

Date: 2024-02-28

File Number: OZS-2022-0045

Subject: Recommendation Report
Application to Amend the Zoning By-Law
(*To facilitate a mixed-use development consisting of a 23-storey residential tower with commercial uses at grade and 3-storey townhouses*)
Golden Gate Castlemore Plaza Limited – Glen Schnarr & Associates Inc.
4538 Castlemore Road – Northeast corner of Castlemore Road and The Gore Road
Ward: 10

Contact: Andrew Ramsammy, Development Planner, Development Services & Design

Angelo Ambrico, Manager, Development Services & Design

Report Number: Planning, Bld & Growth Mgt-2024-143

Recommendations:

1. That the report from Andrew Ramsammy, Development Planner, Development Services & Design to the Planning and Development Committee Meeting of March 18, 2024, re: **Recommendation Report**, Application to Amend the Zoning By-law, **Golden Gate Castlemore Plaza Limited – Glen Schnarr & Associates Inc.**, be received;
2. That Application to Amend the Zoning By-law submitted by Glen Schnarr & Associates Inc. on behalf of Golden Gate Castlemore Plaza Limited, File: OZS-2022-0045 & 21T-22012B, be endorsed, on the basis that it represents good planning, including that it is consistent with the Planning Act, and for the reasons set out in this Planning Recommendation Report;
3. That the amendment to the Zoning By-law generally in accordance with the by-law attached as Attachment 9 of this report be approved; and,
4. That no further notice or public meeting be required for the attached Zoning By-law Amendment pursuant to Section 34 of the Planning Act, R.S.O. c.P. 13, as amended.

Overview:

- **This report recommends approval of an amendment to the Zoning By-law to accommodate the proposal of a mixed-use development consisting of a 23-storey residential tower with commercial uses at grade, 3-storey townhouses, a valleyland and buffer block.**
- **The development proposal conforms to the designations of the Official Plan and Secondary Plan (SP47). No amendments are required to permit the proposed development.**
- **The property is designated as “High Density Residential”, “Valleyland”, and is located within the “Town Centre” boundary in the Block Plan Area 47-1. An amendment to the Block Plan is not required to implement the proposal.**
- **The property is zoned “Residential Hamlet One - 1519 (RHM1-1519)” by By-law 270-2004, as amended. The proposed amendment to the Zoning By-law (attached as Attachment 9) will implement the proposed residential and open space uses.**
- **A Statutory Public Meeting for this application was held on April 24, 2023. Details of the Statutory Public Meeting are summarized in Attachment 10 of this report.**
- **The proposal is consistent with the City of Brampton Strategic Focus Area of Growing Urban Centres and Neighbourhoods by contributing to an economy that thrives with communities that are strong and connected.**
- **The application represents good planning, has regard for the Planning Act, is consistent with the Provincial Policy Statement and is in conformity with A Place to Grow: The Growth Plan for the Greater Golden Horseshoe, the Region of Peel Official Plan, and the City of Brampton Official Plan.**

Background:

Prior to the submission of the application to amend the Zoning By-law, the proposed development underwent a Pre-Consultation Application. Following the meeting on November 4, 2020, a Pre-Development Application Consultation Checklist was provided to the Applicant, outlining the reports and studies requested with the submission of this application.

This application was reviewed for completeness and found to be complete in accordance with Section 51 (19.1), Section 35 (10.4), and Section 22 (6.1) of the *Planning Act*. A

formal Notice of Complete Application was provided to the applicant on February 21, 2023.

A Statutory Public Meeting was held on April 24, 2023 to provide information about the application to the public which satisfies the notice and statutory public meeting requirements in the Planning Act and the Public Meeting policies in S. 5.30 of the Official Plan. Two members of the public were in attendance to speak to this item. Written correspondence from five members of the public were also received.

Technical studies for this application have been sufficiently satisfied to be appropriate to advance the Recommendation Report at this time for approvals. As noted in this report, there are a number of studies that still need to be finalized and signed-off by the City and SP47 landowner group, which are intended to be addressed through holding provisions tied to the Zoning By-law, if necessary at the time of By-law enactment.

