



Report
Staff Report
 The Corporation of the City of Brampton
 7/8/2024

Date: 2024-06-26

Subject: **RECOMMENDATION REPORT**
Application to Amend the Zoning By-law
 (To permit a two-storey place of worship)
Candevcon Limited – Shri Maha Kali Ammaa Mandir Hindu Association
 West of Goreway Drive, South of Mayfield Road
 Ward: 10

Contact: Tejinder Sidhu, Planner, Development Services & Design
 Angelo Ambrico, Manager, Development Services & Design

Report number: Planning, Bld & Growth Mgt-2024-587

RECOMMENDATIONS:

1. That the report from Tejinder Sidhu, Development Planner, Development Services to the Planning and Development Committee of July 8, 2024, re: Recommendation Report, Application to Amend the Zoning By-Law, Candevcon Limited – Shri Maha Kali Ammaa Mandir Hindu Association, West of Goreway Drive, South of Mayfield Road, Ward 10, be received;
2. That the application for an Amendment to the Zoning By-law submitted by Candevcon Limited, on behalf of Shri Maha Kali Ammaa Mandir Hindu Association (File: C07E17.009) be approved, on the basis that it represents good planning, including that it is consistent with the Provincial Policy Statement, conforms to the Growth Plan for the Greater Golden Horseshoe, the Region of Peel Official Plan, and the City's Official Plan, and for the reasons set out in this Recommendation Report;
3. That the amendment to the Zoning By-law, generally in accordance with Attachment 10 to this report be adopted; and
4. That no further notice or public meeting be required for the attached Zoning By-law Amendment pursuant to Section 34 (10.4) of the Planning Act, R.S.O., as amended.

OVERVIEW:

- **The proposed Zoning By-law Amendment will facilitate a two-storey Place of Worship on the site with 104 surface parking spaces and a 30 metre**

buffer from adjacent valleylands and Redside Dace habitat at the rear of the subject property.

- The property is designated 'Residential' in the Official Plan and 'Institutional – Special Policy Area' in the Vales North Secondary Plan (Area 49). An amendment to the Official Plan is not required to facilitate the development proposal.
- The property is zoned 'Agricultural' (A) as per Zoning By-law 270-2004, as amended. An amendment to the Zoning By-law is required to permit the development. The draft Zoning By-law is attached as Attachment 10.
- A Statutory Public Meeting for this application was held on March 9th, 2020. No members of the public were in attendance at the Statutory public Meeting and no written submissions were received by members of the public. Details of the Statutory Public meeting are included in Attachment 13 of this report.
- The Region of Peel has confirmed that the Functional Servicing Report submitted by the applicant is not satisfactory and the site does not currently have access to municipal services. City staff are supportive of the use of a 'Holding (H) symbol' with the zoning amendment, whereby as-of-right land use permissions will not be permitted until appropriate arrangements with the Region of Peel are made regarding feasible servicing connections for water and wastewater, interim and ultimate site access and site interconnectivity with easterly property.
- The proposal in coordination with the associated zoning by-law amendment, that places a hold on as-of-right land use permissions until certain arrangements are made to the satisfaction of the Region of Peel, represents good planning, is consistent with the Provincial Policy Statement and is in conformity with the Growth Plan for the Greater Golden Horseshoe as well as the Region and Brampton Official Plan.
- The proposal is consistent with the Strategic Focus Area – Growing Urban Centres & Neighbourhoods. The proposal will facilitate an economy that thrives with communities that are strong and connected. It will contribute to achievement of neighbourhoods that meet resident's needs through the proposed Place of Worship and protecting natural heritage system adjacent to the site.

BACKGROUND:

Candevcon Limited submitted an application on behalf of the owner, Shri Maha Kali Ammaa Mandir Hindu Association, to amend the Zoning By-Law on February 27, 2017. The application was deemed complete in accordance with Section 34 (10.4) of the Planning Act and provided to the applicant on December 23, 2019.

The Statutory Public Meeting for the application was held on March 9, 2020. Since the public meeting, the applicant has prepared four resubmissions to refine the proposal. In the most recent and last resubmission, they updated the plans to note the Place of Worship will be built all at once instead of constructing it in two phases, as originally contemplated.

