

SHAPING NINTH LINE GROWTH MANAGEMENT ANALYSIS



FINAL REPORT

HEMSON Consulting Ltd.

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EXECUTIVE SUMMARY

Hemson Consulting Ltd. has been engaged to provide supporting analysis and documentation for the Ninth Line Corridor Review, *Shaping Ninth Line*, currently being undertaken by a multi-disciplinary team jointly for the City of Mississauga and the Region of Peel and led by Macaulay Shiomi Howson Ltd. (MSH). Analyses have been prepared by Hemson related to housing and non-residential development potential of Ninth Line lands as input to the development of a land use concept prepared in accordance with Provincial, Regional and local growth management and planning policy objectives.

The following *Growth Management Analysis* has been prepared for the Region of Peel to address the growth management components of the Municipal Comprehensive Review (MCR) process. An Emerging Land Use Concept is presented and the degree to which the option supports City forecasts, policy directions for managing growth and land use planning is examined. Further, the analysis considers whether the proposed development plan meets the tests of an MCR under Provincial and Regional policy in order to designate the Ninth Line land as urban in the *Region of Peel Official Plan* and the *City of Mississauga Official Plan*. The study provides a basis for bringing the Ninth Line lands into the City of Mississauga.

The *Growth Management Analysis* has concluded the following:

- The City of Mississauga has historically played a key role in Greater Toronto and Hamilton Area (GTAH) and Peel population, housing and employment growth. The City has now evolved from a rapidly growing suburban past, into a mature urban centre. The greenfield land supply which drove rapid growth in prior decades, has been exhausted and growth has slowed in the City, in particular for lower density ground-oriented housing. As a result, Mississauga's share of the Peel housing market for single and semi-detached units has declined significantly while the City continues to maintain the largest share of apartment growth in the Region. Most of Mississauga's future growth will be through intensification and higher density development.
- Ninth Line is a unique parcel of land in terms of growth management planning because of its history, location, and configuration and planned development. The rules and practice of planning for urban boundary expansions, including in the *Growth Plan*, are constructed to address more typical greenfield expansion areas.
- Ninth Line, while a greenfield expansion, is different owing largely to its annexation history. It only exists as a potential expansion area as an "accident of history" because it was annexed recently in order to rationalize a municipal

boundary that was no longer in a sensible location once Highway 407 was constructed and any long term infrastructure needs associated with Parkway Belt West lands were identified. The result is a strip of land, much of which is in floodplain or public use with only a few pockets of development, which means it is not a substantial block (in the context of Mississauga), nor is it configured in a typical greenfield expansion way.

- Because Ninth Line consists of a number of small parcels adjacent to historic development (and adjacent to planned transit infrastructure), the land use concept is planned at a housing mix and density that would be more typically expected in intensification areas rather than a new greenfield area. The employment land parcels at the north end of the Ninth Line, adjacent to the Highway 407 are more typical of greenfield expansion, but are still relatively small in terms of land area when compared with normal greenfield expansions.
- While the boundary adjustment at annexation normalized the location of the municipal boundary between Halton and Peel, the urban boundary expansion is the next step in normalizing the land use relationships. The approach to the MCR for Ninth Line while somewhat different from normal and the tests of how it meets the requirements of the *Growth Plan* are equally unusual, it nonetheless meets the growth management tests required.
- ROPA 24 updated the *Peel Region Official Plan* to address the remaining growth management elements required to bring the Region into conformity with the *Growth Plan*, including establishing intensification and density targets and the 2031 land budget. ROPA 24 anticipated that subsequent urban boundary expansions would plan for growth within the period to 2031. While most of this was for greenfield ground related housing and employment land development in Caledon, Ninth Line in Mississauga equally qualifies.
 - In the Mississauga context, the Ninth Line lands are appropriately being planned for employment land development near existing employment areas primarily those near the Highways 407 and 401 interchange. There is very little remaining greenfield employment land in Mississauga. And, like elsewhere in the western GTA, the employment density of new employment land development in recent years has been lower than was generally planned in the past. The additional employment lands, while a relatively small land area, will contribute to meeting Mississauga's employment targets.
 - For residential development, it is acknowledged that most new development in Mississauga will – and should – be for medium and higher density housing. While Mississauga has a large supply potential for this type of development through intensification, not all of it is expected to come to market in the near future nor in a location where supporting infrastructure already exists and transit infrastructure is planned in the near term.

An Emerging Land Use Concept for Ninth Line is presented which:

- provides for medium and high density residential areas, comprising row houses and apartments;
- includes mixed use areas with residential and commercial employment opportunities;
- provides for higher order transit;
- an overall minimum density target of 82 persons and jobs per gross ha has been planned ;
- a minimum density target of 160 persons and jobs per ha around transit station areas;
- provision of well-located business employment lands in proximity to 400-series highways; and,
- protection for natural heritage and flood plain features.

The Ninth Line land use concept would accommodate approximately 3,500 housing units, 8,500 residents and 510 jobs:

Shaping Ninth Line - Land Use Concept					
Estimated Population, Housing and Employment					
Area	ha	Estimated Development Potential			
		Housing Units	Population	Non-Res Space m ²	Jobs
Total Study Area	350				
Non-Developable Areas					
Hwy 407	103				
Ninth Line	17				
NHS	58				
Existing Utility Uses	11				
Transitway and Setback	52				
Total Non-Developable	240				
Developable Areas	-				
Residential	50	2,850	6,850	-	-
Mixed Use	15	690	1,660	3,290	80
Business Employment	10	-	-	31,230	430
Other Developable Lands**	35	-	-	-	-
Total Developable	110	3,550	8,510	34,530	510

Figures are rounded.

**Transit station areas, Public Open Space.

Development of the Ninth Line lands gives Mississauga a better prospect of meeting its growth targets to 2031. The land use concept provides an appropriate density and mix of housing to support Provincial, Regional and City policies favouring denser and more intensified development. At the same time, the concept provides for some higher density ground-oriented units, such as row houses and stacked row houses, for which there is very limited available land supply in Mississauga, particularly in a greenfield setting. The ground-related units can help meet demand for those

households not seeking the apartment forms which now dominant the Mississauga market.

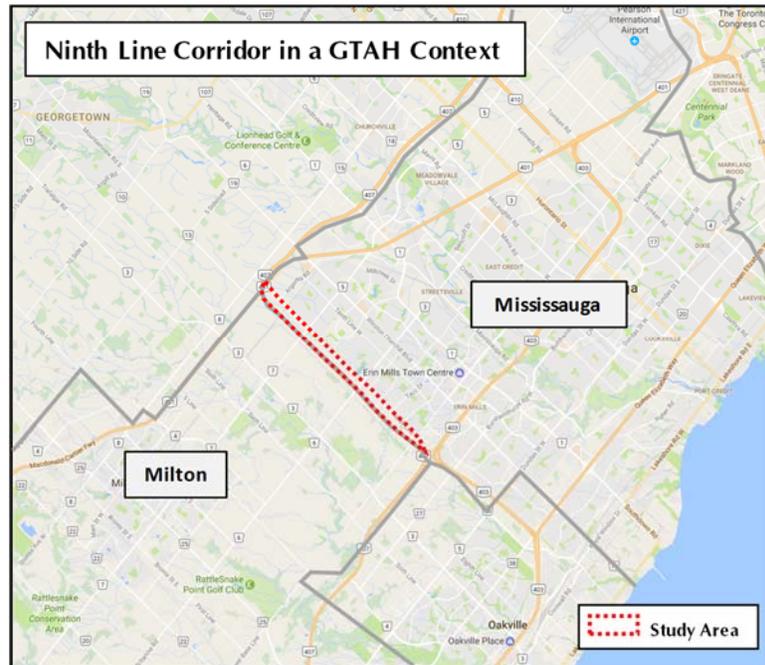
The proposed land use concept and urban boundary expansion meets the conditions of the *Growth Plan* including the quantitative targets established by the Province and the Region through ROPA 24. In particular, the high greenfield density of 82 persons and jobs per ha results in a very small increase in the overall planned greenfield density in Peel at 50 persons and jobs per ha. While this is higher density development typically associated with intensification, it is outside of the built up area. As a result, Mississauga's intensification rate for the 2016 to 2031 period set at 97% without Ninth Line becomes 86% with the addition of Ninth Line. Similarly, the Region's intensification rate for the same period is 48% without Ninth Line and becomes 44% with Ninth Line. This rate remains well above the *Growth Plan's* mandated 40% minimum intensification target.

