

Finding the Missing Middle in the GTHA

An Intensification Case Study of Mississauga

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High-rise development in downtown Mississauga



Introduction

The Greater Toronto and Hamilton Area (GTHA) is one of North America's fastest growing regions.¹ A key challenge arising out of the region's growth is the delivery of appropriate housing, affordable for a range of household sizes and budgets. So far, the delivery of new housing in the region has not kept pace with its changing demographics. In particular, there is a lack of suitable supply for young millennial families looking to upsize and seniors looking to downsize.

Part of the challenge in delivering appropriate and affordable housing is that a "tall and sprawl" pattern of development has emerged in the Greater Toronto and Hamilton Area. The majority of new housing built and under construction is either one-bedroom condos at high density nodes, and low-density housing at the urban fringe. This has left households with little choice in the housing market. They can choose a small condo in a high-

rise tower, or single-family home that comes with a long commute.

For households that want to avoid long commutes from the suburbs or to live in an urban neighbourhood with good access to services, schools, jobs and transit there are few options. Neither low-density housing at the urban fringe nor small condo units meet this demand.

In addition to failing to provide appropriate new housing, the region's "tall and sprawl" approach relies on "greenfield land" (undeveloped farm fields and natural areas) to provide space for single-family housing. This continued consumption of greenfield land has led to negative consequences including:

- Valuable ecosystems and farmland has been permanently lost
- Commute times and congestion have increased as residents have become more separated from major employment nodes

Low-density neighbourhoods cannot easily be served by reliable public transit, leading to increased car dependency. Furthermore, research has shown that the costs of transportation and time stuck in traffic often negate the lower sticker price

of a home saved by "driving to qualify" for a mortgage in a more distant location.

At the other end of the spectrum, a recent study by Urbanation and Ryerson City Building Institute shows that the majority of condo units under construction in the Toronto region are one-bedrooms in tall buildings over 20 storeys.² Ninety-four percent of these units are sold before the shovel hits the ground, with over half being sold directly to investors.

In simpler terms, homes suitable for families are just not being built in central locations. With little development of new options, the small proportion of family-friendly homes in our urban neighbourhoods carry a price tag that is out of reach for most people.

The solution to the GTHA's "tall and sprawl" development pattern is an increase in the delivery of Missing Middle housing in existing neighbourhoods, across all municipalities.

Defining the Missing Middle

The term “missing middle” has become a centrepiece of many conversations around housing. However, it has been defined different ways by different proponents. Originally, “missing middle” referred to the gap in housing typology that exists between single-family homes and high-rise apartment/condo towers. This gap includes “middle density” housing forms such as rowhouses, townhouses, walk-up apartments and low- to mid-rise buildings.

More recently, “missing middle” has also come to refer to housing affordable to middle-income families. Real estate prices in many municipalities including Toronto have risen steeply, and eclipsed what middle-income households can afford. In this sense, “missing middle” housing refers to housing on the affordability spectrum that falls between subsidized housing (e.g. rent-geared-to-income) and current market-rate housing.

Taken together, the definitions of “missing middle” refer to housing that is appropriate and affordable for a range of household and family sizes, and incomes. Given that new detached houses can only be built on greenfield lands, **the Missing Middle is multi-unit housing in our already built neighbourhoods.** Improving the approval process and other policies to build more of this Missing Middle supply can improve affordability, along with measures to ensure these homes are built for end users—families—rather than condo investors.



Why Mississauga

This report closely examines immediate, available opportunities to add Missing Middle housing in the City of Mississauga via intensification, using a model that can be readily transferred to other municipalities and scaled to the GTHA. Mississauga makes a perfect case study:

1. Mississauga has built out to its boundary and has consumed all of its greenfield land, save for some non-contiguous parcels along highways that are challenging to develop.³
2. While Mississauga has added some high-rise towers to its core,⁴ much of its land is occupied by low-density commercial, office and residential development—land that offers compelling opportunities for medium-scale intensification.
3. Mississauga has begun investing in the necessary infrastructure to make intensification more attractive to developers, such as rapid transit lines on Hurontario and Dundas streets.
4. Mississauga is addressing the need to build housing options for middle-income households through their “Making Room for the Middle” strategy.⁵
5. Decades of urban sprawl in Mississauga have resulted in predominant low-density built form and mostly single detached housing.

Greenfield development in Markham



The contradiction of low-density sprawl with no room to continue to grow outward makes Mississauga a perfect case study to build lower-scale Missing Middle housing to fit beside and into its single-detached house neighbourhoods (known also as “the Yellowbelt.”)

In this report, we analyze how Mississauga can add new housing for a range of household types by:

- Adding density to regional transit station areas
- Adding density to municipal nodes (e.g. Downtown and Uptown Areas)
- Adding density along existing and future rapid transit corridors
- Infilling low-density commercial plazas

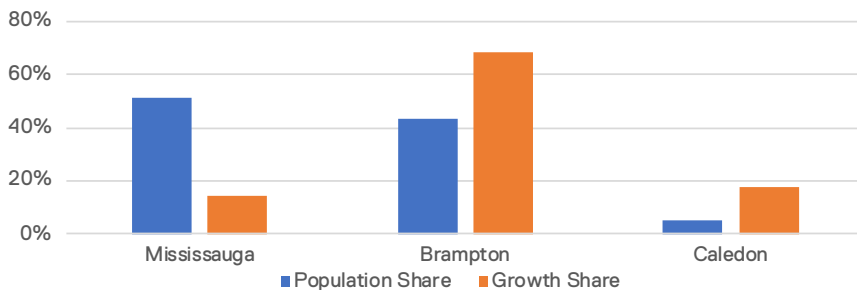
Regional Growth

Over the next twenty-five years, the Growth Plan suggests that Peel Region will grow from its current Population of 1.46 million⁶ to a population of 1.97 million.⁷

Currently, Mississauga is home to 754,000 residents (51% of Peel Region’s population). Meanwhile Brampton is home to 637,000 residents (44% of Peel) and Caledon is home to 72,000 residents (5% of Peel).⁸ The Region’s current growth allocations would change this distribution, by directing a greater proportion of the growth to Brampton and Peel. Despite accounting for most of Peel’s current population, Mississauga is only expected to absorb 21% of Peel’s



Low-density development and parking lots at the intersection of Dundas & Hurontario where Mississauga’s new LRT and BRT lines will intersect. Sites like this can be redeveloped to add housing, employment and new local services, helping to create more complete and walkable communities.



growth while Brampton absorbs 64% and Caledon absorbs 15%.⁹

Mississauga was assigned a smaller share of growth as it had limited opportunities for new single-detached and semi-detached housing—the capacity to add this form of housing was considered essential in the growth planning study conducted by Hemson Consulting for Peel Region.¹⁰

However, as our study demonstrates Mississauga—and the region—can continue to absorb growth and build new family-friendly housing without relying on greenfield development. Housing delivered in this manner would be closer to employment, transit, schools and other amenities—all desirable attributes.

Protecting the Greenbelt

Thoughtful intensification of existing urban areas and the provision of Missing Middle housing can help deliver the housing and services that households and families need, while also protecting Ontario's Greenbelt.

In 2001, Ontario's Conservative Government laid the foundation for the Greenbelt by protecting the Oak Ridges Moraine from development.¹¹ Today, 86% of Ontarians support the permanent protection of the Greenbelt.¹²

The Greenbelt has significant value to the Province and its residents:

- It provides recreational, agricultural and ecosystem value to the region and contains fresh water sources for local municipalities¹³
- It helps provide employment to more than 75,000 Ontarians¹⁴
- The Greenbelt acts as our region's "bread basket," providing food security in the uncertain age of climate change and international trade

A planning approach to deliver family housing through intensification and Missing Middle housing can ensure long-term protection of the Greenbelt by preventing encroachment.



