

Date: 2020-06-07

Subject: OZS-2020-0011
Application to Amend the Official Plan and Zoning By-law
(To permit a residential development with 669 dwelling units)
**Great Gulf Homes (c/o Scottish Heather Developments Inc,
Brampton G&H Holdings Inc, Brampton G&H Holdings II Inc.**
West side of Mississauga Road, between Embleton Road and
Lionhead Golf Club Road
Ward: 6

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Report Number: Planning, Bld & Ec Dev-2021-669

Recommendations:

1. **THAT** the report titled: **RECOMMENDATION REPORT**, Application to Amend the Official Plan and Zoning By-Law, **Great Gulf Homes – c/o Scottish Heather Developments Inc and Brampton G&H Holdings Inc, Brampton G&H Holdings II Inc.**, west side of Mississauga Road between Embleton Road and Lionhead Golf Club Road, Ward 6 (File: OZS-2020-0011), dated June 7, 2021 to the Planning and Development Committee Meeting of June 21, 2021, be received;
2. **THAT** the application to amend the Official Plan and Zoning By-law submitted by Great Gulf Homes – c/o Scottish Heather Developments Inc, Brampton G&H Holdings Inc, Brampton G&H Holdings II Inc., Ward: 6, File: OZS-2020-0011, as revised, be approved on the basis that it represents good planning, including that it 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's Official Plan for the reasons set out in this report.
3. **THAT** the amendments to the Official Plan including the Bram West Secondary Plan generally in accordance with the by-law attached as Appendix 12 of this report be adopted;
4. **THAT** the amendments to the Zoning By-law generally in accordance with the by-law attached as Appendix 13 of this report be adopted;

5. **THAT** staff be directed to work with the applicant to ensure that amendments are made to the Purchase and Sale Agreement and the Detailed Community Information Maps to illustrate the revised housing and lotting changes, and,
6. **THAT** no further notice or public meeting be required for the attached Zoning By-law Amendment pursuant to Section 34(17) of the Planning Act, R.S.O. c.P. 13, as amended.

Overview:

- **This reports recommends approval of an application to amend the Official Plan and Zoning By-law to permit a residential development with a total of 669 dwelling units consisting of single-detached, semi-detached and townhouse dwellings.**
- **The applicant's initial submission had also included an apartment block with 420 dwelling units; but which is now removed in response to concerns raised at the public meeting.**
- **The property is designated "Residential" in the Official Plan, and "Executive Residential," "Low/Medium Residential," and "Neighbourhood Park" in the Bram West Secondary Plan (Area 40-3). The proposed Official Plan amendment (Appendix 12) seeks to amend the Official plan and the Bram West Secondary Plan (Chapter 40-4) to redesignate the subject lands to replace the "Executive Residential" designation in the Secondary Plan with a "Low/Medium Density Residential" designation to change the permitted housing types on these lands.**
- **The property is zoned Open Space (ie. a park) along with several residential zone categories (R1E-10.4-2427, R1E-11.6-2429, R1F-11.4-2430, R1E-15-2431, R1E-18-2432, R1E-21-2433). These zoning categories were established through two previous applications (City Files: C04W05.004 and C04W05.005) that permitted a total of 448 single detached dwellings. An amendment to the Zoning By-law (Appendix 13) is required to allow for the change in housing types, the reduction of lot widths, and the slight increase in size to the park block.**
- **The proposed Official Plan and Zoning By-law amendments represent good planning, are consistent with the Provincial Policy Statement, and conform to the Growth Plan for the Greater Golden Horseshoe, the Region of Peel Official Plan, and the general intent of the City of Brampton Official Plan. The Provincial, Regional and Municipal policies and objectives emphasize compact and efficient growth. The revised plan is more in line with those objectives than the previous plan for 448 single detached dwellings.**

A statutory Public Meeting for this application was held on December 7, 2020. Members of the public attended the statutory Public Meeting and

three members of the public spoke to the application. Over 100 written submissions were received. Details of the Public Meeting and the written submissions are included in Appendix 10 of this report.

- **The proposal is consistent with the “2018-2022 Term of Council Direction: A Compass for our Community” and supports the “A City of Opportunities” theme. The proposal is consistent with the direction of building complete sustainable communities to accommodate growth for people and jobs.**

Background:

The applicant submitted this application on June 22, 2020. Staff has reviewed this application for completeness and has found the application to be complete in accordance with the *Planning Act*. A formal Notice of Complete Application was provided to the applicant on November 5, 2020.