TABLE OF CONTENTS

EXECUTIVE SUMMARY
I INTRODUCTION AND BACKGROUND	1
A. GROWTH MANAGEMENT ANALYSIS	2
B. NINTH LINE UNIQUE GREENFIELD EXPANSION	2
C. REPORT CONTENTS	5
II PROVINCIAL POLICY FRAMEWORK PROVIDES BASIS FOR PLANNING NINTH LINE.....	6
A. PROVINCIAL POLICY FRAMEWORK GUIDES PLANNING IN PEEL AND MISSISSAUGA	6
B. REGIONAL AND CITY OFFICIAL PLANS IMPLEMENT PROVINCIAL DIRECTION AT THE LOCAL LEVEL	8
C. PLANNING FOR THE NINTH LINE CORRIDOR.....	10
III MISSISSAUGA PLANNING FOR SIGNIFICANT GROWTH TO 2031 AND BEYOND	12
A. HISTORICALLY RAPID GROWTH HAS SLOWED AS CITY EVOLVES FROM SUBURBAN PAST TO MATURE URBAN CENTRE	12
B. MISSISSAUGA PLAYS IMPORTANT ROLE IN PEEL HOUSING MARKET .	16
C. KEY FACTOR AFFECTING FUTURE GROWTH IN THE CITY OF MISSISSAUGA IS LAND SUPPLY	21
D. CITY IS CURRENTLY PLANNING FOR NEARLY 100,000 ADDITIONAL RESIDENTS AND 55,000 MORE JOBS TO 2031	22
IV NINTH LINE LAND USE CONCEPT SUPPORTS RANGE OF PLANNING POLICY OBJECTIVES.....	25
A. NINTH LINE CAN PLAY KEY ROLE IN ACHIEVING CITY FORECASTS AND REGIONAL GROWTH MANAGEMENT TARGETS	25
B. ROLE OF NINTH LINE IN PEEL REGIONAL LAND BUDGET	28
C. MEETING TESTS OF MUNICIPAL COMPREHENSIVE REVIEW.....	30
V CONCLUSIONS	33

I INTRODUCTION AND BACKGROUND

Hemson Consulting Ltd. has been engaged to provide supporting analysis and documentation the Ninth Line Corridor Review, *Shaping Ninth Line*, currently being undertaken by a multi-disciplinary team jointly for the City of Mississauga and the Region of Peel and led by Macaulay Shiomi Howson (MSH). The Ninth Line lands represent a northwestern gateway to Mississauga, annexed from the Town of Milton to the City in 2010. The *Shaping Ninth Line* process provides the basis for bringing the lands into Mississauga's urban boundary and enabling future development under the City's planning regime, including planning a growth and land use concept for Ninth Line.



A number of *Shaping Ninth Line* supporting studies have been prepared to address the range of MCR and broader land use and infrastructure planning requirements, including:

- Developable Land Review (2014);
- 407 Transitway Assessment (2014);
- Ninth Line Corridor Background Report (2015);

- Agricultural and Natural Heritage studies (2015,2016);
- Servicing Strategy (Draft, 2016);
- Transportation Assessment (Draft, 2016); and
- Fiscal Impact Analysis (Draft, 2017).

Hemson has already undertaken analyses related to housing and non-residential development potential of Ninth Line corridor lands and provided input to the development of an emerging land use concept prepared in accordance with Provincial, Regional and local growth management and planning policy objectives.

A. GROWTH MANAGEMENT ANALYSIS

This *Growth Management Analysis* has been prepared for the Region of Peel to present an emerging land use concept and address the degree to which the option supports City forecasts, policy directions for managing growth and land use planning. Further, the Growth Management Analysis considers whether the proposed development plan meets the tests of a municipal comprehensive review (MCR) under Provincial and Regional policy in order to designate the Ninth Line land as urban in the *Region of Peel Official Plan* and the *City of Mississauga Official Plan*.

The *Growth Management Analysis* examines historical and forecast growth for the City of Mississauga, considers Mississauga's role in the Peel housing market, identifies a growth option for the Ninth Line and assesses it within the context of a range of market and policy factors. The need for the Ninth Line Corridor lands to accommodate forecast demand is addressed along with the degree to which the proposed land use scenario is appropriate and supportive of intensification and density targets and the development of complete communities. The analysis provides a basis for bringing the Ninth Line lands into the City of Mississauga, in particular with respect to meeting MCR requirements.

B. NINTH LINE UNIQUE GREENFIELD EXPANSION

The City of Mississauga has historically played a key role in GTA and Peel population, housing and employment growth. Having evolved from a rapidly growing suburban past, into a mature urban centre, the greenfield land supply which helped

drive rapid growth in prior decades, has been exhausted and growth has slowed in the City, shifting in favour of higher density apartment development relative to lower density ground-oriented housing. The City's share of the Peel market for single and semi-detached units has declined significantly over recent decades while Mississauga has maintained the bulk and growing share of the Region's apartment growth. Most of the City's future growth will be through intensification and higher density residential and office development.

Within this context, Ninth Line is an unusual parcel of land in terms of growth management planning because of its particular history, location, and configuration and planned development. More typically, greenfield expansion areas are substantial blocks of land contiguous to an existing urban area planned to accommodate mainly ground-related housing and employment land development. The rules and practice of planning for urban boundary expansions, including in the *Growth Plan*, are appropriately constructed with this type of development in mind. Peel's recent expansions in Caledon and, historical expansions, in Brampton and Mississauga were all of this type.

Ninth Line, while a greenfield expansion, is unique:

- It only exists as a potential expansion area as an “accident of history” because it was annexed recently in order to rationalize a municipal boundary that was no longer in a sensible location once Highway 407 was constructed and any long term infrastructure needs associated with Parkway Belt West lands were identified.
- Had the municipal boundary been in its current location when the Regions of Halton and Peel were established in 1974, the Ninth Line lands would have been brought into Mississauga's urban area in the 1980s at the same time that the adjacent land in Churchill Meadows and Lisgar were designated. While it would have been as carefully planned as the adjacent areas, it was decades before the current rules for urban expansions were in place.
- It's history means that it is a strip of land, much of which is in floodplain or public use with only a few pockets of development, means it is not a substantial block (in the context of Mississauga), nor is it configured in a normal greenfield expansion way.

- Because it is a number of small parcels adjacent to historic development (and adjacent to planned transit infrastructure), it is being planned at a housing mix and density that would more typically be expected in intensification areas rather than a new greenfield area. The employment land parcels at the north end of the Ninth Line, adjacent to the Highway 407 are more typical of greenfield expansion, but are still relatively small in terms of area for a greenfield expansion.

While the boundary adjustment normalized the location of the municipal boundary between Halton and Peel, the greenfield expansion is the next step in normalizing the land use relationships. The notion of this narrow strip of land between an arterial road and a highway and transit corridor as the only rural land in either Mississauga or Brampton is, at best, unusual and more importantly, quite inefficient given its surroundings. The approach to the MCR for Ninth Line is thus different from normal and the tests of how it meets the requirements of the *Growth Plan* area equally unusual. Nevertheless, it must be understood that it does meet the growth management tests required.

- The Region of Peel through ROPA 24 had always envisioned there to be boundary expansions as part of its implementation. While most of this was for greenfield ground related housing and employment land development in Caledon, Ninth Line in Mississauga equally qualifies.
- In the Mississauga context, the greenfield lands are appropriately being planned for employment land development in the vicinity of existing employment areas near the Highways 407 and 401 interchange. There is very little remaining greenfield employment land in Mississauga. And, like elsewhere in the western GTA, the employment density of new employment land development in recent years has been lower than was generally planned in the past, the additional employment lands help meet Mississauga's employment targets.
- For residential development, it is recognized that most new development in Mississauga will – and should – be for medium and higher density housing. While Mississauga has a large supply potential for this type of development through intensification, some of that intensified development, such as the City Centre or Erin Mills Town Centre area, is very high density and is not likely to meet the needs of all types of households.

- Other redevelopment areas can be part of the medium density and mid-rise markets though many of these areas will take a long time to be planned, remediated as necessary, land assembled as necessary and then be fully developed. Areas such as the Imperial Oil site or the Federal lands in Port Credit, the Lakeview Lands and the Dundas Corridor are among these. Ninth Line greenfield lands can bring medium density and mid-rise development to market quickly in a location where supporting infrastructure already exists and transit infrastructure is planned in the near term.

Development of the Ninth Line lands gives Mississauga a much better prospect of meeting its growth targets to 2031 while providing an appropriate density and mix of housing to support *Growth Plan*, Regional and City policies that favour denser and more intensified urban development.

C. REPORT CONTENTS

The balance of this report is divided into four sections:

- Section 2 provides an overview of the policy framework guiding growth management and land use planning in Peel, Mississauga and for the Ninth Line;
- Section 3 examines historical and forecast population, housing and employment growth in Peel and Mississauga and provides commentary on current and emerging demographic and housing market factors to be considered in planning for Ninth Line;
- Section 4 presents the emerging land use concept for Ninth Line and population, including housing and employment growth potential and assesses the land use plan within the context of growth management objectives, density and intensification targets and meeting municipal comprehensive review requirements for settlement area boundary expansion; and
- Section 5 summarizes conclusions.

II PROVINCIAL POLICY FRAMEWORK PROVIDES BASIS FOR PLANNING NINTH LINE

A range of Provincial, Regional and local growth management and land use planning policies guide planning for the Ninth Line. This policy framework includes direction for establishing the need for bringing the lands into the urban boundary, determining appropriate designations and land uses, the amount of population and employment growth to plan for, target densities and appropriate housing mix.

