



Date: 2024-08-13

Subject: **Recommendation Report - Gore Meadows Secondary Plan Area 56: Alternative process to City-Initiated Secondary Plan Amendment through Precinct Planning** Ward: 10

Contact: Samantha Dela Pena, Development Planner, Development Services and Design
Angelo Ambrico, Manager, Development Services and Design

Report number: Planning, Bld & Growth Mgt-2024-667

RECOMMENDATIONS:

1. That the report from Samantha Dela Pena, Development Planner, Development Services and Design to the Planning and Development Committee Meeting of September 9th, 2024, re: **Recommendation Report - Gore Meadows Secondary Plan Area 56: Alternative Process to City-Initiated Secondary Plan Amendment through Precinct Planning**, Ward 10, be received;
2. That Council endorse an alternative planning process for the Gore Meadows Secondary Plan Area that includes the submission of two privately initiated Official Plan Amendments in accordance with the Precinct Planning policies in *Brampton Plan*;
3. That as part of the privately initiated Official Plan Amendment all references to the Gore Meadows Secondary Plan be deleted from *Brampton Plan*;
4. That the community vision and planning principles for each Gore Meadows Sub-Area Precinct Plan(s) be endorsed by Council through an Official Plan Amendment, prior to the approval of any application to Amend the Zoning By-law and/or Draft Plan of Subdivision; and
5. That the applicant be required to host a non-statutory Open House with area residents in advance of the Statutory Public Meeting for the Official Plan and Zoning By-law Amendment.
6. That the applicant engage with Development Services and the Parks Planning departments to discuss public parkland and trail network opportunities near and adjacent to the existing Gore Meadows Community Centre, and that the City be

satisfied with respect to arrangements between the City and landowner for the location, size and programming of parks, recreational space and institutional lands for each Gore Meadows Sub-area Precinct Plan prior to Council endorsement.

7. That the City Clerk be directed to forward a copy of this staff report and Council resolution to the Region of Peel and the Toronto Region Conservation Authority for their information.

OVERVIEW:

- **On June 16, 2021, City Council adopted Official Plan Amendment OP2006-197 that implemented the Toronto Gore Density Policy Review Study recommendations pertaining to the undeveloped estate residential area located in the southern quadrant of Toronto Gore (see Appendix 7).**
- **A Recommendation Report dated August 20, 2021 was brought forward to Council, recommending that staff be directed to initiate Secondary Planning and Community Block Planning for the Gore Meadows Secondary Plan Area 56. The Secondary Plan and Community Block Plan was to be coordinated by the City and include the review and approval of the Terms of Reference for the Secondary Plan component studies and the approval of the consultants being engaged to complete the component studies and land use planning work (See Appendix 6).**
- **The funding for the Secondary Plan and Community Block Plan component studies and related administration was to be the responsibility of the Gore Meadows Landowner Group, which would be coordinated by Candevcon Limited as the Landowner Group Consultant.**
- **The Gore Meadows Landowner Group did not advance the Secondary Plan and Block Plan process since Council endorsement in 2021. To date, Staff have only received the Terms of References for the Secondary Plan component studies.**
- **On December 20, 2023, KLM Planning Partners Inc. submitted a pre-consultation application on behalf of West Humber River Developments Inc. proposing to develop the eastern portion of the Gore Meadows Secondary Plan lands located between The Gore Road and the Humber Valley for a range of low, medium, and high-density housing types comprising a total of 1,500 residential units and 1,400 sqm of commercial space (See Appendix 8).**
- **On February 27, 2024, KLM Planning Partners Inc. submitted a letter on behalf of West Humber River Developments Inc. requesting an alternative**

approach to the Secondary Plan and Block Plan Process for the Gore Meadows Secondary Plan (See Appendix 1). The intent of the letter is to establish an agreed upon alternative process by which applications within the Gore Meadows Secondary Plan can advance independently through Sub-area Precinct Plans, with the goal of delivering housing more expeditiously.