This application is one of twenty active development applications submitted for Block Plan Areas 47-1 and 47-2. Collectively, these block plans are expected to accommodate 10,401 residential units with an expected population of approximately 35,987 people. The block plans are also anticipated to accommodate approximately 3,516 jobs based on the commercial designations proposed within the block plan area. Secondary Plan Area 47 will be a complete community which includes a variety of housing typologies, a range of employment areas, parkland and trails and future improvements to necessary infrastructure including roads, watermains, sanitary sewers and stormwater management ponds.

Current Situation:

Proposal (Attachment 1 & 1a)

The applicant is proposing to amend the Zoning By-law to permit residential and open space uses. Development of the high-density block will be facilitated through a future site plan review and potentially also a condominium application (depending on the ultimate ownership tenure that is intended). Details of the proposal are as follows:

- One (1) high-density mixed use residential block (0.82ha / 2.03ac);
 - Conceptual mixed use high-density residential block – ground floor retail and 271 units comprised of:
 - Two hundred and sixty-five (265) apartment units;
 - Six (6) townhouse units
- One (1) NHS (Valleyland) block (0.003ha / 0.007ac); and
- One (1) NHS Buffer block (0.04ha / 0.10ac).

Property Description and Surrounding Land Use (Attachment 2):

The current conditions on-site are as follows:

- has a total site area of approximately 0.9 hectares (2.22 acres);
- has frontage onto Castlemore Road,
- has a single detached dwelling with access to Castlemore Road,

The surrounding land uses are as follows:

North	A single detached dwelling and lands part of Block Plan 47-1 proposed for residential uses as part of application OZS-2021-0038;
East	Agricultural lands proposed for future residential uses as part of applications OZS-2021-0038;
South	Castlemore Road, and beyond are existing residential subdivisions consisting of single-detached dwellings;
West	The Gore Road, and beyond is the Gore Meadows Community Centre.

Servicing of Area 47-1 – Spine Servicing Agreement

Secondary Plan 47 (Blocks 47-1 and 47-2) is dependent on significant capacity upgrades and development staging for the provision of sanitary sewer and watermain connections, arterial and/or collector roads, and storm water management ponds. Through the Growth Management Staging and Sequencing Strategy (GMSS), which was approved by the City in April 2022, servicing is anticipated to be provided in a general south to north pattern, with certain areas within the block plan lands dependent on the provision of services and amenities being provided in adjacent areas.

A Spine Servicing Agreement is currently being finalized by City Legal staff, Environmental and Development Engineering Division staff, and the landowner group to facilitate the orderly staging and phasing of development within the Secondary Plan area. There are ten (10) development staging areas which establishes a logical order by which development could proceed based on the provision of complete communities to incorporate required spine services and community amenities. As outlined in the GMSSS, staging will be implemented through Draft Plan of Subdivision approval conditions, requiring developers to provide the agreed-upon servicing prior to Plan of Subdivision registration. Plan of Subdivision registration in areas staged for later development will be contingent on registration of adjacent areas which provide necessary servicing and community amenities.

At this time, the Spine Servicing Agreement is at an advanced stage, however, it has not been finalized and signed-off by the SP47 landowner group and city staff. Since this

application is not associated with a Plan of Subdivision, a Holding Symbol will be applied to the Zoning By-law, for the Owner to make arrangements to enter into a Spine Servicing Agreement or make alternative arrangements to the satisfaction of the Commissioner of Planning, Building and Growth Management.

Parkland Conveyance Agreement

Block Plan 47-1 contains 6 neighborhood parks and Block Plan 47-2 contains 11 neighborhood parks. Parks within the two Block Plan areas range in area from 0.75 ha to 1.95 ha (1.85 acres to 4.82 acres). Block Plan 47-1 also includes 4 vest/ pocket parks ranging in size from 0.25 ha to 0.5 ha (0.6 acres to 1.23 acres) in area. Block Plan 47-2 features a 16 ha (39.53 acres) Community Park to be located at the northeast intersection of Clarkway Drive and the proposed East-West Minor Arterial Road.

