

Date: 2015/08/18 To: Chair and Members of Planning and Development Committee From: Edward R. Sajecki, Commissioner of Planning and Building	Originator's files: CD21-MS
	Meeting date: 2015/09/08

Subject

Mississauga Road Scenic Route Policies Review

Recommendation

1. That the Report dated August 18, 2015, from the Commissioner of Planning and Building titled "Mississauga Road Scenic Route Policies Review" be received for information; and,
2. That a City initiated Official Plan Amendment be prepared consistent with Appendix 3 of this report and be considered at a future statutory Public Meeting.

Report Highlights

- This report provides the results of a recent review of policies related to the Mississauga Road Scenic Route consistent with Council Resolution 0222-2012;
- Several revised and new Mississauga Official Plan policies are recommended in order to strengthen the existing policies, particularly given redevelopment interest along this Scenic Route;
- Community consultation is proposed to obtain feedback from area residents and ratepayer groups.

Background

Council passed Resolution 0222-2012, (see Appendix 1), directing staff to undertake a review of policies associated with the 1997 Mississauga Road Scenic Route Study Report and related policies that were subsequently incorporated into the City's Official Plan (see Appendix 3 for current policies). The resolution dealt with three major issues:

- Council's concern that increasing redevelopment pressures on lands adjacent to the Mississauga Road Scenic Route may undermine the key features that contribute to its scenic value;
- The outcome of this review should strengthen the Mississauga Road Scenic Route policies;
- The need to examine the cumulative traffic impacts of potential future development along the Scenic Route corridor.

Consistent with Resolution 0222-2012 and the 1997 Mississauga Road Scenic Route Study, the study area does not include the Scenic Route as it passes through Streetsville (between the CP Railway tracks located just south of Reid Drive and Britannia Road), where the road is known as Queen Street South. The portion of the Scenic Route for which policy changes are being recommended in this report is illustrated in Appendix 2.

The purpose of this report is to provide an overview of the findings of the study and to seek permission to circulate this report to affected ratepayer groups and to hold a future public meeting on proposed changes to the policies that apply to the Mississauga Road Scenic Route.

Comments

The 1997 Mississauga Road Scenic Route Study was prepared to establish criteria by which development applications along this corridor could be evaluated. The criteria and related policies were created to help preserve Mississauga Road's unique qualities in the face of increasing development pressures.

1. Key Features and Issues

Staff have reviewed the 1997 Study and have found that many of its findings on the corridor's key features and issues of concern are still valid today. Key features and current issues are summarized below:

Key Feature	Summary of Issues
Existing Street Trees and Greenbelt Vegetation – the quality of the existing street trees within the boulevard and on private property, and the bordering greenbelt vegetation	The loss of existing trees from road upgrades, utility construction, and the action of private landowners is negatively impacting the Scenic Route.
Road Type – the winding, undulating road alignment and narrow pavement width	Increases to the Mississauga Road pavement width (e.g. adding general purpose lanes, turning lanes and slip-off lanes) are having a cumulative negative impact on the quality of the Scenic Route.
Residential Character – the larger lots and house sizes with generous front and side yard setbacks which is the primary land use	Intensification along the Scenic Route is changing the visual character through new built form and lot patterns such as townhouses. New homes need to maintain the existing residential character.
Heritage Quality – the heritage components of the Scenic Route	Historic buildings, community linkages (primarily between Streetsville and Port Credit) and their relationship to the Credit River valley as an historic natural route need to be preserved.

Key Feature	Summary of Issues
	Existing landscape features, including fences, stone walls and hedgerows link the present with the past and should be maintained.

These key features make the Scenic Route special and worthy of preservation. Infill development has the potential to erode these characteristics (e.g. tree removal, smaller lots, introduction of more intense housing forms than detached homes, reduced building setbacks and increased road pavement widths), resulting in changes to the look and feel of the Scenic Route.

2. Traffic Impacts

As part of the review, the Transportation and Works Department with the assistance of the Planning and Building Department performed a modelling exercise to assess the cumulative traffic impact on Mississauga Road of possible future infill development along the Scenic Route. A fairly intense residential infill density was applied to several vacant and/or large properties along the Scenic Route as part of this evaluation. The density assumption used was taken from the Dunpar Developments Inc. residential development that was approved by the Ontario Municipal Board (OMB) on April 10, 2013. The development, located at 4390 Mississauga Road (west side of Mississauga Road, north of Highway 403), consists of 57 townhouses and 8 semi-detached homes on a private condominium road. The project is currently under construction.