- **KLM Planning Partners Inc. represents West Humber River Developments Inc, who is the owner of the majority of the privately held lands within the Gore Meadows Secondary Plan Area 56.**
- **A Recommendation Report dated May 6th, 2024, was brought forward to Council, recommending that Council endorse an alternative land use planning process for the Gore Meadows Secondary Plan, which would allow for independent planning applications to be submitted as privately initiated Official Plan Amendment applications and to be reviewed and evaluated through a Precinct Planning process in accordance with the requirements of the new Brampton Plan (see Appendix 9). At the Planning and Development Committee Meeting on May 27th, 2024, Council referred the application back to staff for further consultation with KLM Planning regarding the location, size and programming of parks, recreational space, and institutional lands within the Gore Meadows Secondary Plan Area.**
- **Additional consultations took place on June 26th, 2024 and July 15th, 2024, where City Planning and Parks staff met with KLM Planning to receive a Gore Meadows Park Facility Fit Study (see Appendix 11). As such, Planning staff have amended the recommendations of the Recommendation Report dated May 6th, 2024, based on the additional feedback with City Parks Planning staff.**
- **Staff's planning position on the proposed alternative planning process for the Gore Meadows Secondary Plan area remains the same as outlined in the Recommendation Report to the May 27th, 2024 Planning and Development Committee Meeting, with a modification to *Recommendation 6* in order to address key items regarding the location, size, and programming of parks, recreational space and institutional lands, as discussed with City Parks Planning staff.**
- **This report recommends that Council endorse an alternative land use planning process for the Gore Meadows Secondary Plan, which would allow for independent planning applications to be submitted as privately initiated Official Plan Amendment applications, which are to be reviewed and evaluated through a Precinct Planning process in accordance with the requirements of the new Brampton Plan.**

BACKGROUND:***Gore Meadows Creation of Secondary Plan Boundary***

On June 16, 2021, City Council adopted Official Plan Amendment OP2006-197 that implemented the Toronto Gore Density Policy Review Study recommendations pertaining to the undeveloped estate residential area located in the southern quadrant of Toronto Gore (see Appendix 7).

OP2006-197 identified the undeveloped lands as a new Secondary Plan area referred to as the Gore Meadows Secondary Plan (Area 56). A policy was also added to the Official Plan to guide the policy formulation (i.e. land use compatibility, housing mix and densities, road access, servicing, natural heritage system, and pedestrian connectivity) of the Gore Meadows Secondary Plan.

The Gore Meadows Secondary Plan area includes approximately 186 hectares of land and is bounded by Toronto Gore estate residential housing to the north, the Gore Road to the east, Castlemore Road to the south, and McVean Drive to the west (see Appendix 2 and Appendix 4).

A Recommendation Report (See Appendix 6) dated August 20th, 2021, was approved by Council recommending that staff be directed to initiate Secondary Planning and Community Block Planning for Gore Meadows Secondary Plan Area 56 and that the two planning programs be prepared concurrently.

The overall Secondary Plan process for Gore Meadows was recommended to be coordinated by the City, which included the review and approval of the Terms of Reference for the Secondary Plan component studies and the approval of the consultants being engaged to complete the component studies and land use planning work.

The funding for the Secondary Plan and Community Block Plan component studies and related administration was to be the responsibility of the Gore Meadows Landowner Group, which would be coordinated by Candevcon Limited as the Landowner Group Consultant.

The Landowners' Group did not advance the Secondary Plan process since Council endorsement in 2021. To date, Staff have only received the Terms of References for the Secondary Plan component studies.

Secondary Plans provide a framework for appropriate development including the vision and character for an area, urban design, street and block pattern, municipal servicing and infrastructure, and establishing the appropriate mix, location and intensity of certain uses for various neighbourhoods or districts of the City.

Upon the adoption of a Secondary Plan, a Community Block Plan is typically required to be prepared by participating property owners within the Secondary Plan area or a portion thereof. The purpose of the Block Plan is to specifically address the extent and precise location of the Secondary Plan elements, including lot patterns, the location, configuration character, size and urban form of parks, institutional, commercial and industrial sites and the layout/function of open space corridors, valleylands, woodlands and other natural features and functions, including storm water management.

Public Consultation Occurred to Date

Public consultation was undertaken as part of the Toronto Gore Density Policy Review Study that included a public open house meeting, an on-line presentation, and a statutory public meeting. The issues raised by local area residents at the public sessions included the following:

- That the proposed residential area be compatible with the adjacent established estate residential area;
- That a buffer be provided between the adjacent established estate residential area and the Gore Meadows Secondary Plan area;
- That no vehicular connections be provided between the adjacent established estate residential area and the Gore Meadows Secondary Plan area;
- That the natural heritage system within the Gore Meadows Secondary Plan area be protected;
- That pedestrian and cyclist linkages be provided between the natural heritage system and the Gore Meadows Community Centre; and
- That the opportunity for public input be provided throughout the secondary planning/block planning programs for Gore Meadows.

