

Recommendation Report Detailed Planning Analysis

Owner: Elm Cormack (2017) Inc.

1583 Cormack Crescent

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1. Community Comments

The proposed development has generated considerable interest from the community. The majority of comments received identified issues of concern and/or in opposition to the pre-submission application of 20 semi-detached homes and 10 detached homes. The application was subsequently revised to 22 detached homes and further reduced to 19 detached homes.

Staff have considered the concerns raised by the community. The following represents an overview of the issues identified by key themes.

Comment

Concern was expressed that this development does not fit within this neighbourhood's character.

Response

While Mississauga Official Plan (MOP) states that Neighbourhood Character Areas are not appropriate areas for significant intensification, intensification in neighbourhoods may occur where it is sensitive to the existing and planned character. Increased density may also be considered when located along right-of-ways identified as Corridors such as Dixie Road.

Further, new development is not required to imitate previous development patterns or mirror existing development, but is required to respect and be compatible with the surrounding area. Although the proposed development of detached dwellings represents an increase in density in comparison to the immediate area, the proposal is for modest intensification in the

form of ground-related residential development along Dixie Road, which already has a different character than the interior of the Orchard Heights neighbourhood.

Based on the criteria for compatible development set forth in MOP, the proposed development of detached dwellings on condominium road is considered to be appropriate.

Since the initial submission, the applicant has reduced the number of dwellings from 30 to 19 in response to neighbourhood concerns. The revised proposal better reflects the existing neighbourhood character with improved transition to surrounding properties.

Additional comments are provided in Section 7 of this report.

Comment

Concern about traffic impact and road access.

Response

The applicant has submitted two traffic impact studies prepared by Tatham Engineering Limited and that were reviewed by the Transportation and Works Department. It has been determined that the additional trips generated by this development will not impact the operations of the existing road network and intersections.

Comment

Concern was expressed about insufficient local school capacity.

Response

The school boards have provided comments that indicate there is capacity within the local schools to accommodate students generated by this development.

Comment

Concern was raised that this development is being reviewed individually instead of cumulatively.

Response

Region of Peel Official Plan and Mississauga Official Plan (MOP) allocate growth to different areas of Mississauga. The impacts of cumulative growth are being considered through the Official Plan Review. Mississauga is adhering to MOP by focusing growth in strategic areas like the downtown and major nodes. While MOP states that neighbourhoods are not to be the focus of significant intensification, some intensification can be considered where it is sensitive to the existing and planned character of the neighbourhood

All agencies, including utilities and school boards, provide comments on every development application. No agency comments indicate that the existing services are overcapacity.

Comment

Concern was expressed that the proposed density was too high and that lots are too small.

Response

The proposed density, built-form and lot sizes are not unique to the area. There are other examples in the immediate Lakeview

Neighbourhood Character Area where higher density developments such as townhouses and semi-detached homes on smaller lots co-exist with detached homes. In addition, the applicant has removed the proposed semi-detached dwellings, reduced the overall number of units, increased the lot sizes, increased the exterior yards and reduced the dwelling heights.

Construction

Concern about construction access, safety, dust and noise.

Response

Construction access is being encouraged from Cormack Crescent. There are various requirements such as access approval, road occupancy permit and development securities that would address access, safety and dust control concerns raised by the community. In addition the City's Noise Control By-law governs the hours of works on site and any contravention can be addressed through By-law Enforcement.

If approved, a Construction Management Plan (CMP) will be required prior to any development which will help ensure safe access and minimal construction related impacts.

Comment

Concern regarding precedent setting nature of the proposal and future developments.

Response

Development applications are reviewed on their own merits and in accordance with the specific attributes of the site and applicable MOP policies.

The proposal represents intensification of an underutilized property within the Dixie Road corridor along the edge of the neighbourhood. There are few other properties that are a similar size and context found within the neighbourhood. However, there are a small number of underutilized properties on Dixie Road which may redevelop overtime.

The Dixie QEW interchange redevelopment requires additional land for safe on-ramps off-ramps, and roadwork. This will constrain future developments on Cormack Crescent. A future potential condominium road connection to the South Service Road has been protected for, pending the ultimate needs of MTO and design of the interchange.