The planned configuration of parklands within SP47 was anticipated to be secured through a parkland conveyance agreement between the City and landowner group. At this time, the parkland conveyance agreement is still being reviewed by City staff and the landowner group. A Holding Symbol will be applied to the Zoning By-law for the Owner to make arrangements to enter into a Parkland Conveyance Agreement or make alternative arrangements to the satisfaction of the Commissioner of Planning, Building and Growth Management.

Community Benefit Charge Agreement for Affordable Housing

A Community Benefit Charge Agreement for Affordable Housing is currently being reviewed by the City and landowner group in Block 47-1. The purpose of the agreement is to secure the provision of thirty (30) secondary dwelling units within proposed subdivision developments among participating landowners, as well as an agreed upon cash contribution to satisfy contribution towards the City's Community Benefit Charge By-law. A Holding Symbol will be applied to the Zoning By-law for the Owner to make arrangements to enter into to the Community Benefit Charge Agreement for Affordable Housing, or alternative arrangements to the satisfaction of the Commissioner of Planning, Building and Growth Management.

Town Centre Addendum to the Community Design Guidelines

An Addendum to the Community Design Guidelines for the Town Centre is currently being reviewed by the City and landowner group in Block 47-1. The purpose of this addendum is to establish the design guidelines for the Town Centre area located within Block Plan 47-1, at the north-east corner of Castlemore Road and The Gore Road. This Town Centre is expected to become a focal point for the future community.

At this time, staff is working with the applicant to finalize the Town Centre Addendum to the Community Design Guidelines. A Holding Symbol will be applied to the Zoning By-law to ensure the Town Centre Addendum to the Community Design Guidelines is finalized and signed off by the City and landowner group prior to the Holding Symbol being lifted.

Sustainability Score

The subject application achieved a sustainability score of 65, attaining the silver threshold. Through the site plan process, staff will continue to work with the applicant to ensure that the sustainability score metrics are achieved through the detailed site plan review.

Zoning By-law Amendment

The subject property is zoned “Residential Hamlet One - 1519 (RHM1-1519)” as per Zoning By-law 270-2004, as amended. The zoning designation does not permit the proposed residential uses.

The proposed Zoning By-law Amendment will rezone the property to a new mixed use residential apartment zone with a Holding symbol (R4A(3)(H) – 3769), open space (OS) and floodplain (F) zone. Minor modifications may be required to the enacting zoning by-law to ensure the inclusion of zoning regulations related to the City’s tall building guidelines.

At the time of writing this report, modest edits were also required to the Tree Evaluation Report submitted in support of the proposed development, as well as a letter of commitment from the landowner committing to achieve certain metrics that contributed to the silver sustainability score. The applicant also submitted a Wind study that may require some modification prior to its approval.

A Holding symbol is also being recommended at this time so that a consistent approach with all landowners in SP47 is followed with respect to ongoing agreements that continue to be reviewed by the City and landowner group. The following Holding Symbol conditions are included in the Zoning By-law:

- 1) Wind Study be approved;
- 2) The Town Centre Addendum to the Area 47 Community Design Guideline for Highway 427 Industrial 47-1 Block Plan be approved;
- 3) The Owner/landowner group enter into the following agreements with the City, or make alternative arrangements to the satisfaction of the Commissioner of Planning, Building and Growth Management:
 - a. Spine Servicing Agreement;
 - b. Parkland Conveyance Agreement; and
 - c. Community Benefit Charge Agreement.

The Holding Symbol may not be required for these items should they be resolved prior to Council enactment of the Zoning By-law.

Similarly, the Spine Servicing Agreement, Parkland Conveyance Agreement and Community Benefit Charge Agreement remain at an advanced stage but have not been

signed-off by the landowner group and the City. Should these agreements be at a more advanced stage following the scheduling of this recommendation report, then a Holding symbol may not be required.

The draft Zoning By-law and schedule depicting the proposed zones can be found as Attachment 9.

Summary of Recommendations:

This report recommends that Council endorse the approval of the proposed Zoning By-law Amendment. This report further recommends that Council approve the Zoning By-law amendment generally in accordance with the Attachment 9.

The proposed mixed use residential development represents good planning, is consistent with the Provincial Policy Statement, and conforms to the Growth Plan for the Greater Golden Horseshoe, the Region of Peel Official Plan, and the City of Brampton Official Plan – see associated details in Attachment 8 – Detailed Planning Analysis.

