



# Corporate Report

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**DATE:** January 15, 2008

**TO:** Planning and Development Committee  
Meeting Date: February 4, 2008

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

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

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

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

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

Since Mississauga Plan came into effect<sup>1</sup>, specific issues have arisen through the Comprehensive Zoning By-Law Review and Official Plan Amendment 25 (OPA 25)<sup>2</sup> that require further study. Community uses were identified as an issue which required review due to the impacts of new community uses on established residential communities.

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

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

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

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

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

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

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

To facilitate accessibility to community uses, they are permitted in all land use designations except for lands designated “Greenbelt”. The Lester B. Pearson International Airport (LBPIA) Operating Area<sup>3</sup>, however, places restrictions on the development, infilling and redevelopment of daycare facilities and public and private schools.

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

## **2. Changing Nature of Community Uses**

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

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

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

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

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

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

### **3. Impacts of Community Uses**

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

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

### **4. Policy Options**

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

#### Option 1: Maintain Existing Policies with Revisions

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

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

Option 2:

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

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

Option 3:

Designate Community Use Sites

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

Option 4:

Designate Community Use Sites by Type of Use

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

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

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

**FINANCIAL IMPACT:** Not applicable.

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

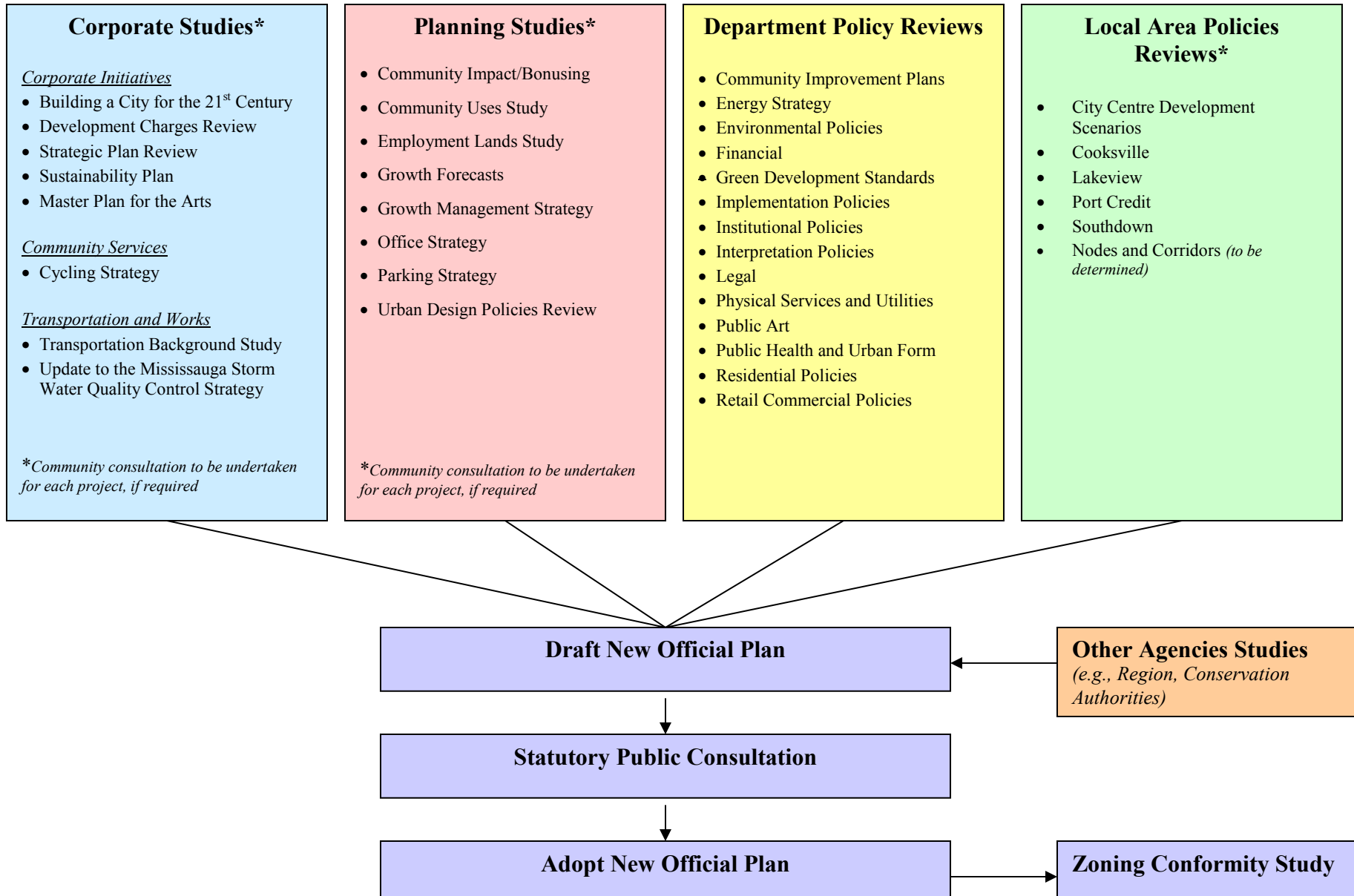
**ATTACHMENTS:** Under separate cover: “*Community Uses: Draft for Discussion*”  
APPENDIX 1: Mississauga Plan Review - Overview  
APPENDIX 2: Proposed Designations of Community Uses

*Original Signed By:*

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

Appendix 1:  
Mississauga Plan Review - Overview



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

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





# COMMUNITY USES

## MISSISSAUGA **PLAN** REVIEW



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## 1.0 Introduction

Civic halls, recreation centres, schools and places of religious assembly (PRA) have long been an integral part of residential communities. They have been essential in meeting social, cultural, educational, recreational and spiritual needs in society. These places are often referred to as community uses. As the urban environment and society have changed, so have these uses within it.

In Mississauga community uses have evolved considerably. They have grown in number, changed in their characteristics, and in the organizations providing the services. At the same time, Mississauga has grown into a mature urban centre with established residential neighbourhoods. These changes have lead to questions regarding the location of community uses, their effect on uses around them and clarity in relation to the policies that address them.

The policy framework's role is multi-dimensional. It provides a vision for the future yet it must address current issues. Its role has been to protect the stability of established residential neighbourhoods. It must also allow the development of uses such as community uses, to serve the residential community. Given the changes to community uses, this study is a discussion paper which lays out policy options for *Mississauga Plan* to address the issues that have arisen because of these changes.

### 1.1 Purpose & Method

Since *Mississauga Plan* came into effect<sup>1</sup>, specific issues in need of clarification have arisen through the Comprehensive Zoning By-Law Review and Official Plan Amendment 25 (OPA 25) to *Mississauga Plan*<sup>2</sup>. These processes identified

community uses as an outstanding issue which required further study. The purpose of this study is to conduct a comprehensive review of community uses in order to provide clarification and direction in relation to community use policies.

This study presents background information on community uses, their characteristics, impacts and documents existing community uses in the City. It reviews the policy framework and conducts a comparative review of the policy approaches in other municipalities. It also discusses the applicable zoning regulations. Finally, it presents options for future community use policy directions.

### 1.2 Organization of the Study

The study is organized as follows:

- Section 2 – discusses communities, the role and characteristics of community uses, the changes in these uses in recent years and their impacts;
- Section 3 - describes the range of community uses in the City as defined in *Mississauga Plan*, this section serves to expand on the issues identified in Section 2; and,
- Section 4 - reviews new Provincial Policy Statement and Growth Plan as they relate to community uses and reviews the existing policies in *Mississauga Plan* and conducts a comparative review of official plan policies in other municipalities;
- Section 5 – reviews Zoning By-law 0225-2007 in relation to community uses; and,
- Section 6 – presents a range of policy options for community uses.



### 2.0 Communities and Community Uses

The characteristics of a community, such as the mix of uses within it or its *walk-ability*, contribute not only to the well-being of individuals but also to the health and prosperity of the broader community. Community uses are an essential part of the mix of uses in residential neighbourhoods. They are a vital part of complete communities, contributing to the quality of life and well-being of residents.

Community uses have traditionally provided an anchor or focal point in a neighbourhood. They are meeting places, provide space where social services can be delivered, and foster social relations, community cohesion and civic engagement.<sup>3</sup>

This section reviews the characteristics of community uses, their role and how they have changed in response to social conditions and land use needs. It also discusses the City of Mississauga as a context for these uses, the changes in the nature of the City and the impacts of community uses.

#### 2.1 The Changing Nature of Community Uses

Our society is growing more complex. It is characterized by an increasing cultural diversity, an aging population, an expanding range of family structures and household types, the dispersion of extended families and the decline of informal community support systems. With these characteristics come changes in lifestyles and an evolution of social institutions.

Community uses have generally been small scale facilities of a mainly human service nature addressing the needs of the local area or neighbourhood. They tended to relate to a social need

that is not or cannot be fulfilled commercially or voluntarily. Notable historic exceptions to these are large places of worship, civic halls and community centres.

Recently, community uses have diversified to meet changing social issues. As well, the facilities that house these uses are larger, require more land and often make a larger statement in the context of their surroundings.

The increase in cultural diversity has brought forth new and distinct cultural centres. These often serve specific cultural groups and draw from a regional or city-wide catchment area. They commonly have a variety of programs including programs for youth, seniors and social services. The aging population is anticipated to increase the demand for home support, seniors programs and centres. A family structure with two working parents has led to greater demands for child care centres.

Over time, the number of community and social service organizations has increased. The number of agencies assisted by the United Way in Peel Region, for example has more than doubled over the last thirty years.<sup>4</sup> Organizations are increasingly diverse in nature. Fraternal organizations now venture into commercial activities to raise funds to support their agendas. Multi-use centres and agencies are becoming commonplace.

Community uses are managed by an increasingly diverse group from public bodies, charitable and non-profit groups to private organizations. Privatization, evolving institutions and changing social needs has resulted in an expansion of the community uses provided by private and commercial organizations.



Evolving social needs have also expanded the role and number of community uses provided at the municipal level. Community centres, and recreation facilities such as pools, arenas and libraries are often the centre of a community and provide venues for cultural, social, recreational and educational activities. Groups such as Next Steps for Active Living, the Chinese Presbyterian Youth Sports Group and Erin Mills Brownies and Sparks use city-owned community facilities.

Finally, the area served by community uses has expanded. A church with a walking congregation set in an established community is different from the places of worship which act as multi-service centres and draw their congregations from beyond municipal boundaries. The proliferation and accessibility that automobile travel provides has, in part, facilitated this process.

As a result of these changes, community uses can be large facilities as well as small ones. More centres provide a multitude of services. They serve a large area and services are provided by a number of public and private groups. These changes have led to questions as to how to address these uses in the landscape of the City.

## 2.2 The Changing Nature of the City

A contemporary metropolitan area requires an infrastructure that includes resources for people's social, cultural, educational, religious, recreational and other service needs. The social changes discussed earlier in this section have also been mirrored in the City of Mississauga. Mississauga has evolved from a relatively homogeneous community to a multi-cultural city, with diverse household structures and family types, and a range of social needs.

Most of Mississauga's communities were comprehensively planned with land allotted at the onset of development for community, religious, recreational and educational needs. These often developed alongside the surrounding community. The patterns of activity of the mix of uses in the community became part of the area's character. Established residential communities have generally found these to be acceptable.

Mississauga is nearing full completion of its greenfields. Its landscape is now dominated by mature urban neighbourhoods. Current changes or expansions in uses primarily occur through infill or redevelopment, as will future changes. Community uses will continue to develop based on the evolving needs of residents bringing about further changes in established areas. Given these circumstances, and the changes in community uses, the existing policies will need to respond to the changes in the City.