A. PROVINCIAL POLICY FRAMEWORK GUIDES PLANNING IN PEEL AND MISSISSAUGA

Shaping Ninth Line is being undertaken within the Provincial policy framework for managing growth and land use planning in Ontario and is shaped by a range of current and emerging Provincial policies.

- The Provincial Policy Statement (PPS), 2014 applies across Ontario and provides policy direction on matters of provincial interest related to land use planning and development. Among other matters, the PPS provides direction for the expansion of settlement areas through municipal comprehensive review and for land use patterns in settlement areas, including intensification, density and providing for a mix and range of housing types.
- The *Growth Plan for the Greater Golden Horseshoe (Growth Plan)*, 2013 builds on the direction of the PPS and articulates provincial policy objectives for managing growth throughout the Greater Golden Horseshoe (GGH), including setting out the population and employment forecasts that municipalities must plan for under Schedule 3 (s.2.2.1).
- The *Growth Plan* also sets out density and intensification targets, goals for the development of livable and complete communities and requirements for municipal comprehensive reviews.
 - A minimum 50 persons and job per ha measured across the Region's Designated Greenfield Area (DGA) (s.2.2.7.2);
 - A minimum 40% of residential development to occur within the Region's Built-Up Areas (s.2.2.3.1);

- A series of tests that must be demonstrated to met through a municipal comprehensive review in order to expand settlement area boundaries (2.2.8.2 a through i).
- The Parkway Belt West Plan (PBWP) defines a multi-purpose utility corridor, urban separator and linked open space system across the Greater Toronto Area and Hamilton (GTAH). The PBWP establishes a framework to separate and define urban areas, provide for the movement of goods and people, promote a system of linked open spaces and establish land reserves for future linear facilities, including utility corridors. The Ninth Line is part of the Oakville-Mississauga Mini-Belt, which separates the Milton and Mississauga urban areas and connects the Northern and Southern Links of the PBWP structure.

Recent and proposed amendments to the above plans, particularly to the *Growth Plan*, would have implications for planning in Peel, Mississauga and for the Ninth Line. This *Growth Management Analysis* and MCR are being prepared under the existing *Growth Plan* policies, but it is worth considering what the implications of those amendments would be:

- Amendment 2 to the *Growth Plan* came into effect in June 2013, updated the Schedule 3 forecasts and extended them to a 2041 horizon. Under a future Regional Official Plan Amendment (ROPA) implementing the Amendment 2 forecasts, the Region of Peel and its lower-tier municipalities will begin planning for over the longer term to a 2041 horizon. However, this *Growth Management Analysis* is being prepared as part of the MCR implementing ROPA 24, which has a 2031 time horizon and was based on the population and employment forecasts in the original 2006 *Growth Plan* and now known as “2031A” in the new Schedule 3 arising from Amendment 2.
- The Province is currently in the process of a review and update of four key Provincial plans guiding growth management and land use planning in Ontario. Of relevance to this analysis, a draft 2016 *Growth Plan* has been released which contains updated policy directions for managing growth that the City and Region are cognizant of, and beginning to plan for, notably:
 - a revised minimum density target from 50 residents and jobs per ha to 80 persons and jobs per ha, measured across the upper- or single-tier DGA (s.2.2.7.2);

- a new specific density target of 160 residents and jobs combined per ha for those that are served by light rail transit or bus rapid transit (s.2.2.4.5b);
- An increased minimum intensification target from 40% to 60% of residential development occurring annually must be planned for within the built-up area of the upper- or single-tier municipality (2.2.3).

While the timing and finalized policies of the proposed 2016 *Growth Plan* are not yet certain, the general direction that Provincial policy for managing growth and land use planning is heading, towards more compact, transit-supportive and higher density development, is clear. This *Growth Management Analysis* is being prepared as part of the MCR implementing ROPA 24, which is based on the existing *Growth Plan*. has a 2031 time horizon and was based on the population and employment forecasts in the original 2006 *Growth Plan* and now know as “2031A” in the new Schedule 3 arising from Amendment 2. While not being strictly analyzed under the proposed new *Growth Plan* rules, comments will be provided where relevant as to how the proposed development of the Ninth Line area would fit within the proposed new targets.

B. REGIONAL AND CITY OFFICIAL PLANS IMPLEMENT PROVINCIAL DIRECTION AT THE LOCAL LEVEL

The *Region of Peel Official Plan* guides long range planning for the Cities of Mississauga and Brampton and the Town of Caledon. Through the official plan, the Region allocates the *Growth Plan* Schedule 3 forecasts to each lower-tier municipality and provides policy guidance, including local municipal level targets for density and intensification that work to achieve the Provincial mandated Regional minimums. Section 7.9.2.12 of the Regional plan also provides additional policy guidance on urban boundary expansions, reinforcing Provincial requirements for municipal comprehensive review.

ROPA 24 was undertaken to, among other matters, bring Peel into conformity with the growth management policy direction of the *Growth Plan*. The amendment established local growth management targets for intensification and density.

Section 5.5.3.2.5 of the *Peel Region Official Plan*:

Require(s) that by 2026 and for each year thereafter, a minimum of 50 per cent of the Region's residential development occurring annually will be within the built-up area.

To 2031, the minimum amount of residential development allocated within the built-up area shall be as follows:

- *City of Brampton: 26,500 units;*
- *Town of Caledon: 1,500 units; and*
- *City of Mississauga: 52,000 units.*

The balance of growth occurring on Designated Greenfield Areas (DGA) is addressed through section 5.5.4.2:

Development within the designated Greenfield areas shall be designed to meet or exceed the following minimum densities:

- *City of Mississauga: 77 residents and jobs combined per hectare (applicable to existing designated greenfield area as shown on Schedule D4; Should additional designated greenfield areas be added the Mississauga, the combined density for all designated greenfield areas in Mississauga shall be revised;*
- *City of Brampton: 51 residents and jobs combined per hectare; and*
- *Town of Caledon: 42 residents and jobs combined per hectare.*

Land use planning within the City of Mississauga is required to conform to policies, growth allocations and targets set out in the Regional official plan. The *City of Mississauga Official Plan* further establishes the urban structure, land uses and objectives of the City and provides direction for the development of complete communities, livability, and active and multi-modal transportation. In terms of where and how growth is accommodated, density and intensification targets provide key policy parameters for the amount and intensity of development within greenfield and built up areas.

The existing *Growth Plan* density target of 50 residents and jobs combined per ha is the minimum expectation across the Region's Designated Greenfield Area (DGA). The lower-tier municipal targets established through ROPA 24 in official plan s.5.5.4.2. reflect the varied capacities of Peel communities to achieve higher densities based on factors such as historic growth trends, housing market demand, land supply and community character. The City of Mississauga, consistent with being a

maturing urban community with a very limited remaining greenfield land supply, all of which is residential, is planned to exceed the *Growth Plan* minimum with a 77 persons and jobs per ha DGA target set out by the Region and adopted in the City and Regional official plans. The high target set for Mississauga compares with a target of 42 persons and jobs per ha for Caledon, and 51 persons and jobs for Brampton. Both Brampton and Caledon have a significant amount of DGA land and both contain a mix of residential lands and employment lands, where employment lands have a much lower overall density than residential lands.

The Region and City are also targeting intensification above the mandated *Growth Plan* minimum – the 50% intensification Region-wide proposed beyond the 2026 horizon is largely predicated on the role of Mississauga as an urban centre and marketplace for higher density residential development relative to its Brampton and Caledon counterparts. Should the 2016 *Growth Plan* come into effect as currently proposed, the Region will need to be even more ambitious in its planning policies, in order to meet Region-wide targets of 80 persons and jobs per ha¹ and a minimum 60% intensification target. The City of Mississauga has an important role to play in achievement of such policy goals.

C. PLANNING FOR THE NINTH LINE CORRIDOR

The Region and City have set ambitious goals for intensification and density that exceed the current *Growth Plan* mandated targets and recognize Mississauga's evolving role as a mature urban centre with a few remaining sites that are remnant greenfield lands, but no remaining lands that are greenfield within the definition of the *Growth Plan*. The City has entered a post-greenfield planning era in which Mississauga's future population and employment growth will occur almost entirely

¹ *The calculation of the DGA density in the proposed new Growth Plan differs from the existing Growth Plan mainly by excluding Prime Employment Areas from the calculation. The existing 50 persons plus jobs per ha would be the approximate equivalent of about 60 to 65 persons plus jobs per ha in the new Growth Plan definition. While the increase from 65 to 80 may be significant, it is not as great as it may first appear by comparing a 50 density to 80 persons plus jobs per ha.*

through intensification to higher density built forms and redevelopment in existing urbanized areas. The City will be key to meeting and exceeding Regional minimum targets for intensification and density both under the current Provincial policy regime.

