

Detailed Planning Analysis

City File Number: OZS-2021-0008

The *Planning Act*, Provincial Policy Statement (PPS), the Growth Plan for the Greater Golden Horseshoe (Growth Plan), the Regional Official Plan, the City's Official Plan, and the Hurontario-Main Corridor Secondary Plan (Area 55) provide direction and policies that encourage efficient and sustainable development through redevelopment, and the use of existing infrastructure to provide an appropriate mix and density of land uses and built form. These documents support land use planning in a logical, well designed manner that support sustainable long term economic viability.

Planning Act

The application is in compliance with matters of provincial interest as identified in the Planning Act R.S.O. 1990 in terms of the following:

Section 2(h) – the orderly development of safe and healthy communities;

Section 2(j) – the adequate provision of a full range of housing, including affordable housing;

Section 2(l) – the protection of the financial and economic well-being of the Province and its municipalities;

Section 2(p) – the appropriate location of growth and development;

Section 2(q) – the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and,

Section 2(r) – the promotion of built form that:

(i) is well designed,

(ii) encourages a sense of place, and

(iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

These sections of the Planning Act are guiding principles included in the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe. These will be described in the relevant sections below.

Provincial Policy Statement (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. This application is consistent with matters of Provincial Interest as identified in the Provincial Policy Statement:

1.1.1 Healthy, Liveable and safe communities are sustained by:

- a) *Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) *Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit*

housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;

- h) Promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.*

1.1.3.1 Settlement areas shall be the focus of growth and development.

1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;*
- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
- e) support active transportation;*
- f) are transit-supportive, where transit is planned, exists or may be developed; and*

Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.

1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:

- b) permitting and facilitating:*
 - 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and*
 - 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;*
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*

- d) *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;*
- e) *requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and*
- f) *establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.*

The property is located within a settlement area that is defined in provincial and municipal planning documents. It is designated “Central Area” in the Official Plan and “Central Area Mixed use” in the Queen Street Corridor Secondary Plan. The Central Area permits a wide range of uses and activities and is intended to be a vibrant, mixed-use centre. Lands designated Central Area Mixed-Use are intended to accommodate mixed-use developments incorporating any number of uses, not limited to commercial, retail, office, and residential. Stand-alone uses such as residential buildings are permitted as long as the development achieves the policies of the Plan with respect to built form.

Through the use of zoning controls and urban design guidelines, the built form character of the proposed development will both integrate into the existing neighbourhood, and enhance the character and design of the site itself. Furthermore, the site will have a compact, high-density form that will make for an efficient use of land and infrastructure, and is directly adjacent to planned higher-order transit. The proposed development therefore satisfies Sections 1.1.1 a), b), h), 1.1.3.1, 1.1.3.2 a), b), e), f), 1.1.3.3, 1.1.3.4, and 1.4.3 b), c), d), e), and f) of the Provincial Policy Statement.

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

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) provides a framework for building stronger, prosperous communities by managing growth over the long term. Guiding principles include supporting complete communities, providing a mix of housing, and prioritizing intensification. The proposed development demonstrates conformity to the following sections of the Growth Plan:

- 2.2.1 (2) *Forecasted growth to the horizon of this Plan will be allocated based on the following:*
 - c) *within settlement areas, growth will be focused in:*
 - i. *delineated built-up areas;*
 - ii. *strategic growth areas;*
 - iii. *locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and*
 - iv. *areas with existing or planned public service facilities;*
- 2.2.1 (4) *Applying the policies of this Plan will support the achievement of complete communities that:*
 - a) *feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;*
 - c) *provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;*

e) provide for a more compact built form and a vibrant public realm including public open spaces;

2.2.2 (3) All municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:

- a) identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;*
- b) identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas;*
- c) encourage intensification generally throughout the delineated built up area;*
- d) ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;*
- e) prioritize planning and investment in infrastructure and public service facilities that will support intensification; and*
- f) be implemented through official plan policies and designations, updated zoning and other supporting documents.*

The proposed development is located within the built-up area of Brampton and will intensify already serviced lands in close proximity to existing amenities within the Bramalea City Centre neighbourhood. Existing transit service is provided by Brampton Transit's ZUM express bus service, as well as several local routes operated by Brampton Transit. Additionally, the proposed development will be located within a planned major transit station area as part of the proposed Queen St – Highway 7 Bus Rapid Transit project. The proposed residential units will add to the existing mix of residential, office, commercial, and institutional uses in the area, and will satisfy policies 2.2.1.(2)c), 2.2.1(4)a), b), c), d), and e), and 2.2.2(3)a), b), c), d), e), and f).