Current Situation:

Proposal (Refer to Appendix 1):

An application to amend the Official Plan and Zoning By-law has been filed in support of the proposed development.

Details of the proposal are:

- A total of 669 dwelling units, including:
 - 383 single detached dwellings on 10.4 metre (34.1 feet) and 11.6 metre (38.0 feet) wide lots;
 - 136 semi-detached dwellings on 14.6 metre (47.9 feet) wide lots;
 - 150 townhouse dwellings on 6.1 metre (20.0 feet) wide lots; and,
- A 0.87 hectare (2.1 acres) park.

The subject lands are within two previously draft approved plans of subdivision (north plan files: C05W04.005/21T-06024B and south plan files: C05W05.004/21T-04008B). Those subdivisions included 448 single detached dwellings. The current application proposes to amend those subdivisions to permit the new proposed development. Please see Appendix 1 for a comparison of the previously approved and the proposed revised plan.

The proposed Official Plan Amendment to facilitate the requested land use changes would replace the existing "Executive Residential" designation in the Bram West Secondary Plan with a "Low/Medium Density Residential" designation.

This application also proposes to increase the size of the original park from 0.70 to 0.87 hectares. In addition, the applicant is proposing to create a dual zone category (i.e. both Open Space and Residential) for a small parcel of land located just east of Rock Bluff Trail and Desert Dune Crescent intersection, so that it can be developed in the

future with the abutting property to the east (i.e. 8654 Mississauga Road) for either single detached or townhouse type dwellings.

Changes Made to the Application Since the Public Meeting

The original application submission proposed to redesignate the "Service Commercial" lands, located at the north-west corner of Mississauga Road and Lionhead Golf Club Road, to a "Medium/High Density Residential" designation to accommodate four apartment buildings having heights of 6 storeys and totaling 420 units.

As a result of concerns raised by the neighbouring residents at both the virtual informal public meeting and at the statutory public meeting, the applicant has removed this proposed change from their application. The applicant has formally amended their application to delete the request for the apartment development and any future request will necessitate a new development application and public consultation process.

Property Description and Surrounding Land Use (Refer to Appendix 2):

The lands have the following characteristics:

- Have a site area of approximately 32.0 hectares (79.1 acres);
- Are located on the west side of Mississauga Road between Embleton Road and Lionhead Golf Club Road;
- Contains three single detached dwellings on lots municipally known as 49, 62 and 78 on Cliffside Drive.

The surrounding land uses are described as follows:

- North: Open space lands containing Embleton Pond, and lands proposed for future residential development.
- East: Existing residential and commercial lands, along with open space lands.
- South: City Community Park / future recreation centre, and lands owned by the Peel District School Board for a future elementary school.
- West: The future extension of Rivermont Road and beyond which are residential lands under construction.

Application to Amend the Official Plan and Zoning By-law

The applicant has filed an application to amend the Official Plan and Zoning By-law for the purpose of deleting the "Residential: Upscale Executive" land use permissions and replacing them with "Residential: Low/Medium Density" permissions. This will involve amendments to the Official Plan and Bram West Secondary Plan land use schedules,

The applicant has also requested to amend the Zoning By-law to implement new zoning categories to allow a variety of smaller lot sizes for single detached, semi-detached and townhouse dwellings. In addition, a small block along the east property limit, which is to be redeveloped in conjunction with the abutting lands to the east, is dual zoned to either remain as Open Space or be developed for single detached dwellings or townhouse dwellings.

Summary of Recommendations:

This report recommends that Council adopt the Official Plan Amendment and enact the Zoning By-law Amendment as attached in Appendices 12 and 13, respectively. The proposal and implementing documents represents good planning, are consistent with the Provincial Policy Statement, and conform to the Growth Plan for the Greater Golden Horseshoe, the Region of Peel Official Plan, and the City's Official Plan.

To ensure that future prospective purchasers are aware of the new housing and lotting changes being proposed, it is recommended that the applicant amend their Purchase and Sale Agreements and their Detailed Community Information maps immediately after the land use approvals have been granted.