Property Description and Surrounding Land Use (Attachment 4):

The current conditions on-site are as follows:

The subject area has a total site area of 186 hectares (459.62 acres);

- **The Southern Lands** are approximately 93 ha (230 ac) in area and currently includes the Gore Meadows Community Centre, Library, and Community Park in addition to a public park. A majority of these lands are owned by the City of Brampton.
- **The Eastern Lands** are approximately 21 hectares (51 acres) in area, having frontage on the west side of The Gore Road. The East Lands are predominantly vacant with sparse vegetation, containing a single detached dwelling and an accessory structure in the northern area of the site.
- **The Western Lands** are approximately 72 ha (177 ac) in area and contain several single detached dwellings.

CURRENT SITUATION:

The Secondary Planning and Community Block Planning process for Gore Meadows was intended to commence in September 2021 with final adoption of the Secondary Plan and Community Block Plan to be completed by April 2023. To date, City staff have signed off on the consultant team completing the component studies and have also provided comments on the Terms of Reference for each component study. No further work has been undertaken by the Gore Meadows Landowners Group with respect to advancing the Secondary Plan and Block Plan process.

Request for an Alternative to a Secondary Plan and Block Plan Process

On November 9, 2023, KLM Planning Partners Inc. submitted a pre-consultation application on behalf of West Humber River Developments Inc. to develop the south-eastern quadrant of the Gore Meadows Secondary Plan lands in advance of the Secondary Plan and Block Plan being completed. The proposal was for the lands located just north of the Gore Meadows Community Centre, on the east of The Gore Road, west of the Humber River, and just south of the existing estate residential community to the north (Edgeforest Drive).

The proposal contemplated a range of medium to high-density housing types, including townhouses and apartments (ranging in height from 14 to 20 storeys), a 1.56 acre public park, a storm water management pond, and a commercial plaza with approximately 1,400 square metres of commercial space. A total of 1,250 apartments across 6 buildings and 252 three-storey townhouses were included as part of the Concept Plan (See Appendix 8). A pre-consultation meeting was held with City staff on December 20, 2023.

On February 27, 2024, KLM Planning Partners Inc. submitted a letter on behalf of West Humber River Developments Inc. requesting an alternative approach to the Secondary Plan Amendment process for the Gore Meadows Secondary Plan (See Appendix 1). West Humber River Developments Inc. is the majority owner of the privately held lands within the Gore Meadows Secondary Plan Area 56. The applicant is seeking to establish an alternative process through Precinct Plans as a means to deliver housing more expeditiously, in a framework that will result in land use designations and policies that will guide appropriate and desirable planning outcomes for the community.

A Recommendation Report dated May 6th, 2024, was brought forward to Council, recommending that Council endorse an alternative land use planning process for the Gore Meadows Secondary Plan (see Appendix 9). At the Planning and Development Committee Meeting on May 27th, 2024, Council referred the application back to staff for further consultation with KLM Planning and City Staff. The May 27th, 2024 PDC Summary of Recommendations is attached as Appendix 10.

The required additional consultation took place on June 26th, 2024 and July 15th, 2024, where City Planning and Parks staff met with KLM Planning to discuss a high level parks planning approach (see Gore Meadows Park Facility Fit Study, Appendix 11) with respect to arrangements between the City and landowner for the location, size and programming of parks, recreational space and institutional lands for each Gore Meadows Sub-area Precinct Plan. As such, planning staff have amended *Recommendation 6* in order to ensure the applicant engage with Development Services and the Parks Planning departments and that the City be satisfied with respect to arrangements between the City and landowner for the location, size and programming of parks, recreational space, and institutional lands for each Gore Meadows Sub-area Precinct Plan prior to Council endorsement.

Discussion:

Following the review of the Pre-Consultation Application and Letter received by KLM Planning Partners Inc., there are a number of site-specific characteristics within the subject lands which support an alternative process to a Secondary Plan and Block Plan approval process, through the City's Precinct Plan process.

A privately initiated Official Plan Amendment would be required in order to facilitate a Precinct Plan for both the eastern and western portions of the Gore Meadows Secondary Plan. The alternative Precinct Plan process would include a number of submission requirements, including studies, reports, plans, and policies to guide land use principles, growth, and planning vision, similar to that of a Secondary Plan.

This could allow for the eastern portion of the lands to advance through its own Precinct Plan in advance of the western portion of the lands. The Precinct Plan policies and Schedules could then be added to the Official Plan by way of an Official Plan Amendment.