Region of Peel Official Plan

The application will be evaluated against the Region of Peel Official Plan to ensure that the proposal conforms to the Plan. A preliminary assessment of the Region of Peel Official Plan sections applicable to this application include but are not limited to:

5.3.2.2 Direct urban development and redevelopment to the Urban System within the 2031 Regional Urban Boundary, as shown on Schedule D, consistent with the policies in this Plan and the area municipal official plans.

5.3.2.3 Plan for the provision and financing of Regional facilities and services so as to efficiently use existing services and infrastructure, and encourage a pattern of compact forms of urban development and redevelopment.

5.3.2.6 Direct the area municipalities, while taking into account the characteristics of existing communities, to include policies in their official plans that:

- a) support the Urban System objectives and policies in this plan;*
- b) support pedestrian-friendly and transit-supportive urban development;*
- c) provide transit-supportive opportunities for redevelopment, intensification and mixed land use; and*
- d) support the design of communities to minimize crime by the use of such approaches as Crime Prevention Through Environmental Design (CPTED) principles.*

5.5.1.1 To optimize the use of the existing land supply of the Region by directing a significant portion of growth to the built-up areas through intensification, particularly the urban growth centres, intensification corridors and major transit services areas.

5.5.3.2.2 Facilitate and promote intensification

5.5.3.2.3 Accommodate intensification within urban growth centres, intensification corridors, nodes and major transit station areas and any other appropriate areas within the built-up area.

5.8.2.2 Encourage the area municipalities, while taking into account the characteristics of existing communities, to establish policies in their official plans which support:

a) residential redevelopment in appropriate areas that have sufficient existing or planned infrastructure; and

b) cost-effective development standards for new residential development, redevelopment, and intensification.

5.8.2.3 Encourage and support the efforts by the area municipalities to plan for a range of densities and forms of housing affordable to all households, including low and moderate income households, enabling all Peel residents to remain in their communities.

The objective of the Regional Official Plan is to achieve sustainable development by establishing healthy, complete, compact communities that offer a wide range and mix of housing, employment, recreational and cultural activities as well as supporting multimodal transportation. In addition, policies direct new growth to the built-up areas of the community.

The proposed rezoning will facilitate a high-density residential development located within the Urban System and Regional Urban Boundary as defined by the Regional Official Plan. It will result in the redevelopment of an under-utilized site into a compact urban form that due to its proximity to existing commercial and institutional amenities and open space will be pedestrian-friendly. Since the subject site is located close to a transit terminal served by multiple bus routes and near an existing bus stop the proposed-development will be transit-supportive. The proposal will also contribute to the overall supply of housing in Brampton, specifically apartment forms. This will help to further diversify the housing stock in the area, as well as in Brampton as a whole. As a result, policies 5.3.2.2, 5.3.2.3, 5.3.2.6a)b)c)d), 5.5.3.2., 5.5.3.2.3, 5.8.2.2a)b), and 5.7.2.3 are satisfied.

City of Brampton Official Plan

The City of Brampton's Official Plan provides comprehensive policies that facilitate land use decision making. The purpose of the Plan is to guide development and infrastructure decisions and set the basis for addressing the challenges of growth in Brampton. The Plan incorporates upper level planning policies of the PPS, the Growth Plan and the Regional Official Plan.

The subject lands are designated as "Central Area" on Schedule A and as "Central Area" and "Primary Intensification Corridor" on Schedule 1 in the official Plan. They are located along the Queen Street Primary Intensification Corridor.