Planning Analysis Summary:

The proposal conforms to the goals and objectives of the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe and the Region of Peel Official Plan which promote the efficient use of land and support development of healthy, complete communities. Provincial policy encourages sustainable land use patterns by minimizing land consumption and servicing costs, and by integrating active and public transportation choices.

The application proposes to increase the number of units to 669 from the previously approved 448 units through eliminating executive residential lots and adding new housing types. These changes reduce land consumption and improve active and public transportation options. If this application is approved, the applicant will then need to submit applications to amend the two draft approved plans of subdivision to reflect the lotting changes. The proposed development will continue to support complete communities by providing increased housing options consistent with the existing housing stock in the area, with access to recreational and open space opportunities. The proposed development would rely on the existing water and sanitary/storm services in the area.

The subject lands are located close to Mississauga Road, which is identified as a Brampton Rapid Transit (BRT) Corridor on Schedule C, Transit Network in the Official Plan. The increased density would contribute to a more pedestrian and transit friendly development that would better achieve the planning objectives for the transit corridor. The proposed development is not expected to have negative impacts on any of the environmental or natural heritage features or their functions.

The proposed development would conform to the Official Plan and maintain the general principles of the "Low / Medium Residential" in the area Secondary Plan designation by providing a mix of single detached, semi-detached, and townhouse dwellings that is similar to that which already exists in the surrounding neighbourhood.

The Provincial, Regional and Municipal policies and objectives emphasize compact and efficient growth. The revised plan is more in line with those objectives than the previous plan. The intent of the existing Executive Residential designation is to encourage executive and upscale housing adjacent to natural heritage systems, with appropriate vistas and visual and physical access to environmental lands. The key characteristics of the Executive Housing designation are not achieved on the lands proposed for re-designation. The lands are flat tableland that are a significant distance from the Credit River without clear views or physical access into the valley lands. They have no other characteristics that would make them an attractive location for executive housing. However, their location near a major employment area and transportation corridor, existing commercial uses and existing and planned public transit make them appropriate for higher density residential uses than envisioned in the past. See Appendix 9 for a Detailed Planning Analysis.

Matters of Provincial Interest:

Planning Act:

The proposed development has regard for the matters of Provincial interest as set out in Section 2. It specifically has regard for the provincial interests as it proposes the orderly development of a safe and healthy community that is compatible with the existing development in the area, adds to the City's stock of housing, increases pedestrian/transit friendliness and protects the natural environment.

Provincial Policy Statement (2020):

Section 3 of the Planning Act requires that decisions affecting planning matters "shall be consistent with the policy statements issued under the Act." The proposed development is consistent with the Provincial Policy Statement as it proposes a healthy, livable and safe community that accommodates low density residential uses, and respects the environment, public health and safety. It proposes a more compact form of development than previously approved for this site. It is located within a settlement area, and is based on a density and mix of land uses that more efficiently uses land and the existing municipal infrastructure/public service facilities, better supports active transportation, and is more transit-friendly.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019):

The Growth Plan for the Greater Golden Horseshoe includes policy and direction intended to accommodate growth in complete communities. These are communities that are well designed to meet people's needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, public service facilities, and a full range of housing to accommodate a range of incomes and household sizes.

The subject lands are located within the 'Designated Greenfield Area' as per the 2019 Growth Plan. In accordance with the Growth Plan policies for this area, the changes to the proposed development have been planned, designated, and designed in a manner so as to better achieve complete communities, support active transportation, and

support transit services. The proposed development supports the achievement of a complete community by providing a street network that supports active transportation.

As per Growth Plan policy, the 'Designated Greenfield Area' in the Region of Peel is to be planned to achieve, within the horizon of the Growth Plan, a minimum density target that is not less than 50 residents and jobs combined per hectare for the entire 'Designated Greenfield Area' in Brampton. The previously approved development on the subject lands came out to a combined total of 40.9 people and jobs per hectare, and this was sufficient to help achieve the overall block plan average of 50 persons and jobs per hectare. The proposed development will now achieve a combined people and jobs per hectare calculation of 46.4 and this higher density on the subject lands will help to increase the overall block plan density even further.