Given the City's observed success as a focus for intensification and higher density development within Peel, the development of the emerging land use concept for the Ninth Line corridor lands proposes a unique market opportunity for higher density greenfield housing that contributes to meeting forecast demand and achievement of higher than Provincially-mandated targets for density. A density of 82 persons and jobs per ha has been planned, established in an emerging land use concept that provides for low and mid-rise apartments, higher density ground-oriented row housing, office, business and commercial employment with a transit-oriented, complete community focus. The land use concept will support the Region and City in proactively planning for evolving Provincial policy direction, while at the same time helping to meet market demand for medium density and mid-rise apartment housing in a greenfield setting. This development contributes to Mississauga achieving the City's long-range population and employment forecasts under the *Growth Plan* its Regional allocation.

III MISSISSAUGA PLANNING FOR SIGNIFICANT GROWTH TO 2031 AND BEYOND

The City of Mississauga is the largest and the most urban in nature of Peel municipalities in terms of population, housing and employment. From its establishment in 1974 until the early 2000s, Mississauga was, a fast growing community, accommodating a large share of both population and employment growth in the GTAH and Peel largely through greenfield development. Mississauga continues to grow through intensification, albeit at a much slower rate than in the past. Mississauga is planning for significant growth to 2031 under Schedule 3 and over the longer-term 2041 horizon.

A. HISTORICALLY RAPID GROWTH HAS SLOWED AS CITY EVOLVES FROM SUBURBAN PAST TO MATURE URBAN CENTRE

Mississauga was historically a rapidly growing and significant focus of population and job growth in the GTAH, owing to its central location neighbouring the City of Toronto and a large and competitive land supply for ground-related housing and traditional industrial employment uses. As the remaining greenfield land supply has been largely built-out, the overall rate of growth has slowed and the City shifted to a more mature urban community with growth increasingly focussed on higher density residential and office-oriented development.

Despite a slowing growth trend, owing to the depletion of greenfield development lands which helped drive the City's rapid suburbanization in earlier decades, Mississauga has continued to add in the neighbourhood of 10,000 residents and 4,000 housing units annually from 2001 to 2011. Based on the initial results of the 2016 Census, this growth has slowed significantly in recent years. However, it needs to be noted that the recent period growth is not the result of a lack of new development, but rather changes in the average household size in the existing housing stock that countered the population growth associated with newly constructed units. Employment growth has slowed at a greater rate although the City continues to add significant employment. Tables 1, 2 and 3 indicate the City's historical growth in total population, housing and employment since 1991.

Table 1

Historical Total Population Growth City of Mississauga, 1991-2016			
Year	Total Population*	Net Change	Compound Annual Growth Rate
1991	477,700	—	
1996	561,200	83,500	3.3%
2001	639,600	78,400	2.6%
2006	699,700	60,100	1.8%
2011	737,500	37,800	1.1%
2016**	745,100	7,600	0.2%

Source: Statistics Canada.

Figures are rounded.

*Including Census Net Undercoverage

**2016 Total population estimated based on 2011 undercoverage rate applied to the 2016 Census population.

Table 2

Historical Occupied Housing Unit Growth City of Mississauga, 1991-2016			
Year	Housing Units	Net Change	Compound Annual Growth Rate
1991	148,300	—	
1996	172,700	24,400	3.1%
2001	195,200	22,500	2.5%
2006	214,900	19,700	1.9%
2011	234,600	19,700	1.8%
2016	240,900	6,300	0.5%

Source: Statistics Canada.

Figures are rounded.

Table 3

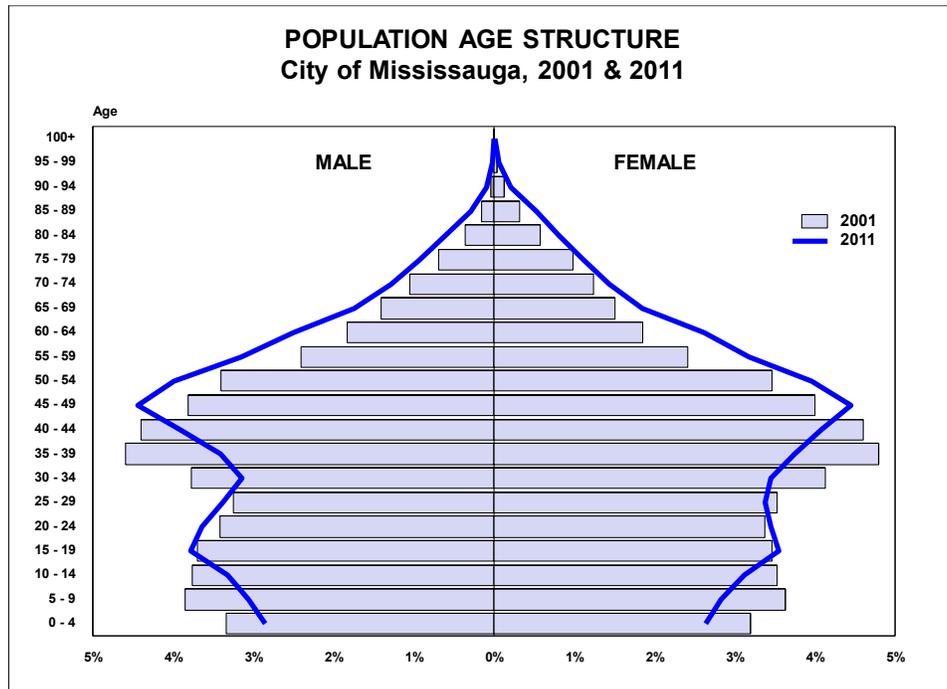
Historic Total Employment Growth City of Mississauga, 1991-2011			
Year	Total Place of Work Employment	Net Change	Compound Annual Growth Rate
1991	274,000	—	
1996	303,000	29,000	2.0%
2001	382,000	79,000	4.7%
2006	431,000	49,000	2.4%
2011	455,000	24,000	1.1%

Source: Statistics Canada.

Figures are rounded.

Housing growth has been moderately outpacing the City's growth in population. This somewhat faster rate of housing growth relative to population is an indicator of the aging demographic trend, occurring throughout the GTA and anticipated to continue over coming decades. An aging population results in smaller average household size and ultimately more housing units are required to house the same number of residents over time. The beginning of this shift in Mississauga is shown in Exhibit 1 below.

Exhibit 1



The overall slowing growth rates in population, housing and employment are consistent with the City's evolution from rapidly suburbanizing with large greenfield land supply to a mature urban community; as is a predominance of higher density housing forms increasingly characterizing the profile of housing growth.

While the overall shift in unit mix of the City's housing base since the early 1990s is moderate, comprising proportionally fewer single-detached units in favour of rows and apartments, housing growth in the City has had an ever-greater focus on higher

density, particularly apartments. Total housing by unit type and housing completions by unit type are shown in Tables 4 and 5 below.

Table 4

Historic Housing by Unit Type City of Mississauga, 1991-2011					
Year	Number of Units by Type				
	Single	Semi	Rows	Apt	Total
1991	66,200	16,400	16,200	49,500	148,300
1996	76,100	17,500	19,900	59,100	172,700
2001	87,300	24,400	25,300	58,200	195,200
2006	88,200	24,500	29,800	72,400	214,900
2011	92,000	26,500	33,100	83,000	234,600
Share of Total Housing					
1991	45%	11%	11%	33%	100%
2011	39%	11%	14%	35%	100%

Table 5

Housing Completions by Unit Type City of Mississauga, 1986 - 2016					
	Single	Semi	Row	Apartment	Total
1986-1991	16,970	240	3,080	11,080	31,370
Share	54%	1%	10%	35%	100%
1991-1996	10,030	1,620	3,650	3,940	19,240
Share	52%	8%	19%	20%	100%
1996-2001	9,670	5,220	5,030	800	20,720
Share	47%	25%	24%	4%	100%
2001-2006	8,070	5,440	5,000	5,300	23,810
Share	34%	23%	21%	22%	100%
2006-2011	2,750	1,620	2,870	7,440	14,690
Share	19%	11%	20%	51%	100%
2011-2016	970	610	1,240	4,950	7,770
Share	12%	8%	16%	64%	100%

Among housing types, growth of single-detached units waned the most in Mississauga since 1986; development of semi-detached and row house units also slowed; while apartments have become an ever more prominent in the Mississauga housing market, comprising nearly 65% of completions since 2011. This shift in housing growth is largely a function of land supply available to accommodate ground-oriented housing and the smaller proportion of households that prefer higher density living in Mississauga.

B. MISSISSAUGA PLAYS IMPORTANT ROLE IN PEEL HOUSING MARKET

Within Peel, Mississauga is the largest urban population and employment centre, home to more than half the Region's residents, nearly 60% of Peel households and 70% of the Region's job base. Tables 6,7 and 8 below indicate total population, housing and employment by local municipality in Peel from 1986 to 2016, illustrating the relative size of municipal base and growth in population, housing and employment during each ten-year period since 1986.