CURRENT SITUATION:

Proposal (Attachment 1):

The applicant is proposing to amend the Zoning By-law to permit a Place of Worship.

Details of the proposal are as follows:

- Gross Floor Area (GFA) of 870 square metres (9364.60 square feet)
- Two-storeys
- 104 parking spaces including 6 accessible parking spaces;
- Approximately 5192.89 square metres of landscaped area, which is 52.28% of the total site area;
- Provision of a 30 metre development buffer (including a 7.5 metre buffer on the site) from the adjacent valleylands and occupied Redside Dace habitat;
- Right-in/right-out access off Mayfield Road that will operate in the interim as a left-in/right-in/right-out access until a median is installed on the road.

Property Description and Surrounding Land Use (Attachment 6):

The property has the following characteristics:

- Is located on the south side of Mayfield Road, west of Goreway Drive
- Is currently vacant with minimal vegetation;
- Has a total lot area of approximately 9932 square metres (2.45 acres);
- Has a frontage of approximately 104 metres along Mayfield Road; and
- Is located adjacent to an existing Natural Heritage Feature (Salt Creek Valley) which is an occupied Redside Dace Habitat.

The surrounding land uses are described as follows:

North: Mayfield Road, beyond which are single detached lots located within the Town of Caledon;

East: An existing single-detached dwelling, beyond is a commercial development at the intersection of Mayfield Road and Goreway Drive;

South: An existing Natural Heritage Feature (Salt Creek Valley) under the jurisdiction of the Toronto Region Conservation Authority, beyond is a subdivision consisting of single detached dwellings; and

West: An existing Natural Heritage Feature (Salt Creek Valley) under the jurisdiction of the Toronto Region Conservation Authority, beyond is a subdivision consisting of single detached dwellings;

Refinement of Existing Studies:

At the time of writing this report, City and Region of Peel staff have identified that additional technical inputs to the Functional Servicing Study (FSR) will be required through a future Planning Act application. Region of Peel staff have commented on the servicing feasibility for the subject property and believe that water and wastewater servicing extensions along Mayfield Road and Goreway Drive will be required to adequately service the site.

Region of Peel staff have noted the following:

- That the existing sanitary servicing connections currently terminate at the intersection of Mayfield Road and Goreway Drive. These services would need to be extended westerly along Mayfield Road to feasibly provide sanitary services to the subject site.
- That there is a watermain located on the north side of Mayfield Road, however, the subject site is located within a different water pressure zone. Water servicing will likely be required to be extended from Goreway Drive and Mayfield Road to feasibly provide water services for the subject site.
- That consolidated access arrangements and interconnectivity between the three sites along Mayfield Road and Goreway Drive will be required.

Based on the above, the Region of Peel has not received sufficient information to confirm servicing requirements and capacity, nor have they been able to confirm matters of feasibility, design, financial impacts/ requirements for any required infrastructure upgrades. Updates to the Functional Servicing Report (FSR) are required for this to be further assessed.

Staff also note that a recent Pre-Consultation application (File No: PRE-2022-0006) has been received for the adjacent property at 6443 Mayfield Road and proposes to construct a residential development comprised of a 12-storey apartment building and two stacked townhouse blocks. There is an opportunity to coordinate servicing arrangements between the neighbouring property.

Staff are recommending that a Holding Symbol be added to the Zoning By-law to ensure outstanding servicing matters are addressed through an updated Functional Servicing Report prior to any development occurring on the lands.

The provisions relating to the hold are provided below:

- *Arrangements satisfactory to the Commissioner of Planning, Building and Growth Management and the Commissioner of Public Works at the Region of Peel shall be made with respect to a Functional Servicing Report (FSR) to be submitted by the applicant demonstrating feasible servicing connections for water and wastewater, including for the easterly abutting property. Written confirmation from the Commissioner of Public Works at the Region of Peel shall be provided that an FSR has been deemed satisfactory.*
- *Arrangements satisfactory to the Commissioner of Planning, Building and Growth Management and the Commissioner of Public Works at the Region of Peel shall be made by the applicant with respect to interim and ultimate site access, and provisions for site interconnectivity with the abutting property to the east for shared site access. Written confirmation from the Commissioner of Public Works at the Region of Peel shall be provided that the site access and interconnectivity provisions, and all other arrangements have been deemed satisfactory.*

Summary of Recommendations:

This report recommends that Council endorse the approval of the proposed Zoning By-Law Amendment Application. This report further recommends that Council approve the Zoning By-Law amendment generally in accordance with Attachment 10.