Comment

Concern was expressed about the cost and maintenance of the existing private road (Edencrest Road).

Response

Edencrest Road is a private road with public pedestrian and vehicular access easements. The existing road is privately maintained by the condominium corporation of the homeowners on Edencrest Road. Similarly, this development will require a condominium corporation to own and maintain its private road. The condominium corporations will be separate entities with separate maintenance.

Public vehicular and pedestrian access easements are registered on title of the property over the private road (Edencrest Road) to allow public access over these lands.

Comment

Concern was expressed that the residents on Edencrest Road were unaware that the road could be continued.

Response

The Edencrest Road development, OZ 09/13 W1 was approved by Council on March 27, 2013. The supplementary report, Appendix 3, included possible future road extensions in the revised concept plan.

The access arrangement is registered on the titles for the homes on Edencrest Road. The subject lands are identified as an Adjacent Development where public vehicular and pedestrian access easements are protected should such lands be developed.

Comment

Concern was expressed about the possibility of land assemblies, severances and future development in the interior of the Orchard Heights neighbourhood.

Response

The proposed development is not a land assembly or a severance. While the potential for land assemblies for redevelopment do exist in the Lakeview Neighbourhood, they generally occur on corridors and combine underutilized parcels. Additional comments are provided in Section 7 of this report.

Comment

Concern was expressed about pedestrian safety and lack of sidewalks.

Response

The proposed development is consistent with the existing neighbourhood. New pedestrian access to Cormack Crescent/Dixie Road will be incorporated into the development, enabling better pedestrian access to transit stops on Dixie Road.

Comment

Concern was expressed about the number of parking spaces.

Response

The proposed development is providing four parking spaces per dwelling, whereas the zoning bylaw only requires two parking spaces per dwelling. In addition, the proposed development provides seven off-street visitor parking spaces whereas only five are required.

2. Updated Agency and City Department Comments

The applications were circulated to all City departments and commenting agencies on September 9, 2019. A revised submission that responded to the comments and changes to the plans was circulated on April 5, 2021.

A summary of the comments are contained in the Information Report attached as Appendix 1. Below are updated comments.

Transportation and Works

Technical reports and drawings have been submitted and have been reviewed to ensure that engineering matters related to noise, grading, servicing, stormwater management, traffic and environmental compliance can be satisfactorily addressed to confirm the feasibility of the project, in accordance with City requirements.

Stormwater

The Functional Servicing Report (FSR) and Stormwater Management Report indicates that an increase in stormwater runoff will occur with the redevelopment of the site. In order to mitigate the change in impervious area from the proposed development and impact to the receiving drainage system, on-site stormwater management controls for the post-development discharge is required.

The applicant is proposing to have a storm sewer outlet to Dixie Road to service the development lands. As Dixie Road is a regional road, the review and approval of the FSR and Stormwater Management Report require approval from the Region of Peel. The applicant has demonstrated a satisfactory stormwater servicing concept, with proposed Low Impact Development (LID) features such as topsoil amendment and rain barrels that are capable of achieving the 5 mm (0.2 in) water balance. No further technical information is required in this regard for review by the City.

Traffic

Two traffic impact study (TIS) submissions were provided by Tatham Engineering Limited in support of the proposed development. Each submission was reviewed and audited by the City's Transportation and Works Department. Based on the second submission, dated October 2020, the study complied with the City's TIS guidelines and is deemed satisfactory. The study concluded that the proposed development is anticipated to generate 18 (4 in, 14 out) and 21 (13 in, 8 out) two-way site trips for the weekday AM and PM peak hours in 2024 respectively.

With the traffic generated by the proposed development, the study area intersections and proposed vehicular access are expected to operate at acceptable levels of service with minimal impact to existing traffic conditions. The cost for any road improvements required in support of this development application will be borne by the owner.