Table 6

Total Population, Peel Region by Local Municipality							
Municipality	Total Population* at Census Year				Net Change		
	1986	1996	2006	2016	1986-1996	1996-2006	2006-2016
Caledon	30,600	41,100	59,700	68,800	10,500	18,600	9,100
Brampton	194,300	276,500	454,000	617,900	82,200	177,500	163,900
Mississauga	385,600	561,200	699,700	745,100	175,600	138,500	45,400
Peel	610,500	878,800	1,213,400	1,431,800	268,300	334,600	218,400

*Includes Census Net Undercoverage

Table 7

Occupied Housing Units, Peel Region by Local Municipality							
Municipality	Occupied Housing Units at Census Year				Net Change		
	1986	1996	2006	2016	1986-1996	1996-2006	2006-2016
Caledon	9,000	12,700	18,200	21,300	3,700	5,500	3,100
Brampton	56,900	81,200	125,900	168,000	24,300	44,700	42,100
Mississauga	120,000	172,700	214,900	240,900	52,700	42,200	26,000
Peel	185,900	266,600	359,000	430,200	80,700	92,400	71,200

Table 8

Total Employment by Place of Work, Peel Region by Local Municipality							
Municipality	Total Employment at Census Year				Net Change		
	1986	1996	2006	2016*	1986-1996	1996-2006	2006-2016
Caledon	7,800	14,500	21,400	27,300	6,700	6,900	5,900
Brampton	79,600	103,800	155,900	201,300	24,200	52,100	45,400
Mississauga	216,700	302,600	430,700	474,800	85,900	128,100	44,100
Peel	304,100	420,900	608,000	703,400	116,800	187,100	95,400

*Forecast

Mississauga has maintained the largest population and housing base, again within the context of slowing growth, in particular relative to that of Brampton.

While Mississauga has exhausted its Greenfield land supply, Brampton has continued to develop greenfield though it too will reach the same circumstance of exhausted

greenfield supply within 20 years. The bulk of the Region’s population, housing and employment is still in Mississauga. However, the decline of available land supply relative to elsewhere in the Region is contributing to a shift in growth patterns, as shown in Exhibits 2, 3 and 4 below.

Exhibit 2

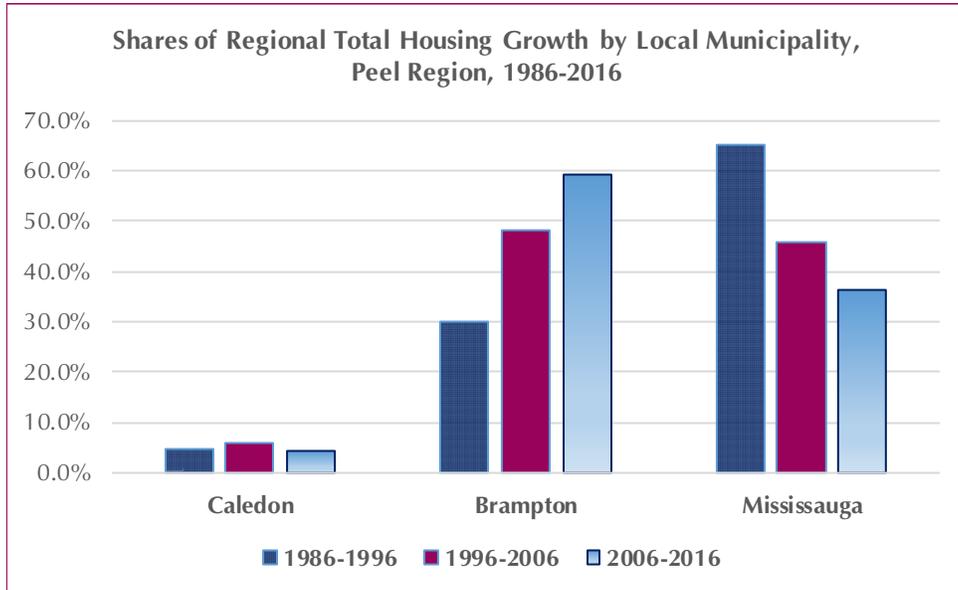


Exhibit 3

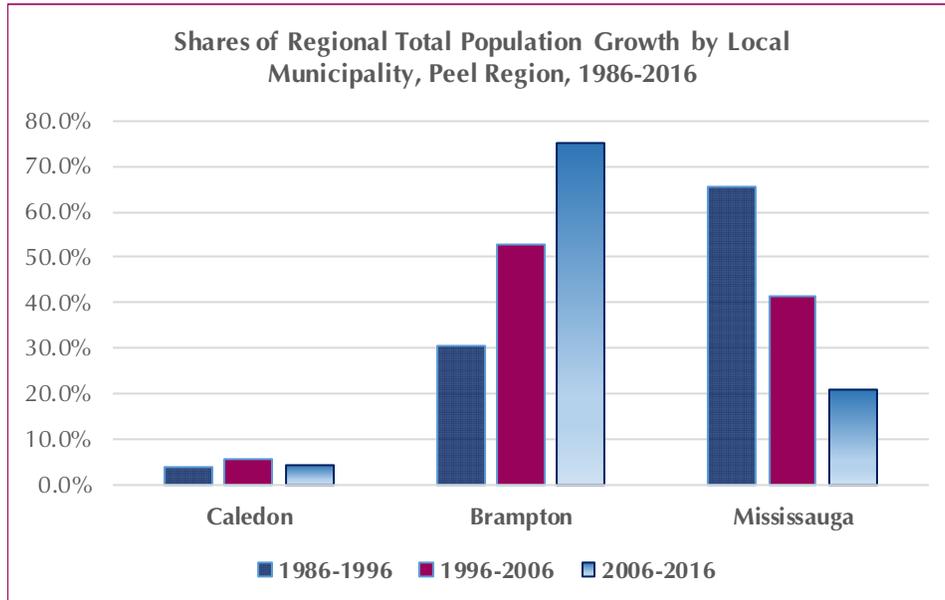
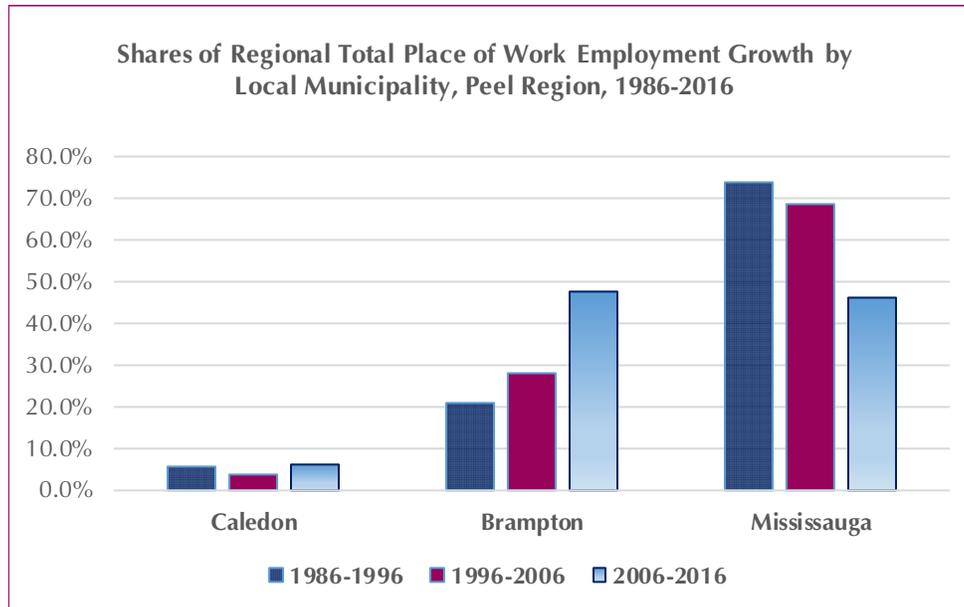


Exhibit 4

The City of Brampton has been accommodating an increasingly greater share of Peel's population and housing growth amidst the slowing overall trend in Mississauga. Likewise, with employment however Mississauga has maintained the bulk share of employment growth in the Region. The Town of Caledon, consistent with its rural nature, has historically been a relatively small contributor to growth in Peel although its housing growth has also picked up more recently, notably since 2011.

Despite slower than historical growth rates and somewhat of a shift in Regional growth from Mississauga to Brampton, the City of Mississauga continues to play an integral role in the Region's housing market, especially for apartments. Table 9 indicates shares of housing completions by unit type and local municipality in Peel from 1986-2016.