## 2.3 Impacts of Community Uses

The impacts of community uses include land use impacts, the functional impacts and issues of compatibility, including impacts related to the types of activities on sites, design impacts, traffic, parking and contextual impacts of individual and multiple community uses in the area.

### 2.3.1 Land Use Impacts

Land use impacts refer to the land needs of a community use or the results of a new, expanding or changing community use.

The changing characteristics of community uses result in different land use requirements. The expansion of services has meant greater land areas required to accommodate all the uses on a property. They can occupy stand-alone sites or be



part of a commercial, office or industrial building or complex. Their size and the number of services can result in greater impacts on the surrounding area.

As Mississauga matured, different practices and household types that have become part of the City have required different services. The establishment of new community uses, or the expansion of existing community uses, have, at times, been a source of neighbourhood impact.

This is illustrated further when one examines the physical changes in Mississauga. The impacts of new land uses are different in a greenfield situation with no residential or employment community than in a mature neighbourhood which can be sensitive to changes or expansions of land uses.

### 2.3.2 Functional Impacts and Compatibility

Functional impacts refer to the impacts uses and activities have on site, particularly in relation to a newly established site or a site where a use has changed. Some community uses have changed a residence to a community use. *Perfect Little Angels* converted a detached dwelling to a nursery school. *Peel Montessori School* replaced the detached dwelling on the site to establish the school. Both are located on local roads. The appropriateness and compatibility of this use in a residential setting is an issue.

The *Pakistani Community Centre and Mosque* also converted a detached dwelling to a community use. This site is located on a major collector, in a transitional area with a mix of land uses. The condition of the site and landscaping, buffering, traffic and parking area could be a concern.

The functional impacts extend to the noise or traffic generated by a site as well as the provision of adequate parking on the

site. For example, the *Canadian Coptic Centre* includes a school, daycare, banquet hall and gym. The number of activities results in a more intensive use of the site. This can lead to parking and traffic concerns. This is also illustrated at *Young Minds Montessori* where the school is located in a busy commercial setting.

In addition, this expansion of uses can also result in activities at different times than would typically be anticipated or a continuum of activities over a day or week. A place of religious assembly with Sunday services is different than a place of worship which has expanded to include a daycare or special interest classes on weekdays.

Expansion or changes in use can lead to concerns. Some faiths, for example, practice on weekdays and not weekends. This can disrupt the daily routines that have been established in communities. Different cultural practices can also raise issues. Public schools have predictable outdoor activity times. A school changing from a public to a private one, which includes gender segregation as part of their belief system, changes this pattern. The private school's double recess period increases the outdoor activities associated with the school routine. The increased activity patterns would likely be an adjustment for the community.

This section has focussed on the compatibility of community uses in residential areas, however, a greater number of community uses are locating in employment districts (discussed in Section 2.3.4). A number of compatibility and safety issues can arise between community uses such as a daycare or school and the industrial operations in employment districts. Noise, pollution and safety issues relating to traffic, particularly truck traffic, are some of the concerns.



Perfect Little Angels  
78 Agnes St



Peel Montessori School  
964 Meadow Wood Rd



Pakistani Community Centre and Mosque  
205 North Service Rd



The Church of the Virgin Mary & St. Athanasius (Canadian Coptic Centre)  
1281 Eglinton Ave W



Young Minds Montessori  
1744 Lakeshore Rd W

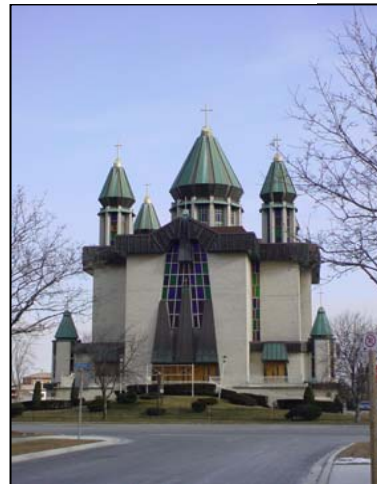
### 2.3.3 Design Impacts

Buildings containing community uses typically occupy a prominent position in the landscape of a community as significant public places. They can be a source of civic pride and community identity and venues for social gatherings. Design impacts of community uses relate to scale and proportion, aesthetic and physical features, as well as fit within the established context.

A building's massing and height can significantly impact the surrounding community. The scale of *Trinity Anglican Church* fits in well with the surrounding neighbourhood.



Trinity Anglican Church  
26 Stavebank Rd



St. Mary's Ukrainian Catholic Church  
3625 Cawthra Rd

The landscaping surrounding the site is also complementary at

*St. Andrew's Memorial Presbyterian Church.*



St. Andrew Memorial Presbyterian Church  
24 Stavebank Rd



At the other end of the spectrum, the issue of scale arises due to the fact that community uses have been getting larger.

*St. Mary's Ukrainian Catholic Church* was a small building that was renovated in the 1980s to the larger facility it is today. Although the building is a landmark in the community, its scale is dramatically different when compared with surrounding context. (The photo on the right has been cropped to compare it with the scale of some of the surrounding dwellings.)



The compatibility of the community use can also relate to the landscaping surrounding the site. The *Pakistani Community Centre and Mosque* (photo on page 6) illustrates a landscaping, buffering and parking area that could be a concern.

Key building features such as towers, entrances and sculpted features can create distinct identity and character within a community. The tower feature at *Our Lady of the Airway Church* and the brick detailing on the *Streetsville Kinsmen and Senior Citizen's Centre* as well as the dome on the *Canadian Coptic Centre* (previous page) leaves an impression and act as landmarks, whereas the Shromani Sikh Sanget Mississauga (on the following page) lacks prominence in the public realm.



Our Lady of the Airway Church  
7407 Darcel Ave



Streetsville Kinsmen & Seniors Citizen's Centre  
327 Queen St S

### 2.3.4 Impacts on the Area or District

A final impact relates to locational trends. Community uses serve residential communities and have traditionally been part of complete communities. Recently, it has become common to travel distances to meet the needs of daily life. As a result, the group or population served by a community use is increasingly dispersed, particularly with the diverse number of cultural and faith-based groups in the metropolitan area.

There are a number of issues related to this trend. Community uses often need larger parcels of land to establish new centres. They prefer less expensive land or commercial or industrial space which is available for lease. They also require accessible locations, in part, because their users come from an area that extends beyond the local or even municipal context.



Shromani Sikh Sanget Mississauga  
2377 Dunwin Dr



Calvary Bible Presbyterian Church  
3065 Ridgeway Dr

Many community uses are regional sites. As a result of these issues, more community uses are locating in employment districts due to the price of land and the availability of large parcels of land for development.

*Shromani Sikh Sanget Mississauga* located in a building which

was formerly used as an office.



St. Sava Serbian Orthodox Church  
1385 Blundell Rd

*St. Sava Serbian Orthodox Church* (on the right) was developed on a former Ministry of Transportation site. Both are in established employment districts.

Employment districts have provided economical land for community uses, although they may jeopardize the

long term viability of these areas. Community uses occupy land which could be used for employment uses.

They can create land use conflicts and disrupt business and industry that locate in employment districts to distance themselves from residential communities. Pollutants, noise and traffic, including truck traffic, are among the reasons some businesses choose to locate away from sensitive uses.

In addition, the establishment of a substantial number of community uses in an employment district may change the nature of the area. The four places of worship in the photos (*Malton Islamic Centre, Mount Zio Apostolic Church of Canada, Toronto Kalibari, St. Gregorios Orthodox Church*) are located on the same road. This clustering creates a distinct environment in the employment district within which they are located. Currently, one-fifth of community use sites are in employment districts.

The issue of compatibility also comes into question. The location of sensitive community uses such as daycares and schools in some employment districts may raise safety concerns, particularly in the vicinity of heavy industrial uses. As well, introducing sensitive uses in

areas with manufacturing and transportation facilities may also be contrary to the Ministry of Environment's Land Use Compatibility Guidelines. These guidelines recommend that, in some circumstances, an impact assessment be prepared by a proponent introducing a sensitive land use where adjacent or in the vicinity of industrial uses.

These same issues prevail in residential districts depending on the locations of new uses. The nursery school and Montessori school illustrated on page 4 are examples of this. The change in one property can precipitate change in a neighbourhood not envisioned by policy or understood by the community. Stability in both residential and employment areas can be jeopardized and needs to be considered in examining the location of these uses.



Malton Islamic Centre  
6836 Professional Crt



Mount Zio Apostolic Church of Canada  
6810 Professional Crt



Toronto Kalibari  
6815 Professional Crt



St. Gregorios Orthodox Church  
6894 Professional Crt

### 2.4 Findings

Community uses will continue to be an integral part of Mississauga's residential neighbourhoods. As with any other land use, this one has been subject to changes that can impact its surroundings. Historically, planning has responded to issues relating to compatibility and impacts of land uses.

This section discussed the changing nature of the City and details the changes in community uses. The impacts can be numerous. Some of these impacts are functions of the type of organization or of the timing of activities. Some of these are difficult to address through policies but rather they are a function of evolving patterns and demographics in neighbourhoods. Despite this, the characteristics of community uses and the nature of the City have evolved and their development in the City should be re-assessed.





### 3.0 Community Uses in Mississauga

This section reviews existing community uses in Mississauga. It expands on the issues and discussion in Section 2 and reviews concerns that have arisen in relation to existing policies. *Mississauga Plan* includes the following uses in its definition of community uses:

- schools;
- emergency services;
- libraries;
- cultural activities;
- recreational activities;
- daycare centres; and;
- places of religious assembly.<sup>5</sup>

#### 3.1 Schools

Mississauga has approximately 300 schools. Schools are public and private facilities which provide academic instruction in a wide range of subjects. They are run by public and private boards and include elementary, middle, secondary schools. They also include nursery schools. Schools are long established community uses and are *referenced in the definition community uses*.

The locational context, design and land use needs of schools have varied over time and can be site specific. The photos of *Saint Aloysius Gonzaga Secondary School* and *Lakeview Park Public School* illustrate the different contexts for schools. The former is a large secondary school designed to cater to vehicular traffic, the latter was designed for a walking community (it may currently cater to both walking and vehicular traffic).



Saint Aloysius Gonzaga Secondary School  
2820 Erin Centre Blvd



Lakeview Park Public School  
1239 Lakeshore Rd E

Mississauga also has over 100 commercial schools and education and training facilities. These include business schools and trade or fine art schools and provide specialized instruction for a particular skill or profession ranging from business training schools, athletic instruction and heavy equipment operation. These facilities are not community uses and are not intended to be included in the policy options outlined in Section 6 of this report.

In January 2006, a report titled *Proposed Amendments to Mississauga Plan – Supplementary Report* discussed commercial schools. It stated that *Mississauga Plan* had been silent with respect to designations of commercial schools. The report recommended that all types of commercial schools be permitted in “Business Employment”, “Industrial” and “Office” designations and, where no outdoor storage was required, in “General Commercial” and “Mainstreet Commercial”. These recommendations have been incorporated in OPA 25. As well, a definition and appropriate zoning regulations for commercial schools are included in the New Zoning By-Law.

### 3.2 Emergency Services

Emergency services include approximately 20 fire stations, 14 police stations and as four ambulance dispatch services. In addition to these distress centres have emerged in response to critical situations which may not be under the mandate of police and fire personnel. Proposed policies should reflect all these services.

Most of these are public services provided for the safety of the community by municipal, regional and provincial governments.