The proposed 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.

Application to Amend the Zoning By-law:

The subject property is zoned 'Agricultural' (A) by By-Law 270-2004, as amended. Uses permitted in this zone include a single detached dwelling. This zoning designation does not permit the proposed place of worship use.

The proposed Zoning By-Law amendment rezones the property to 'Institutional One Holding – 3795' and 'Floodplain' zone. This will permit the proposed use, associated performance standards (ie.setbacks, gross floor area, minimum landscaped open space) and the Floodplain Zone will protect the natural heritage features (Redside Dace Habitat) on the southerly lands, at the rear of the subject site.

Planning Analysis Summary:

The proposed Zoning By-law amendment is consistent with the Provincial Policy Statement and conforms to the Growth Plan for the Greater Golden Horseshoe, as well as the City and Region's Official Plan. The application also has regard for matters of provincial interest under Section 2 of the Planning Act.

The application proposes a change from an 'Agricultural' to 'Institutional One Holding (I1(H) – 3795) and 'Floodplain' zones. The proposed Zoning By-law meets the intent of both municipal and provincial planning policies. The proposed Zoning By-Law Amendment will result in the redevelopment of an underutilized site and contribute to the creation of complete communities that will serve local community.

Additional information with respect to individual policies is provided in Attachment 9 (Detailed Planning Analysis).

Matters of Provincial Interest:

Planning Act (2020):

The proposed development has regard for matters of provincial interest that are set out in Section 2 of the Planning Act and represent orderly development of safe and healthy communities. The proposed development provides a place of worship to local residents and optimizes the currently vacant site while also protecting the adjacent Natural Heritage System through providing a 30 metre buffer. An Urban Design Brief has been provided amongst other technical studies to demonstrate to staff how the proposed place of worship will be designed in compliance with Brampton Design Guidelines. As such, the proposal is consistent with Sections 2 (h), (p), and (r) of the Planning Act.

Section 2(f) of the Planning Act requires the adequate provision and efficient use of sewer and water services. The Region of Peel has indicated that they are unable to determine the servicing feasibility of the subject property, and that sanitary sewer and water services upgrades and extensions are to be required. To address this concern, a holding provision in the Zoning By-Law Amendment has been added, which would restrict development until the applicant has made arrangements, to the satisfaction of the Commissioner Public Works at the Region of Peel, relating to servicing and access between this site and the easterly lands. The Lifting of the H shall not occur, until appropriate arrangements are in place to coordinate the timing of municipal service delivery to the satisfaction of the Region. City staff are of the opinion that the implementing holding provision has regard for matters of provincial interest, as identified under Section 2(f) of the Planning Act.

Pursuant to Section 36(1) of the Planning Act, a municipal Council may impose a holding symbol, so long as there is an Official Plan in-effect containing provisions which provide for the use and lifting of a holding symbol as required by subsection 36(2) of the Act. City of Brampton Official Plan policy 5.9.1(iii) permits the use of a holding symbol if the level

of physical or community services and infrastructure is not adequate to support the ultimate use, but such services will be provided in accordance with the relevant provisions of this plan. Staff is satisfied that the proposed development has regard to matters of provincial interest as set out in Section 2 of the Planning Act.

Provincial Policy Statement (PPS) (2020):

The Provincial Policy Statement sets out fundamental planning principles and provides policy direction on matters of provincial interest related to land use planning and development. The property is located within a Settlement Area that is defined in provincial and municipal planning documents. It is designated 'Residential' as per Schedule A (General Land Use Designation) of the City of Brampton Official Plan, 'Neighbourhood' as per Schedule 2 (Designations) of the Brampton Plan 2023 and 'Institutional – Special Policy Area' as per the Vales of Castlemore North Secondary Plan. These designations permit a wide range of institutional uses, which include Places of Worship.