Key Findings

We discovered that Mississauga has significant room to grow through Missing Middle housing delivered via intensification, and that in fact, Mississauga has no choice but to accommodate growth through intensification. This will allow the city to deliver new family-friendly housing close to existing services, jobs and amenities. Our key findings are as follows:

- **Mississauga could add approximately 174,000 new residential units (at an average unit size of over 1,000 sq. ft.) via low- and medium-density intensification**
- **Through this approach, Mississauga could accommodate 435,000 new residents**
- **This is enough housing to support Mississauga's growth projects, and to also accommodate approximately 85% of Peel Region's assigned growth through to 2041**
- **This housing can be delivered without the consumption of new greenfield land, reducing the need to encroach into the Greenbelt**

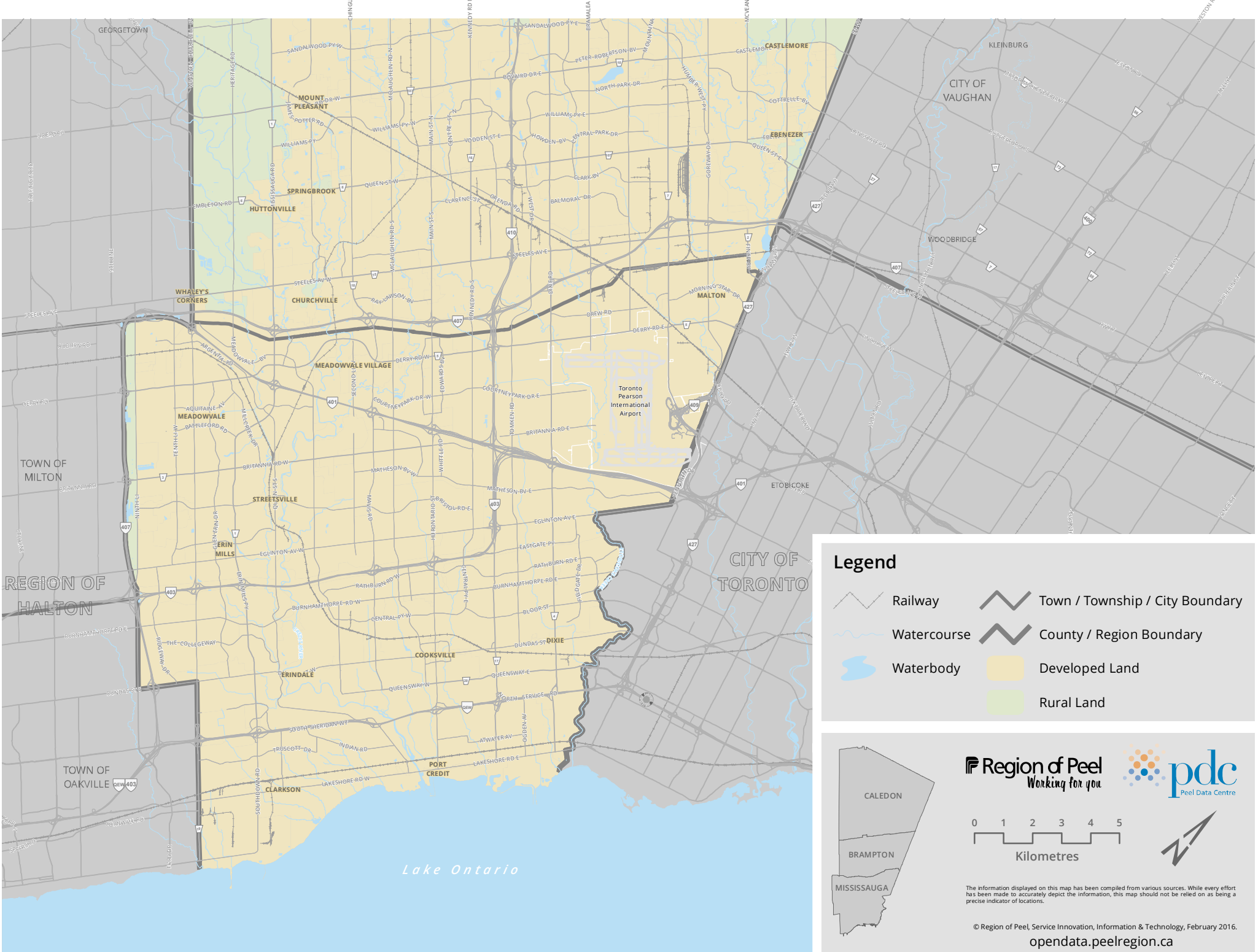
Benefits

While we directed new housing to areas that Mississauga has identified for intensification, there are still policy barriers to growth (e.g. zoning). Policies will need to be changed in order to accommodate an abundance of Missing Middle housing opportunities across the city. Simplifying these policies and encouraging Missing Middle housing benefits everyone:

1. Cities will better be able to attract growth and new talent by building housing close to the amenities people desire
2. Developers will benefit from a more straightforward and streamlined approval and development process
3. Residents will benefit from greater housing choice, particularly in the most desirable areas of cities

The lessons learned through this case study can help other municipalities to slow sprawl and avoid consuming greenfield land in this generation—preserving opportunities for future land uses, be it agriculture, wetlands protection or future housing development.





Legend

	Railway		Town / Township / City Boundary
	Watercourse		County / Region Boundary
	Waterbody		Developed Land
			Rural Land

The information displayed on this map has been compiled from various sources. While every effort has been made to accurately depict the information, this map should not be relied on as being a precise indicator of locations.

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opendata.peelregion.ca

The Study

Appetite for new development in Mississauga is apparent. Dozens of new towers have been constructed in Downtown Mississauga and at Erin Mills Town Centre in the past decade.

The development of the downtown core in Mississauga is a particularly strong example of the growth possible when market demand and land-use planning



Planned redevelopment around Erin Mills Town Centre in Mississauga. Two towers have been built, one more is under construction, and three more are on their way, transforming this low-density site into a vibrant community.

coincide. The absence of height restrictions and associated density bonusing agreements, which can be costly and unpredictable, helped to transform the downtown core from a drive-to mall (Square One Mall) into a vibrant, mixed-use downtown.

Outside of Downtown Mississauga and other nodes that Mississauga has identified, high-density development is less appropriate. Lower-scale and more gentle intensification can provide new housing, employment opportunities and services. Gentle intensification can also help main-



Absolute World (completed in 2012)—one of many high-rise developments that has proceeded in Downtown Mississauga, helping transform the area around Square One Mall into a burgeoning downtown.

tain Mississauga's family-friendly character.

To this end, the model developed for this report does not focus on adding high density redevelopment to major intersections and nodes. Instead, it conservatively focuses on adding low- to medium-density redevelopment to a wide variety of sites across the city.

Where Should Development Happen?

A primary consideration in determining intensification potential is changing urban conditions, in particular, planned investments in infrastructure that can increase redevelopment and infill potential. For example, recent analysis conducted for Mississauga's Dundas Connects project shows that a bus rapid transit route along Dundas Street could unlock development potential for new housing to accommodate 52,000 people.¹⁵ For this reason, our analysis focused around transit investments and other areas that Mississauga has already identified for redevelopment (e.g. Downtown).

We developed five broad buckets to use when assessing Mississauga's redevelopment potential. These buckets each

represent different opportunities and are appropriate for different forms of development:

Bucket A: Major Planned Developments

Bucket B: GO Station Areas

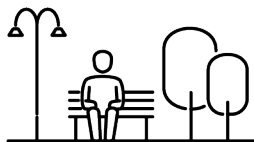
Bucket C: Major Nodes and Community Nodes

Bucket D: Transit Corridors

Bucket E: Arterial Nodes, Plazas, and Vacant Sites

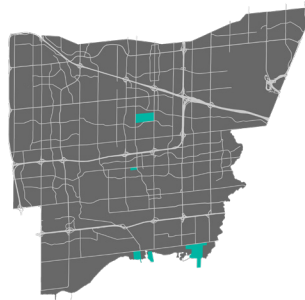
The buckets identified do not require major policy change in order to accommodate growth. For the most part, these are areas where Mississauga is already prioritizing growth through its official plan; but corresponding changes to Mississauga's zoning by-law to allow for appropriate densities in these areas should be implemented to make intensification more straightforward.

Lots that are part of single-family residential neighbourhoods and part of employment lands were removed from consideration, to maintain consistency with policy



in Mississauga. There is currently policy protecting these areas, and we wanted to understand how much Mississauga could accommodate in the areas it has identified for growth.

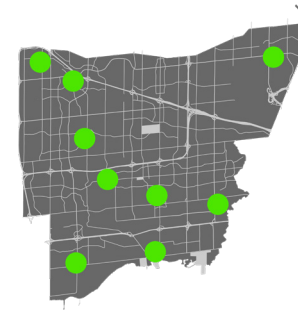
Maps are shown in greater detail under Results.



Bucket A: Major Planned Developments

The first development opportunities considered were major planned developments (e.g. Britannia Farm, Inspiration Lakeview, West Village Port Credit, M City and 1 Port Street East). These locations represent major development sites that have already begun planning and development activities and have associated infrastructure plans to help bring the plans to fruition.