By their nature, emergency services are distinct from other community uses which relate to social interaction, educational



Fire Station # 115  
4595 Glen Erin Dr



Peel Regional Police, Division 12  
4600 Dixie Rd

or recreational needs. They also differ in that the public accessibility is not necessary. However, accessibility to the public and distribution of these services throughout the City is critical to the provision of effective emergency services. Although most of these services operate in stand-alone sites, some community police stations are in commercial centres.

### 3.3 Libraries

Libraries are among the most established community uses provided by the public sector. In addition to Mississauga's Central Library, the city has 16 branch libraries throughout the City. The Central Library is a large resource centre serving the entire City. The branch libraries are local centres. Private libraries are not included in this inventory. The changing locational setting of libraries is illustrated in the photographs. The Central Library is located in City Centre, reflecting its need to meet the needs of residents across the City.

Older branch libraries, like the *Streetsville Branch Library*, were located in neighbourhoods intended to serve a walking community. They were often in stand-alone sites. Newer branch libraries have different settings. The *Cooksville Branch Library* is located on the second floor in the Cooksville Colonnade. The *Malton Branch Library* is located in the *Malton Community Centre*. Newer libraries serve both walking and driving communities.



Mississauga Central Library  
301 Burnhamthorpe Rd W



Streetsville Public Library  
112 Queen St S



The Cooksville Branch Library (second floor -Cooksville Colonnade)  
3024 Hurontario St



### 3.4 Recreational Activities

There are approximately 70 recreational facilities in Mississauga ranging from civic multi-service community centres, to seniors' centres and private fitness clubs.

Civic recreational facilities such as community centres are community uses. They are accessible to residents and host a variety of social and recreational activities. Private fitness clubs, although they provide recreational activities, are considered by this study to be a business use. They do not have the same social agenda, are neither community gathering places nor are they universally accessible in the way that public community centres are intended to be.

There are fewer than 50 civic recreational facilities in Mississauga. The distinctions between these two types of recreation uses should be made in City policies. Civic facilities should be addressed by the community uses policy options proposed in this study, private facilities should be subject to commercial policies.



Erin Meadows Community Centre and Library  
2800 Erin Centre Blvd



Applewood Pool  
3119 Constitution Blvd



Iceland  
705 Matheson Blvd E

### 3.5 Cultural Activities

Cultural activities can refer to organizations and facilities representing any number of groups. They are most commonly groups or organizations with a distinct cultural or fraternal origin which are non-profit or charitable in nature. These groups often engage in activities and fund raising to support their initiatives.



Portuguese Cultural Centre of Mississauga  
53 Queen St N

Long-established fraternal organizations such as the Royal Canadian Legion and Scouts have been interpreted to be part of this group of community uses. In addition, there are a number of cultural and faith-based groups that have recently opened centres such as Muslim Community Services, the Chinese Association of Mississauga and the Portuguese Cultural Centre of Mississauga. These sites might also include a multitude of services (illustrated previously on the Canadian Coptic Centre site). These uses would also likely fall under the umbrella of cultural activities.

These are also places for people to gather or they can be used to participate in a sport or recreational activity. The groups which use them have a common element such as cultural, religious or other common interest.

In terms of land use needs, some groups have meeting facilities in Legion Halls or cultural centres. These can be stand-alone sites or part of a commercial or industrial complex. The *Legion Hall* in the photo is a stand-alone site, whereas the *Portuguese Cultural Centre* is part of a commercial centre. There are over 20 sites for cultural activities in Mississauga.

Current policies do not define cultural activities nor do they discuss the organizations involved in running these activities. Cultural groups and their activities fill many social, recreational, spiritual and community needs and should be accommodated in the City, however, clarification of the groups which fall under this description should be considered in any policy revisions.



Royal Canadian Legion Branch 582  
456 Hensall Cir

### 3.6 Daycare Centres

There are approximately 150 daycare centres in the City of Mississauga. Daycares respond to issues arising from changing family needs and household types which are not managed by the public or private sector as, for example, schools have been.

Daycare centres operate under a range of management structures from private to not-for-profit. Their land use needs vary. Some are the single occupants of a property (30 sites in Mississauga) while others are in schools, offices, commercial or industrial centres (110 centres).

Daycare centres also provide an example of how changing demographics leads to changes in demand for services. The proportion of seniors in Mississauga is anticipated to increase dramatically over the next 20 to 30 years. This change is anticipated to lead to a demand for centres which provide daily care for seniors. In addition, vulnerable population such as those with mental illnesses or disabilities may require daily care as well.

Given these trends, centres for seniors, people with disabilities or mental health issues should also be considered in policies associated with daycare centres which in the past have focussed on child care.

### 3.7 Places of Religious Assembly (PRA)

There are over 200 PRAs in Mississauga. These range from small establishments which serve a local population to larger multi-service centres which have a regional draw.<sup>6</sup> Some PRAs have a number of services on the premises including daycares, schools, social services offices as well as space for local groups to meet.

PRAs have a range of land use needs. Smaller sites located in neighbourhoods, such as *St. Andrew's Presbyterian Church*, are traditional PRA sites. Newer centres, like *Merciful Redeemer*, occupy larger sites. Worship groups that are establishing themselves also lease space in commercial, industrial or even community centres (*Calvary Bible Presbyterian Church*).

The varying settings for PRAs present a challenge. In addition, PRAs are often part of multi-use site, with significant activity on the site. Policies to direct PRAs to appropriate locations have been established in the current and former official plans in Mississauga.



Elite Montessori School  
6395 Mississauga Rd



YMCA Child Care Centre  
5482 Middlebury Dr



Applewood III Day Nursery  
3400 Riverspray Cres

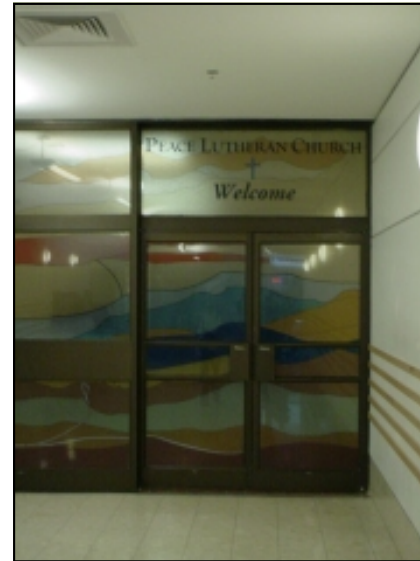


The Mississauga Children Montessori School  
2980 Crosscurrent Dr





St. Andrew's Presbyterian Church  
295 Queen St S



Peace Lutheran Church  
100 City Centre Dr



Merciful Redeemer  
2775 Erin Centre Blvd



Central Pentecostal Church  
145 Traders Blvd



### 3.8 Community Uses across the City

There are approximately 800 community use sites in Mississauga. Figure 3.1 illustrates the uses by type. Schools are the largest share and represent over one-third of all community uses in the City. These are followed by places of religious assembly and daycare centres. One-in-eight community uses are City-owned facilities which include libraries, community centres, pools, rinks, museums and public heritage sites.

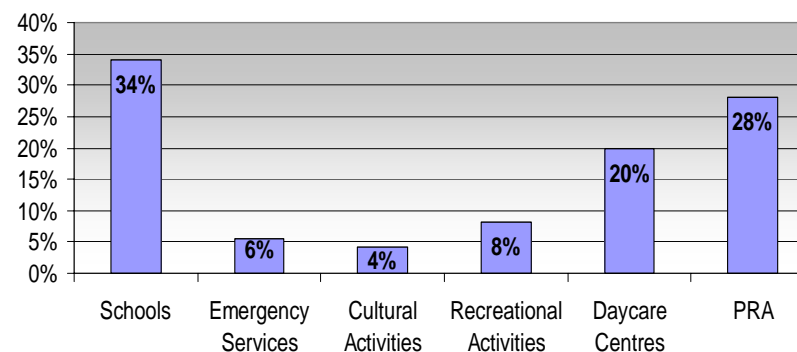
Most community uses (81%) are located in residential districts. This is the result of the historical need to be in proximity to the population they serve. This trend is, however, changing as and one-fifth of community uses are now located in employment districts.

Figure 3.2 illustrates the types of community use sites across the City. Most are on stand-alone sites. An additional one-third are part of multi-use sites with more than one community use on the site. A small proportion of community uses are located in commercial centres.

### 3.9 Findings

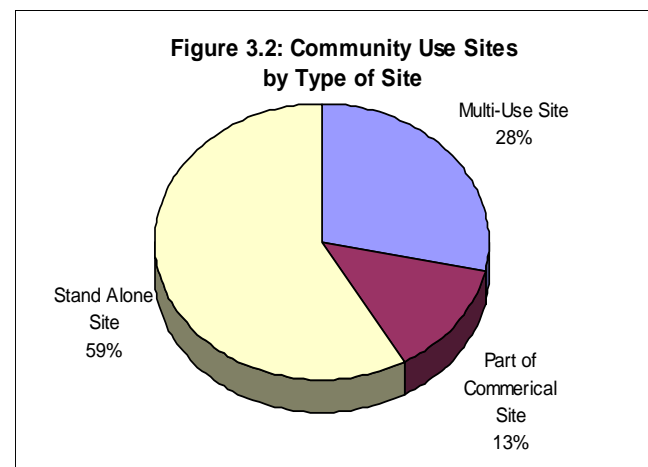
Community uses have evolved significantly. There has been growth in terms of number of sites, expansion of activities, changing management structures and area served. These issues combined with the impacts discussed in Section 2, require evaluation of policies that address these uses in the City.

Figure 3.1: Community Uses by Type of Use



Source: City of Mississauga, Planning and Building Department. 2006

Figure 3.2: Community Use Sites by Type of Site



Source: City of Mississauga, Planning and Building Department. 2006



## 4.0 Policy Context

Through its land use policies and zoning regulations, the City of Mississauga identifies locations for community uses and sets parameters for future uses. These policies must conform to provincial policies and directions. This section reviews community use policies in the Provincial Policy Statement (PPS) and the Growth Plan, as well as in *Mississauga Plan*. It also presents a comparative review of community use policies in the official plans of other municipalities. It concludes with a critique of the policy approaches.

### 4.1 Provincial Policy

The Province of Ontario has undertaken a number of planning initiatives over the last three years. Among these are a new PPS (March 1, 2005) and Growth Plan (June 16, 2006). The PPS provides direction on matters of provincial interest relating to land use planning and development while the Final Growth Plan's aim is to provide growth management policy for the Greater Golden Horseshoe (GGH).<sup>7</sup>

The PPS equates building strong communities with managing and directing land use to achieve efficient development and land use patterns. The Growth Plan envisions complete communities that meet people's needs for daily living throughout an entire lifetime by, among other items, providing convenient access to an appropriate mix of jobs, local services, a full range of housing and community infrastructure, schools, recreation, and open spaces for residents.

Both documents discuss planning for community uses<sup>8</sup> to meet current and projected population needs. These needs are to be integrated into planning for growth. The PPS states that community uses sustain healthy, liveable and safe

communities. The Growth Plan states that an appropriate range of community infrastructure should be planned to address needs resulting from population changes and to foster complete communities.

The PPS calls for a coordinated approach for community uses. Service delivery should be efficient and cost-effective and, where possible, uses should be co-located and integrated. Existing community uses should be optimized. Intensification and new development as outlined in the PPS shall take into account and be directed to areas with community uses.

The Growth Plan's policies on infrastructure to support growth includes community uses. Authorities are to develop a community use strategy to co-ordinate community uses with land use, infrastructure and investment, through a collaborative and consultative process.