Planning Analysis Summary

This proposal and implementing documents have regard for matters of provincial interest that are set out in the Planning Act. The application to amend the Zoning By-law is consistent with the Provincial Policy Statement, the goals and objectives of the City's Official Plan, and conforms to the Growth Plan for the Greater Golden Horseshoe and the Region of Peel Official Plan.

Matters of Provincial Interest

Planning Act

This development proposal has regard for the matters of Provincial interest as set out in Section 2 of the Planning Act. The proposed development has regard for Section 2(f)(h)(h.1)(i)(j)(o)(p)(q) and (r) of the Planning Act.

Staff is satisfied that the proposed development is consistent with the matters of provincial interest as set out in the Planning Act.

Provincial Policy Statement (PPS):

Section 3 of the Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act. The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development. The application is consistent with Section 1.1.1, 1.1.3 and 1.6.7.2 of the PPS which speaks to promoting efficient development and land use patterns over the long term by providing residential intensification that will connect with municipal infrastructure, services, and amenities. The proposal will also allow for an appropriate and supportable form of mixed use residential intensification that will promote surrounding

transit and active transportation within an area of Brampton that is predominantly vacant and/or occupied by single-detached residential dwellings. The proposed development will be in close proximity to existing transit corridors along The Gore Road, as well as the Bus Rapid Transit (BRT) corridor along Castlemore Road which aligns with *Sections 1.4.3(e), 1.6.7.2 and 1.8.1e*.

Staff is satisfied that the proposed development is consistent with the applicable sections of the Provincial Policy Statement.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe:

The Growth Plan for the Greater Golden Horseshoe includes policy and direction intended to accommodate and forecast growth in complete communities. These are communities that are well designed to meet people's needs for daily living by providing convenient access to local services, public service facilities, and a full range of housing to accommodate a range of incomes and household sizes. The subject property is located within the Built-up Area – Conceptual of the Growth Plan and will contribute to achieving a complete community in accordance with *Sections 2.2.1.2, 2.2.1.4, and 2.2.1.4.10* through optimization of land use and overall expansion of land use diversity through the introduction of residential uses of varying densities. The recommendations conform to the applicable sections of the Growth Plan.

Municipal Planning Documents

Region of Peel Official Plan:

The Regional Official Plan sets the Regional context for more detailed planning by protecting the environment, managing resources, directing growth and establishing a basis for providing Regional services in an efficient and effective manner. The subject lands are located within the “Urban System” designation in the Regional Official Plan. The proposed Zoning By-law Amendment on conforms to the Regional Policies with respect to healthy communities, achieving a mix of land uses in appropriate areas that will optimize the use of underutilized and vacant land, utilize planned infrastructure, and enhance the public open space system. Staff is satisfied that the proposed development conforms to the Region of Peel Official Plan.

City of Brampton Official Plan:

The City of Brampton Official Plan provides guidance and policies for the future of the City. The proposal is consistent with the Official Plan as it meets the intent of the plan regarding the type of development and that the environmental policies are met, the design of the development is consistent with the policies and that all technical matters have been resolved.

The lands are designated “Residential” and “Open Space” on Schedule A – General Land Use Designations of the City of Brampton Official Plan. The ‘Residential’ designation

permits predominantly residential land uses including a full range of dwelling types ranging from single detached dwellings to high-rise apartments as well as parks and other associated uses. The “Open Space” designation permits a limited amount of uses that are restricted to minimizing the impacts of development on the natural heritage system. The proposal conforms to the “Residential” and “Open Space” designations of the Official Plan. The proposed development includes townhouses and mixed use high density residential that will include ground floor commercial uses which contribute to a mix of housing types and services in the City. Additional land uses include a valleyland and buffer block which support attractive streetscapes and provide walkable connections to adjacent lands.

The application has demonstrated that the proposal adheres to the policies of the designated land uses identified in the Official Plan. Staff is satisfied that the proposed Zoning By-law Amendment is consistent with the policies of the City of Brampton Official Plan.