These sites are rejuvenating brownfields that will add parks, employment, shops, amenities, institutional space and new homes. At these sites, we assumed that development would proceed as currently planned.

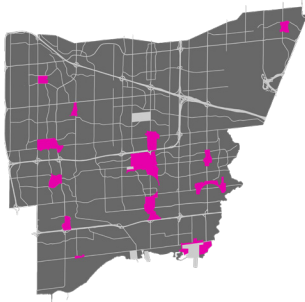


Bucket B: GO Station Areas

These areas are within a walking distance to GO stations in Mississauga, and represent an opportunity to build housing near high-order regional transit with fast and frequent service. Building out these areas as mixed-use communities will ensure that residents have access to regional employment opportunities, as well as services and amenities in their backyards.

The Growth Plan calls for a density of 150 people and jobs combined per hectare for GO train station areas. This density is applied to an area defined by upper-tier

municipalities. The defined station area is meant to maximize the size of the area and the number of potential transit users that are within walking distance of the station. Municipalities must support this density via their Official Plan and zoning by-law.



Bucket C: Major Nodes and Community Nodes

Mississauga's Official Plan identifies 13 nodes. These include: Downtown Mississauga, two Major Nodes (Central Erin Mills and Uptown Mississauga) as well as ten community nodes.

Downtown Mississauga has been identified as an Urban Growth Centre by the Growth Plan and is expected to accommodate 200 people and jobs per hectare. As an Urban Growth Centre, Downtown Mississauga is expected to be a high-den-

sity employment centre and accommodate significant growth.

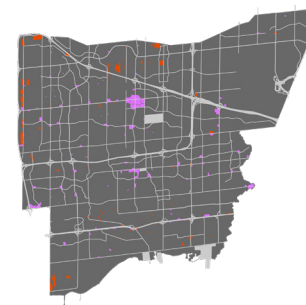
Mississauga's Major Nodes are expected provide a mix of population and employment uses at densities and heights lower than the Downtown, but greater than elsewhere in the city. Mississauga's Community Nodes are also expected to provide for a mix of population and employment uses, but at a lower density than major nodes.



Bucket D: Transit Corridors

Transit corridors follow planned and potential transit investments. Redeveloping these corridors via intensification can improve their function as vibrant main streets and avenues, and ensure that transit investments are well used.

The Growth Plan calls for a density of 160 people and jobs combined per hectare for areas served by Light Rail Transit or Bus Rapid Transit. This density is applied to an area defined by upper-tier municipalities. The defined station area is meant to maximize the size of the area and the number of potential transit users that are within walking distance of the station. Municipalities must support this density via their Official Plan and zoning by-law.



Bucket E: Arterial Nodes, Plazas and Vacant Sites

These locations correspond to vacant and low-density lots, mostly on arterial roads, outside of community nodes, transit station areas and planned transit corridors. Redevelopment of these sites into mixed-use communities will offer new housing, commercial opportunities and amenities.

While these sites are not as well situated as sites along transit corridors or at GO stations, they are often located along main streets, and may currently function as key commercial hubs. It is critical to redevelop these sites to accommodate not just residential but also commercial uses.

Gentle Residential Density

A significant portion of Mississauga's land base is occupied by low-density residential areas (29%). Many of these residential neighbourhoods have been losing population as households age, and as family demographics change. These population losses can lead to the closure of schools and other neighbourhood amenities. Gentle infill in residential neighbourhoods can help reverse this trend. However, there is often significant local sensitivity given to preserving single-family housing, and for this reason many municipalities have often restricted development in these areas.

In Toronto, these neighbourhoods are referred to as the Yellowbelt (in recognition of their colour on the City's Official Plan Land Use Map). Their role in accommodating future growth has become a topic

of discussion there, where land is more restricted than in Mississauga. Ultimately, due to the size of these residential neighbourhoods, there is a big opportunity to add new housing in these areas, no matter what the city. These areas are also generally close to existing services, schools and transportation corridors, making them attractive places to live.

There are a number of opportunities to add gentle density to these residential neighbourhoods. They include allowing the construction of smaller multi-unit buildings such as triplexes, fourplexes,

stacked townhouses and low-rise apartments. At a gentler scale, density can also be added by permitting accessory dwelling units such as laneway houses, coach houses, or side yard houses. Gentle density can also come via the creation of secondary suites in existing single-family houses.

Infilling residential neighbourhoods also offers the opportunity to make better use of existing hard infrastructure systems such as roads, pipes and sewers. Residential infill can also help distribute the burden and benefits of growth rather than



The intersection of Creditview and Britannia: The commercial plaza and large parking lot at the northeast corner of this intersection offers a large site with redevelopment potential.

concentrating growth in specific nodes or corridors.

As of the 2016 census, there were 90,780 single-detached houses and 26,730 semi-detached houses in Mississauga. Adding gentle density to even a small percentage of these lots would help provide a significant amount of new housing. **We have not included any of this potential in our assessment of Mississauga's capacity to add new population.**

How Much Density is Appropriate?

The second guiding decision in the model is how much density each parcel identified can support. This varies by bucket and by location. For example, to optimize transit ridership and land values, new development next to a GO station should be higher density. On the other hand, a site at the corner of Creditview and Britannia, where there is limited access to transit, is not as suited to high-density development. A lower-density, Missing Middle-type building is more appropriate in this context.

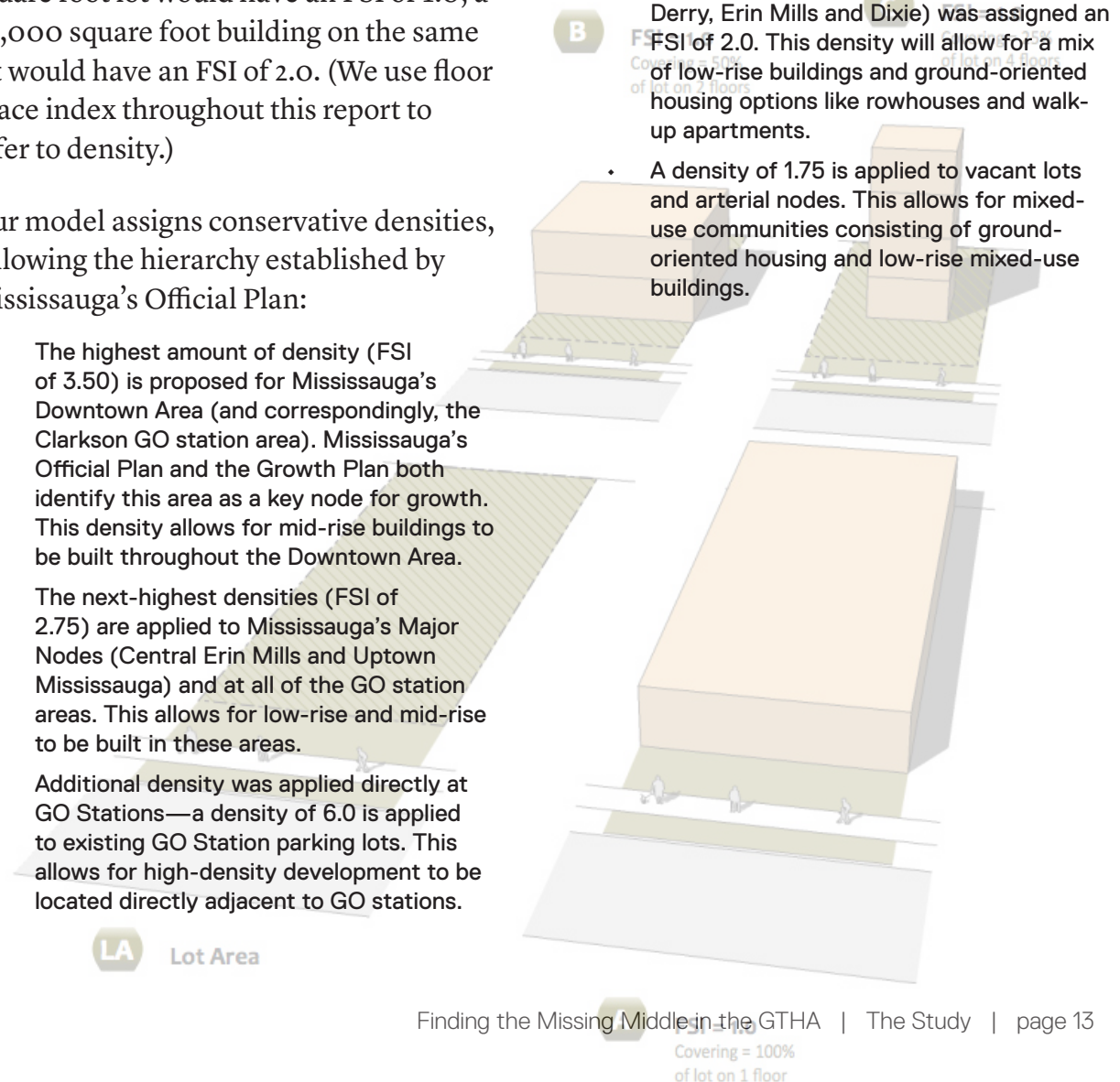
When assigning density to sites, we considered what would be an appropriate average floor space index (FSI) for

