



Report
Staff Report
The Corporation of the City of Brampton
5/27/2024

Date: 2024-05-06

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

Angelo Ambrico, Manager, Development Services

Report number: Planning, Bld & Growth Mgt-2024-421

RECOMMENDATIONS:

1. That the report from Samantha Dela Pena, Development Planner, Development Services to the Planning and Development Committee Meeting of May 27th, 2024, re: **Recommendation Report, Gore Meadows Secondary Plan Area 56, Ward 10**, be received;
2. That Council endorse an alternative planning process to facilitate the development of the Gore Meadows Secondary Plan area through the processing of privately initiated Official Plan Amendment applications, being subject to the following:
 - a) amendments to the Official Plan as necessary to facilitate the alternative planning process, which includes the deletion of references to the Gore Meadows Secondary Plan from Brampton Plan, be subject to a statutory public meeting;
 - b) 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
 - c) 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.
 - d) the applicant engage with Development Services and Design Division staff, and Parks Planning Division staff to determine public parkland and trail network opportunities and principles for the areas near and adjacent to the existing Gore

Meadows Community Centre, and that the Commissioner of Planning, Building and Growth Management, and the Commissioner of Community Services be satisfied with respect to arrangements between the City and subject landowner for the provision of parks and recreational space for the Gore Meadows Sub-area Precinct Plan area(s), prior to Council endorsement of the precinct plans; and,

3. 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:

- **Staff recommends that Council endorse the landowner proposal to implement an alternative planning process to accommodate the development of the Gore Meadows Secondary Plan Area.**
- **The alternative process is considered to be appropriate for the area's context (i.e. limited size of private development lands, and number of landowners owners) and will help to expedite a development process.**
- **The general intent of the Secondary Planning process will be maintained by implementing the recommended process details, including:**
 - **Council endorsement of a community vision and planning principles prior to the zoning and subdivision approvals;**
 - **Holding a non-statutory Open House with area residents to review details associated with the alternative planning process prior to a statutory public meeting;**
 - **Arrangements completed to the satisfaction of City staff to achieve appropriate parks and recreation space.**
- **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 Attachment 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 Attachment 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 Attachment 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 Attachment 1). The intent of the letter is to establish an agreed upon alternative process by which applications within the Gore Meadows Secondary Plan area 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.**

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 Attachment 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 Attachment 2 and Attachment 4).

A Recommendation Report (See Attachment 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); 93 hectares (228ac) of which are privately owned.

- **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 Attachment 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 Attachment 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 Official Plan land use designations and policies that will guide appropriate and desirable planning outcomes for the community.

Advantages of the Alternative process to conventional Secondary and Block Planning:

There are a number of site-specific characteristics within the subject lands which support an alternative process, as outlined below.

<i>Characteristic</i>	<i>Advantages / Details</i>
Modest size of privately owned development area in Gore Meadows	<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>The subject land area (approximately 90 acres) can be divided into 3 appropriately sized and distinct Precinct Plan areas, with their own separate studies and policies in order to accelerate planning approvals.</p> <p>The eastern lands are separated from the western lands by the Humber River and existing development to the north.</p> <p>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.</p>

	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.
Consolidated Land Ownership:	West Humber River Developments Inc. is the majority land owner of the privately owned lands. The Precinct Plan process would more difficult to coordinate if there was fragmented ownership, and/or hold out properties.
Phasing and Timing:	The Precinct Plan process is anticipated to be able to achieve a shorter approvals timeline than a conventional Secondary Plan Process. Timing will be dependent on the quality of the submission materials and timing between resubmissions by the applicant.

Recommended Details to be Included with the Alternative Process

In addition to the a statutory public meeting that is required in accordance with the private Official Plan Amendment, this report recommends that a non-statutory Open House be completed that is lead by the applicant, and supported as needed by City Development Services and Design staff. This additional engagement will assist in informing area residents about the modified process and will accommodate additional dialogue and receipt of important resident input. As well, 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

A privately initiated Official Plan Amendment would be required to be approved by Council 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.

The community vision and planning principles for each Gore Meadows Sub-area Precinct Plan(s) are recommended to be determined and 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. Completing this step prior to rezoning or subdivision approvals will maintain the principles of the Brampton Plan.

This report recommends that a parkland strategy and vision 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. Further, in this respect, the applicant is to engage with

Development Services and Design Division, and Parks Planning Division staff to determine public parkland and trail network opportunities, and make arrangements to the satisfaction of the City for the provision of parks and recreational space for each Gore Meadows Sub-area Precinct Plan prior to Council endorsement.

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:

The application is consistent with the following 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.

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.

Authored by:

Reviewed by:

Samantha Dela Pena
Development Planner, Development
Services
Planning, Building and Growth
Management

Allan Parsons MCIP, RPP
Director, Development Services
Planning, Building, and Growth
Management

Approved by:

Approved by:

Steve Ganesh MCIP, RPP
Commissioner
Planning, Building and Growth
Management

Marlon Kallideen
Chief Administrative Officer

Approved by:

Bill Boyes
Commissioner
Community Services

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