## 4.2 *Mississauga Plan* – Community Uses

### 4.2.1 Objectives

The City of Mississauga's objectives in relation to community uses are stated in the official plan's *Goals and Objectives*, Section 2.5 Community Uses, which states that the City will provide opportunities to meet the civic, cultural, educational, recreational, religious, social and emergency service needs of its residents, employees and the travelling public, in cooperation with the appropriate public and private agencies and other levels of government.<sup>9</sup>

### 4.2.2 Definition

In *Mississauga Plan* community uses are defined as "public and private services and facilities such as schools, emergency

services, libraries, cultural activities, recreational activities, daycare centres and places of religious assembly but (do) not include residential dwellings and special housing.”

### 4.2.3 General Policies

Community uses are permitted in all land use designations except for land designated *Greenbelt*. The intention of this policy is to facilitate accessibility to community uses across the City. The Lester B. Pearson International Airport (LBPIA) Operating Area<sup>10</sup>, however, places restrictions on the development, infilling and redevelopment of daycare facilities and public and private schools.

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

### Schools

Section 3.19.3 in *Mississauga Plan* specifies that school sites will be used for public, private or separate schools. School site areas will be determined during the processing of development applications having regard to the site policies established by the school boards. Private school sites include locational criteria. Private schools should be located on arterial, major collector and minor collector roads, preferably at their intersections.

### Places of Religious Assembly (PRA)

Section 3.19.4.1 in *Mississauga Plan* specifies that PRAs are subject to additional site criteria. Sites should be located on arterial and major collector roads, preferably at their intersections. Sites should have provisions for on-site parking, acceptable ingress and egress, adequate landscaping and buffering, sufficient capacity in the transportation network, adequate engineering, compatibility with surrounding land uses, and a design that is harmonious with adjacent development. In addition, PRAs will be encouraged to share parking facilities, wherever possible.

## 4.3 Mississauga Plan - Institutional Uses

Although the focus of this study is community uses, many of the official plans in other municipalities combine community and institutional uses. Scale, area served, and compatibility with neighbouring land uses are the characteristics which have traditionally distinguished community uses from larger institutional facilities. In order to establish the context for the review which follows, institutional uses in *Mississauga Plan* are summarized as well.

Section 3.7 *Institutional*, of *Mississauga Plan* states “Institutional uses generally occupy large sites on major roadways and transit routes, generate significant employment and are of City-wide and/or Region-wide significance.” Uses permitted are hospitals, post-secondary educational facilities such as universities and community colleges, major cultural and government facilities, accessory uses, residential dwellings associated with institutional uses and cogeneration facilities as an accessory use.<sup>11</sup>

#### 4.4 Other Municipalities

A review of official plans and policies in nine municipalities illustrate that there are a variety of methods for planning for the land use needs of community uses including:

uses indirectly discussed and not designated;  
uses included in a broad definition of institutional uses;  
defined as part of a hierarchy with institutional uses; or,  
policies discussed and detailed in secondary plans.

In the City of Toronto, community uses are considered *Community Services and Facilities* and are permitted in all land use designations. There is no land use designation for community service facilities which are described as "community and recreation centres, arenas, community health clinics, community gardens and publicly funded schools and libraries."<sup>12</sup>

The City of Ottawa takes a similar approach. Their official plan is area based. The *General Urban Area* permits service, cultural, entertainment and institutional uses. The individual uses in this area are not specifically designated.<sup>13</sup>

The official plans of Toronto and Ottawa are structured differently in that they refer to areas such as *Neighbourhoods* and *General Urban Area*. Within areas a series of land uses are envisioned. This makes direct comparison with current *Mississauga Plan* policies difficult. However, both of these municipalities have very broad policies in relation to community uses and do not define them outright, although they include community uses as part of their residential communities.

Both Toronto and Ottawa are single-tier municipalities and also responsible for the services provided by regional government including social services. As a result, they have additional policies and strategies addressing community uses. The City of Toronto's social and community service strategy is addressed in their *Strong Neighbourhoods Strategy*. The City of Ottawa has a *Human Services Plan* which is one of the Ottawa 20/20 growth management plans.

The City of Brampton designates major institutional uses such as hospitals, major public buildings, recreational facilities, and libraries under its *Community Services* designation. Smaller scale community services such as libraries and schools are designated in Secondary Plans.<sup>14</sup>

The City of Vaughan's policies vary from its established communities to its newly developing areas.<sup>15</sup> In newly developed areas, which are subject to more current policies, community uses are considered *Institutional Uses*. They are not designated. Many of the institutional uses have locational policies governing where they can be established. In addition, secondary plans have further policies regarding the uses permitted in each community.<sup>16</sup>

In the Town of Oakville, community uses are categorized under *Institutional Facilities*. There are four types of *Institutional Facilities: Educational Facilities, Major Institutions, Community Institutional Use* and *Group Homes*. Secondary plans identify the community use policies for different areas in the Town and include uses permitted, locational criteria, and site plan control policies. The type of uses and policies which apply vary across different communities. Generally many community uses such as schools, private schools, places of worship, and daycare centres have separate designations in the secondary plans as well as policies for changes in use.<sup>17</sup>

The City of Burlington takes a similar approach and community uses are categorized under *Institutional Uses*. Their policies state that these uses take many forms and range in size from a City-wide hospital to a small neighbourhood library or community centre. *Institutional uses* are not designated and currently permitted in most land use designations. The City of Burlington, however, is undergoing an official plan review and is currently proposing to restrict these uses from employment areas.<sup>18</sup>

In the City of London, community uses are part of a hierarchy of uses which include *Regional* and *Community Facilities*. The uses which are included in these categories are designated *Regional Facility* or *Community Facility*. *Regional Facilities* provide for large institutional uses which serve the regional area. *Community Facilities* are smaller, less intensive uses which serve the local community or neighbourhood. Some *Community Facilities* are also permitted in residential designations.<sup>19</sup>

As part of the review for this study, the policies of two out-of-province municipalities were reviewed. The Cities of Calgary and Vancouver both have thematic official plans and rely on secondary plans, called *Community Plans* and guidelines to further implement their policies and objectives. Community uses are not discussed in either official plan; they are defined in the individual neighbourhood plans or policies.

## 4.5 Findings

Although community uses form an essential part of official plan policies, and there are similar general principles, the approaches vary considerably. For most of the municipalities reviewed, there was no overriding policy for community uses, each use was regulated individually. In official plans where

community uses are not itemized with a finite list, the permitted uses are subject to interpretation. To some extent, this has occurred in Mississauga.

Hierarchical structures are the most common approach in the policies. Large city-wide institutions are at the top of the hierarchy. Community uses are represented in a second-tier of services that address local needs. The City of Mississauga's community use policies follow this structure. A limited number of uses are designated institutional, the remaining are community uses.

Unlike many of the other plans reviewed for this study, the District Policies in *Mississauga Plan* do not provide additional policies on community uses or designate sites. Where this occurs in other municipalities, the secondary policies have different approaches. Some have detailed policies while others simply document existing uses. A number of municipalities use this strategy, which can be quite flexible when dealing with large areas and different communities but can also lead to inconsistencies in policies within a municipality.

In some municipalities, community uses are included with institutional policies. This recognizes the growing similarities in the characteristics of these two uses. This is especially true in smaller municipalities where institutional uses are smaller in scale and community uses serve a regional area.

The two principal concerns that emerge from this review are the uses included in the list of community uses and the locational context where they are permitted. Some municipalities do not provide a definition of community uses and, therefore, what is considered a community use becomes subject to interpretation. Another issue is where they are permitted. In addition to general policies, many municipalities have policies in secondary plans which limit where a

community use can locate. This can cause inconsistencies in levels of service for residents across the municipality. In addition, this can lead to service deficiencies over time if uses close and are not replaced. Policy proposals in Section 6.0 address some of these issues.





## 5.0 Zoning

The Zoning By-law contains the regulations that implement the goals, objectives and policies in Mississauga Plan. The City of Mississauga's Zoning By-law 0225-2007 was passed by City Council on June 20, 2007 and is in force and effect as of that date except for the appealed portions of the By-law. The By-law aligns with land use policies and designations in Mississauga Plan, updates regulations on uses and definitions.

### 5.1 Comparative Review

Unlike the policy review in Section 4.0, a detailed review of the zoning regulations for other municipalities was not undertaken. The number of uses and the differing approaches in official plans translate into multi-layer zoning regulations. In addition, a number of municipalities have multiple zoning by-laws in effect and zoning regulations that are area-specific. For these reasons, a summary of zoning regulations would be of limited value.

In place of a detailed comparison with other municipalities, general discussions were held with municipal officials regarding the direction of community use zoning regulations were conducted. These discussions revealed that zoning regulations were generally more restrictive than official plan policies, and served to further regulate the location, scale and type of community uses permitted by neighbourhood. Similar to regulations in other municipalities, the zoning regulations in Mississauga limit where uses can be established.<sup>20</sup>

## 5.2 Former Zoning By-laws

There were previously four Zoning By-laws which regulated land use in Mississauga: Mississauga Zoning By-law (5500), Port Credit Zoning By-law (1227), Streetsville Zoning By-law (65-30) and the former Town of Oakville Zoning By-law (1965-136).

Mississauga Zoning By-law 5500, which governed most of the City, had the largest share of definitions which correspond to the community uses itemized in *Mississauga Plan*, and regulation which governed the locations where they were permitted. There were a number of definitional issues between the Mississauga Plan and the old Zoning By-laws which have been addressed in the new regulations.

### 5.3 Mississauga Zoning By-law 0225-2007

Community uses are among those uses permitted in more than one zone (Section 2.1.9). They are permitted in commercial zones and, where appropriate, residential, city centre, park, institutional and employment zones.

Private clubs are permitted in selected commercial and employment zones. Schools and daycares are permitted in residential zones, selected commercial and city centre zones, park zones and institutional zones. They are not permitted in employment zones. Libraries, community centres and places of religious assembly are permitted in these zones and in employment zones as well. Emergency services are permitted in all zones. Table 5.1 summarizes the definitions of each of the community uses in the by-law, the zones where each use is permitted and the accessory uses permitted in each use.

### 5.3.1 Definitional Issues

Zoning By-law 0225-2007 has standardized definitions of community uses. These definitions reflect the changing nature of community uses and their impacts. The following provides commentary on the definitions that relate to community uses and the changes in the definitions from the old zoning regulations to the current by-law.

Three types of schools are defined in the Mississauga Zoning By-law: public, private and commercial. The old zoning definitions of schools were limited to public and private schools. A definition of commercial schools has been added as distinct from schools that provide academic instruction in school subjects to places for specialized instruction in arts, music, dance, business etc. The definition of private schools has been expanded and may also include a nursery school. In addition, a definition of education and training facility has been added. These are facilities that provide specialized instruction for a particular skill or profession.

- Emergency services are now defined in the Zoning By-law and include police, fire, ambulance and distress centres.
- Libraries are now defined to reflect their function and link public authorities. Previously there was no definition nor was there a connection with the operating agency. This provides a distinction between public libraries and private collections.
- Daycare has replaced the previous definition of Day Nursery, and includes care for seniors and/or the disabled as well as children.

- The definition of cultural activities, which correlates to private clubs, encompasses private social, recreational activities and has expanded in this by-law to include cultural organizations. This is more commensurate with the current Mississauga Plan description of these activities. There is a reference to fraternal organization in this definition. Fraternal organizations are not defined.
- The definition of community centre has been clarified and expanded by including examples of community activities. A definition for recreational establishment has been added. This relates to private fitness centres. Definitions for active recreational use has been added which includes recreational uses that are not part of structures including athletic fields, swimming pools and arenas. A definition for swimming pools is included.
- Finally, the definition of places of religious assembly has been simplified. Other activities are permitted as accessory uses rather than part of the definition.<sup>21</sup>

### 5.3.2 Accessory Uses

The Zoning By-law 0225-2007 provides direction on accessory uses. Selected accessory uses are permitted in community centres, libraries, places of religious assembly and schools up to 20% of the gross floor area (gfa). In addition, community/multi-use halls often found on place of religious assembly sites are also permitted to be used for recreational, social, community and charitable activities. This includes an area equal to or less than the gfa of the worship area. Given the proportion of community uses that are multi-use centres, the proportion of accessory uses is an issue to be considered in future policy direction.