the context. Floor space index refers to the relationship between the amount of floorspace and the total area of a lot. FSI is determined by dividing the total floor area by the total lot area. For example, a 10,000 square foot building on a 10,000 square foot lot would have an FSI of 1.0; a 20,000 square foot building on the same lot would have an FSI of 2.0. (We use floor space index throughout this report to refer to density.)

Our model assigns conservative densities, following the hierarchy established by Mississauga's Official Plan:

- The highest amount of density (FSI of 3.50) is proposed for Mississauga's Downtown Area (and correspondingly, the Clarkson GO station area). Mississauga's Official Plan and the Growth Plan both identify this area as a key node for growth. This density allows for mid-rise buildings to be built throughout the Downtown Area.
- The next-highest densities (FSI of 2.75) are applied to Mississauga's Major Nodes (Central Erin Mills and Uptown Mississauga) and at all of the GO station areas. This allows for low-rise and mid-rise to be built in these areas.
- Additional density was applied directly at GO Stations—a density of 6.0 is applied to existing GO Station parking lots. This allows for high-density development to be located directly adjacent to GO stations.

- Community nodes are assigned a slightly lower density (FSI of 2.50) than major nodes.
- Redevelopment along the Hurontario LRT and Dundas BRT are assigned an FSI of 2.25.
- Redevelopment along other transit corridors (Lakeshore, Eglinton, MiWay, Derry, Erin Mills and Dixie) was assigned an FSI of 2.0. This density will allow for a mix of low-rise buildings and ground-oriented housing options like rowhouses and walk-up apartments.
- A density of 1.75 is applied to vacant lots and arterial nodes. This allows for mixed-use communities consisting of ground-oriented housing and low-rise mixed-use buildings.



Density Examples



3600 Lakeshore Boulevard West, Etobicoke

Gross Density: 1.11 / Net Density (minus roads and parks): 1.44 (estimated)

3600 Lakeshore is a large site being redeveloped near the Long Branch GO station. The total site area is 4.8 hectares. The project includes a low-rise commercial building, a mid-rise mixed-use building, and stacked townhouses.

Density level: similar to that proposed in our model for arterial nodes and vacant lot infill, and demonstrates what is possible at other large sites.



601 Oakwood Avenue, Toronto

Floor Space Index: 3.36

601 Oakwood is a proposed low-rise mixed-use building near the intersection of Oakwood and Eglinton. This location is adjacent to the Eglinton LRT.

Density level: comparable (though slightly higher) to that proposed in our model for transit corridors.



713 Lawrence Avenue, North York

Floor Space Index: 1.62

713 Lawrence Ave. is a proposed townhouse development near the Lawrence West subway station. It provides 84 new residential units.

Density level: similar to that proposed in our model for transit corridors and for arterial nodes and vacant lot infill.

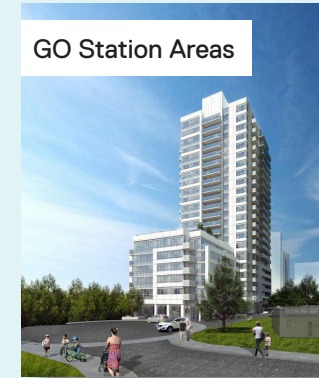


408 Browns Line, Etobicoke

Floor Space Index: 3.6

408 Browns line is a proposed mixed-use mid-rise building of six storeys that will provide 83 new residential units.

Density level: similar to that proposed in our model for GO station areas, and major growth centres.



10 Wilby Crescent, North York

Floor Space Index: 5.11

10 Wilby Crescent is an approved condo project being built by Options for Homes, an affordable ownership developer. The project is located near the Weston GO station. As approved, it will provide 233 new residential units, with 142 of them having at least two bedrooms.

Density level: similar to that proposed in our model for GO station parking lots.



Unit Sizes

To ensure we were projecting family-friendly units in our model, we assumed an average unit size of 113 m². In buildings with common elements, the average unit size would be reduced to account for a building's floor plan efficiency (i.e. reduced usable residential floorspace to account for common elements). Based on these assumptions, in a typical condo building with an 83% efficiency, the average unit would be 93.8 m², or 1,009 ft².

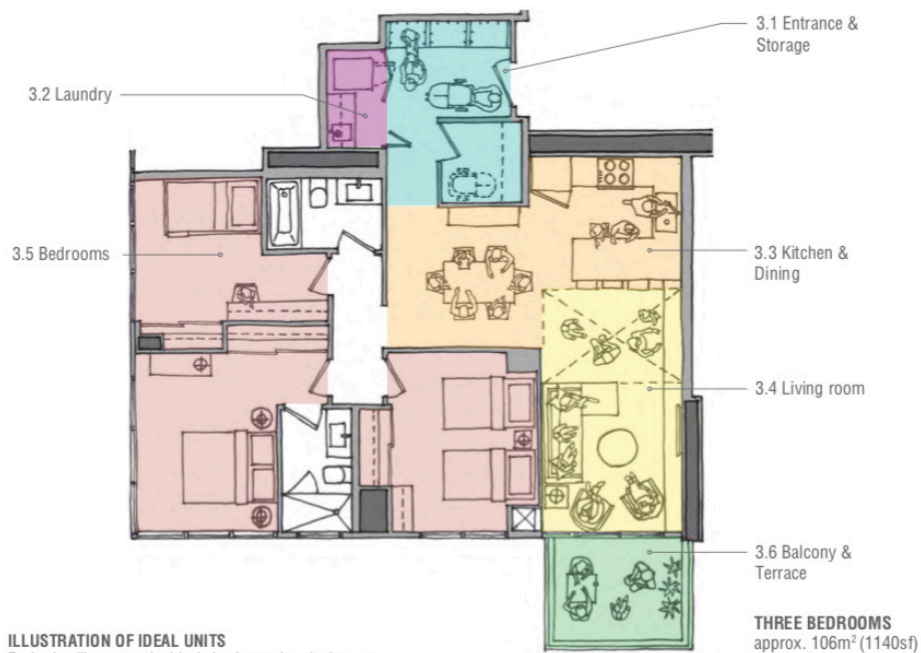


ILLUSTRATION OF IDEAL UNITS
Each plan illustrates the ideal size for each unit element.

Using 113 m² as an average unit size means that the majority of units will be larger, multi-bedroom suites that are suitable for a range of families and households. The City of Toronto's recommends a unit size of 90 m² for two-bedroom units and 106 m² for three-bedroom units.¹⁶



Redevelopment Criteria

While there is significant potential land within each bucket, not all sites make for viable redevelopment opportunities. As previously noted, existing employment lands and single- and semi-detached residential neighbourhoods were excluded from major redevelopment. This removes the majority of Mississauga’s land base from consideration. As Mississauga evolves and continues to grow, the protection of exclusive low-density residential and employment land zoning should be revisited. Redeveloping these areas would allow Mississauga to accommodate even more population and employment.

When assessing sites considered for redevelopment, we acknowledged that not all sites would be redeveloped. A site was excluded if it was already built out to at least 40% of the target density. For example, in our model, if a site was being redeveloped to an FSI of 2.0, it would only be redeveloped if the existing density was <0.8 FSI. In addition to ensuring some level of viability for redevelopment, this criterion reserves some sites for future

development when higher densities might be more appropriate.