Active and recently approved development applications were also incorporated into the modelling. While this analysis concluded that additional traffic lanes would not be warranted for Mississauga Road in this “worse case” intensification scenario, improvements at some intersections and new turn lanes would likely be required. This could result in increased pavement widths at certain locations, which would conflict with efforts to keep the width of Mississauga Road the same.

3. Proposed Policy Changes

Although the current land use permissions and Mississauga Official Plan policies generally support the retention of the key Scenic Route features, the policies could be strengthened given intensification pressures. Staff from the Planning and Building Department, Transportation and Works Department, and the Community Services Department jointly reviewed these Official Plan policies with respect to their clarity, strength and relevance. Staff also identified gaps where new policies should be introduced to further protect the key features of the Scenic Route. Certain themes, principles and priorities evolved during this evaluation, which include:

- Detached homes are the only form of new residential development that should have frontage on the Scenic Route;
- Even small pavement widenings will cumulatively erode the scenic quality of Mississauga Road over time and should be restricted as much as possible;
- Minor text changes will strengthen and clarify the policies (e.g. from “should be” to “will be”);
- Preservation of the tree canopy closest to the road needs to be prioritized;
- The “Corridor” status of the Scenic Route between Eglinton Avenue West and Dundas Street, as outlined in Mississauga Official Plan, needs to be re-evaluated;
- Changes to the City’s Zoning By-law are not required to implement the recommended Official Plan changes.

Appendix 3 outlines the current policies and proposed changes to Mississauga Official Plan, including a specific rationale for each change.

4. Public Engagement

Staff recommend that this report be circulated to ratepayer groups adjacent to the Scenic Route to obtain their comments and that an open house meeting be held to explain the recommended Official Plan changes and receive further input from the community. A formal Public Meeting, as required under the *Planning Act*, will be held at a future Planning and Development Committee meeting.

Financial Impact

There is no financial impact.

Conclusion

Existing Mississauga Official Plan policies associated with the Mississauga Road Scenic Route need to be strengthened to enhance their effectiveness, particularly given intensification pressures along this corridor. Staff recommend that a City initiated Official Plan Amendment be prepared consistent with Appendix 3 of this report and be considered at a future statutory Public Meeting.

Attachments

Appendix 1: Council Resolution 0222-2012

Appendix 2: Map and Air Photos of Mississauga Road Scenic Route Study Area

Appendix 3: Current Policies and Proposed Changes to Mississauga Official Plan

Appendix 4: Key Features



Edward R. Sajecki, Commissioner of Planning and Building

Prepared by: Ben Phillips, Development Planner

Council Resolution 0222-2012

WHEREAS on April 26, 1996, City Council passed Resolution 131-96 which stated in part: 'That no approvals be given to new rezoning, committee of adjustment and/or land division applications received after April 24, 1996, for lands fronting on both sides of Mississauga Road from the CPR tracks to the Queen Elizabeth Way until a study which establishes the criteria for a 'Scenic Route' and determines the impact of the existing and proposed development on Mississauga Road has been carried out.'

AND WHEREAS on October 15, 1997, City Council passed Resolution 286-97, which adopted the Mississauga Road Scenic Route Study Report dated September 4, 1997 from the Commissioner of Planning and Building that required amendment to Official Plan policies to identify lands abutting Mississauga Road as a Special Site Area with related urban design guidelines in recognition of Mississauga Road from Lakeshore Road to the St. Lawrence and Hudson Railway as a Scenic Route;

AND WHEREAS the primary function of the term 'Scenic Route' as defined by the Mississauga Road Scenic Route Study is to preserve or enhance the aesthetic quality of Mississauga Road and the existing man-made and natural features that border the street;

AND WHEREAS the four key features of the Special Site Area of Mississauga Road that contribute to its scenic value as defined in the Mississauga Road Scenic Route Study are: the existing street trees and greenbelt vegetation; the winding road alignment and narrow width; the larger lot and house sizes with generous front and side yard setbacks; and the heritage components of the route;

AND WHEREAS in recent years there has been increasing redevelopment pressure on lands adjacent to the Mississauga Road Scenic Route in the form of development proposals, applications and approvals for residential intensification, particularly between Eglinton Avenue West and lands south of Dundas Street West;

AND WHEREAS the qualitative and quantitative cumulative impacts of residential intensification pressure along the Mississauga Road Scenic Route corridor may undermine the identified four key features that contribute to its scenic value and the associated Official Plan policies;

NOW THEREFORE LET IT BE RESOLVED THAT:

1. The Planning and Building Department, in consultation with the Transportation and Works and Community Services Departments be directed to undertake a review of policies within the Mississauga Road Scenic Route Study and associated Official Plan policies with the intent of strengthening the policies in the context of increasing residential intensification pressures along the Mississauga Road corridor.
2. As part of this review, the Planning and Building Department identify the location and nature of potential residential development sites and their potential impact on the character of the Scenic Route. As part of the impact analysis, the Transportation and Works Department is to examine future cumulative traffic impacts, including approved

and potential residential development scenarios adjacent to Mississauga Road between Eglinton Avenue West and the Queen Elizabeth Way, in the context of current policies that preclude major road upgrades such as new general purpose lanes.