The proposed development supports livable and healthy communities by representing an appropriate and supportable form of development within the Vales of Castlemore North Secondary Plan. The proposed development promotes efficient growth and land use patterns by providing a development that integrates well into the existing community in accordance with Sections 1.1.1 1.1.3.1 and 1.1.3.6 of the PPS. The proposed development also has regard for Section 2.1.1 of the Provincial Policy Statement, as there will be a buffer to the adjacent Natural Heritage System (NHS) This ensures that adjacent natural features will be protected for the long term.

Section 1.6.6 of the PPS contains policies that speak to planning for municipal sewage and water services within a Settlement Area. Section 1.6.6.2 of the PPS encourages municipal sewage services and municipal water services as the preferred form of servicing for Settlement Areas. City staff were made aware of regional concerns related to the adequate provision of municipal services. The use of the Holding Symbol in the Zoning By-law will ensure that additional coordination between the subject property and the adjacent easterly property (6443 Mayfield Road) will be arranged to accommodate future site servicing arrangements on municipal services. As a requirement of Lifting the H, a satisfactory Functional Servicing Report will be required, which shall demonstrate the feasibility, design, financial impacts/ requirements for any required infrastructure upgrades to the satisfaction of both the City and Region of Peel.

Staff is satisfied that the proposed development is consistent with the applicable sections of the PPS.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020):

The Growth Plan for the Greater Golden Horseshoe includes policy and direction intended to accommodate and forecast growth in complete communities. The subject site is located within the 'Delineated Built-up area' within the Growth Plan. The proposal will contribute to the establishment of complete communities in accordance with Sections 1.2.1, 2.2.1.2

and 2.2.1.4 through optimizing the use of the land and providing an institutional use on the site. Staff is satisfied that the proposal conforms to the Growth Plan.

Region of Peel Official Plan:

The Region of Peel 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 application is located within the “Urban System” in Schedule E-1: Regional Structure. The proposal was evaluated against the applicable Region of Peel Official Plan Policies, and the proposed development is consistent with the Official Plan.

Policy 6.5.1 of the Region of Peel Official Plan outlines the need to provide water supply and sanitary sewer services to appropriate areas of the Region in an adequate, efficient, planned and cost-effective manner consistent with public needs and financial realities.

Policy 6.5.2 requires full municipal sewage and water services to accommodate growth in the Urban System, subject to regional financial and physical capabilities.

Policy 6.5.3 ensures that “no development requiring additional or new water supply and/or sanitary sewer services proceeds prior to the finalization of a Servicing Agreement with the Region, confirming the responsibility for, and ability to provide, appropriate facilities for water supply and sewage disposal. In the case of plans of subdivision, confirmation will be required prior to draft approval, that servicing is or will be available.”

City staff recommend that a Holding (H) symbol be placed in the Zoning By-law amendment to ensure that a satisfactory Functional Servicing Report is received, which shall demonstrate the feasibility, design, financial impacts/ requirements for any required infrastructure upgrades to the satisfaction of both the City and Region of Peel. With respect to Policy 6.5.3, the development will not proceed until such time the Region of Peel receives a satisfactory Functional Servicing Report through a Lifting of the H application. A Site Plan application will also be required in the future to facilitate the development proposal.

City Staff is satisfied that the above-noted policies in the Zoning By-law amendment and holding (H) symbol satisfies Policy 6.5.3 of the Region of Peel Official Plan.

Brampton Plan (2023):

The subject property is designated ‘Neighbourhood’ on Schedule 2 (Designations) of the Brampton Plan (2023). The ‘Neighbourhood’ designation includes residential communities, along with locally-serving community services and amenities. Examples of services and facilities that meet the needs of residents include small healthcare facilities, local-serving places of worship and pharmacies. The proposed development conforms to the relevant sections of the ‘Neighbourhood’ designation in the Brampton Plan (2023). As

per Policy 2.2.7.57 and 2.2.7.58, the proposed place of worship will provide sufficient parking to fulfill the needs of the regular worship attendance and other regular events generally in accordance with the City's Zoning By-law. Further to Policies 2.2.9.30a and c, the natural heritage feature located south of the subject site is protected by providing a 30 metre buffer to the Redside Dace habitat setback.