Protecting Space for Schools, Parks and Employment

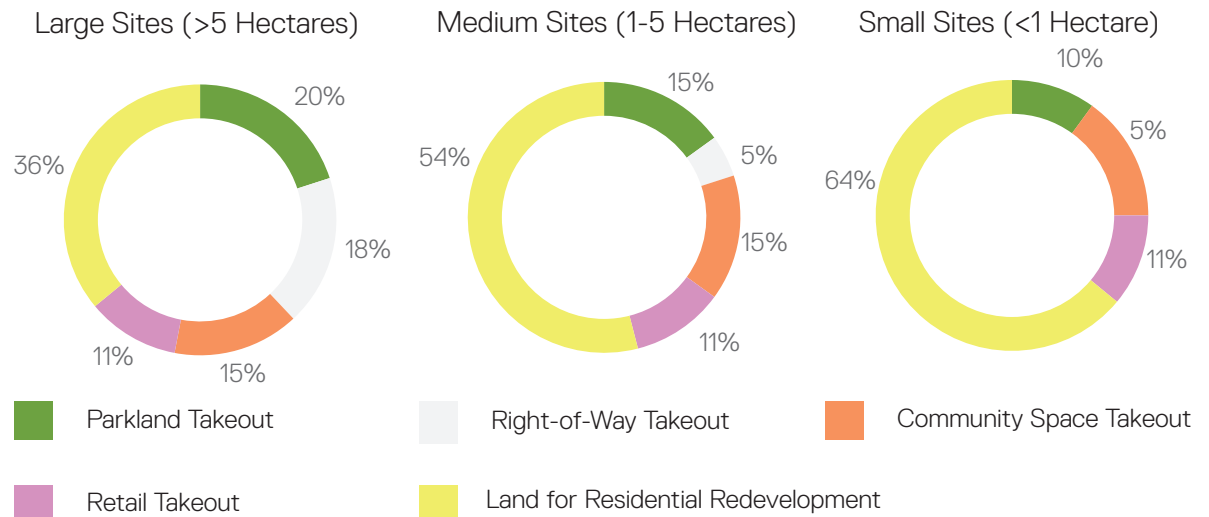
To reserve sufficient space for soft infrastructure, parks, community-serving employment and amenities, our housing model:

- Sets aside a portion of each lot as a “take-out” for parkland, following policy set by Section 42 of the Ontario Planning Act and adopting the City of Toronto’s alternate rate guidelines¹⁷
- Applies a consistent “take-out” for community services (15%) based on

existing land use patterns in the GTHA. This take-out allows for the City and the school board to purchase appropriate parcels for community centres and schools

- Applies a consistent “take-out” for retail space and community-serving employment (of 11%) based on the Hemson employment and population projections for Mississauga.¹⁸ While not every development will be mixed-use, our “take-out” in this category reflects the provision of new community-serving retail and employment that will accompany growth
- Applies a “take-out” for rights-of-way (e.g. roads) on sites larger than one hectare to improve access to and from the site

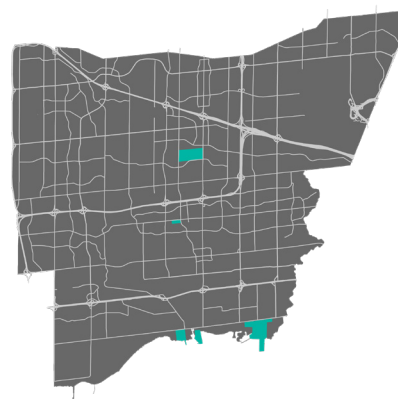
The charts below summarize these assumptions.



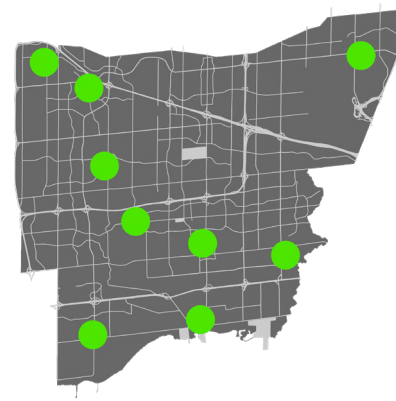
Results

We identified over 1,660 hectares of land as suitable for redevelopment. Our model suggests that this land could be redeveloped to provide 174,000 new homes in Mississauga. Based on this, Mississauga could accommodate approximately 435,000 new residents¹⁹—many more than its 25-year growth allocation. In fact, the amount of housing we have identified could accommodate approximately 85% of Peel Region’s assigned growth, significantly cutting down on the amount of greenfield development that would need to occur in areas like Caledon.

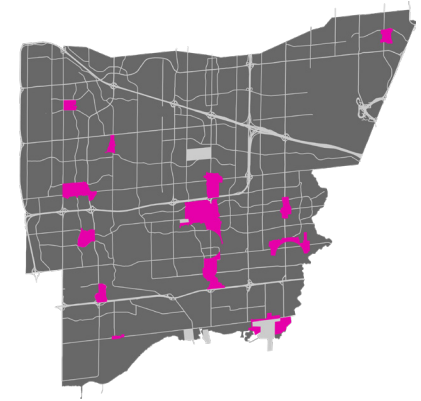
This housing potential would bring huge benefits to the city. Along with it, Mississauga would also welcome new jobs, talents and renewed vibrancy. Its Downtown Core, Major Nodes and Community Nodes would emerge as attractive mixed-use areas. Added density along transit lines would allow transit to run more often, enabling residents to get around more easily without waiting in traffic.



Planned Developments
20,000 new housing units



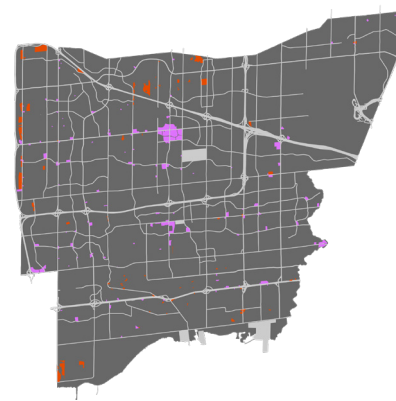
GO Station Areas
39,000 new housing units



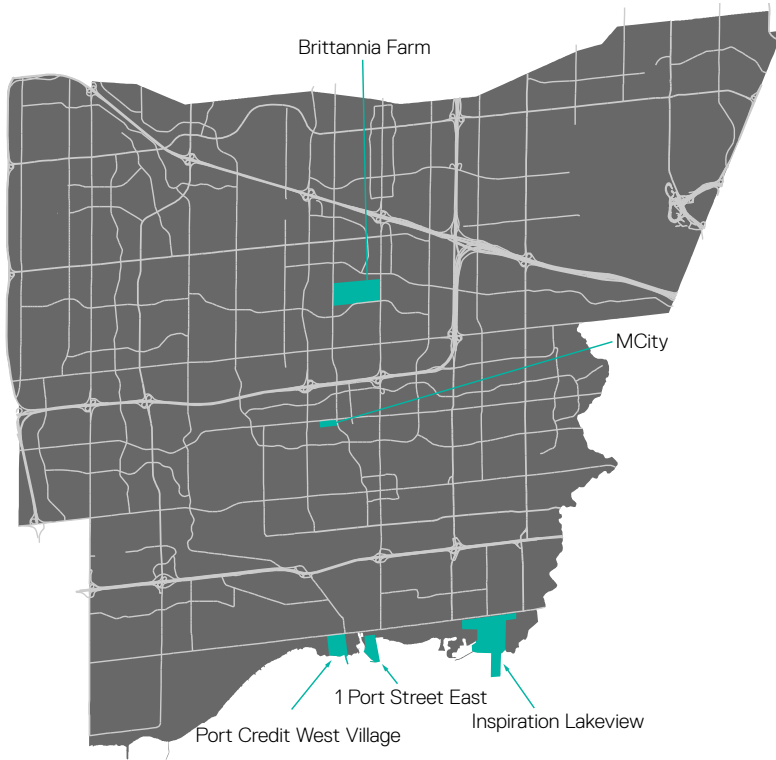
Major Nodes & Community Nodes
44,000 new housing units



Transit Corridors
39,000 new housing units



Arterial Nodes, Plazas and Vacant Sites
32,000 new housing units



1 Port Street East and Inspiration Lakeview). These three developments will add almost 12,000 new units to Mississauga. MCity, a site adjacent to Downtown Mississauga, is also expected to accommodate significant new growth (up to 7,000 new units).

Finally, a small part (approximately 13 hectares) of Britannia Farm (an 81-hectare site located along Hurontario) is also expected to be redeveloped as housing. However, the primary focus of this large redevelopment project is the creation of new recreation and natural areas.