3. No planning approvals for residential development applications received by the City after the passing of this Resolution, on lands with any frontage or potential vehicular access to Mississauga Road from the CPP tracks in Streetsville to the CN Rail tracks, be granted until City Council has made a decision on the outcomes of a review, report and recommendations of the Mississauga Road Scenic Route Study policies. Site Plan applications for detached dwellings (new homes, replacement housing and additions), as well as related minor variance applications shall be exempt from these provisions.
4. Appropriate staff resources be allocated for this review in the 2013 Work Programs for the Planning and Building Department and the Transportation and Works Department.











Current Policies and Proposed Changes to Mississauga Official Plan

Current Policy	Proposed Policy	Comment
9.3.3.10 Special care will be taken with development along scenic routes to preserve and complement the scenic historical character of the street.	9.3.3.10 Special care will be taken with development along scenic routes to preserve and complement the scenic historical character of the street.	No change proposed.
9.3.3.11 Lands abutting the Mississauga Road right-of-way between the St. Lawrence and Hudson Railway and Lakeshore Road West (frontage, flankage and rear yards) which is a designated scenic route , will be subject to the following:	9.3.3.11 Lands abutting the Mississauga Road right-of-way (i.e. frontage, flankage and rear yards) between the St. Lawrence and Hudson Railway Canadian Pacific Railway (located just south of Reid Drive) and Lakeshore Road West (frontage, flankage and rear yards) which is are part of a designated scenic route . These lands will be subject to the following:	Wording changed. The St. Lawrence and Hudson Railway no longer exists (former subsidiary of CPR) but was changed back to CPR ownership in 2001. As such, all references to the St. Lawrence and Hudson Railway throughout Mississauga Official Plan will be changed. Wording has also been modified to improve readability. The Scenic Route goes up to Britannia Road but these policies only apply to this specified portion of the Scenic Route.
n/a	a. in order to preserve its historic streetscape character, residential development of the portion of lands with frontage along Mississauga Road will be in the form of detached dwellings. Other forms of residential development will not be permitted abutting Mississauga Road.	New policy. This change would affect the north portion of the corridor between CPR tracks to Dundas Street (Erin Mills and Central Erin Mills Neighbourhood Character Areas). The predominant "Residential Low Density I" designation allows for singles and semis between this stretch (but further south, Sheridan and Clarkson-Lorne Park Neighbourhood Character Areas already prohibit semis or denser housing in "Residential Low Density I"); this policy will prohibit semis or other more intense forms of housing abutting Mississauga Road. It will help ensure that the appearance of the corridor

Current Policy	Proposed Policy	Comment
		<p>maintains its current built form character. Would require revising Erin Mills and Central Erin Mills Neighbourhood Character Area policies as well to permit only detached dwellings in the “Residential Low Density I” designation where abutting Mississauga Road (see below). Other existing official plan policies (including 16.1.2) and new Policy f. below address the importance of maintaining consistency in lot frontages.</p>
<p>a. direct frontage lots with direct access or flankage lots with buildings that have front doors facing Mississauga Road will be encouraged;</p>	<p>a. direct frontage lots with direct access or flankage lots with buildings that have front doors facing Mississauga Road will be encouraged;</p> <p>b. lots abutting Mississauga Road will be encouraged to have direct vehicular access to Mississauga Road;</p> <p>c. lots abutting Mississauga Road will have upgraded building elevations (including principal doors and windows) facing Mississauga Road;</p>	<p>Policies strengthened. Wording clarified by creating two separate policies. Upgraded building elevations facing the street required on all lots abutting Mississauga Road, but only encourage direct vehicular access.</p>
<p>b. service road and reverse frontage lot development will be discouraged;</p>	<p>d. service road and reverse frontage lot development will be discouraged; will not be permitted on lots abutting Mississauga Road.</p>	<p>Policy strengthened. “Will not be permitted” instead of “will be discouraged”. This type of development erodes the scenic character. Also, revised policy c) requires abutting lots to have homes facing Mississauga Road.</p>
<p>c. existing residential lot frontages will be retained;</p>	<p>Deleted.</p>	<p>The existing wording is unclear. If taken literally, no severances or other redevelopment of even the largest residential lots are permitted, which conflicts with</p>