Additionally, the associated zoning by-law amendment with this proposal, which includes a holding provision on the place of worship use (until certain criteria is met) is consistent with policies 5.12.40 and 5.12.41. Policy 5.12.40 of the Brampton Plan, states that Holding provisions may be used to ensure that the goals, objectives and policies of Brampton Plan are met prior to the holding symbol being removed. Holding provisions may be used to address requirements relating to matters such as servicing infrastructure, environmental or flood mitigation measures, noise, vibration, or odor mitigation; built form requirements; site plan processes and other such matters relating to the goals, objectives, and policies of this Plan.

Policy 5.12.41 of the Brampton Plan provides policies associated with the lifting of a holding symbol to permit development in accordance with the underlying zone, whereby the applicant will need to fulfil the conditions identified in the holding by-law or as set out in the Zoning By-law. Once those conditions are satisfied, Council or its designate may lift the holding symbol to permit development.

The use of the Holding Symbol for matters related to regional servicing infrastructure will ensure that both Regional and City servicing matters are resolved, prior to the Holding Symbol being Lifted. As a requirement of Lifting the H, a satisfactory Functional Servicing Report will be required, which shall demonstrate the feasibility, design, financial impacts/requirements for any required infrastructure upgrades to the satisfaction of both the City and Region of Peel.

Staff is satisfied that the proposal conforms to the Brampton Plan and its goals, objectives and policies.

City of Brampton Official Plan (2006):

The City of Brampton's Official Plan provides comprehensive policies that facilitate land use decision making. The subject lands are designated 'Residential', as per the General Land Use Schedule (Schedule A) of the City of Brampton's Official Plan (2006).

The proposal conforms to Policy 4.9.8.1 and 4.11.4.1 which notes development criteria for place of worships. Sufficient parking has been provided within the proposal and therefore off-site parking is not needed. The place of worship is integrated with the community and demonstrated through the submission of an Urban Design Brief that has been accepted by Staff.

Section 5.9 of the City of Brampton Official Plan (2006) contains policies, whereby the City may enact zoning by-laws incorporating holding provisions. The City may use such

methods for any number of appropriate instances, including, for example, reserved place of worship sites.

Policy 5.9.1 of the Official Plan, states that the *'City, where appropriate, will utilize a holding provision in a Zoning By-law, pursuant to Section 36 of the Planning Act, 1990, to specify the ultimate use of lands which are contemplated for eventual development or redevelopment, but which are not suitable for immediate development until certain services are provided or certain matters appropriately resolved.'*

Such holding provisions shall assist Council in achieving its specific planning objectives, and ensure that development or redevelopment proceeds in accordance with the policies and criteria of this Plan. The holding provision will be identified by the symbol "H" in the zoning by-law, and may be used under one or more of the following circumstances, but not limited thereto:

- (i) When development or redevelopment is anticipated in accordance with the provisions of this Plan, but where the details of such development have not been determined;*
- (ii) When land assembly is required to permit orderly development or redevelopment;*
- (iii) If the level of physical or community services and infrastructure is not adequate to support the ultimate use, but such services OP2006-044 5 - 41 Implementation City of Brampton Official Plan 2006 September 2020 Consolidation will be provided in accordance with the relevant provisions of this Plan;*

Based on the City's Holding Provision policies, advancing the enactment of the Zoning By-law is appropriate at this time, in order to specify the ultimate use of lands which are contemplated for eventual development, while applying a holding provision to require an updated Functional Servicing Report, to be approved by the Region to ensure the adequate delivery of municipal sanitary sewer and water services, prior to the holding symbol being lifted.

Vales of Castlemore North Secondary Plan:

The proposed development is located within the Vales of Castlemore North Secondary Plan (Area 49). The lands are designated 'Institutional Special Policy Area'. The proposal is in keeping with the provisions of the 'Institutional Special Policy Area' designation by providing a place of worship in accordance with the applicable site-specific policies.

The proposal is consistent with policies 4.4.5, 4.4.6, 4.4.7 and 4.4.8. Policies 4.4.5 and 4.4.6 note requirement for Environmental Implementation Report or addendum to the existing Master Environmental Servicing Plan and policies 4.4.7 and 4.4.8 discuss importance of conservation to the natural features adjacent to the Valleyland and that the Valleyland should be gratuitously conveyed to the City. The proposal is also consistent with policies 4.4.9 and 4.4.10. The application complies with policy 4.4.9 by proposing a place of worship which is considered one of the appropriate institutional uses on the lands.