Bucket A: Major Planned Developments

Approximately 20,000 units are expected to be delivered via major brown-field and vacant sites that have already begun planning in Mississauga.

Three of these sites are along the lakeshore (Port Credit West Village,



MCity: Up to 7,000 units



Port Credit West Village: 2,500 units



1 Port Street East: 1,200 units (est.)

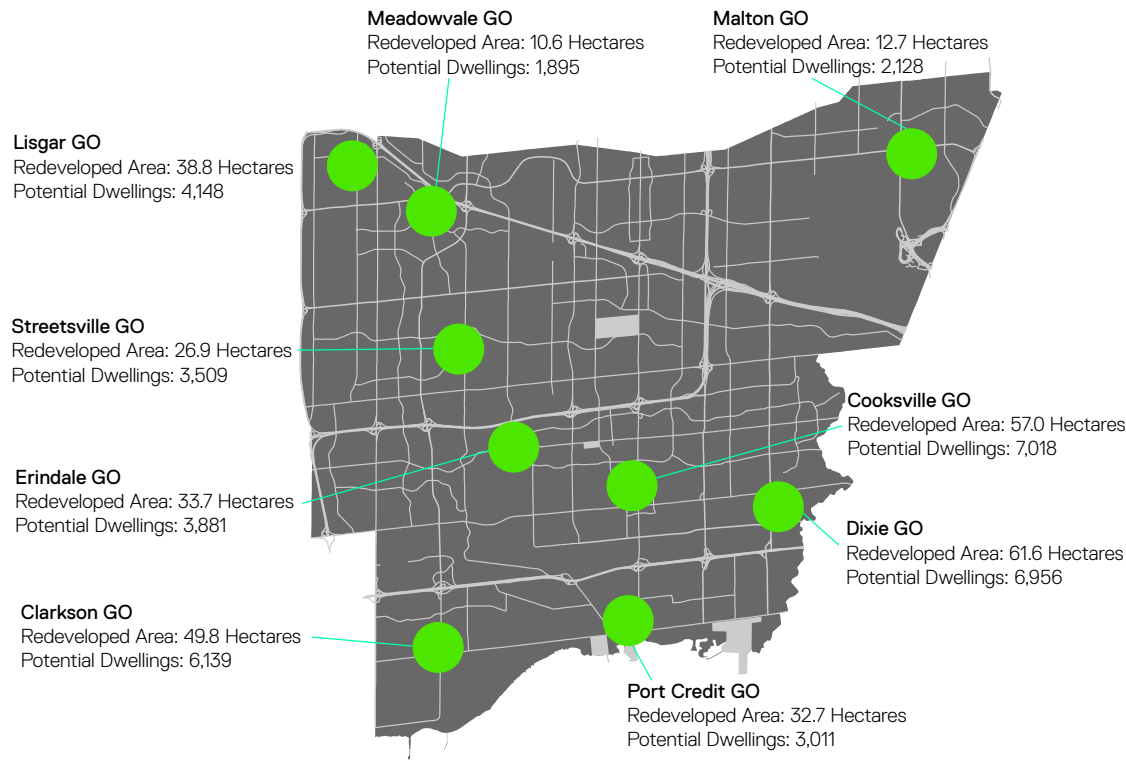


Inspiration Lakeview: 8,000 units



Britannia Farm: 1,500 units (estimated)

In-Depth Results



Bucket B: GO Station Areas

The nine GO stations within Mississauga's boundaries offer excellent redevelopment potential. Based on Ontario's Transit Oriented Development Guidelines, our model examined redevelopment potential within 800 m of

these stations. The Growth Plan calls for a minimum density of 150 people and jobs combined per hectare for GO Train Station areas. Municipalities can define the shape and size of these areas (e.g. they might be designed to avoid employment areas or low-density residential areas).

Our model does not directly apply the Growth Plan's targets. Instead, it examines redevelopment opportunities and applies suitable new densities to these op-

portunities. A density of 2.75 was applied to GO station areas—Cooksville GO had a density of 3.5 applied due to its location in Downtown Mississauga. Higher densities (6.0) were applied to GO station parking lots.

Land availability and current redevelopment rates vary drastically among the nine stations. For example, the Cooksville GO station, located in Mississauga's burgeoning downtown, is already seeing new buildings rise within its vicinity and has a number of redevelopable lots in its vicinity. On the other hand, Meadowvale GO and Malton GO are both surrounded by residential neighbourhoods and/or employment lands limiting redevelopment opportunities.

The amount of housing we have identified could accommodate 80% of Peel Region's assigned growth.

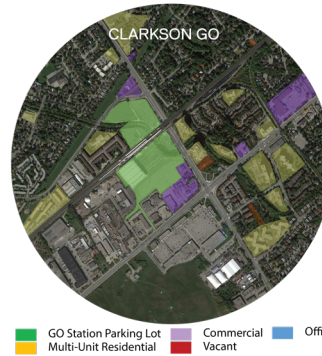
Overall, our model found the potential for 39,000 new homes within these nine station areas. In particular, there was a big opportunity at existing GO parking lots (+11,000 units) owned by Metrolinx.

These sites are prime candidates for redevelopment to increase transit usage, create new centres and amenities for the surrounding community, and help fund Metrolinx operations and expansion.

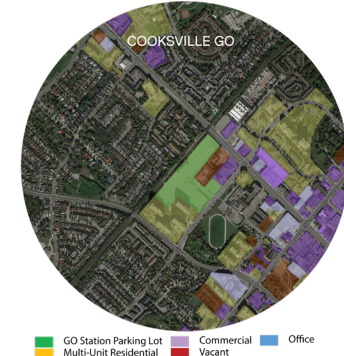
Building out GO station areas is a big opportunity to increase ridership along the GO network and to improve overall affordability for residents by reducing the need to own more than one automobile. Appropriately built out GO station areas will also include a variety of local services, employment opportunities and daily shopping needs.

The redevelopment of GO station areas into strong mixed-use communities can happen primarily via the redevelopment of low-density sites and parking lots, including those existing. This redevelopment does not mean that parking needs to disappear—where necessary, surface parking lots can be replaced with parking structures that help maintain needed parking, while freeing up development opportunities.

GO Station Sample Sites



Clarkson GO offers significant redevelopment potential at its two large parking lots. There are also a number of multi-unit residential buildings in the vicinity that could be infilled to add more residential units and more commercial space to the local area. A large amount of employment land and residential neighbourhoods limit the total amount of area available around the station.



Cooksville GO is located within Mississauga's Downtown Node and offers significant redevelopment potential. This GO station offers direct access to the Hurontario LRT and is within walking distance the Dundas BRT. A number of multi-unit residential units could be infilled to add more density. Likewise, a large number of commercial properties along both Hurontario and Dundas could be redeveloped.



Malton GO is predominantly surrounded by employment lands, significantly limiting redevelopment potential. The most significant redevelopment opportunities include the GO station parking lot and commercial properties along Derry Road.



A major employment zone is located directly south of the GO rail tracks near Dixie GO station. However, to the north side of the station there are many low-density commercial properties that offer compelling mixed-use redevelopment opportunities.

Development Examples



Nest Condos, Toronto

Density: 4.885

Nest Condos are located on St. Clair Avenue in Toronto, along the St. Clair street-car line which operates in a dedicated right-of-way. Nest Condos demonstrate how a mixed-use mid-rise building can be used to add density to a transit-rich area while transitioning to a lower-density adjacent neighbourhood. The density achieved by Nest Condos is comparable to that proposed in our model for GO station parking lots.