Draft Brampton Plan 2023 (Council Endorsed)

On November 1, 2023, Brampton Council adopted the City of Brampton’s new Official Plan, ‘Brampton Plan’. The Official Plan provides clear direction and principles to guide city building, attaining its vision for the future and support the city to become a vibrant, urban city of over 1 million people by 2051. The Council adopted Official Plan is currently with the Region for review and approval, as the Region remains the approval authority for local Official Plan Amendments.

The subject property is designated as “Mixed Use” and “Natural Heritage System” in Schedule 2 – Designations. The Zoning By-law amendment contemplates townhouse and apartment residential units with ground floor commercial to contribute to the density targets and the creation of complete streets to provide pedestrian access to stores and other businesses, co-located with residential uses in accordance with Section 2.2.3 and 2.2.6 of the Draft Brampton Plan. Furthermore, the proposed development will be located in close proximity to existing and planned transit infrastructure, including the existing Bus Rapid Transit Corridor along Castlemore Road and the Secondary Corridor along The Gore Road. Access to the transit infrastructure will aide future residents in reaching community amenities, services, and destinations within and around the City.

The application has demonstrated that the proposal adheres to the policies of the designated land uses identified in the Draft Brampton Plan. Staff is satisfied that the proposed Zoning By-law Amendment is consistent with the policies of the Draft Brampton Plan.

Secondary Plan Area 47 Policy Review:

The subject property is designated “High Density Residential”, “Special Policy Area 8”, “Valleyland” and is located at the intersection of a Primary Gateway in the Highway 427 Industrial Secondary Plan (Area 47). The proposal will provide appropriate residential

intensification while accommodating a mix of housing types and a variety of built form in the City that are in conformity with the existing land use designation. The Valleyland designation represents the NHS Corridor at the north-west corner of the property. The technical matters have been resolved with both TRCA and City of Brampton providing clearance to the supporting reports and proposed development which includes appropriate setbacks, buffers and compensation area have been provided to protect the existing natural area. Staff is satisfied that the proposed development aligns with the policies of the Highway 427 Industrial Secondary Plan (Area 47).

Highway 427 Industrial 47-1, 47-2 Block Plan:

The property is designated as “High Density Residential”, “Valleyland” and is located within the “Town Centre” boundary in the Highway 427 Industrial 47-1, 47-2 Block Plan. The Block Plan does not have policies associated with each area.

In accordance with Section 4.1.1, minor adjustments and relocations of land uses are permitted. The proposed development is generally in accordance with the Block Plan, an amendment to the Block Plan is not required.

Community Engagement

The proposed Zoning By-law amendment was circulated to City Departments, commenting agencies and property owners within 240 metres of the subject lands in accordance with and exceeding the Planning Act requirements. Notice signs were also placed on the subject lands to advise members of the public that an application had been filed with the City. This report along with the complete application requirements, including studies, have been posted to the City’s website.

A Statutory Public Meeting for this application was held on April 24, 2023. Two members of the public were in attendance to speak to this item. Written correspondence from five members of the public were received throughout the application review process. A summary of the issues raised and a response to those issues are included in the summary chart below:

Matters raised by the public	Staff Response
Impact on traffic and plans to manage congestion	<p>The Traffic Impact Study submitted pertaining to this application was reviewed and approved, subject to the recommendations listed in the report by both Traffic Planning Staff and the Region of Peel.</p> <p>The Traffic Impact Study prepared to assess the proposed development in comparison to the land uses utilized in the Block Plan Transportation Study. The report concluded that the proposed development and access scheme can be accommodated within the existing road network with the recommended improvements to the intersection of The Gore Road and Castlemore Road, as well as the proposed site accesses.</p>