**Table 5.1**  
**Mississauga Zoning By-Law 0225-2007**  
**Definitions of Community Uses, Accessory Uses and Zones where Permitted**

Use	Related Definition in Zoning By-law 0225-2007	Accessory Uses (% of GFA) Gross Floor Area	Zones where Permitted*
Schools	Private schools means a building, structure or part thereof, where academic instruction in a full range of the subjects of the elementary or secondary school courses of study and any other educational activity is provided and may include a nursery school.	Tutoring, and recreational, social, community and charitable activities (20% GFA)  Same accessory uses and percentage GFA in Residential Zone and Non-Residential Zones.	A private school is permitted in residential zones in selected commercial, city centre and open space zones. They are also permitted in institutional zones. Private schools are subject to the locational criteria as outlined in Schedule 2.1.9.2(1) and 2.1.9.2 (2) in Residential Zones.
	Public School means a building, structure or part thereof, where academic instruction in a full range of the subjects of the elementary and secondary school courses of study, continuing education and any other educational activities are provided under the jurisdiction of the Peel District School Board, the Dufferin-Peel Catholic District School Board, the Conseil Scolaire de District Centre-Sud-Ouest or the Conseil Scolaire de District Catholique Centre-Sud.	Tutoring, recreational, social, community and charitable activities (20% GFA)	A public school is permitted in residential zones and selected commercial, city centre and open space zones. They are also permitted in institutional zones.
Emergency Services	Essential Emergency Service means fire, emergency, police and ambulance facilities and distress centre.	N/A	An essential emergency service is permitted in residential, office, commercial, city centre, employment zones, open space, parkway belt, utility, development, institutional, buffer zones and airport zones.
Libraries	Library means a building, structure or part thereof, operated by or on behalf of a public authority, containing printed material in various mediums for study, reference and reading.	See Recreational Activity	See Recreational Activity
Cultural Activity  Note: There is no specific reference to cultural activities in the Zoning By-	Private Club means a building, structure or part thereof, for a social, cultural, athletic or recreational club or fraternal organization that is not operated for profit.	Not included with the uses permitted in all zones	Private clubs are permitted in selected commercial and employment zones.

<p><b>Table 5.1</b> <b>Mississauga Zoning By-Law 0225-2007</b> <b>Definitions of Community Uses, Accessory Uses and Zones where Permitted</b></p>			
<b>Use</b>	<b>Related Definition in Zoning By-law 0225-2007</b>	<b>Accessory Uses (% of GFA) Gross Floor Area</b>	<b>Zones where Permitted*</b>
Law. The closest reference is to a private club. The definition for private club includes a reference to fraternal organizations.			
Recreational Activities	<p>Community Centre means a building, structure or part thereof, operated by or on behalf of a public authority for the provision of community activities; such as but not limited to, recreation, arts, crafts, museums, social and charitable activities.</p> <p>Active recreational use means a building, structure or part thereof and/or outdoor area, used for, but not limited to, athletic fields, athletic facilities, field houses, club houses, bleachers, swimming pools, splash pads, marinas, skating rinks, tennis courts, bowling greens, curling rinks, arenas and trails. An accessory pro shop and/or snack bar shall also be permitted.</p> <p>Swimming pool means a body of water located outdoors contained wholly or partly by artificial means and which can hold water exceeding 0.61 m in vertical depth at any point and shall include a hot tub.</p>	Office for a community centre and/or library, pro shop, snack bar, tutoring and commercial school (20% of the GFA)	A community centre and/or a library is permitted in residential, office, city centre and employment zones as well as selected commercial, open space and institutional zones.
Daycare	Daycare means a building, structure or part thereof, with or without an outdoor play area, used for temporary care which does not exceed twelve (12) consecutive hours in one (1) day, of more than five (5) persons. Care may be provided for	N/A	A daycare is permitted in residential zones as well as selected commercial zones and city centre, open space zones, as well as institutional zones. Daycares are subject to the locational criteria as outlined in Schedule 2.1.9.2(1) and 2.1.9.2 (2) in Residential

<b>Table 5.1</b> <b>Mississauga Zoning By-Law 0225-2007</b> <b>Definitions of Community Uses, Accessory Uses and Zones where Permitted</b>			
<b>Use</b>	<b>Related Definition in Zoning By-law 0225-2007</b>	<b>Accessory Uses (% of GFA) Gross Floor Area</b>	<b>Zones where Permitted*</b>
Place of Religious Assembly	<p>children, seniors and/or disabled persons.</p> <p>Place of Religious Assembly means a building, structure or part thereof that is used as a place of public worship.</p>	<p>Tutoring and a commercial school (20% of the GFA)</p> <p>A community/multi-use hall used for recreational, social, community and charitable activities within a place of religious assembly (Equal to or less than the GFA of the worship area)</p> <p>Same accessory uses and percentage GFA in Residential Zone and Non-Residential Zones.</p>	<p>Zones.</p> <p>A place of religious assembly is permitted in residential zones and in selected commercial, city centre, and open space zones. Places of religious assembly are also permitted in employment and institutional zones. Places of religious assembly are subject to the locational criteria outlined in Schedule 2.1.9.3(1) and 2.1.9.3 (2) in Residential Zones.</p>

\* Note: Does not include exception zones.

## 5.4 Conclusion

The discussion in this section has focused on some of the definitional issues relating to community uses and the zones where uses are permitted. The following section presents four policy options that attempt to address the issues outlined in this study. The implications for zoning regulations are also briefly discussed in relation to the policy options.





## 6.0 Proposed Policy Options

This section discusses the policy options proposed to address the changing nature and impacts of community uses as well as to provide clarity and predictability for new and existing sites. Each of the options includes scenarios for new uses and changes to existing uses and outlines the issues to consider with the option. The policy options proposed for discussion are as follows:

- Option 1: Maintain existing policies with revisions;
- Option 2: Maintain existing policies with revisions and locational criteria;
- Option 3: Designate community use sites, and;
- Option 4: Designate community use sites by type of use.

The options build upon one another, that is, Option 1 proposals can apply to the other three options as well. There is a divergence with Options 3 and 4. A summary of each of the options including the description of changes, new designations, and anticipated scenarios for uses is included in Tables 6.1 and 6.2 at the end of this section.

### 6.1 Option 1: Maintain Existing Policies with Revisions

This option proposes to revise the definition of community uses and add definitions to uses that are not defined in the official plan. As well, information symbols are proposed to be added to the district land use maps for selected existing community use sites. The intent of this option is to clarify the uses that fall under the umbrella of this land use, to illustrate where selected existing uses are located, and to maintain the

flexibility which has traditionally been applied to community uses.

Current official plan policies permit community uses in all land use designations with the exception of lands designated *greenbelt*. This option does not propose changes to the designations where community uses are permitted. As well, existing community use sites will continue to have an underlying designation for an alternative land use.

#### 6.1.1 Definition

In *Mississauga Plan* community uses are defined as “...*public and private services and facilities such as schools, emergency services, libraries, cultural activities, recreational activities, daycare centres, and places of religious assembly*.”<sup>22</sup> This definition has been the source of interpretive issues and should be clarified. This option proposes the following:

- the references to public and private services and facilities is vague and should be deleted;
- the use of such as is too open-ended and should be deleted and a finite list of uses proposed; and,
- cultural activities, recreational activities, daycare centres and emergency services should be defined.

*Public and private services and facilities* is a broad phrase. It can refer to either buildings or services and can apply to private or public sector organizations. Clarity regarding the type of facility, whether provided by the public or private sector, will be achieved by the addition of definitions for the individual uses. The reference to *public and private services and facilities*, therefore, is not required. As part of the revisions to the definition of community uses, this phrase should be removed. (Option 1: Recommendation # 1)

The use of *such as* before a list of uses in the definition is also an issue. This phrase usually precedes a list of examples. It implies the list is not finite. When used as part of a definition of community uses, it implies that there are other community uses that are not listed. Given the expansions in community uses and possible misinterpretations, it would be beneficial to have a finite list. An official plan amendment would be needed to add a use to this list. It is recommended that a new definition of community uses should exclude *such as* and simply list the community uses. (Option 1: Recommendation # 2)

The third change in the definition refers to uses which, because they are undefined, can be subject to misinterpretation. Schools, daycares and emergency services have undergone changes and these should be reflected in a definition of community uses. Recreational activities and cultural activities are broad references that are unclear and should be better described. Definitions reflecting these changes and providing clarity for each of these uses should be added to the policies and should form part of a new community use definition.

School functions have expanded beyond places which provide instruction on a range of academic subjects, to include places of specialized training for a particular skill or profession. Schools which provide academic instruction in a wide range of subjects are community uses. They can be managed by public boards or they can be privately run.

Commercial schools which provide specialized training, such as heavy equipment operation, are not community uses but are considered commercial uses and they have been addressed by other official plan policies. Given the broad reference to schools in the official plan adding definitions for

public schools and private schools is recommended. (Option 1: Recommendation #3)

Cultural activities can occur in facilities ranging from legion halls to multi-service cultural centres. They are not defined in *Mississauga Plan*. They have been interpreted broadly. Some interpretive issues are due to the fact that commercial businesses with a cultural orientation could be interpreted as community uses. To clarify what is intended by this reference, *cultural activities* should be defined as activities in organizations that are not operated for profit. (Option 1: Recommendation # 4).

Recreational activities have changed and expanded. Recreational programs have historically been offered by the public and non-profit sector. In addition, a multitude of private recreational clubs, gyms and sports centres have recently emerged. A municipal community centre is accessible, intended to be used by the resident population, and includes arts, social and charitable activities. Gyms and fitness centres could be interpreted as recreational activities, however, they are commercial enterprises and do not have the same community social agenda.

The current definition of community uses does not distinguish among different types of recreational facilities and, as a result, The meaning of *recreational activities* needs clarification.

In addition, given the similarities between libraries and community centres in terms of the nature of the use, the level of activity, the public authority providing the service and accessory uses, libraries should be included with *recreational activities*.

**Option 1: Recommendation # 1**

*Public and private services and facilities* is a broad phrase should be removed from the definition of community uses.

**Option 1: Recommendation # 2**

The use of *such as* preceding a list of community uses should be removed from the definition of community uses.

**Option 1: Recommendation # 3**

A definition for *private schools* and *public schools* should be included in Mississauga Plan.

*A private school* provides academic instruction in a full range of the subjects of the elementary or secondary school courses of study and any other educational activity is provided and may include a nursery school.

*A public school* provides academic instruction in a full range of the subjects of the elementary and secondary school courses of study, continuing education and any other educational activities are provided under the jurisdiction of the Peel District School Board, the Dufferin-Peel Catholic District School Board, the Conseil Scolaire de District Centre-Sud-Ouest or the Conseil Scolaire de District Catholique Centre-Sud.

**Option 1: Recommendation # 4**

A definition for *cultural activities* should be included in *Mississauga Plan*.

*Cultural activities* should be defined as a social, cultural, athletic or recreational club or fraternal organization that is not operated for profit.