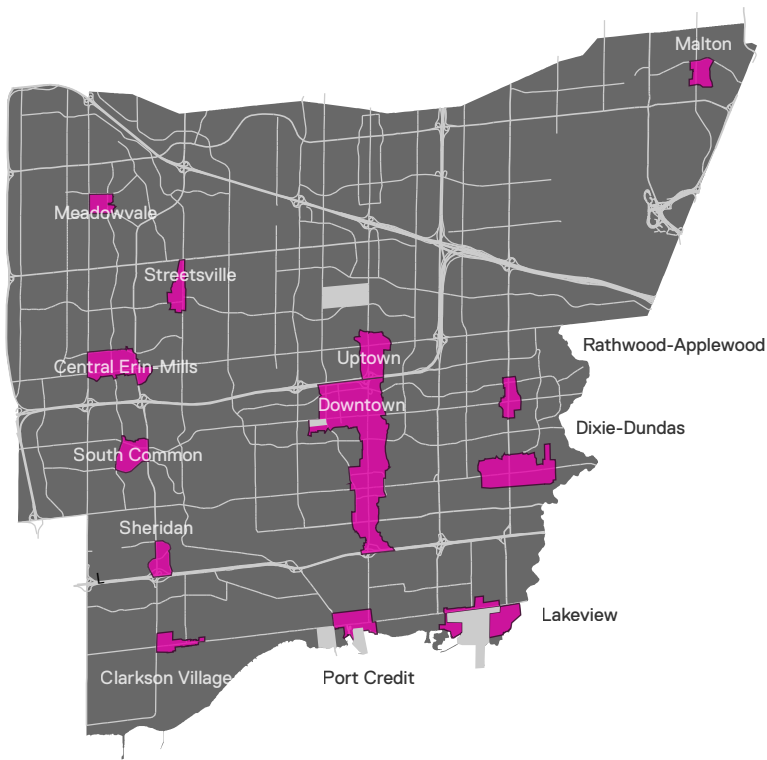


Galleria Mall, Toronto

Density: 4.94

The Galleria Mall redevelopment proposes to redevelop an old single-story mall on a large site (4.9 hectares) into a mixed-use community in Toronto. The proposed development will include a mix of residential, office and commercial space as well as the development of a new community centre.

While higher density than the density proposed for Mississauga's GO station areas, the Galleria Mall redevelopment demonstrates how large sites in central locations can be redeveloped to provide a mix of uses, and help provide for new community amenities.



Bucket C: Major Nodes & Community Nodes

Mississauga has identified the downtown area, two major nodes (uptown Mississauga and Central Erin Mills) as well as ten community nodes (Clarkson Village, Dixie-Dundas, Lakeview, Malton, Meadowvale, Port Credit, Rathwood-Applewood, Sheridan, South Common and Streetsville).

These thirteen nodes are areas where higher density residential development is permitted in Mississauga. These areas are also expected to have employment mixed in.

Significant area already considered under the GO station land category makes up areas of the Streetsville, Clarkson Village, Port Credit and Dixie-Dundas Nodes. We removed the GO station areas from these nodes to ensure that housing potential was not double-counted.

Density applied to lots with Major and Community Nodes identified was generally 2.50. A density of 2.75 was applied to the Dixie-Dundas, Uptown and Port Credit nodes due to their alignment with planned rapid transit investments along Hurontario and Dundas. A density of 3.5 was applied to downtown Mississauga since Mississauga has prioritized high-density development in this area.

Overall, our model found the potential for 44,000 new homes within Major Nodes and Community Nodes as detailed in the following table.

Node	Density	Units
Downtown**	3.50	21,683
Uptown	2.75	3,780
Central Erin Mills	2.75	5,574
Lakeview	2.50	572
South Common	2.50	953
Malton	2.50	1,130
Rathwood-Applewood	2.50	1,374
Meadowvale	2.50	2,058
Sheridan	2.50	1,877
Streetsville**	2.50	1,551
Port Credit*	2.50	N/A
Clarkson Village**	2.50	678
Dixie-Dundas**	2.50	3,105

* The Port Credit Community Node is entirely contained within the Port Credit GO station MTSA.

** Clarkson Village, Streetsville, Downtown and Dixie-Dundas Nodes have overlap with their local GO stations. Housing potential previously captured in those GO station buckets is not included here.

Major Node and Community Node Sample Sites



Uptown Mississauga is identified as a Major Node. It is located at the intersection of Hurontario and Eglinton.



Sheridan is identified as a Community Node. It is located along Erin Mills Parkway, north of the QEW.



Malton is identified as a Community Node in Mississauga's plan. It is located along Goreway Drive, north of the Pearson "Airport Megazone."



South Common is identified as a Community Node. It is located at the intersection of Burnhamthorpe Road and Erin Mills Parkway.



Development Examples



University Heights Professional and Medical Centre, Toronto

Density: 2.52

This mixed-use building (office + retail) is located at 35 Tangiers Road, at the corner of Finch Avenue.

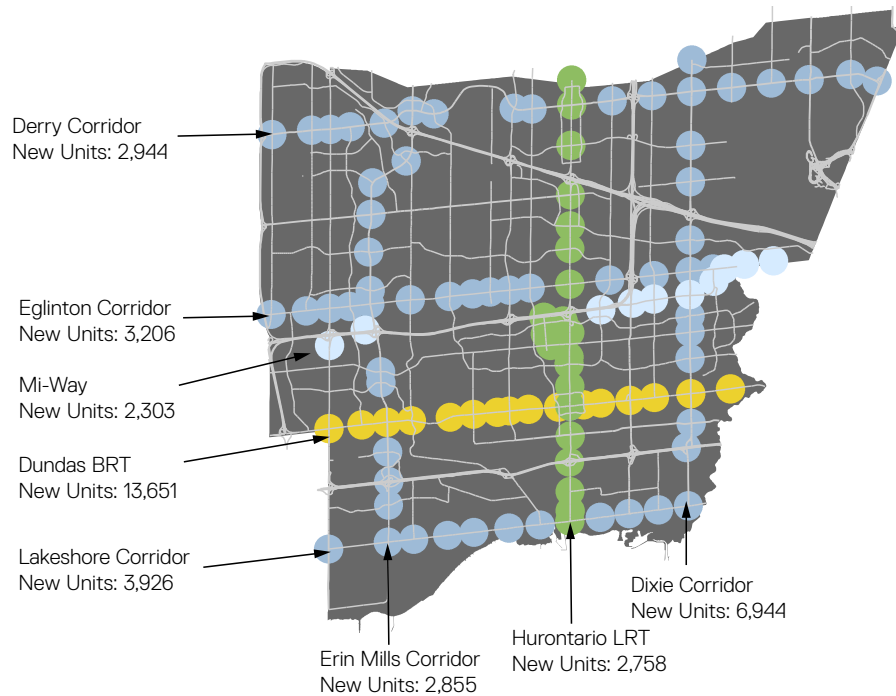


Motif Lofts, Toronto

Density: 3.0

Motif Lofts are located at 41 Ossington Avenue in Toronto, just north of Queen Street. The building includes condo units, townhouse units and ground floor retail.





Bucket D: Transit Corridors

We assigned developable lots along Hurontario and Dundas a density of 2.25, and lots along all other transit corridors a density of 2.0. Our model removed areas already considered to ensure we didn't double-count housing potential.

The highest level of development potential was along the planned Dundas BRT route. There is also significant development potential along the Hurontario LRT route, however most of this potential was captured via the Port Credit MTSA, Cooksville MTSA, Downtown Node and Uptown Node.

Overall, our model found the potential for 38,587 new housing units along transit corridors.

The Growth Plan calls for a density of 160 people and jobs combined per hectare for areas served by Light Rail Transit or Bus Rapid Transit. As with GO station areas—municipalities can define the exact shape and size of these areas (e.g. they might be designed to avoid employment areas or low-density residential areas).

Transit Corridor Sample Sites



The intersection of Dundas and Glengarry along the planned Dundas BRT offers significant redevelopment potential at a mix of commercial and multi-unit residential sites.



The intersection of Dixie and Bloor along a (potential) Dixie transit corridor has many multi-unit residential sites that can be infilled to add new units and neighbourhood services.

Development Examples



Albina Yard, Portland, Oregon (USA)

Density: 2.4 (estimated)

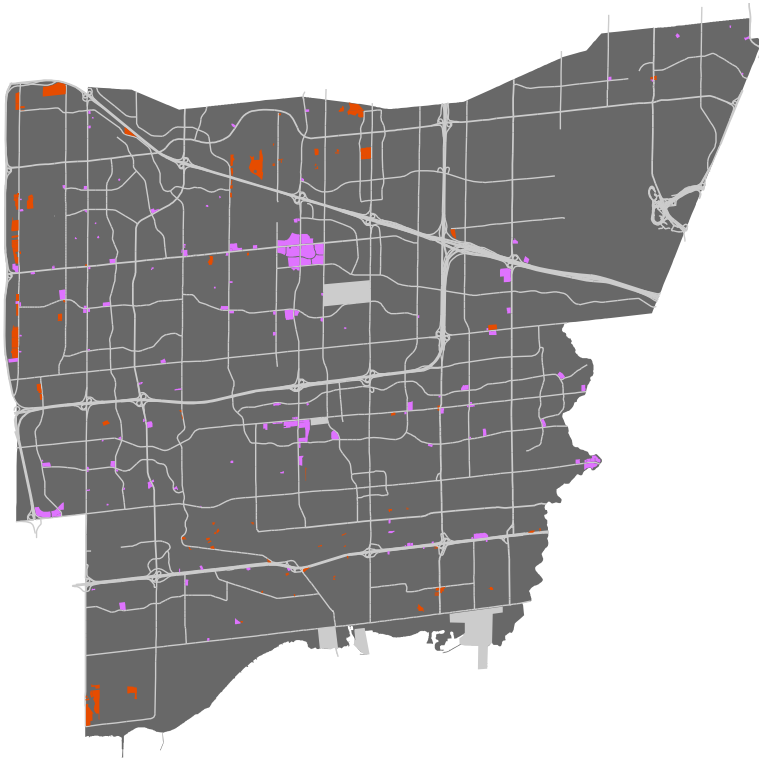
This four-storey mixed-use building (office and retail) is within an 800m radius of one of Portland's MAX light rail stations. It demonstrates how a low-rise building can help intensify and animate transit corridors.