Environmental Compliance

A Phase I Environmental Site Assessment (ESA) report, dated November 13, 2017, a Phase II ESA report, dated November 14, 2017, and a Remedial Action Plan (RAP), dated November 11, 2021, all prepared by Toronto Inspection Ltd, have been reviewed. The Phase II ESA indicates that remediation is required to meet the applicable Ministry of the Environment, Conservation and Parks Standards. The RAP indicates that remediation will be finalized when on-site buildings are demolished and site grading activities are undertaken. A final clean-up report is required to be submitted to the Transportation

and Works Department for review as a condition of draft plan approval upon completion of the remediation.

Noise

The noise feasibility study by Jade Acoustics dated March 11, 2021 evaluates the potential impact to and from the development and recommends mitigation measures to reduce any negative impacts. The results of this preliminary study indicate that noise mitigation measures will be required, including sound barriers for outdoor living areas. Detailed design will occur through the site plan process.

Other Engineering Matters

The information reviewed to date is satisfactory to Transportation and Works, and in accordance with City requirements. Any outstanding items required in support of this development will be dealt with through draft plan conditions, the subdivision agreement and the site plan review process.

Region of Peel

Storm Sewer

In general, the Region's storm sewers are designed to convey run-off from the Region's road right-of-way only. The Region will permit a connection to the Region's Storm sewer if the City, Region and MTO criteria are met. The discharge rate for post-development flows must not exceed the pre-development rate or not exceed the allowable release rate on the area drainage plan.

The Region will not permit any alteration to grades within the Dixie Road right-of-way. All costs associated with extending the storm sewer main to service the subject development shall be borne entirely by the Developer.

A copy of the following approvals/clearances will be still required:

- MTO clearance for the Stormwater Management Report
- A copy of the confirmation from MTO that the proposed storm control maintenance hole location is acceptable

The requested information will be conditions of draft plan approval.

Noise

Prior to site plan approval, an updated noise study will incorporate the ultimate design of the Dixie/QEW interchange.

Waste Management

The Region of Peel is satisfied with the waste collection route. Collection point locations are to be addressed prior to site plan approval.

Regional Road

Any existing driveway access along Dixie Road will be removed.

3. Provincial Policy Statement, 2020 (PPS) and the Growth Plan for the Greater Golden Horseshoe (Growth Plan) 2019 and Amendment No. 1 (2020)

The *Provincial Policy Statement* (PPS) and the *Growth Plan for the Greater Golden Horseshoe* (Growth Plan) provide policy direction on matters of provincial interest related to land use planning and development and directs the provincial government's plan for growth and development that supports economic prosperity, protects the environment and helps communities achieve a high quality of life.

Both the PPS and the Growth Plan recognize that the official plan is the most important vehicle for implementation of these policies as "comprehensive, integrated and long-term planning is best achieved through official plans".

Under the *Planning Act*, all planning decisions must be consistent with the PPS and conform to the Growth Plan.

4. Consistency with PPS

The Public Meeting Report dated January 20, 2020 (Appendix 1) provides an overview of relevant policies found in the PPS. The PPS includes policies that allow for a range of intensification opportunities and appropriate development standards, including:

Section 1.1.3.2 of the PPS requires development to reflect densities and a mix of land uses which efficiently use land and resources, are appropriate for and efficiently use infrastructure and public service facilities and are transit supportive.

Section 1.1.3.3 of the PPS states that planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated, taking into account existing building stock.

Section 1.1.3.4 of the PPS states that appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while maintaining appropriate levels of public health and safety.

The subject site and proposal represent a modest opportunity to intensify a Corridor and Neighbourhood, and provide more housing choices in the area. Intensification allows for the efficient use of land and infrastructure services. The proposed development supports the general intent of the PPS.

5. Conformity with Growth Plan

The Growth Plan was updated May 16, 2019 and consolidated in August 2020 in order to support the "More Homes, More Choice" government action plan that addresses the needs of the region's growing population. The new plan is intended, amongst other things, to increase the housing supply and make it faster and easier to build housing. Pertinent changes to the Growth Plan include:

- The Vision for the Growth Plan now includes the statement that the Greater Golden Horseshoe will have sufficient housing supply that reflects market demand and what is needed in local communities.
- Section 2.2.2.3 requires municipalities to encourage intensification generally throughout the delineated built-up area. Previous wording referred to encouraging intensification to generally achieve the desired urban structure.
- Section 2.2.2.3 also directs municipalities to identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas.

