible and is conveniently located along two major streets within Mississauga and is within a Major Node and Major Transit Station Area. As such, the proposal will result in a significant form of mixed-use intensification that will help to accommodate the minimum density targets planned for Major Transit Station Areas along light rail transit (160 residents and jobs combined per hectare).

In addition to Provincial policies, the proposal is also in keeping with the policies and objectives set out in the Regional Official Plan and the Mississauga Official Plan and is reflective of the intent of both the Peel Housing & Homelessness Plan, and the Mississauga Housing Strategy.

With respect to intensification, as per Policy 5.8.2.6 of the Regional Official Plan and Policies 7.1.3 and 7.2.1 of the Mississauga Official Plan, the proposal represents a compact form of mixed-use intensification on an underutilized site within the existing urban fabric. Specifically, the subject site is located within a Major Node, along an Intensification Corridor and well served by existing municipal infrastructure, community services, and existing frequent transit service which operates along Hurontario Street. In the future, planned higher order transit service in the form of the Hurontario LRT will only improve access for future residents of the subject site.

From an energy efficient perspective, we note that the proposed development will include various low impact design elements to maximize energy and water efficiency, promote a healthy indoor air environment for occupants, in accordance with Regional Official Plan policy 5.8.5.2.2. Particularly, each of the buildings will be installed with low-flow plumbing fixtures to reduce overall water consumption, thereby conserving local water resources. In addition, residential units are to contain Energy Star appliances, energy efficient lighting and programmable thermostats. High-efficiency mechanical systems will be specified to maximize energy efficiency.

Furthermore, the proposal is in keeping with Policy 5.8.2.3 of the Regional Official Plan, and Policies 7.1.6 and 7.2.9 of the Mississauga Official Plan. Particularly, the proposed development will provide a full range of housing types, including 14.2% three-bedroom units and 2.6% stacked townhouse units for larger families. In addition, the proposal will include thousands of studio, one-bedroom and two-bedroom units in a variety of configurations, including podium level 2-bedroom townhouse units, that will be available for individuals, couples, and small families who currently do not require larger units. These units will also be suitable for Mississauga's significant seniors' population, some of which may be looking to downsize from their current dwellings.

To that end, the abundance and diversity in unit types will result in a full range of housing at varying affordability levels, in accordance with Policy 5.8.2.3 of the Regional Official Plan and Policy 7.2.2 of the Mississauga Official Plan. Due to the scale, longevity and phasing of the proposed development, it is still too early at this stage to provide specific details on unit pricing. However, the proposed development will provide a total of 4,690 new residential units, which will significantly help to achieve the broader housing targets outlined for the City of Mississauga, particularly for middle income households who may be priced out of the market for single and semi-detached dwellings. As outlined in the Peel Housing & Homeless Plan, the housing targets for the City of Mississauga are 2,000 new affordable units and 5,500 new market units by 2028. The availability of programs to encourage the construction of affordable ownership and rental units will significantly impact how the proposed development will meet the housing targets outlined above.

In this regard, on September 26, 2012, the City of Mississauga implemented a Bonus Zoning policy aimed at securing community benefits through Section 37 of the Planning Act, in exchange for increases in height and/or density. The Bonus Zoning policy is applicable to all rezoning applications requested an increase in height and/or are larger than 5,000 square metres gross floor area. The Bonus Zoning policy is to be applied in conjunction with the policies contained within Section 9.8 of the Mississauga Official Plan.

The Bonus Zoning policy and Section 19.8 of the Mississauga Official Plan specify that community benefits secured in exchange for increases in height and density may be used for the provision of affordable housing, including assisted and special needs housing, amongst others. The determination of "community benefits" is to be based on several factors, most notably, community service and facility needs in the immediate vicinity of a site, followed by city-wide needs such as affordable housing.

We note that while both the Peel Housing & Homelessness Plan (2018) and the Mississauga Housing Strategy (2017) describe the utilization of "incentive" programs and strategies to achieve affordable housing targets, the Region and City currently do not offer such programs which provide real economic incentives to encourage affordable housing construction. Therefore, based on the above, the most appropriate approach to the provision of affordable housing options, including affordable ownership and rental housing, in the absence of any other Regional or Municipal incentive programs, is to be developed through the approval of detailed development applications.

Priorities for community benefits / Section 37 contributions will be determined through the development application process, in consultation with City staff, the local and Regional Councillors, key stakeholders and members of the community.



## Conclusion

It is our opinion that the Proposal is consistent with the housing policies of 2020 PPS and conforms to the housing policies of the 2019 Growth Plan. In addition, the proposal addresses the applicable policies contained with the Region of Peel Official Plan, and the City of Mississauga Official Plan, with respect to the provision of a wide array of new housing units, on a site that is currently underutilized and planned for intensification, in addition to being well served by existing and future transit and community facilities.

The mix of housing choices will accommodate people with diverse housing preferences and socio-economic characteristics and needs and, in this regard, will contribute to the achievement of complete communities.

As well, the proposed development will include a variety of new indoor and outdoor amenities, in excess of existing zoning requirements for future residents to enjoy. These amenity spaces will be supplemented by a 9,065 square metre new on-site public park located on the south portion of the Block 3 lands, which will serve the future residents of the development and the existing surrounding neighbourhoods. The proposed development will also revitalize the site with an attractive and holistic landscape design and will improve pedestrian access and circulation between buildings.

Based on the foregoing, it is our opinion that the proposed Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications are appropriate and desirable and, accordingly, should be approved.