Current Policy	Proposed Policy	Comment
		other official plan policies permitting infill development and limited intensification, as well as permissions under the zoning by-law. This is now addressed by adding “lot frontages” to new policy f).
n/a	e. Notwithstanding 8.3.1.4, development of lands abutting Mississauga Road will not be permitted if it will require an increase in the existing Mississauga Road pavement width;	New policy. This restrictive policy has the potential to limit denser forms of development behind lots that front onto Mississauga Road. Incremental changes in the paved portion (e.g. left turn lanes and slip off lanes) even for safety reasons have a cumulative impact on the overall corridor character. This new policy would not prohibit safety improvements warranted by a general increase in background traffic volumes from existing and proposed development that is not abutting Mississauga Road.
d. building massing, design and setback should be consistent with buildings on surrounding lots;	f. building massing, design, and setbacks and lot frontages should will be consistent with buildings on surrounding lots; surrounding buildings and lots;	Policy strengthened. “Will be” instead of “should be”. Lot frontages added to prevent lot frontages that are not in keeping with those in the surrounding area (see other official plan policies, including 16.1.2).
e. projecting garages will be discouraged;	g. projecting garages will be discouraged;	No wording change proposed.
f. tree preservation, enhancement and replacement on private lands will be required;	h. tree preservation and enhancement and replacement on private lands will be required in order to maintain the tree canopy.	Policy strengthened. Broadened to apply to both public and private lands. The expectation is that tree preservation and enhancement will be achieved. Tree replacement will be considered as a last resort.
g. alternative on-site turn-arounds, such as hammerhead driveways, will be encouraged to reduce	i. alternative on-site turn-arounds, such as hammerhead driveways, will be encouraged in order to	Policy strengthened. Circular driveways now discouraged. The words “in order” have been added for clarity.

Current Policy	Proposed Policy	Comment
reverse movements and the number of driveway entrances. Circular driveways will be evaluated on an individual basis;	reduce reverse movements and the number of driveway entrances. Circular driveways will be evaluated on an individual basis discouraged ;	
h. preservation of existing landscape features (retaining walls, fences, hedgerows) will be encouraged; and	j. preservation removal of existing landscape features (including but not limited to stone retaining walls, fences and hedgerows) will be encouraged discouraged ;	Policy strengthened by rewording.
i. the location of utilities should minimize the impact on existing vegetation.	k. the location of utilities should will be situated to minimize the impact on existing vegetation;	Policy strengthened. "Will be" instead of "should".
n/a	l. grading of new development will be designed to be compatible with and minimize differences between the grades of the surrounding area, including Mississauga Road. The introduction of retaining walls as a grading solution will be discouraged; and	New Policy. Maintaining grading as much as possible will help preserve the scenic route corridor.
n/a	m. Opportunities to enhance connections to nearby pedestrian, cycling and multi-use trails, particularly within the Credit River Valley Corridor, will be encouraged.	New Policy. Protecting the scenic route corridor should not prevent the enhancement of trail connections.
n/a	16.3.1 Notwithstanding the policies of this Plan, the Residential Low Density I designation permits only detached dwellings for lots that abut Mississauga Road.	Modification to Central Erin Mills land use policies to ensure only detached dwellings abutting Mississauga Road.
n/a	16.10.1.2 Notwithstanding the policies of the Plan, the Residential Low Density I designation permits only detached dwellings for lots	Modification to Erin Mills land use policies to ensure only detached dwellings abutting Mississauga Road.

Current Policy	Proposed Policy	Comment
	<i>that about Mississauga Road.</i>	
n/a	Schedules 1 (Urban System) and 1c (Urban System – Corridors) – re-evaluate the “Corridor” identification of Mississauga Road between Dundas Street West and Eglinton Avenue West.	Several Mississauga Official Plan policies encourage increased density and a mixture of uses along Corridors (e.g. Section 5.4 and 9.2.2). This is not consistent with efforts to preserve the existing scenic route character and as such, the Corridor identification should be re-evaluated. One option is to add clarification to Section 5.4 that would prioritize the scenic route policies if they conflict with Corridor policies. Schedules 1 and 1c could also be amended to delete the Corridor identification of Mississauga Road between Dundas Street West and Eglinton Avenue West.

Appendix 4: Photos of Key Features

Existing Street Trees and Greenbelt Vegetation



Road Type



Residential Character



Heritage Quality