Region of Peel Official Plan:

The subject lands are located within the "Urban System" designation in the Region of Peel Official Plan. In accordance with the Region of Peel Official Plan policies relating to the 'Urban System' and the 'Designated Greenfield Area', the proposed development envisages the achievement of a compact form of land use that supports walking, is transit friendly, and efficiently uses the resources of land, services, infrastructure and public transit. The application conforms to the policies of the Region of Peel Official Plan.

City of Brampton Official Plan:

The subject lands are designated 'Residential' and 'Open Space' on Schedule A – General Land Use Designations of the Official Plan, and 'Communities' and 'Designated Greenfield Area' on Schedule 1 City Concept of the Official Plan. The 'Residential' designation permits predominantly residential land uses including a full range of dwelling types ranging from single detached houses to high-rise apartments.

Schedule A1 of the City's Official Plan identifies eight locations for Upscale Executive Housing Areas across the City. The Detailed Planning Analysis in Appendix 9, explains that the removal of the Upscale Executive Housing from the Bram West Secondary Plan has been made up in the Vales of Castlemore North Secondary Plan.

The City of Brampton's Official Plan policies state that residential growth should promote and facilitate compact, complete greenfield neighbourhoods and, in doing so, aid in achieving the City's minimum density target. The increased number of units proposed will utilize planned roads and infrastructure more efficiently by increasing the density on the lands and will bring the plans to conformity with the most recent planning policies. The proposed development conforms to the 'Residential' designation of the Official Plan.

Bram West Secondary Plan (SP Area 40-D):

The subject lands are designated "Residential: Executive Housing", "Residential: Low/Medium Density", "Neighbourhood Park" and "Open Space" in the Bram West Secondary Plan (Area 40-D). The proposed development will now be comprised of single detached, semi-detached, and townhouse dwellings.

The removal of the “Residential: Executive” designation from the subject lands is supportable from a land use planning perspective, given that:

- the proposed new plan better aligns with the provincial policies related to creating communities and efficient use of resources;
- unique environmental features / amenities are not negatively impacted by this development proposal;
- the existing and planned road, servicing, parks, and institutional facilities can accommodate the additional density increase.

This is explained in greater detail within Appendix 9 (Detailed Planning Analysis) of this report. Subject to the land use changes being implemented, the proposed development would conform to the Official Plan and provincial policies, and maintain the general principles of the “Low / Medium Residential” in the area Secondary Plan designation.

The proposed land use and design changes are consistent with the provincial policies and objectives, and also support the growth management goals of the Region and Municipality. The proposed use conforms to the ‘Residential: Low / Medium Density’ policies of the Secondary Plan.

Riverview Heights Community Block Plan 40-3:

The property is located within the approved Riverview Heights Community Block Plan (Area 40-3) for Sub Area 40-D. The Block Plan shows residential development to take place on the subject lands primarily in accordance with the road pattern that was approved for the area, which is being maintained. The exception is the road and lotting pattern along the east limit which has been changed so as to provide a road connection to the abutting property to the east (i.e. Terrace on the Green, @ 8654 Mississauga Road). This road connection will allow the abutting lands to the east to be redeveloped for “Residential: Low/Medium Density” purposes in conjunction with the internal road network thus allowing the existing Mississauga Road driveway access to be closed, thereby improving traffic safety and efficiency. The proposed development conforms to the general intent of the Block Plan.

Zoning By-law 270-2004:

The property is currently zoned Open Space (ie. a park) along with several residential zone categories (R1E-10.4-2427, R1E-11.6-2429, R1F-11.4-2430, R1E-15-2431, R1E-18-2432, R1E-21-2433). These zoning categories were established through two previous applications (City Files: C04W05.004 and C04W05.005) that permitted a total of 448 single detached dwellings. An amendment to the Zoning By-law (Appendix 13) is required to allow for the change in housing types, the reduction of lot widths, and the slight increase in size to the park block.

Staff is satisfied that the proposed amendment to the Zoning By-law captures the intent and vision of the Official Plan policy and will facilitate the development of the subject property with low density, transit supportive, and pedestrian friendly land uses.

Community Engagement:

The application was circulated to City Departments, external commenting agencies and property owners within 240 metres of the subject property, exceeding the Planning Act requirement of 120 metres for such applications. The correspondence received from residents and commenting agencies are included as Appendix 10 – Results of Public Meeting and Correspondence Received, and Appendix 11 – Results of Application Circulation. Notice signs were placed on the subject lands to advise members of the public that the application to amend Zoning By-law was filed with the City.