The PPS and Growth Plan indicate that development must be governed by appropriate standards including density and scale.

The proposed development conforms to the Growth Plan as it is modest intensification of an underutilized site along an existing Corridor and will utilize existing municipal and regional infrastructure. Further, the proposed development provides more housing options and newer housing stock along the periphery of an established neighbourhood while ensuring compatibility with the adjacent context.

The policies of the Greenbelt Plan and the Parkway Belt Plan are not applicable to these applications.

6. Region of Peel Official Plan

As summarized in the Public Meeting Information Report dated January 10, 2020 (Appendix 1), the proposed development does not require an amendment to the Region of Peel Official Plan. The subject property is located within the Urban System of the Region of Peel. General Objectives in Section 5 direct development and redevelopment to the Urban System to achieve complete communities that represent a compact form and a mix of land uses in appropriate areas that efficiently use land, services, infrastructure and public finances while taking into account the characteristics of existing communities and services.

The relevant MOP policies in this report are in conformity with the Region of Peel Official Plan. Section 9.1 of MOP emphasizes where growth will be directed and other areas where limited growth will occur. Established residential Neighbourhoods can evolve through infill development that is compatible with the existing and planned character.

The proposed development conforms to the ROP as it represents an infill project in an established and mature neighbourhood that has demonstrated compatibility with the surrounding context.

The proposed development conforms to the ROP as it represents an appropriate development that efficiently uses land to contribute to more housing options in an established neighbourhood.

7. Mississauga Official Plan (MOP)

The proposal does not require an amendment to the Mississauga Official Plan Policies for the Lakeview Neighbourhood Character Area. The **Residential Low Density I** permits detached, semi detached, and duplex dwellings. The Lakeview Local Area Plan permits three storey homes. The proposal development is comprised only of detached homes. There are no land use compatibility issues by introducing new detached homes into an existing neighbourhood of detached homes.

Planning staff have undertaken an evaluation of the relevant policies of the PPS, Growth Plan and MOP, including those found in Section 19.5.1 against this proposed development application.

The following is an analysis of the key policies and criteria:

Directing Growth

The subject site is located in the Lakeview Neighbourhood Character Area. MOP identifies the Downtown as an area to accommodate the highest densities while Neighbourhoods are to accommodate the lowest densities. Intensification within Neighbourhoods will generally occur through infilling and redevelopment of existing underutilized sites. The proposal is a small-scale infill development consisting of detached dwellings on lots with frontages of 11.6 m (38 ft.).

Compatibility with the Neighbourhood

Intensification within Neighbourhoods is to be compatible in built form and scale to surrounding development and will be sensitive to the existing and planned context. MOP defines "compatibility" as, "development, which may not necessarily be the same as, or similar to, the existing or desired development, but nonetheless enhances an established community and coexists with existing development without unacceptable adverse impact on the surrounding area." While the proposed redevelopment is not the same as existing development, the proposed ground-related built form and scale are compatible with the surrounding development.

The site is located within the Lakeview Neighbourhood Character Area. The **Residential Low Density I** land use designation does not identify a maximum or minimum density in terms of units per hectare, but rather permits a variety of ground-related built forms. In this case, the proposed detached built form is compatible with the existing detached built form.

There are examples within the neighbourhood of higher density developments co-existing with lower density developments in close proximity. The large parcels on Dixie Road and Cormack Crescent, including the subject site, are inconsistent and have been developed individually in contrast to the regular and relatively uniform lot fabric of the Orchard Heights area. The immediate area of Cormack Crescent includes vacant parcels, a former veterinary clinic, church, school, and residential uses.

Immediately south, Edencrest Road is an example of a denser infill development located on the periphery of the neighbourhood. The 13 homes on Edencrest Road are on lots with a minimum frontage of 14 m (45.9 ft.). The proposed development is 19 homes on lots with a minimum frontage of 11 m (36 ft.). While the subject development proposes smaller lots, it is still compatible with adjoining neighbourhood.