Should Council wish to endorse an alternative process to a Secondary Plan and Community Block Plan, staff recommend that the community vision and planning principles for each Gore Meadows Sub-area Precinct Plan(s) be endorsed by Council through an Official Plan Amendment, prior to the approval of any application to amend the Zoning By-law and/or Draft Plan of Subdivision.

Staff also recommend that the applicant be required to host a non-statutory Open House with residents in advance of the Statutory Public Meeting for the Official Plan and Zoning By-law Amendment. Through City staff's earlier work on the Secondary Plan and Community Block Plan, commitments were made with residents for additional engagement opportunities prior to hosting a Statutory Public Meeting.

Planning staff also note that some form of parkland strategy and vision should be established, as there are a number of parkland and trail network opportunities near and adjacent to the existing Gore Meadows Community Centre, that must be considered holistically as part of each Precinct Plan process. Should Council wish to endorse an alternative process to a Secondary Plan and Community Block Plan, staff recommend

that the applicant engage with Development Services and the Parks Planning departments to discuss public parkland and trail network opportunities, and that the City be satisfied with respect to arrangements between the City and landowner for the provision of parks and recreational space for each Gore Meadows Sub-area Precinct Plan prior to Council endorsement.

The following section summarizes the advantages and disadvantages of proceeding through an alternative process to a Secondary Plan and Community Block Plan Process, through the City's Precinct Plan process, should Council endorse staff recommendations:

Advantages:

Topic	Discussion
Precinct Plan Process	<p>Precinct Plans pertain to specific areas that are smaller than Secondary Plan Areas and establish a context for coordinated development and provide guidance around the phasing of development, infrastructure and transportation improvements, parkland, mix of land uses, and built form.</p> <p>It is possible to divide the Gore Meadows area into distinct Precinct Plan areas, with their own separate studies and policies in order to accelerate planning approvals.</p>
Geographic Considerations:	<p>The Gore Meadows area is divided into three distinct precincts. The eastern lands are separated from the western lands by the Humber River and existing development to the north. A majority of the southern lands are in public ownership and contain the existing Gore Meadows Community Centre and Erin Oaks Centre for Treatment and Development. Given the geographic characteristics of the subject lands, the Precinct Plan process can accommodate phased development approvals to allow certain sections of the properties to advance through the development approval process independent of each other.</p>
Consolidated Land Ownership:	<p>West Humber River Developments Inc. is the majority land owner which provides opportunities to develop a comprehensive Precinct Plan as almost all impacted lands will be subject to the Plan. The Precinct Plan process would more difficult to coordinate if there was fragmented ownership, and/or hold out properties.</p>
Public Consultation:	<p>As part of the Official Plan Amendment process, a statutory public meeting will be required in accordance with the Planning Act. Staff are recommending that additional engagement take place, through the form of a non-statutory Open House, prior to this meeting taking place.</p>
Phasing and Timing:	<p>The Precinct Plan process may lend itself to more timely development approvals through development phasing, which is also dependent on the quality of the submission materials and timing between resubmissions by the applicant.</p>

Disadvantages:

Topic	Discussion
Secondary Plan Process	<p>Secondary Plans provide a framework for appropriate development including the vision and character for an area, urban design, street and block pattern, municipal servicing and infrastructure, parkland and trails, and establishing the appropriate mix, location and intensity of certain uses for various neighbourhoods or districts of the City.</p> <p>While the Precinct Plan process may lend itself to the ability to phase development approvals leading to the construction of housing units faster, the area would not have an overarching Secondary Plan to guide future growth and development. Typically, most areas of the City have a Secondary Plan that sets the framework for future development in a given area.</p> <p>Staff recommend that Council endorse the community vision and planning principles for each Gore Meadows Sub-area Precinct Plan through an Official Plan Amendment, in advance of any zoning and/or subdivision approvals. This approach conforms to Brampton Plan Policy 5.5.19.</p>
Comprehensive Studies	<p>Secondary Plans require comprehensive studies and reports in order to guide future development. For example, in Secondary Plans that contain natural heritage systems, a subwatershed study or other environmental studies need to be substantially advanced so that sufficient information is available on the impacts/ proposed impacts to allow for informed decision making. It is recommended that through the Pre-Consultation process, the City identify key comprehensive studies are required to support Precinct Plans for each sub-area within Gore Meadows.</p>
Parks, Open Space and Active Transportation Connections	<p>The Gore Meadows area is one of the City's last remaining greenfield sites, which benefits from its proximity to the Humber River and the existing Gore Meadows Community Centre.</p> <p>In absence of a Secondary Plan to guide the planning vision, it is difficult to comprehensively plan for parkland and trail connections in the area. This area is to be addressed through a staff recommendation previously mentioned in this report.</p>