**Option 1: Recommendation # 5**

The reference to *recreational activities* should be replaced with *community facilities* in a description or definition of community uses.

*A community facility* is operated by a public authority for the provision of community activities such as, but not limited to recreation, libraries, arts, crafts, museums, social and charitable activities. This includes pools, outdoor rinks and arenas. Private gyms, banquet halls/conference centres or convention centres are not considered community uses.

**Option 1: Recommendation # 6**

A definition of *daycare centres* should be included in *Mississauga Plan*.

*Daycare centres* provide daily temporary care of children, seniors and/or people with special needs.

**Option 1: Recommendation # 7**

A definition for *emergency services* should be included in *Mississauga Plan*.

*Emergency services* means fire, emergency, police, ambulance facilities and distress centres.

Public *community centres* could be combined with libraries and other public uses and referred to as *community facilities*. This would not include private community centres and fitness clubs. It is recommended that the reference to *recreational activities* should be replaced with *community facilities*. (Option 1: Recommendation # 5)

*Daycare centres* are not defined in *Mississauga Plan*. With evolving demographic conditions daycare centres for seniors or centres for people with special needs are also emerging. A definition of daycare centres which includes child care centres and care centres for seniors and people with disabilities, should be included as part of changes to community use policies. (Option 1: Recommendation # 6)

Although there is a general understanding of the services which are essential emergency services, these have also expanded beyond response to fire or criminal situations and medical emergencies to counselling in critical life situations and the policies should reflect this as well. It is, therefore, recommended that a definition for *emergency services* be included in *Mississauga Plan*. (Option 1: Recommendation # 7)

The seven recommendations above change the current definition of community uses and add new definitions to clarify the uses listed. The new definition for community uses that is proposed is presented in Option 1: Recommendation # 8.

**Existing Community Uses Definition:**

Community uses are defined as "...public and private services and facilities such as schools, emergency services, libraries, cultural activities, recreational activities, daycare centres, and places of religious assembly."

**Option 1: Recommendation # 8**

The definition of Community Uses be replaced with "Community uses are *public schools, private schools, emergency services, cultural activities, community facilities, daycare centres*, and places of religious assembly."

A *private school* provides academic instruction in a full range of the subjects of the elementary or secondary school courses of study and any other educational activity is provided and may include a nursery school.

A *public school* provides academic instruction in a full range of the subjects of the elementary and secondary school courses of study, continuing education and any other educational activities are provided under the jurisdiction of the Peel District School Board, the Dufferin-Peel Catholic District School Board, the Conseil Scolaire de District Centre-Sud-Ouest or the Conseil Scolaire de District Catholique Centre-Sud.

*Emergency services* means fire, emergency, police, ambulance facilities and distress centres.

*Cultural Activities* are defined as a social, cultural, athletic or recreational club or fraternal organization that is not operated for profit.

A *community facility* is operated by a public authority for the provision of community activities such as, but not limited to, recreation, libraries, arts, crafts, museums, social and charitable activities. This includes pools, outdoor rinks and arenas. Private gyms, banquet halls/conference centres or convention centres are not considered community facilities.

*Daycare centres* provide daily temporary care of children, seniors and/or people with disabilities.

### 6.1.2 Information Symbols

The public meetings associated with the latest amendment to *Mississauga Plan* (OPA 25) prompted inquiries as to the location of existing community uses. Many of these were in relation to the location of public facilities such as community centres and pools as well as public schools. In light of these inquiries, this option proposes the addition of symbols on the district land use maps in the official plan to identify public schools and community facilities. The symbols would not be associated with land use policies and would only serve to identify existing sites. (Option 1: Recommendation # 8)

#### Option 1: Recommendation # 8

The addition of information symbols to identify public schools and community facilities on the district land use maps in the Official Plan.

### 6.1.3 Scenario Summary: Option 1

This option clearly defines community uses. Information symbols would identify the existing uses on the district land use maps in *Mississauga Plan*.

Community uses are not designated and continue to be permitted in all land use designations except for *Greenbelt*. They maintain their current restrictions in relation to the Lester B. Pearson Airport Operating Area. This option clarifies the list of community uses. A community use would still be permitted to expand based on the constraints of the site. In the event a community use closes, the site on which it is located could be redeveloped based on the underlying designation. New

community uses would be established based on the definitions and policies of *Mississauga Plan*.

A use not in conformity with the proposed definitions would not be interpreted as a community use. Whether or not the use would be in conformity to the official plan would depend on the land use designation on which it is located. A strategy may need to be devised for this scenario if this option is implemented. Finally, the definitions proposed in this Option and the zoning regulation need to be brought in line with one another.

### 6.1.4 Issues to Consider: Option 1

This option maintains the current flexibility in approach in relation to community use policies. Symbols are proposed for information purposes. These were used in Mississauga's former official plan, *City Plan*. Although intended for information purposes, symbols were often incorrectly interpreted as designations. This will be an issue again if this option is implemented.

## 6.2 Option 2: Maintain Existing Policies with Locational Criteria and Site Development Criteria

This option proposes new locational policies for selected community uses. The intent is to limit where community uses can locate to minimize their impacts on neighbouring uses. This option also includes the definitions and information symbols proposed in Option 1.



### 6.2.1 Locational Policies

There is a *regionality* to many community uses that are developed today. They are larger facilities and because of their size, they can be imposing on adjacent properties. In addition, they serve a greater geographic area and, therefore, there are greater requirements for on-site parking and access to the site. Primarily as a result of these issues, the impact of some community uses has increased.

For private schools and places of religious assembly, these issues have been recognized and locational criteria are included in existing policies to mitigate the impact of a new or expanding use. The issues also apply to other community uses such as daycares and cultural activities. This option, therefore, recommends modified locational criteria and new site development criteria for private schools. It also proposes locational criteria and site development criteria for cultural activities and daycare centres.<sup>23</sup> These distinctions should be illustrated in the definitions and policies that follow. The proposals for these uses are:

- Modify locational criteria for private schools and include site development criteria policies proposed (Option 2: Recommendation # 1);
- Although daycare centres are the smallest type of community use, the traffic and noise impacts can be similar to other community uses. In some cases they provide private instruction in a wide range of subjects similar to private schools. The area they serve can also extend beyond the local context. As a result locational policies should be applied to daycares along with the other site development criteria. (Option 2: Recommendation # 1);

- Policies regarding places of religious assembly should remain; and,
- Cultural activities not only have a regional draw but also often have more than one use or activity on the site, similar to places of religious assembly, therefore, the locational and site development policies should also be applied to cultural activities (Option 2: Recommendation # 2).

This option does not recommend these criteria apply to public schools, community facilities and emergency services. Public schools are intended to serve a local population, and although there is a specialization in these facilities, transportation is addressed by the school boards in the intensive public process to establish new schools.

By the same token, community facilities (formerly recreational activities) are intended to serve the local population. They also undergo intensive scrutiny and are operated by or on behalf of a public authority and, as such, are subject to municipal review and approval.

Finally, emergency services provide essential services in extreme and critical situations. They locate in order to best access residential and employment districts in emergency situations. In addition, most of these services are managed by a public authority, and are also subject to a public process when locating or moving facilities. Ambulance services are the exception, as they can also be provided by the private sector. They are, however, essential emergency services and this study does not propose locational criteria for these uses.



**Option 2: Recommendation # 1**

Locational and site development criteria as follows should be applied to private schools, and daycare centres:

- sites should be located in proximity to transit facilities or on arterial and major collector and minor collector roads, preferably at their intersections;
- provision for adequate on-site parking
- acceptable ingress and egress arrangements;
- adequate landscaping and buffering;
- sufficient capacity in the transportation network;
- adequate engineering services;
- compatibility with surrounding land uses; and,
- a design harmonious with adjacent development.

**Option 2: Recommendation # 2**

Locational criteria as follows should be applied to cultural activities:

- sites should be located in proximity to transit facilities or on arterial and major collector roads, preferably at their intersections;
- provision for adequate on-site parking
- acceptable ingress and egress arrangements;
- adequate landscaping and buffering;
- sufficient capacity in the transportation network;
- adequate engineering services;
- compatibility with surrounding land uses; and,
- a design harmonious with adjacent development.

**6.2.2 Scenario Summary: Option 2**

Community uses will continue to be permitted in all land use designations, however, selected community uses will need to meet additional locational and site development parameters. A new community use could be established based on the proposed definitions, locational and site development criteria. New sites that do not meet these will be subject to an official plan amendment. In the event a use closes, the lands can be developed for another community use, if the definition, locational and site development criteria are met, or they can be developed as per the underlying designation on the site. Existing sites that do not meet the proposed policies would not conform to the official plan. A strategy to address these would need to be developed in the event this option is implemented. As well, the locational parameters in this Option will need to be incorporated into zoning regulations.

**6.2.3 Issues to Consider: Option 2**

The principal issue to consider with this option is the availability of community uses to meet residents needs. In the long run, this option could see a decline in community uses if uses close and are not replaced. This may result from limiting the locations where new uses can be established. Access to community services is important for complete communities. This is included in the PPS and Growth Plan. Inadequate social infrastructure can lead to numerous social issues. To ensure no serious deficiencies result, ongoing monitoring could be part of changes in policy.

### 6.3 Option 3: Designate Existing Sites

A *community use* designation is proposed for free-standing community use sites. In residential designations, existing community use sites that conform to the policies in Option 1 and 2 would be designated “Community Use.”<sup>24</sup> Community uses are not proposed to be permitted in land designated residential.

In other designations such as “Business Employment,” commercial designations and “Mixed Use”, community uses would be permitted. A summary of the designations where each use would be permitted is found in Table 6.3. (Option 3: Recommendation # 1)

#### Option 3: Recommendation #1

Establish a *Community Use* designation. Community uses are permitted in selected land use designations.

This option also incorporates the revised definitions, information symbols and locational policies proposed as part of Options 1 and 2. The intent of this option is threefold: to recognize community uses as distinct from other land uses, to preserve sites for community uses, and to limit community uses where they are not appropriate. The distinctions in the designations between community uses are based on locations of existing sites as well as the impacts of individual uses.

This option does not propose a designation for emergency services. It is recommended that these services continue to be permitted in all land use designations. New general policies for emergency services with the proposed definitional changes in Option 1 are proposed (Option 3: Recommendation # 2)

#### Option 3: Recommendation #2

Establish new *Emergency Service* general policies. Emergency services continue to be permitted in all land use designations.

#### 6.3.1 Scenario Summary: Option 3

As part of this option, a community use designation would be established in *Mississauga Plan*. Scenario options are:

- Existing Sites: Existing free-standing community uses that conform to proposed definitions and locational policies in residential designations would be designated *community use*.
- New Sites: A new community use could be established provided it conforms to the proposed definitions and locational policies. An official plan amendment would be required to permit a new community use in designations other than those itemized in the table.
- Change of Use: A site that is designated “Community Use” can be replaced by the same or different community use subject to locational criteria. If a use other than a community use is proposed, an official plan amendment would be required.
- Zoning By-law: This option would also require changes to the Zoning By-law to establish new zones that would correspond to the proposed community use designation. This option would also require changes as to which zones permit community uses.
- Non-conforming site: A strategy needs to be developed for a site that, as a result of the changes in this scenario, no longer conforms to the official plan.

### 6.3.2 Issues to Consider: Option 3

Overall, the introduction of a designation for community use sites adds more structure to where community uses are allowed and how a new use is established. This will require a public process more frequently than in the past. Community uses are the only significant land use where the use of the site does not reflect the land use designation.<sup>25</sup> This option proposes to address this issue. Community uses are important part of complete communities and designating sites may have the effect of preserving sites for these uses.