The Orchard Heights neighbourhood is zoned **R3-75** (Detached – Exception) requiring minimum lot frontages of 15 m (49.2 ft.). The actual lot frontages in the area generally exceed this minimum lot frontage zoning requirement. While lot severances may be proposed by landowners within Orchard Heights, it is not anticipated that approval of this development application will serve as a precedent, as these lands are situated on the periphery of a neighbourhood, within an inconsistent lot fabric of Cormack Crescent, adjacent to the Dixie Road Corridor, and are in a common element condominium form with distinct zoning requirements. These contextual considerations would be considered in evaluating potential severances within the interior of the neighbourhood.

The proposed zoning allows for heights of 11.2 m (36.7 ft.), reduced from 11.5 m (37.7 ft.) in the initial submission. The proposed design includes the top storey incorporated within the roofline of the building and uses architectural elements such as dormers to help deemphasize height and create the appearance of a 2 ½ storey dwelling. Although the proposed detached homes are taller and are on smaller lots than the broader neighbourhood, the overall design is similar to newer developments nearby. The heights of homes on Edencrest

Road are 10.7 m (35.1 ft.). The heights of new homes on Primate Road and Wealthy Place are 11.2 m (36.7 ft.). The proposed home heights are similar to newer developments in the area.

Overshadowing and overlook impacts are minimized through the provision of appropriate rear yard setbacks of 7.5 m (24.6 ft.) from the detached homes to all adjacent properties.

The CEC development immediately south anticipated a road network to connect north on the subject lands when they were eventually developed. The proposal incorporates the lands into the context of the neighbourhood with a compatible form of development.

Incremental growth has previously occurred in the community when Orchard Heights Public School at Rometown Drive and Parkridge Road was redeveloped in the 1990s into homes on lots which are smaller than those in the larger community. Orchard Heights has experienced some changes over time and new homes do look different from existing homes while still respecting the character.



Figure 1 1964 Aerial Image of Orchard Heights highlights the different context between lots on Cormack Crescent and Dixie Road compared to the internal neighbourhood.

The proposed detached homes can be successfully integrated into the periphery of the neighbourhood while coexisting with the existing land uses and built form. Therefore, it is the Planning and Building Department's opinion that the proposed redevelopment meets the directives of MOP regarding neighbourhood compatibility and that the subject lands are suitable for the proposed uses.

Services and Infrastructure

Based on the comments received from the applicable City Departments and external agencies, the existing infrastructure is adequate to support the proposed development.

The Region of Peel has advised that there is adequate water and sanitary sewer capacity to service this site.

The site is currently serviced by the following MiWay Transit routes:

- Number 4 – Sherway Gardens – on Dixie Road having direct access to the site
- Number 5 – Dixie – on Dixie Road having direct access to the site

There is a transit terminal on Dixie Road at Dixie Outlet Mall within 175 m (574 ft.) of the site.

Dixie Outlet Mall provides shopping and personal services in close proximity to the site.

For these reasons, these applications are consistent with MOP, the Region of Peel Official Plan, the Growth Plan for the Greater Horseshoe and the PPS.

8. Revised Site Plan

The applicant has provided a revised site plan. Notable changes include increased exterior lots (corner lots), increased exterior side yard setbacks, increased lot widths and the protection for a future road connection to South Service Road. The overall number of units has been reduced from 22 to 19.

The proposed CEC road will be privately owned by the future condominium corporation but will have public access easements. The existing Edencrest Road condominium corporation and the proposed condominium corporation will operate as separate entities.

Noise mitigation measures will be confirmed in the forthcoming site plan application.

Appendix 3 contains the revised site plan.

9. Zoning

The site is currently zoned **R3-75** (Detached Dwellings – Exception). A zoning bylaw amendment is required to change the zone requirements. The proposed **R16-11** (Detached Dwellings on a CEC – Road – Exception) is appropriate to accommodate the proposed detached dwellings.