Table 9

Local Municipal Housing Market Shares Region of Peel, 1986 - 2016				
	Brampton	Caledon	Mississauga	Peel
1986-1991 Total	29%	4%	67%	100%
Single/Semi	33%	7%	61%	100%
Row	34%	0%	66%	100%
Apartment	19%	0%	81%	100%
1991-1996 Total	27%	6%	67%	100%
Single/Semi	27%	8%	65%	100%
Row	27%	5%	68%	100%
Apartment	28%	1%	71%	100%
1996-2001 Total	38%	8%	54%	100%
Single/Semi	40%	9%	50%	100%
Row	32%	5%	63%	100%
Apartment	12%	0%	88%	100%
2001-2006 Total	53%	4%	42%	100%
Single/Semi	63%	5%	32%	100%
Row	34%	2%	64%	100%
Apartment	6%	0%	94%	100%
2006-2011 Total	52%	3%	45%	100%
Single/Semi	72%	3%	24%	100%
Row	41%	2%	56%	100%
Apartment	20%	1%	79%	100%
2011-2016 Total	66%	8%	26%	100%
Single/Semi	81%	10%	8%	100%
Row	65%	10%	24%	100%
Apartment	24%	0%	76%	100%

Since 2001, Mississauga's overall share of the Peel housing market has declined, most notably for single and semi-detached dwellings, which went from 61% to 8% of Peel completions in the latter 2011 to 2016 period. The City's share of semi-detached and row house units also declined. At the same time, Brampton significantly increased its share of the market for lower density units. This shift again highlights the central role that land supply for ground-oriented units plays in housing growth. Demand drives the market and will go where the market can provide. While Mississauga's share of the apartment market also declined marginally between 2001 and 2016, the City is still overwhelmingly the focal point of this segment of housing growth in Peel. Caledon,

while modest relative to its Mississauga and Brampton counterparts, doubled its marginal share of Peel housing completions in 2011-2016 relative to the 2001-2006 period, as some urban land supply has come on-board in the largely rural municipality.

The limited willingness of the market to bear the shift to higher densities barring the absence of greenfield supply for low-density ground-oriented units is further highlighted in the housing mix of completions within each of Peel's local municipality. Brampton and Caledon, where supply is more abundant are still overwhelmingly building single-detached units responding to norm GTAH housing demand, where Mississauga, in its post-greenfield era, is predominately focussed on apartments. A mix including 64% apartments in Mississauga completions over the 2011 to 2016 period compares with a modest 8% in Brampton and virtually none in Caledon.

Table 10

Housing Completions Unit Mix Region of Peel, 2011-2016				
	Brampton	Caledon	Mississauga	Peel
Single	58%	65%	12%	47%
Semi	18%	13%	8%	15%
Row	17%	22%	16%	17%
Apt	8%	0%	64%	22%

The increasingly high-density character of Mississauga's housing market highlights City's diminished greenfield land supply as well as an apparent willingness of the market to shift to higher density living relative to other parts of Peel that are still in earlier stages of the rural—suburban—urban shift. Notwithstanding the predominance of single-detached development activity where greenfield land supply is still relatively abundant, there also appears to be a growing market for higher-density ground-oriented development in the Region, particularly row houses.

The degree to which a municipality can provide and meet market demand for a range of housing types is a key consideration in long-range demographic forecasting and underpins the ability to achieve a healthy and sustainable growth outlook over time.

C. KEY FACTOR AFFECTING FUTURE GROWTH IN THE CITY OF MISSISSAUGA IS LAND SUPPLY

Hemson has prepared several long-range growth forecast updates for the City of Mississauga. As described in the last two update reports prepared in 2008 and 2013, a central issue in forecasting for the City has been the pending – and now virtually complete – build-out of the greenfield land supply. With only a roughly 4 ha of remaining vacant designated greenfield lands on two institutionally-owned sites in the Churchill Meadows neighbourhood, there are important considerations in planning for future growth in the City.

Population growth in any community is dependent on the types of housing units that it can provide:

- Ground-related housing types require the most land for development, in particular single and semi-detached units on greenfield sites.
- Most apartment development does not occur on *new* greenfield land, but rather as redevelopment and intensification of lower-density housing forms or other land uses in planned nodes².
- Row house development is more evenly split between greenfield and intensification. It is an increasingly popular form in greenfield environments as a smaller more affordable version of single detached housing.

Planning for employment growth in the context of built-out greenfield supply also presents challenges. Most growth will be offices, but there is still a need for employment lands, which are mainly greenfield, and Ninth Line can provide a little bit more. The Ninth Line presents a key opportunity to provide for some greenfield business park employment that is well served by transit but also optimally located with good highway access.

² *Much of the higher density development in Mississauga occurs on what is technically greenfield land, including most of the City Centre. That is, on sites that have had no previous development. For practical purposes in planning, it is the newer greenfield land (and the Growth Plan definition of greenfield) that is of relevance.*

The build-out of Mississauga's greenfield supply means new housing and employment will need to be mostly provided through more intense built forms such as apartments and office buildings and that the focus of building activity will shift increasingly to redevelopment and intensification as opposed to greenfield land development – that is, to the extent that the market will bear. This shift has been occurring in Mississauga for some time now and has resulted in slower growth rates. Bringing the Ninth Line lands into the urban fold presents a key opportunity for some residential and employment development that is not limited by the economic issues often attached to redevelopment sites in the built-up area, particularly as some of the larger proposed intensification sites are not anticipated to be developed within a 2031 timeframe.

Mississauga does have significant potential for the development or redevelopment of sites where apartments and other, denser forms of housing can be built. However, the amount of such development that actually occurs is driven, and limited, by the market — that is, the number of people who choose to live in apartments and the property development economics of retaining existing uses on sites versus redeveloping. The extent to which Mississauga can provide a range of development opportunities and housing choice will be key to achieving a healthy and sustainable growth outlook.

D. CITY IS CURRENTLY PLANNING FOR NEARLY 100,000 ADDITIONAL RESIDENTS AND 55,000 MORE JOBS TO 2031

The City of Mississauga, notwithstanding the recent slowing of growth rates, is planning for significant population, housing and employment to 2031 and over the longer-term to 2041 and beyond. *Growth Plan* Schedule 3 provides the basis for population and employment growth planning in Peel, and is allocated by the to each lower-tier municipality by the Region.

The *Shaping Ninth Line* process is being undertaken within the context of the current in-force *Growth Plan* Schedule 3 2031(A) and *Peel Region Official Plan* Table 3 forecasts. Under *Growth Plan* Schedule 3(A), Peel would to grow to 1,640,000 residents and 870,000 jobs to 2031. Within this framework, the City of Mississauga is planning for more than 91,000 additional residents and 55,000 more jobs at 2031, bringing the City's population just over 800,000 and employment to 510,000.

Table 11

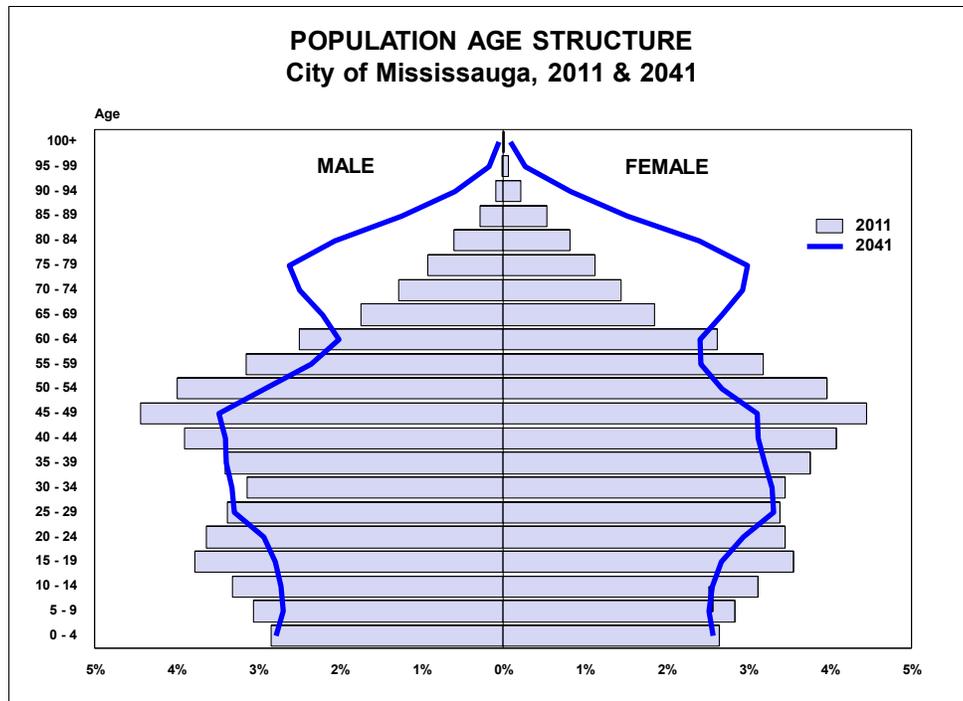
Forecast Population, Housing and Employment Growth City of Mississauga, 2011-2031				
	2011	2031	Net Change	Compound Annual Growth Rate
Population*	713,400	805,000	91,600	0.61%
Households	234,600	270,000	35,400	0.71%
Employment	455,000	510,000	55,000	0.57%

Source: Peel Region Official Plan.

*Total Including Census Net Undercoverage.

Consistent with the aging demographic trend, the rate of housing growth is expected to out-pace growth in population; the City is currently planning for 35,400 additional housing units from a 2011 base to 2031. The aging of the population is also a key consideration in planning for future growth as it results in a declining household size and affects the profile of housing demand. This will affect both existing communities and is one of many factors to be considered as the City plans for new communities such as Ninth Line. The age structure forecast to 2041 is shown in Exhibit 5 below.

Exhibit 5



Source: Hemson Consulting Ltd. based on Statistics Canada data.