The designation of sites, however, may lead to the perception that all community use sites have been determined. Proposals for new sites such as a school in an existing neighbourhood, may cause concerns. Further, where a community use site that has been designated is no longer needed (e.g. a school site is to close) there is no underlying designation in place. An underlying designation would provide a City position and context for the evaluation of development applications for alternative land uses.

In addition, as the designation of community use sites would require an official plan amendment, the approval process, fees and processing time could have the effect of discouraging the introduction of additional or new community uses in selected land use designations. There would also be issues surrounding the lack of flexibility in dealing with multiple use sites. As well the requirement of an official plan amendment could result in significant public opposition to the introduction of new community uses or a change in use, and would limit the ability and flexibility to provide for the diverse needs of the Mississauga's residents.

### 6.4 Option 4: Designate Community Uses by Type of Use

This option proposes the designation of community use sites by type of use. Five new designations are proposed to *Mississauga Plan*. The intent of this option is to recognize the distinctness of the each of the uses discussed in this study and to address them individually.

#### Option 4: Recommendation #1

Establish five community use designations: *Community Use-Community Facilities*, *Community Use-Cultural Activities*, *Community Use-Schools*, *Community Use –Daycare Centres*; *Community Use-Places of Religious Assembly*.

The implementation of this option is similar to Option 3 in that free-standing community use sites are permitted in selected land use designations as outlined in Table 6.2. The principal difference between Option 3 and Option 4, is that Option 4 designates the site by type of community use, whereas Option 3 does not. (Option 4: Recommendation # 1). This option also incorporates the revised definitions, information symbols and locational policies proposed in Option 1 and 2. As in Option 3, there is no designation proposed for emergency services. These would continue to be permitted in all land use designations. (Option 4: Recommendation #2)

#### Option 4: Recommendation #2

Establish new *Emergency Service* general policies. Emergency services continue to be permitted in all land use designations.

**Table 6.3:  
Proposed Designation of Community Uses**

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

### 6.4.1 Scenario: Option 4

This option proposes new designations to *Mississauga Plan*. Scenario options are:

- Existing Sites: Existing free-standing community uses that conform to proposed definitions and locational policies in residential designations would be designated by type of use.
- New Sites: An official plan amendment would be required to permit a new community use in designations other than those itemized in the table.
- Change of Use: A site that is designated "Community Use" can be replaced by the same use subject to locational criteria. If a use other than a community use is proposed, an official plan amendment would be required.
- Zoning By-law: This option would also require changes to the Zoning By-law to establish new zones that would correspond to the proposed community use designations. This option would also require changes as to which zones permit community uses.
- Non-conforming site: A strategy needs to be developed for sites that, as a result of the changes in this scenario, no longer conform to the official plan. The number of sites that do not conform is likely to be greatest for this option.

### 6.4.2 Issues to Consider: Option 4

Community use designations add structure, limit locational opportunities and require an official plan amendment or minor variance more frequently than in the past. Combined, these

situations may make it more of a challenge to establish new community uses.

Although Mississauga has nearly developed its residential communities, as the City's demographic profile evolves, demands for new community uses may develop. Changes in the policy framework may result in greater challenges for non-profit organizations with limited resources to establish new sites. This may leave selected groups and communities underserved.

Similar to Option 3, designating sites may lead to the impression that all community uses have been established and may result in concerns when new sites are proposed to be developed as community uses. As well, as in Option 3, there is no underlying designation in place. An underlying designation would provide a City position and context for the evaluation of development applications for alternative land uses.

A final similarity with Option 3 is the fact that an official plan amendment would be required for community use sites. The applications for an official plan amendment would increase with this option. The effect of the fees and processing time issues could have the effect of discouraging the introduction of additional or new community uses. There would also be issues surrounding the lack of flexibility in dealing with multiple use sites. As well, the requirement of an official plan amendment could result in significant public opposition to the introduction of new community uses or a change in use and would limit the ability to provide for the diverse needs of the Mississauga's residents.



### 6.5 Additional Issues

There are a number of additional issues which should be considered.

#### 6.5.1 Accessory Uses

Currently *Mississauga Plan* permits accessory uses based on the uses permitted in the designation, the capacity of the parking and infrastructure as well as compatibility with surrounding uses. The types of uses and proportion of space they occupy are defined in the Zoning By-law.

OPA 25 has added a policy on accessory uses to the *Mississauga Plan* Community Use policies. It states that accessory uses should be on the same lot, clearly subordinate to and directly related to the functioning of the permitted use. Accessory uses are permitted to a maximum 20% of gross floor area.

Accessory uses are distinct from multiple community uses on a site and will be permitted according to the definition proposed in OPA 25.

#### 6.5.2 Airport Operating Area

There are areas of Mississauga which are subject to high levels of aircraft noise and certain development is restricted in these areas. New development and redevelopment or infilling for daycare facilities and public and private schools is not permitted in the LBPIA Operating Area as a principal or accessory use. Despite this, redevelopment or infilling may be permitted on an individual bases in areas below specific noise levels.<sup>26</sup> The policies relating to LBPIA Operating area remain in place for each of the options outlined in this study.

#### 6.5.3 Community Impact Studies

Community uses play a valuable role in our society. Lack of these resources can lead to numerous social and community issues. Policies related to community uses should contain some mechanism to evaluate the existing inventory of uses and assess whether or not they meet resident's needs.

A large presence of community uses can change the nature of the surrounding community. Section 2, which reviewed the impacts of community uses, discussed this issue in relation to community uses in employment districts. These uses occupy land intended for employment purposes and may cause conflict with some business activities which require distance from residential communities.

Community impact studies have been used to monitor issues which might arise in relation to a change in use and potential deficiencies in specific areas. Although currently an official plan amendment or rezoning application is required to submit a planning justification report, additional studies could address impacts and needs.

Incorporating a requirement for community impact studies for large scale new development or redevelopment, the opening, closing or expansion of a site, a change in land use or major demographic changes should be considered to address these issues. This could apply to any of the policy options proposed as part of this study. A requirement for community impact study as well as policies to encourage the improvement and preservation of community uses could be incorporated into the community use policies and the implementation sections of the official plan.

There are a number of issues which would need to be addressed in relation to Community Impact Studies including:



- the scope of the review;
- who would undertake the study;
- what would trigger the request for a study; and,
- who would review the study.

### **Recommendation: Community Impact Studies**

The following policies are proposed to prevent the decline of community uses in the City:

Community uses provide vital services for the residents of Mississauga. Continued access to community uses will be promoted by:

- encouraging the improvement and preservation of community uses;
- encouraging the sharing of multi-use facilities;
- community impact studies to monitor the impact of community uses on surrounding area;
- community impact studies that investigate the re-use of a community uses site for other community uses as appropriate where community use facilities have closed;
- community impact studies to ensuring an appropriate range of community uses in areas of major growth or change; and,
- community impact studies that will identify deficiencies in existing community uses and include strategies to preserve community uses.

### 6.5.4 Design Issues

The options in this report focus on definitional issues to address the need for clarity, locational parameters to address

appropriate settings for community uses and the designation of community use sites. Design criteria have been expanded in Option 2 and will apply to more types of community uses. Additional design issues will be addressed in the Urban Design Policies as part of Mississauga Official Plan Review.

### 6.5.5 Site Plan Control

In selected circumstances a vacant building is converted to a community use. In some cases, this will take place without approval of a site development plan. Site Plan Control allows the review of development alterations and addition that are not new development where the size or usability of is increased. Although it is subject to interpretation this process could be used to require a site plan review for significant conversions of residential, industrial, commercial or institutional buildings. Section 5.3.6 in *Mississauga Plan* states that all lands in Mississauga are designated as Site Plan Control Area and that By-laws may be passed to designate a site plan control area by reference to one or more land use designations. Consideration should be given to amending the Site Plan Control By-law to apply to the conversion of vacant buildings to community uses.

### 6.5.6 Implementation and Administration

There are selected issues relating to the implementation and administration of these options which should also be considered when discussing these options. They are as follows:

- A strategy needs to be developed regarding sites that do not conform to the proposed definition and location policies;

- In relation to Options 3 and 4, a strategy needs to be developed for sites that are not stand alone and located in designations not proposed in Table 6.1; and,
- The administrative issues in relation to maintaining an inventory of community uses and mapping community use using symbols.

In addition, the options proposed have implications for zoning regulations in order to keep the two documents aligned. The list of community uses proposed as part of Official Plan changes does not have a corresponding list in the zoning regulation. While individual uses are defined there is no definition of community uses in general. As well, individual differences in definitions would need to be addressed.

The locational criteria proposed in Option 2 may result in sites where community uses would be permitted by the zoning regulations but not by the Official Plan. The locational parameters discussed in Option 2, will need to be incorporated in the zoning regulations.

As mentioned in the scenario discussion, Options 3 and 4 will require new zones to be established. In addition to this, designations where community uses have been permitted may not correspond with zones where the same uses are permitted. For example, residential zones permit most community uses while the proposals as part of Options 3 and 4

do not permit community uses in residential designations. The opposite occurs for employment zones. Community uses are permitted in limited employment zones whereas the options in this study propose all community uses be permitted in business employment designations. These are some of the issues that will need further review.

### 6.6 Conclusion

Community uses are a broad range of uses that meet social, recreational, educational and spiritual needs. In a civil society, they promote the self-actualization of communities. Their importance is evident in the fact that they persist despite the evolving urban landscape around them and adapt to their circumstances. It is this adaptation that has caused the impacts that are a source of concern.

This study provides background, identifies the issues and potential impacts, compares policies, reviews zoning regulations and documents existing sites. The options identified in this study range from revisions of existing policies to the re-designation of a considerable number of existing community use sites. This study is intended to be a source of discussion and to inform any new policy direction in relation to community uses.

**Table 6.1:**  
**Community Uses: Summary of Policy Options & Recommendations**

Option 1:	Option 2:	Option 3:	Option 4:
Maintain Existing Policies - Revise Definition and Add Information Symbols	Maintain Existing Policies - Add Locational and Site Development Criteria	Designate Existing Sites and Permit Community Uses in Selected Designations	Designate by Type of Community Use
<p>Public and private services and facilities is a very broad phrase should be removed from the definition of community uses.</p> <p>The use of <i>such as</i> preceding a list of community uses should be removed from the definition of community uses.</p> <p>A <i>private school</i> provides academic instruction in a full range of the subjects of the elementary or secondary school courses of study and any other educational activity is provided and may include a nursery school.</p> <p>A <i>public school</i> provides academic instruction in a full range of the subjects of the elementary and secondary school courses of study, continuing education and any other educational activities are provided under the jurisdiction of the Peel District School Board, the Dufferin-Peel Catholic District School Board, the Conseil Scolaire de District Centre-Sud-Ouest or the Conseil Scolaire de District Catholique Centre-Sud.</p> <p><i>Cultural activities</i> should be defined as a social, cultural, athletic or recreational club or fraternal organization that is not operated for profit.</p>	<p>Locational criteria as follows should be applied to private schools, and daycare centres:</p> <ul style="list-style-type: none"> <li>• sites should be located in proximity to transit facilities or on arterial and major collector and minor collector roads, preferably at their intersections;</li> <li>• provision for adequate on-site parking</li> <li>• acceptable ingress and egress arrangements;</li> <li>• adequate landscaping and buffering;</li> <li>• sufficient capacity in the transportation network;</li> <li>• adequate engineering services;</li> <li>• compatibility with surrounding land uses; and,</li> <li>• a design harmonious with adjacent development.</li> </ul> <p>Locational criteria as follows should be applied to cultural activities:</p> <ul style="list-style-type: none"> <li>• sites should be located in proximity to transit facilities or on arterial and major collector roads, preferably at their intersections;</li> <li>• provision for adequate on-site parking</li> <li>• acceptable ingress and egress arrangements;</li> <li>• adequate landscaping and buffering;</li> <li>• sufficient capacity in the transportation network;</li> <li>• adequate engineering services;</li> <li>• compatibility with surrounding land uses; and,</li> <li>• a design harmonious with adjacent development.</li> </ul>	<p>Establish a <i>Community Use</i> designation. Community uses are permitted in selected land use designations.</p> <p>Establish new <i>Emergency Service</i> general policies. Emergency services continue to be permitted in all land use designations.</p>	<p>Establish five community use designations: <i>Community Use-Community Facilities, Community Use-Cultural Activities, Community Use-Daycare Centres, Community Use-Schools, Community Use-Place of Religious Assembly</i></p> <p>Establish new Emergency Service general policies. Emergency services continue to be permitted in all land use designations.</p>