Below is an updated summary of the proposed site specific zoning provisions:

Proposed Zoning Regulations

Zone Regulations	R16 Zone Regulations	Proposed R16-11 Zone Regulations
Minimum Lot Area – Interior Lot	550 m ² (5,920 ft ²)	250 m ² (2,691 ft ²)
Minimum Lot Area - CEC - Corner Lot	720 m ² (7,750 ft ²)	275 m ² (2,960 ft ²)
Minimum Lot Frontage – Interior Lot	15.0 m (49.2 ft.)	11.0 m (36.1 ft.)
Minimum Lot Frontage - CEC - Corner Lot	19.5 m (64 ft.)	12.0 m (39.4 ft.)
Maximum Lot Coverage	35%	45%
Minimum Front Yard	7.5 m (24.6 ft.)	4.5 m (14.8 ft.)
Maximum Height	10.7 m (35.1 ft.)	11.2 m (36.7 ft.)
Minimum setback from a Garage Face to a Street, CEC - Road or CEC - Sidewalk	7.5 m (24.6 ft.)	6.0 m (19.7 ft.)
Minimum Exterior Side Yard - Lot with an Exterior Side Lot Line	6.0 m (19.7 ft.)	4.5 m (14.8 ft.)

Zone Regulations	R16 Zone Regulations	Proposed R16-11 Zone Regulations
Abutting a CEC – Road		
Minimum Interior Side Yard	1.2 m (3.9 ft.) plus 0.61 m (2 ft.) for each additional storey or portion thereof above one storey	1.2 m (3.9 ft.) on one side o the lot and 0.6 m (2.0 ft.) on the other side
Maximum Encroachment of a Balcony into the Required Rear Yard	1.0 m (3.3 ft.)	1.5 m (4.9 ft.)
In addition to the regulations listed, other minor and technical variations to the implementing by-law may also apply, including changes that may take place before Council adoption of the by-law, should the application be approved.		

10. Bonus Zoning

Council adopted Corporate Policy and Procedure 07-03-01 – Bonus Zoning on September 26, 2012. In accordance with Section 37 of the *Planning Act* and policies contained in the Official Plan, this policy enables the City to secure community benefits when increases in permitted height and/or density are deemed to be good planning by Council through the approval of

Corporate Policy and Procedure 03-03-01 Bonus Zoning is not intended to apply to smaller development projects, although there may be circumstances where it is appropriate to do so. Given that the proposed gross floor area does not meet the policy criteria for a minimum threshold of 5 000 m² (54,000 ft²) and that the proposed development is a minor increase relative to what could be developed under the existing zoning, community benefits in accordance with Section 37 will not be requested.

11. Site Plan

Prior to development of the lands, the applicant will be required to obtain site plan approval. A preliminary site plan application has been submitted. Further revisions are required.

While the applicant has worked with City departments to address many site plan related issues through review of the rezoning concept plan, further refinements are anticipated for the elevations of the homes, landscaping and buffer blocks.

12. Draft Plan of Subdivision

The lands are the subject of a Draft Plan of Subdivision. Development will be subject to the completion of services and registration of the plan.

The proposed plan of subdivision consists of 19 lots for detached dwellings, one block for the common element condominium road and visitor parking, three blocks for

landscape buffers and open space and one block for the future road connection.

The proposed plan of subdivision was reviewed by City Departments and agencies and is acceptable subject to the conditions attached as Appendix 4.

13. Conclusions

In conclusion, City staff has evaluated the applications to permit 19 detached homes against the *Provincial Policy Statement*, the *Growth Plan for the Greater Golden Horseshoe*, Region of Peel Official Plan and Mississauga Official Plan.

Mississauga Official Plan and the Lakeview Local Area Plan policies are consistent with the Provincial Policy Statement and Growth Plan and it is appropriate to use the policies to evaluate the proposed development.

The applications to redevelop one underutilized lot to create 19 detached homes are acceptable from a planning standpoint and can be supported, based upon the following:

- the proposed development is consistent with the direction in Mississauga Official Plan and the Lakeview Local Area Plan which permits sensitive development that is compatible with the area and directs higher density uses along corridors

- the proposed development of detached homes is compatible with the existing land uses and character in the surrounding area
- the proposed development will help add to housing choices in the neighbourhood
- the existing municipal infrastructure, public transit and community facilities are adequate to support the proposed development
- the proposed development extends an existing road network and provides resident and visitor parking spaces