Next Steps

Should Council wish to endorse an alternative process to a Secondary Plan and Community Block Plan through Precinct Plans, the following process steps would be required from a development review and approval perspective:

1. A Pre-Consultation Meeting outlining all technical studies and submission materials required for a complete Precinct Plan, Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision application. It is anticipated that similar studies to those originally identified through the Gore Meadows Secondary Plan process will be required;
2. A Completeness Review of submission materials to ensure all required studies and documents have been submitted in accordance with the City of Brampton's Terms of Reference;
3. A formal Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision and supporting Precinct Plan submission by the applicant.
4. The Official Plan Amendment shall establish the following land use planning principles and policies:
 - Purpose and Location;
 - Principles and Objectives, including planning vision;
 - Development Policies, including land use designations and policies for residential, commercial, natural heritage systems, recreational and open space systems, and institutional lands;
 - Transportation Policies, including sections for roads, active transportation, and connectivity;
 - Servicing and Environmental Policies;
 - Community Design Guidelines; and
 - Implementation Policies, including items related to growth management, sequencing and staging, and cost sharing.
5. A Non-Statutory Open House be arranged with the City and Applicant, in advance of the Statutory Public Meeting in accordance with Planning Act requirements which will inform members of the public on the proposed changes and provide an opportunity for any members of the public to comment on the proposal. The Landowner Group shall also look for opportunities to host additional Open Houses as necessary;
6. A formal circulation and review of all technical studies by city staff and external commenting agencies, and the release of comments to be addressed by the applicant;
7. A Statutory Public Meeting in accordance with the requirements of the Planning Act.
8. Council Endorsement of the community vision and planning principles for each Gore Meadows Sub-area Precinct Plan through an Official Plan

Amendment, prior to the approval of any application to Amend the Zoning By-law and/or Draft Plan of Subdivision; and

9. A Final Recommendation Report to Council once the applicant has satisfied all technical comments and incorporated all feedback from the public.

CORPORATE IMPLICATIONS:

Financial Implications:

There are no financial implications associated with this application

Other Implications:

There are no other corporate implications associated with this application.

STRATEGIC FOCUS AREA:

Guidelines for the Strategic Focus Area:

- **Health & Well-being:** Through the future Planning Act application, health and well-being will be prioritized in the future development of the Gore Meadows lands.
- **Transit & Connectivity:** Through the future Planning Act application, core land use planning principles focused on transit and connectivity will be further explored so that future infrastructure is safe, convenient, efficient and sustainable.
- **Growing Urban Centres & Neighbourhoods:** Through the future Planning Act application, a key focus will be on good planning principles, while balancing the need to accelerate housing approvals in the City of Brampton.
- **Environmental Resilience & Sustainability:** Through the future Planning Act application, environmental resilience and sustainability will be the key focus, given the sites proximity to the Humber River and existing Natural Heritage System.
- **Government & Leadership:** Through the future Planning Act application, key focus areas include service excellence with equity, innovation, efficiency, effectiveness, accountability, and transparency
- **Culture and Diversity:** Through the future Planning Act application, key focus areas include cultural diversity, cross-cultural understanding, and supporting artistic expression and production

For more information about the Strategic Focus Areas, visit

<https://www.brampton.ca/EN/City-Hall/Strategic-Planning/Pages/Welcome.aspx>

CONCLUSION:

This report recommends that Council endorse an alternative land use planning process for the Gore Meadows Secondary Plan, which would allow for independent planning applications to be submitted as privately initiated Official Plan Amendment applications, which are to be reviewed and evaluated through a Precinct Planning process in accordance with the requirements of the new Brampton Plan.

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Attachments:

- Attachment 1: Letter from KLM Planning Partners, on behalf of West Humber River Developments Inc.
- Attachment 2: Location Map
- Attachment 3: Official Plan Designation
- Attachment 4: Aerial & Existing Land Use
- Attachment 5: Zoning Designations
- Attachment 6: Previous Staff Recommendation Report
- Attachment 7: OP2006-197
- Attachment 8: Concept Plan for PRE-2023-0142
- Attachment 9: May 27th, 2024 Recommendation Report
- Attachment 10: May 27th, 2024 PDC Summary of Recommendations
- Attachment 11: Gore Meadows Park Facility Fit Study