Richmond Town Manors, Toronto

Density: 2.52

This townhouse development is located near downtown Toronto and demonstrates how Missing Middle densities can be incorporated into existing residential neighbourhoods.





Bucket E: Arterial Nodes, Plazas and Vacant Sites

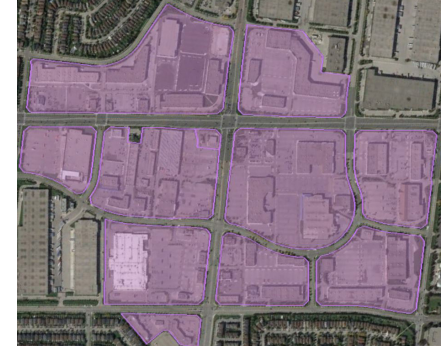
Arterial nodes and vacant sites represent large low-density sites, predominantly on major arteries in Mississauga. Due to their low-density, these sites are relatively easy to redevelop. However since

they are not close to planned transit investments, their redevelopment is less strategic than that of other sites. Some of the sites considered under this bucket include big box store areas, strip malls and car dealerships.

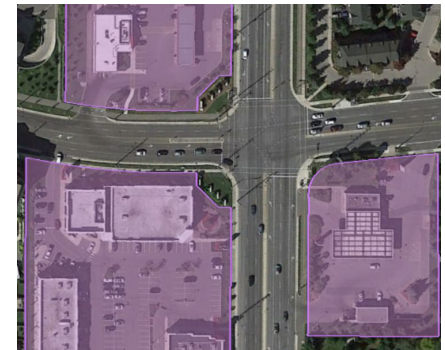
Overall, 500 hectares were analyzed as part of this bucket. Sites under this category had a density of 1.75 applied to them. Our model found the potential for 32,000 new homes on these sites.

These lots could be redeveloped to add new residential units alongside an increased diversity of street-fronting commercial services for the local community.

Arterial Nodes Sample Sites



The intersection of Britannia Road and McLaughlin contains a number of large commercial properties, mainly surrounded by employment lands. Redeveloping these would help introduce a healthier mix of land uses and bring new housing units into an area close to major employers.



The intersection of Winston Churchill Blvd. and Thomas Street includes a large gas station, a Tim Hortons with a large parking lot, and a commercial plaza. These lots could be redeveloped to add new residential units alongside an increased diversity of street-fronting commercial services for the local community.

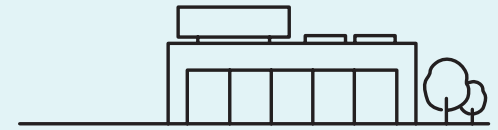
Development Examples



Humbertown Redevelopment, Toronto

Density: 2.06

The Humbertown redevelopment project will transform a suburban mall in Etobicoke into a mixed-use community. The project offers a model for the redevelopment of other large commercial sites. The new Humbertown neighbourhood will contain a mix of uses and building forms.



127 Finch Avenue East Towns, Toronto

Density: 1.57

These townhomes will add 38 new family-friendly units within walking distance of the Finch Subway Station in North York.



Conclusions

The findings of this study demonstrate that significant housing potential can be achieved on a fraction of Mississauga's land base, without relying on high densities. We show that even with conservative assumptions around density and land availability, there is ample space to add new Missing Middle family-friendly housing units across our municipalities—and that this is possible while building predominantly large units.

Significant housing potential can be achieved on a fraction of Mississauga's land base, without relying on high densities.

Taking advantage of these opportunities can help protect valuable farmland and natural areas outside of our cities, ensuring the Greenbelt remains a key feature of the region. The benefits, however, extend beyond land protection. Building new Missing Middle family-friendly

housing will help GTHA municipalities attract and retain new residents. It will help ensure that residents can live close to jobs, schools and local amenities, and that they have opportunities to get around by means other than a car.

Moving away from our “tall and sprawl” approach to planning and development will require change. Our study focused on the housing potential in areas that Mississauga already identified as growth areas. However, changes to land development regulations and processes across the GTHA will be necessary to deliver the abundance of housing we modelled. For example, many Official Plans across the GTHA identify where growth should happen, but development is hindered because the zoning by-laws do not reflect the real potential of actual sites.

Benefits of Intensification Planning

Planning for and building more Missing Middle housing across the region will come with a number of benefits for the GTHA, its municipalities and their residents, as follows.

1. Reduced Land Consumption

According to the results from our model, Mississauga, conservatively, has room to accommodate up to 174,000 new housing units within its existing urban footprint via the delivery of more Missing Middle housing. This amount of housing could meet the needs for 85% of Peel Region's Growth as projected in the Growth Plan for the Greater Golden Horseshoe. By focusing growth in Peel Region around Missing Middle opportunities, a significant amount of land could be protected for future use as farmland, natural capital or even longer-term housing needs.

Even with conservative assumptions around density and land availability, there is ample space to add new Missing Middle family-friendly housing units across our municipalities.

2. More Efficient Infrastructure Use

Building more Missing Middle housing in our existing cities will reduce the costs to municipality for infrastructure and servicing.²⁰ Specifically, by reducing the

amount of land that needs to be serviced, intensification can help municipalities reduce the need to build new linear infrastructure systems such as pipes, sewers and roads.

Furthermore, encouraging more housing to be built around and along transit investments will lead to more riders on our transit system, leading to increased fare revenues and a more cost-effective transit system, increasing its economic viability. Aligning population growth and transit investments is something we have historically failed to do well.²¹ As we plan for more Missing Middle housing, there is a big opportunity to align growth with transit, as our study shows.

Our model found room for 170,000 new homes. Over 80% of these units can be delivered in areas prioritized by the Growth Plan and Mississauga's Official Plan.

3. Building More Vibrant Communities

Surveys have consistently shown that residents of the GTHA want to live close to services, transit options and amenities.²² However, our “Tall and Sprawl” approach to planning and development means we have built almost no new housing suitable to families or large households that meets these criteria. People are forced to choose between small condos in central locations or large houses at the urban fringe—little is available in between. Building more Missing Middle housing along our main streets and in neighbourhood nodes will help add family-friendly housing to the most attractive and vibrant parts of our cities, giving GTHA residents even more reason to set down roots.

Furthermore, with land costs rising across the Greater Golden Horseshoe, Missing Middle housing offers the opportunity to use land more efficiently and minimize the cost of land per housing unit. By focusing on more than just the single-detached house and the one-bedroom condo, municipalities have the opportunity to provide residents with a range of suitable and attractive housing options.

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Page 1: Downtown Mississauga, Ontario. Photo by Yama Saighani, November 2017. Available at: <https://www.pexels.com/photo/mississauga-ontario-realtor-sq1-condos-715196/>

Page 4: An aerial view of housing developments near Markham, Ontario. Photo by IDuke, November 2005. Available at: https://en.wikipedia.org/wiki/List_of_municipalities_in_Ontario#/media/File:Markham-suburbs_aerial-edit2.jpg

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Page 9, Left: Daniels at Erin Mills. From UrbanToronto: <http://urbantoronto.ca/sites/default/files/images/projects/8754/8754-69376.jpeg>

Page 9, Right: Absolute Mississauga. Photo by Terry Ozon, May 2012. Available at: https://commons.wikimedia.org/wiki/File:Absolute_Mississauga_May_2012.jpg

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Endnotes

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