Owing to factors such as diminished greenfield land supply, the evolution of the City into a mature urban centre and the associated shift in Mississauga's housing market; the City is expected to accommodate a significant share of Peel apartment and row house growth over the forecast planning horizon to 2031. At the same time, market shares of single and semi-detached units will continue to decline, as new development is provided through primarily through infill and redevelopment.

The Region of Peel is now in the process of updating the official plan to bring it into conformity with Amendment 2 to the *Growth Plan*. The updated Schedule 3(B) forecasts provide for an additional 130,000 residents at 2031 in Peel than did the original Schedule 2031(A) and 10,000 more jobs. Table 12 indicates the original and updated Schedule 3 forecasts that Peel is beginning to plan to.

Table 12

Growth Plan Schedule 3	(A)2031	(B)2031	2036	2041
Population	1,640,000	1,770,000	1,870,000	1,970,000
Employment	870,000	880,000	920,000	970,000

The Region is currently planning to *Growth Plan 2031A*, per ROPA 24. 2031B is essentially the same physical plan for housing, but is largely an update to 2031 accounting for higher average household sizes, especially in Brampton and Caledon; and 2041 will be the next horizon with work towards that currently underway with the intention of meeting the Province's conformity date in 2018. Ninth Line is still within 2031A and ROPA 24.

IV NINTH LINE LAND USE CONCEPT SUPPORTS RANGE OF PLANNING POLICY OBJECTIVES

Taking into consideration the suite of background studies, consultation and technical analyses undertaken as input to the *Shaping Ninth Line* study and the results of the *Growth Management Analysis*, a growth option and land use concept has been prepared. The emerging land use concept was developed working in collaboration with Regional and City staff and the consulting team that supports Provincial, Regional and local growth management and planning policy objectives and will help the City to meet its forecasts to 2031 and over the longer term.

A. NINTH LINE CAN PLAY KEY ROLE IN ACHIEVING CITY FORECASTS AND REGIONAL GROWTH MANAGEMENT TARGETS

The land use concept for the Ninth Line was developed and refined, taking into account:

- the results of *Shaping Ninth Line* study analyses related to developable land areas, natural heritage and agricultural features, servicing and transportation issues;
- the suite of Provincial, Regional and local growth management and land use planning policies;
- historic and emerging demographic, housing market and economic trends and growth forecasts; and
- input received from public and key stakeholder consultation, City and Regional staff and the broader *Shaping Ninth Line* project consulting team.

The land use concept is consistent with and supportive of Provincial, Regional and local policies for managing growth and land use and provides for the development of a complete community with a range of housing and employment choices to meet forecast demand. The concept reflects policy desires for denser urban development with a focus on higher density residential uses, mixed-use and transit-oriented communities and provides a unique, otherwise limited, market opportunity for higher density greenfield area development in Mississauga to meet forecast demand within the 2031 planning horizon. Other major development sites in the City with similar potential are not anticipated to come on board until the post-2031 period.

Some key planning parameters that shaped the Ninth Line land use concept and planned growth potential include:

- provides for medium and high density residential areas, comprising row houses and apartments;
- includes mixed use areas with residential and commercial employment opportunities;
- provides for higher order transit;
- an overall planned density of 82 persons and jobs per gross ha;
- an average density target of 160 persons and jobs per ha around transit station areas;
- provision of well-located business employment lands in proximity to 400-series highways;
- protection for natural heritage and flood plain features.

A summary of the estimated development potential is provided in Table 13 below. Mapping of the land use concept is provided as Attachment.

Table 13

Shaping Ninth Line - Land Use Concept Estimated Population, Housing and Employment					
Area	ha	Estimated Development Potential			
		Housing Units	Population	Non-Res Space m²	Jobs
Total Study Area	350				
Non-Developable Areas					
Hwy 407	103				
Ninth Line	17				
NHS	58				
Existing Utility Uses	11				
Transitway and Setback	52				
Total Non-Developable	240				
Developable Areas	-				
Residential	50	2,850	6,850	-	-
Mixed Use	15	690	1,660	3,290	80
Business Employment	10	-	-	31,230	430
Other Developable Lands**	35	-	-	-	-
Total Developable	110	3,550	8,510	34,530	510

**Transit station areas, Public Open Space.

The Ninth Line land use concept would accommodate approximately 3,500 housing units and 8,500 residents. This represents approximately 12% of the City's forecast residential growth from 2016 to 2031 under the in-force Regional official plan forecasts. Given that, Ninth Line represents the only potential new greenfield development opportunity for the City, this leaves 88% of housing development from 2016 to 2031 within the built up area. The intensification rate for Mississauga will be higher once the higher growth forecasts under Amendment 2 are implemented at the Regional and local level. The Ninth Line land use concept, as proposed, would enable Mississauga to continue its key role in Peel Region exceeding the minimum 40% intensification target under the current *Growth Plan*. Over the longer term, the level of intensification planned for Mississauga also puts the Region in a favourable position if planning to achieve the 60% target as envisaged under the draft *Growth Plan*.

Likewise, the 82 persons and jobs per ha proposed for the Ninth Line is higher than both the City or Regional minimums, meaning the new community can help to offset lower density development in other developing parts of Peel where the market is still more focussed on single- and semi-detached housing. Focussing the Ninth Line land use concept on higher density residential development rather than exploiting a rare potential opportunity for low-density single-detached greenfield development in Mississauga further heightens the City's contribution to achieving the Peel minimum across the Regional designated greenfield area as set out in the *Growth Plan*. The importance of which becomes even greater under the increased minimum density target under the proposed 2016 *Growth Plan*.

The land use concept also provides a key opportunity to meet market demand within the relatively more favourable economics of building greenfield row house units and apartments versus redevelopment within the built-up area. Recent changes to the Ontario Building Act to permit wood frame construction up to 6-storeys also helps to improve the economics of this opportunity. Mississauga is expected to take the lion's share of Peel apartment growth over the planning horizon within the context of a broader GTA market that remains largely focussed on low-density single and semi-detached housing. As such, improving the attractiveness and economics for developers with a greenfield setting opportunity will help to ensure the City will actually achieve its forecasts to 2031 and beyond as anticipated under the in-force and forthcoming higher official plan forecasts. The density ranges proposed would also permit for some

ground-oriented housing, helping to meet pent up market demand for this type of greenfield development in Mississauga.

The emerging land use concept results in a complete Ninth Line community that can play a key role in achieving the City's growth forecasts in an era of slowing growth in Mississauga while at the same time supporting policy goals for mixed use, transit-supportive and higher density development.

B. ROLE OF NINTH LINE IN PEEL REGIONAL LAND BUDGET

The Region of Peel land budget prepared as part of ROPA 24, was planned to achieve a Regional DGA density target of 50 persons and jobs per ha and an intensification rate 47% over the planning horizon from 2006 to 2031, trending upward to 50% intensification during the 2026 to 2031 period. Mississauga is expected to make a significant contribution to achievement of these targets, with a 77 persons and job per ha greenfield target and intensification of 91% over the planning period, 97% post-2021. Tables 14, 15 and 16 illustrate the effects of incorporating the Ninth Line lands into the urban boundary under the emerging land use concept on planned density and intensification in Mississauga and Region-wide. For comparison purposes to the original background work to ROPA 24, the tables are identical to that work except for the addition of the Ninth Line lands. Any changes to these tables resulting from the growth that has occurred since ROPA 24 was approved are not incorporated here. That update is appropriately done through the next Regional forecast and land budget update extending the planning period to 2041.

- The land use plan for Ninth Line has a negligible effect on density across the Peel DGA, which remains at 50 persons and jobs per ha with or without Ninth Line. The proposed density for Ninth Line at 82 persons and jobs per ha does marginally increase the City-wide greenfield density target from 77 to 79 persons and jobs per ha across the Mississauga DGA.
- With respect to intensification, the addition of greenfield development lands changes the planned overall intensification rate for the City. Over the ROPA 24 planning period from 2006 to 2031, the City's rate changes from 91% to 84%. In the final five-year period from 2026 to 2031, when much of the Ninth Line development will be completed, the rate changes from 98% to 79%. At

these levels, Mississauga is still planned to make a very significant contribution to the higher than mandated intensification targets set by the Region.

- Overall, Peel's target over the entire 2006 to 2031 timeframe changes marginally from 47% to 45%, with the addition of Ninth Line. The 50% regional target in the 2026 to 2031 period becomes 45% with the Ninth Line lands taken into account. This is still well above the *Growth Plan* minimum intensification target of 40%. While reducing the statistical measure of intensification rate, the incorporation of Ninth Line as planned supports the range of urban form objectives sought through intensification, particularly the development of compact, high density, transit-supportive complete communities.