Feedback on the application was received early in the process in the way of a form email (contained in Appendix 10, Results of Public Meeting and Correspondence Received) that was sent from 53 of the neighbouring residents to Planning staff. This correspondence generally noted that they did not support the proposal, and more specifically did not agree with:

- (1) the replacement of the “Executive Residential” housing designation with that of “Low/Medium Density Residential”, and,
- (2) the introduction of a “Medium/High Density Residential” block to accommodate four, six storey apartment buildings totaling 420 apartment dwelling units.

As a result of this feedback from the community, the applicant facilitated a virtual public open house on November 19, 2020 in an attempt to respond to the various comments and concerns of the area residents. At this virtual consultation meeting, there were approximately 170 people who joined. The applicant has summarized the various concerns along with the number of residents who raised them. The concerns included matters related to the increased density, traffic congestion, impact on and timing for community centres, schools and parks, and increased criminal activity. This information is attached as part of Appendix 14.

A second form letter was submitted by 57 of the area residents. The following summarizes the concerns contained within this correspondence.

- Recent purchasers feel they were not properly informed of proposed changes;
- Longer term residents purchased based on existing land use permissions;
- Concern about need to share existing resources (park, schools, community centre) with others;
- Increased congestion on roads, sidewalks, and parking lots;
- Increased noise and crime; and,
- Request by existing residents for the City to expedite Community Centre / Park.

The statutory public meeting for this application was held on December 7, 2020. Three delegates provided submissions at the meeting on behalf of the area residents with regard to the proposed development. Comments from the three delegates echoed the comments that had been previously received and noted above. Please see the Results of the Public Meeting at Appendix 10, which provides a response to the issues noted above.

As a result of the feedback from the area residents, the applicant chose to amend their application to delete the request for the residential apartment buildings, and filed revised drawings and reports in support of these changes.

A copy of all departmental/agency comments is attached as Appendix 11 to this report. This report along with the complete application requirements, including studies have been posted to the City's website.

Corporate Implications:

Financial Implications:

There are no financial implications identified at this time. Revenue collected through development application fees are accounted for in the approved operating budget.

Other Implications:

There are no other corporate implications associated with this application.

Term of Council Priorities:

The proposed development is consistent with the "A City of Opportunities" theme. It supports the building of complete communities to accommodate growth for people and jobs. The proposal satisfies these priorities by:

- Directing growth to an area that is within proximity to existing amenities and transportation infrastructure; and,
- Providing opportunity for efficient growth.

Living the Mosaic – 2040 Vision

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

Conclusion:

The proposal provides an opportunity to develop the subject land with single detached, semi-detached and townhouse dwellings integrated into the surrounding neighbourhood. It represents an appropriate use of the land by providing low/medium density form of housing that fits within the context of the surrounding neighbourhood. The proposed built form is compatible with adjacent developments and nearby land uses and the scale and massing would not impact the established physical character of the area.

The proposed development is consistent with the Provincial Policy Statement (2020), conforms to the Growth Plan for the Greater Golden Horseshoe (2019), the Region of Peel Official Plan, and the City's Official Plan. Staff is satisfied that the application represents good planning, and recommends approval of the application and that Council adapt the implementing by-laws to amend the Official Plan and Zoning By-law.

Respectfully submitted:

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Development Planner,
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Allan Parsons, MCIP, RPP
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Approved by:

Submitted by:

Richard Forward, MBA, M.Sc., P.Eng
Commissioner
Planning, Building & Economic
Development Department

David Barrick
Chief Administrative Officer
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Attachments:

Appendix 1 – Application Comparison

Appendix 2 – Location Map

Appendix 3 – Official Plan Designations

Appendix 4 – Secondary Plan Designations

Appendix 5 – Zoning Designations

Appendix 6 – Aerial & Existing Land Use

Appendix 7 – Heritage Resources

Appendix 8 – Block Plan Designations

Appendix 9 – Detailed Planning Analysis

Appendix 10- Results of the Public Meeting

Appendix 11- Results of Circulation

Appendix 12- Draft Official Plan Amendment

Appendix 13- Draft Zoning By-law Amendment

Appendix 14- Results of Virtual Public Info Meeting (November 19, 2020) as prepared
by the applicant