In conformity with policy 4.4.10, an Urban Design Brief has been provided and accepted by City Staff that demonstrates how the lands will be developed in a cohesive manner with superior development that is compatible with the adjacent lands.

Staff is satisfied that the proposed development conforms to the Secondary Plan.

City of Brampton Zoning By-law 270-2004:

The property is zoned "Agricultural (A)" by By-law 270-2004, as amended. This zone allows the development of agricultural uses. An amendment to the Zoning By-law is required to rezone the lands to facilitate the proposed place of worship.

The Draft Zoning By-Law Amendment proposes to rezone the lands to 'Institutional One Holding (I1(H) – 3795)' and 'Floodplain'. The detailed planning analysis (Attachment 9) includes an overview of the Zoning By-law Amendment. The development standards are included in the proposed Zoning By-law Amendment as shown in Attachment 10 – Draft Zoning By-law Amendment.

The Zoning By-law Amendment applies a 'Holding (H)' symbol to the site that won't be lifted until arrangements are made to the satisfaction of the Commissioner of Planning, Building, and Growth Management and the Commissioner of Public Works at the Region of Peel that demonstrate feasible servicing connections for water and wastewater (including the easterly property), site interconnectivity with eastern property for shared site access and provide details on the interim and ultimate site access..

Staff is satisfied with the proposed Zoning provisions for the development of the lands.

Community Engagement:

The application was circulated to City Departments, community agencies and property owners within a 240 metre radius of the subject property, exceeding the Planning Act requirement of 120 metres for such applications.

There was no correspondence received from residents at the meeting (Attachment 12, Results of Public Meeting). Notice sign has been placed on the subject site to advise members of the public that the application to amend the Zoning By-law was filed with the City.

CORPORATE IMPLICATIONS:

Financial Implications:

There is no financial impact resulting from the adoption of the recommendations in this report.

Other Implications:

There are no other corporate implications associated with the application.

STRATEGIC FOCUS AREA:

The application is consistent with the Strategic Focus Area - Growing Urban Centres & Neighbourhoods. This development proposal will facilitate the development of underutilized lands and will assist in growing of Brampton's economy by helping to create complete communities that are strong and connected. It will contribute to achievement of neighbourhoods that meet resident's needs through this place of worship and protecting natural heritage system adjacent to the site.

Living the Mosaic – 2040 Vision

This report directly aligns with the vision that Brampton will be a mosaic of complete neighbourhoods and vibrant centres with quality jobs. This report has been prepared in full consideration of the overall vision that the people of Brampton will 'Live the Mosaic'

CONCLUSION:

Staff is satisfied that the proposed Zoning By-law amendment represent good planning. The proposal is consistent with the Provincial Policy Statement, conforms to the Growth Plan for the Greater Golden Horseshoe and the Peel Region Official Plan, and is in keeping with the general principles of the Brampton Official Plan.

This report recommends that Council enact the Zoning By-law Amendment attached hereto as Attachment 10 respectively as the following criteria have been met:

- The proposed development is an efficient use of the underutilized site;
- The standards regulating built form in the zoning by-law amendment will ensure the development is implemented as proposed; and
- The proposed zoning by-law amendment includes a holding provision which will not permit as-of-right land use permissions to facilitate a place of worship use on the lands until appropriate arrangements with City and Region of Peel are made regarding feasible servicing connections for water and wastewater, interim and ultimate site access and site interconnectivity with easterly property.

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Attachments:

- Attachment 1 – Concept Plan
- Attachment 2 – Location Map
- Attachment 3 – Official Plan Designation
- Attachment 4 – Secondary Plan Designation
- Attachment 5 – Zoning Map
- Attachment 6 – Existing Land Uses
- Attachment 7 – Heritage Properties
- Attachment 8 – Airport Zoning Regulations
- Attachment 9 – Detailed Planning Analysis
- Attachment 10 – Draft Zoning By-Law Amendment
- Attachment 11 – Results of Application Circulation
- Attachment 12 – Results of Public Meeting
- Attachment 13 - Sustainability Assessment