Table 6.1: Community Uses: Summary of Policy Options & Recommendations			
Option 1:	Option 2:	Option 3:	Option 4:
<p>A <i>community facility</i> is operated by a public authority for the provision of community activities such as, but not limited to recreation, libraries, arts, crafts, museums, social and charitable activities. This includes pools, outdoor rinks and arenas. Private gyms, banquet halls/conference centres or convention centres are not considered community uses.</p> <p><i>Daycare centres</i> provide daily temporary care of children, seniors and/or people with disabilities.</p> <p><i>Emergency services</i> means fire, emergency, police, ambulance facilities and distress centres.</p> <p>The definition of Community Uses be replaced with "Community uses are <i>private schools, public schools, emergency services, cultural activities, community facilities, daycare centres, and places of religious assembly.</i>"</p> <p>The addition of information symbols to identify selected community uses on the district land use maps.</p>			

**Table 6.2:**  
**Community Uses: Summary of Policy Options & Scenarios**

	<b>Option 1:</b>	<b>Option 2:</b>	<b>Option 3:</b>	<b>Option 4:</b>
	<b>Maintain Existing Policies - Revise Definition and Add Information Symbols</b>	<b>Maintain Existing Policies - Revise Definition, Add Information Symbols and Locational and Site Development Criteria</b>	<b>Designate Existing Sites and Permit Community Uses in Selected Designations</b>	<b>Designate by Type of Community Use</b>
<b>Intent</b>	The intent of this option is to clarify the definition and the uses interpreted as community uses	The intent of this option is to direct where selected community uses can locate with locational policies	The intent of this option is to recognize community uses as distinct from other designations and preserve sites for community uses.	The intent of this option is to recognize the various types of community uses and designate sites according to their specific use.
<b>Anticipated Result</b>	Remove potential for commercial uses such as gyms and for profit clubs to be interpreted as community uses	To direct selected community uses to locations on arterial and major collector roads which would be less sensitive to their impacts.	Freestanding sites in residential designations are designated and preserved for community uses. Changing the site to a use other than a community use would initiate a public process for review. Flexibility for community use remains by permitting them in selected non-residential designations and in nodes by type of use.	Freestanding sites in residential designations are designated and preserved for community uses by type of use. Changing the site to another community use or a non-community use would initiate a public process for review. Flexibility for community use remains by permitting these in selected non-residential designations and in nodes by type of use.
<b>Description of Changes</b>	Revise definition of community uses by adding a definition for private schools, public schools, community facilities, cultural activities, daycare centres and emergency services, replace reference to recreational activities with community facilities, remove "public and private services and facilities" and "such as" and add information symbols to district land use maps.	Revise definition, add selected information symbols as per Option 1 and add locational policies	Revise definition and information symbols as per Option 1 and add locational policies as per Option 2. This option also proposes designating freestanding sites in residential designations and communities. Community uses are permitted in selected non-residential designations as detailed in Table 6.3.	Revise definition and add information symbols as per Option 1 and add locational policies as per Option 2. This option also proposes designating freestanding sites in residential designations and communities by type of community use. Community uses are permitted in selected non-residential designations, in nodes and employment districts as detailed in Table 6.3.

**Table 6.2:**  
**Community Uses: Summary of Policy Options & Scenarios**

	<b>Option 1:</b>	<b>Option 2:</b>	<b>Option 3:</b>		<b>Option 4:</b>	
<b>New Designations</b>	None	None	Community Uses		Community Use-Community Facilities, Community Use-Cultural Activities, Community Use-Daycare Centres, Community Use- Schools, Community Use-Place of Religious Assembly	
			<b>Community Uses in Residential Designations</b>	<b>Community Uses in Commercial, Office, Business Employment designations</b>	<b>Community Uses in Residential Designations</b>	<b>Community Uses in Commercial, Office, Business Employment designations</b>
<b>What happens to existing community use sites?</b>	Existing sites that conform with proposed policies remain. <i>Sites that do not conform with the proposed policies is an implementation issue to be addressed.</i>	Existing sites that conform with proposed policies remain. <i>Sites that do not conform with the proposed policies is an implementation issue to be addressed.</i>	Not permitted. Existing sites are designated Community Use where they conform to proposed policies. <i>Sites that do not conform with the proposed policies is an implementation issue to be addressed. Community uses as accessory use in residential ie. in highrise buildings or daycares in homes is an issue which needs further discussion.</i>	Permitted in selected designations (as per Table 6.2) in accordance with proposed definitions and locational policies	Not permitted. Existing sites are designated by type of use where they conform to proposed policies. <i>Sites that do not conform with the proposed policies is an implementation issue to be addressed. Community uses as accessory use in residential ie. in highrise buildings or daycares in homes is an issue which needs further discussion.</i>	Permitted in selected designations (as per Table 6.2) in accordance with proposed definitions and locational criteria



**Table 6.2:**  
**Community Uses: Summary of Policy Options & Scenarios**

	<b>Option 1:</b>	<b>Option 2:</b>	<b>Option 3:</b>		<b>Option 4:</b>	
<b>How are community uses identified?</b>	Information symbols for selected community uses	Information symbols for selected community uses	Designation and information symbols for selected community uses	Information symbols for selected community uses	Designations and selected information symbols	Information symbols
<b>Where are new community uses permitted?</b>	All land use designations, subject to proposed definition and policies	All land use designations, subject to proposed definition and locational policies	Not permitted, OPA required for community use sites.	Permitted in selected designations, subject to locational policies	Not permitted, OPA required for community use by type of use.	Permitted in selected designations in accordance with locational criteria and proposed definitions
<b>Can a community use expand?</b>	Permitted to expand	Permitted to expand	Designated Community Use is permitted to expand	Permitted to expand	Designated Community Use is permitted to expand	Permitted to expand
<b>Can a site change from one community use to another? (Interchangeability of Community Uses)</b>	Permitted to change to another community use, subject to compliance with existing policies and proposed definitions.	Permitted to change, subject to compliance with proposed definitions and locational policies	Designated Community Use site can be replaced by the same or different community use, subject to locational policies	Permitted to change, subject to compliance with proposed definitions and locational criteria	Changes to another community use would require an OPA	Could be replaced by community use subject to designations permitted, proposed definition and locational policies
<b>What happens when a community use closes?</b>	Site could be redeveloped as per the underlying designation.	Site could be redeveloped as per the underlying designation.	Site designated for community use would remain. Change to use other than community use would require an OPA.	Other uses permitted by the land use designation	An OPA would be required for a different community use or another land use	Other uses permitted by the land use designation

## End Notes

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

<sup>2</sup> Mississauga Plan Official Plan Amendment 25 (OPA 25) was passed by City Council on June 20, 2007. OPA 25 is in force and effect as of September 10, 2007 except for the appealed portions of the Official Plan.

<sup>3</sup> Rothman, L. (Family Service Association of Toronto). The Role of Community Infrastructure in Building Strong Neighbourhoods. February 4, 2005, p.6.

<sup>4</sup> In 1950s the United Way, then the Community Chest supported 10 organizations in Brampton. In the 1970s, the United Way of Peel Region supported 22 agencies and in 2005 their mainstream program supports 55 agencies.

<sup>5</sup> Community uses do not include residential dwellings and special housing. These services can be public or private.

<sup>6</sup> Not included in these are the congregations which do not have permanent facilities.

<sup>7</sup> The Greater Golden Horseshoe includes: Region of Niagara, Haldimand County, City of Brantford, County of Brant, City of Hamilton, Region of Waterloo, Region of Halton, County of Wellington, City of Guelph, Region of Halton, County of Dufferin, Region of Peel, City of Toronto, Region of York, City of Orillia, County of Simcoe, City of Barrie, Region of Durham, City of Kawartha Lakes, County of Peterborough, City of Peterborough, County of Northumberland.

<sup>8</sup> Community uses are included with *public service facilities* in the PPS and referred to as *community infrastructure* in the Growth Plan. *Public service facilities* means land, buildings and structure for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs and cultural services. Public service facilities do not include infrastructure. *Community infrastructure* refers to lands, buildings, and structures that support the quality of life for people and communities by providing public services for health, education, recreation, socio-cultural activities, security, safety and affordable housing.

<sup>9</sup> City of Mississauga. Mississauga Plan. City of Mississauga, 2007, September. Section 2, p.5.

<sup>10</sup> The Lester B. Pearson Operating Area is a large section representing nearly the north east quadrant of the City. It incorporates all or some of Malton, Northeast, Gateway East Credit and Meadowvale Village Planning Districts.

<sup>11</sup> City of Mississauga. Mississauga Plan. 2007 September, Section 3, p.14.

<sup>12</sup> City of Toronto. Toronto Official Plan. November 2002. p.52.

<sup>13</sup> City of Ottawa. Ottawa 2020. May 2003.

<sup>14</sup> The City of Brampton uses the terms community and institutional uses interchangeably. Discussions with City of Brampton C. Lo indicated that older plans refer to community uses and newer ones institutional. The intention is to refer to these uses as institutional and public uses in newer policies. City of Brampton. Official Plan. Office Consolidated 2005.

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<sup>15</sup> Discussions with City of Vaughan staff indicated that the official plan policies for older communities and newer neighbourhoods have not been consolidated.

<sup>16</sup> Discussion with P. Robinson, Planner, City of Vaughan February 1, 2006.

<sup>17</sup> Town of Oakville. Official Plan. September 2004.

<sup>18</sup> City of Burlington. Official Plan October 2004. Discussions with B. Chire, City of Burlington staff March 14, 2006.

<sup>19</sup> City of London. Official Plan. January 2005.

<sup>20</sup> An in depth analysis of the potential locations of community uses as per the zoning regulations has not been undertaken as part of this study as it will be dependant on the policy course of action proposed to address the issues that have been identified in this report.

<sup>21</sup> Office uses are not included in the accessory uses but they are considered incidental to the functions of the place of worship.

<sup>22</sup> City of Mississauga. Mississauga Plan. City of Mississauga, Section 7, Page 1, 2007 September.

<sup>23</sup> Public schools operate differently than private schools and they are intended to serve a local area therefore no locational policies are proposed for public schools.

<sup>24</sup> There may be some existing community use sites that do not conform to the existing designation. Issues in relation to these sites will have to be addressed.

<sup>25</sup> There are some land uses where uses exist that do not reflect the designation due to the fact that these are older land uses and do not reflect the long term vision for the area.

<sup>26</sup> As part of Section 3.14.10.2 (g) in *Mississauga Plan* redevelopment or infilling for uses including daycare facilities, public and private schools within Malton, Meadowvale Village and East Credit may be permitted in the LBPIA Operating Area on an individual basis below the 35 NEF/NEP composite contour.