	<p>In addition to the approved Traffic Impact Study, the proposed development is located in close proximity to existing and planned transit services which will aide future residents of the proposed high-density development in reaching community amenities, services, and destinations within and around the City.</p>
<p>Noise generated by construction and operation of the proposed use.</p>	<p>A Preliminary Noise Report was prepared by Candevcon Limited on behalf of the landowner was found capable of supporting the proposed high-density development.</p> <p>All construction activity associated with the proposed development will occur-on-site. However, some noise and dust can be expected during construction. The applicant is required to adhere to City By-laws in place regarding noise to minimize disruption to the local community during construction.</p>
<p>Impact on existing public services (schools, parks, public transportation)</p>	<p>With regards to schools, both the Peel District School Board and Dufferin-Peel Catholic District School Board have advised that sufficient accommodation may not be available for all anticipated students from the area. Students may be accommodated in temporary facilities and/or bussed to a school in another neighbourhood. It is common practice for both school boards across the City to bus students to nearby schools where there are capacity limitations at the local schools. The need to bus students from the proposed development is not a unique situation to this proposed development only.</p> <p>Furthermore, this is one of twenty active applications submitted for Block Plan Areas 47-1 and 47-2. Collectively, the Block Plan is expected to accommodate 10,401 residential units with an expected population of approximately 35,987 people and will be a complete community which will include a variety of housing typologies, a range of employment areas, schools, parkland and trails and future improvements to necessary infrastructure including roads, transit, watermains, sanitary sewers and stormwater management ponds to accommodate the developments and forecasted population growth.</p>
<p>Decline of Property Value (concern regarding diminishing property value)</p>	<p>Planning staff cannot comment on the future potential valuation of land. This application is reviewed on the merits of criteria set out in the "Planning Act" and City, Regional and Provincial policies regarding land use planning.</p>
<p>The need of a bus terminal in Brampton East to accommodate</p>	<p>Transit Staff will continue to work with the developing landowners through Planning Act applications in Block</p>

current and future population growth	Plan Area 47-1 and 47-2 to determine how best to accommodate future service requirements associated with the anticipated population growth for this area.
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Corporate Implications:

Financial Implications:

There are no financial implications associated with this application. Revenue that was collected through the development application fees is accounted for in the approved operating budget.

Other Implications:

There are no other corporate implications associated with the application.

Strategic Focus Area:

This application to amend the Zoning By-law is consistent with the “Growing Urban Centres & Neighbourhoods” strategic focus area. The proposal will result in the intensification of an underutilized parcel of land to implement the policies of the Highway 427 Industrial Secondary Plan and will add to the diversity of housing options and commercial opportunities offered in Brampton. The proposal is an example of the efficient use of land and resources within the City’s greenfield area.

Conclusion:

Staff is satisfied that the proposed Zoning By-law Amendment, subject to the Holding symbol implemented with the Zoning By-law, if required, generally in accordance with Attachment 9, represent good planning. The proposal has regard for matters of provincial interest in Section 2.0 of the Planning Act, and the proposed development conforms to provincial plans including the Growth Plan for the Greater Golden Horseshoe and is consistent with the Provincial Policy Statement. Furthermore, the proposal conforms to the principles and policy direction of the Region of Peel Official Plan, the City of Brampton Official Plan and the Highway 427 Secondary Plan (Area 47).

The report recommends that Council enact the Zoning By-law Amendment generally in accordance with Attachment 9. The Zoning By-law Amendment application is appropriate for the orderly development of the lands considering the following:

- The proposal conforms to provincial plans such as the Growth Plan for the Greater Golden Horseshoe and is consistent with the Provincial Policy Statement;
- The proposed development precludes development on lands within the City’s open space network;

- The development proposes residential typologies, densities and commercial uses which conform to the City of Brampton Official Plan and Highway 427 Secondary Plan (Area 47); and
- The application has been circulated to the appropriate internal reviewers and external agencies to ensure technical matters have been adequately addressed.

The application is appropriate for the orderly development of the lands and represents good planning. Staff recommends approval of the Zoning By-law Amendment as the proposal is in the public interest.

Authored by:

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Approved by:

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Attachments:

- Attachment 1: Conceptual Site Plan
- Attachment 1a: Conceptual High Density Elevations
- Attachment 2: Location Map
- Attachment 3: Official Plan Designations
- Attachment 4: Secondary Plan Designations
- Attachment 4a: Block Plan Designations
- Attachment 4b: Active Applications in Block Plan Area 47-1 & 47-2
- Attachment 5: Zoning Designations
- Attachment 6: Existing Land Use Plan
- Attachment 7: Heritage Resources Plan
- Attachment 8: Detailed Planning Analysis
- Attachment 9: Draft Zoning By-law Amendment
- Attachment 10: Results of Public Meeting

- Attachment 11: Sustainability Score