Table 14

Calculation of Density within Designated Greenfield Areas Based on Peel Region ROPA 24, Adjusted to Include Ninth Line Preferred Land Use Option								
Municipality	DGA		DGA Lands (ha)					DGA Density
	Residents	Jobs	Gross	Major Env. Features	Major Infrastructure and Existing Uses ¹	Total Exclusions	Developable Lands	
SPA 47	20,000	19,800						
Brampton	231,000	107,000	8,745	1,839	301	2,140	6,605	51
Mississauga (ex. Ninth Line)	13,000	1,000	188	6	0	6	182	77
Ninth Line	8,500	510	350	240		240	110	82
Mississauga Total	21,500	1,510	538	246	0	246	292	79
Caledon	42,000	23,500	1,707	132	25	157	1,550	42
2031 DGA in Peel (ex. Ninth Line)	286,000	131,500	10,640	1,977	326	2,303	8,337	50
2031 DGA in Peel (with Ninth Line)	294,500	132,010	10,990	2,217	326	2,543	8,447	50

Note:

¹ - Only portions that do not overlap with major environmental features and with each other.

Table 15

Intensification Rates by Local Municipality, Excluding Ninth Line Peel Region, 2006-2031 (Based on ROPA 24)					
Municipality	Planning Period				
	2006-2011	2011-2016	2016-2021	2021-2026	2026-2031
Brampton	32%	22%	24%	30%	32%
Mississauga	79%	87%	96%	97%	98%
Caledon	30%	8%	8%	6%	6%
Peel	52%	40%	44%	49%	51%

Table 16

Intensification Rates by Local Municipality, Including Ninth Line Peel Region, 2006-2031					
Municipality	Planning Period				
	2006-2011	2011-2016	2016-2021	2021-2026	2026-2031
Brampton	32%	22%	24%	30%	32%
Mississauga	79%	87%	96%	83%	79%
Caledon	30%	8%	8%	6%	6%
Peel	52%	40%	44%	44%	44%

The proposed land use concept for Ninth Line fits within the Regional land budget to 2031 and helps Mississauga to achieve its growth outlook while also making a significant contribution to density and intensification in Peel such that the Region can meet or exceed the Provincial mandated minimums.

In order to bring the lands into the urban boundary, the tests of a municipal comprehensive review are addressed.

C. MEETING TESTS OF MUNICIPAL COMPREHENSIVE REVIEW

The following chart provides and addresses the tests of municipal comprehensive review to be met as set out in the *Growth Plan* and reinforced in section 7.9.2.1 of the *Peel Regional Official Plan* in order to bring the Ninth Line lands into the Mississauga urban boundary and advance the planning process for the study area.

Section 2.2.8.2 of the *Growth Plan* provides that, settlement area boundary expansions may only occur as part of a municipal comprehensive review where it has been demonstrated that –

- a) sufficient opportunities to accommodate forecasted growth contained in Schedule 3, through intensification and in designated greenfield areas, using the intensification target and density targets, are not available:
 - i. within the regional market area, as determined by the upper- or single-tier municipality, and
 - ii. within the applicable lower-tier municipality to accommodate the growth allocated to the municipality pursuant to this Plan

Commentary:

Growth in the City of Mississauga, including Ninth Line is being planned within the approved ROPA 24 allocation within the Region. ROPA 24 always envisioned that its implementation would include the subsequent addition of greenfield lands. Such expansions have included Mayfield West Phase 1, Mayfield West Phase 2, the west Bolton employment lands and now the proposed residential expansion in Bolton, all within the Town of Caledon. Similarly, Ninth Line is a small greenfield expansion area to help accommodate the allocated growth in the City of Mississauga. The lands are of particular importance as some of the City's larger identified intensification sites within the built up area are not able to come to market in the near term. While providing large long-term potential, many of these locations require significant planning work, require substantial supporting infrastructure or are premised on transit infrastructure still in longer-term planning. The units in the Ninth Line plan add to DGA development, but do not affect to affect the Region of Peel's plan to far exceed the minimum 40% intensification rate mandated in the *Growth Plan*. The DGA density of 82 persons plus jobs per ha will act to increase the greenfield density in the City of Mississauga and in the Region of Peel compared to existing calculations without Ninth Line.

- b) the expansion makes available sufficient lands for a time horizon not exceeding 20 years, based on the analysis provided for in Policy 2.2.8.2(a)

Commentary:

The Ninth Line lands are being planned to accommodate forecast demand within the 2031 planning horizon. It is anticipated that the lands will be needed to meet housing demand within this timeframe as a number of other identified development areas in Mississauga are subject to constraints and not be reasonably expected to develop prior to 2031 owing to significant site remediation costs, lengthy planning processes and the economics of assembly and redevelopment. These greenfield lands in Ninth Line can bring medium and high-density housing to market very quickly once approved, allowing Mississauga to be more likely to achieve its population growth targets within the time frame of the plan.

- c) the timing of the expansion and the phasing of development within the designated greenfield area will not adversely affect the achievement of the intensification target and density targets, and the other policies of this Plan

Commentary:

The Ninth Line lands present a critical opportunity to assist in the achievement of City and Regional density targets, beyond the *Growth Plan* minimum. Virtually all of Mississauga's future development will be through intensification and redevelopment. Ninth Line represents a minimal addition of greenfield lands within a Regional context however presents a key opportunity for the City to provide higher density residential development in a greenfield context where the economics are more favourable for immediate development.

d) where applicable, the proposed expansion will meet the requirements of the Greenbelt, Niagara Escarpment and Oak Ridges Moraine Conservation Plans
Commentary: N/A
e) the existing or planned infrastructure required to accommodate the proposed expansion can be provided in a financially and environmentally sustainable manner
Commentary: Transportation and Master Servicing plans have been prepared for the study area to meet this criterion.
f) in prime agricultural areas: <ul style="list-style-type: none"> i. the lands do not comprise specialty crop areas ii. there are no reasonable alternatives that avoid prime agricultural areas iii. there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas
Commentary: N/A An Agricultural Impact study has been prepared to address this aspect.
g) impacts from expanding settlement areas on agricultural operations which are adjacent or close to the settlement areas are mitigated to the extent feasible
Commentary: N/A An Agricultural Impact study has been prepared to address this aspect.
h) in determining the most appropriate location for expansions to the boundaries of settlement areas, the policies of Sections 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS, 2005 are applied
Commentary: Aspects addressed through Natural Heritage and Agricultural background studies.
i) for expansions of small cities and towns within the outer ring, municipalities will plan to maintain or move significantly towards a minimum of one full-time job per three residents within or in the immediate vicinity of the small city or town
Commentary: N/A

V CONCLUSIONS

The City of Mississauga has played a key role in Peel's growth over the last three decades and has now evolved from a rapidly growing suburban past, into a mature urban centre. The City's greenfield land supply that helped drive rapid growth in prior decades, has been exhausted, accompanied by a slowing growth trend, in particular for lower density ground-oriented housing. Mississauga's role in the Peel housing market has shifted as well, with its share of single and semi-detached units declining significantly; at the same time, the City's share of the apartment market has grown as the home to most of the Region's high density residential development. Looking forward, most of Mississauga's future growth will be through intensification and higher density residential and office development.

Within this context, the City and Region are planning for Ninth Line, which represents a somewhat unusual parcel of land in terms of growth management planning owing to its history, location, configuration and planned development. Ninth Line, while a greenfield expansion, is unique in several regards:

- The lands were annexed in order to rationalize a municipal boundary that was no longer in a sensible location once Highway 407 was constructed and any long term infrastructure needs associated with Parkway Belt West lands were identified. Its history has resulted in a strip of land, much of which is in floodplain or public use with only a few pockets of development, means it is not a substantial block (in the context of Mississauga), nor is it configured in a normal greenfield expansion way.
- While the boundary adjustment normalized the location of the municipal boundary between Halton and Peel, the greenfield expansion is the next step in normalizing the land use relationships. The notion of this narrow strip of land between an arterial road and a highway and transit corridor as the only rural land in either Mississauga or Brampton is, at best, unusual and more importantly, quite inefficient given its surroundings.
- Because it is a number of small parcels adjacent to historic development (and adjacent to planned transit infrastructure) it is being planned at a housing mix and density that would be expected in intensification areas rather than any typical new greenfield area.

The Region of Peel through ROPA 24 anticipated urban boundary expansions as part of its implementation. The proposed land use concept for Ninth Line recognizes Mississauga's role as a focus for higher density residential development as well as an opportunity for optimally located employment lands in the Region.

Planned to accommodate roughly 3,500 housing units, 8,500 residents and 510 jobs, Ninth Line can provide for medium and higher density housing while other redevelopment areas that may be part of the medium density and mid-rise markets are anticipated to take much longer coming to market. Ninth Line greenfield lands can bring medium density and mid-rise development to market quickly in a location where supporting infrastructure already exists and transit infrastructure is planned in the near term, meeting Provincial growth management policies, in particular tests of municipal comprehensive review. The proposed land use concept also provides for employment land development near existing employment areas near the Highways 407 and 401 interchange in an environment of very little remaining greenfield employment land in Mississauga and lower historical employment densities. The additional residential and employment lands will help meet Mississauga's population and employment forecasts while contributing to the City's higher than mandated growth management targets.

Development of the Ninth Line lands can play a key role in achieving Provincial and Regional growth management objectives for density and intensification while also giving Mississauga a much better prospect of meeting its growth targets to 2031.

Attachment

Ninth Line Emerging Land Use Concept