- *Policy 3.2.1.1 Development of greatest mass and highest densities must be located within the Urban Growth Centre and Central Area, along intensification corridors and within Mobility Hubs and Major Transit Station Areas. These areas shall:*
 - I. Accommodate a significant portion of population and employment growth;*
 - II. Provide a diverse and compatible mix of land uses, including residential and employment uses;*
 - III. Provide high quality public open spaces;*
 - IV. Support transit, walking and cycling for everyday activities;*
 - V. Develop in a compact form that will efficiently use land and resources,*
 - VI. Optimize the use of existing and new infrastructure and services;*
 - VII. Contribute to minimizing potential impacts on air quality and promoting energy efficiency; and,*
 - VIII. Achieve an appropriate transition of built form to adjacent areas*
- *Policy 3.2.6.1 Primary Intensification Corridors are those which are primarily identified as higher order transit corridors linking major destinations within and beyond the City. These include Queen Street; Main Street/Hurontario Street (shown in the Region of Peel Official Plan as forming part of the Regional Intensification Corridor); Steeles Avenue; Bovaird Drive; Mississauga Road; Bramalea Road and, Airport Road. Primary Intensification Corridors shall be planned to accommodate intense mixed-use development at higher densities supported by the City's highest level of transit service.*
- *Policy 3.2.8.1 The City shall consider appropriate forms of infilling to maximize the benefits of municipal services already in place. Specific locations suitable for infilling will be detailed within Secondary Plans.*
- *Policy 4.2.1.2 The policies of this Plan shall prescribe a range of housing accommodation in terms of dwelling type, through appropriate housing mix and density policies. Such housing mix and density policies in Secondary Plans shall reference the Residential Density Categories set out in the tables below and also set out in the "Residential Areas and Density Categories" definitions contained in Section 5 of this Plan.*
 - I. SPA 36 Queen Street Corridor Secondary Plan is an old secondary plan area subject to the old housing and density categories of the official plan*
 - II. Apartment or High Density Category, maximum density is 76-198 units/net hectare or 31-80 units/net acre*
 - *Permitted housing types are elevator apartments*
- *Policy 4.2.1.6 Brampton shall contribute to the achievement of the Region's intensification targets as set out in Section 3.2.2.1 by planning to accommodate at least 26,500 residential units between 2006 and 2031 within the built-up area*
- *Policy 4.5.4.19 The City shall encourage transit supportive forms of development along transit routes that facilitate direct access from the roadway for all pedestrians including persons with disabilities. This includes constructing buildings that are close to and*

oriented towards the streets, easy, convenient, safe and comfortable access to buildings and transit and transit stations for all pedestrians, including persons with disabilities.

- *Policy 4.5.4.24 The City shall support development applications, which are consistent with all the relevant policies of this Plan, as well as the Province's "Transit Supportive Land Use Planning Guidelines" to ensure transit and pedestrian oriented forms of development.*
- *Policy 4.11.3.1.2 Tall buildings have a significant presence and become landmarks. They must therefore have very high architectural quality and sensitive design treatments to ensure that they contribute positively to their immediate context as well as the wider Cityscape.*
- *Policy 4.11.3.2.5 There should be sufficient capacity in the existing transportation network, municipal infrastructure and community services to cope with the proposed development.*
- *Policy 4.11.3.2.7 The proposed development should not cause adverse effects on the adjacent areas especially in respect of grading, drainage, access and circulation, privacy, views, enjoyment of outdoor amenities, and microclimatic conditions (such that there would be minimum shadows and uncomfortable wind conditions).*

The subject site is strategically located along the Queen Street Primary Intensification Corridor and within the Central Area, a focal point for intensification within Brampton. The proposed tall and high-density proposal represents the type of compact development which is encouraged within this area, and as a result Policy 3.2.1.1 is maintained. Additionally, it will help to achieve Regional intensification targets and as a result Policy 4.2.1.6 is maintained.

The proposal will result in the redevelopment of a vacant and under-utilized site and therefore is considered infill development. Such forms of development are encouraged because they utilize existing infrastructure, including public transit. The proposal is located in close proximity to existing transit infrastructure, including the Bramalea Bus Terminal, and along an existing ZUM express bus route. Additionally, the proposed development will be located within a planned major transit station area as part of the Queen Street Bus Rapid Transit project, centred at Bramalea Rd and Queen Street East. It will help to support the existing and future transit operations in the area, and as a result policies 3.2.8.1, 4.5.4.19, 4.5.4.24, and 4.11.3.2.5 are maintained.

Careful attention has been paid to the building's design to ensure that it is of high architectural quality and it has gone through the Urban Design Review Panel process. Policies 4.11.3.1.2 and 4.11.3.2.7 are maintained.

Queen Street Corridor Secondary Plan

The subject lands are designated Central Area Mixed use in the Queen Street Corridor Secondary Plan (SPA 36). The general objectives and criteria of this plan are to promote intensification and facilitate the transformation of the corridor into a higher-density, vibrant mixed-use corridor that promotes the usage of non-automotive modes of transportation.

In particular, lands designated Central Area Mixed Use are intended to accommodate a diverse mix of uses while also permitting stand-alone uses such as residential. Where stand-alone uses are proposed, ground-floor convertible frontages are encouraged to protect future opportunities for commercial uses. The proposed Zoning By-law Amendment will help to achieve this by preserving a ground floor height of 6m, ensuring that future commercial uses are viable.

The maximum density on the subject site is a Floor Space Index (ratio of floor area to site area) of 2.0 for residential uses and 3.5 overall. Policy 5.1.1.4 of the Secondary Plan indicates that an increase beyond this maximum coverage shall require a site-specific rezoning application and supporting rationale. A planning justification report has been submitted to provide rationale for the requested increase in density to a Floor Space Index of 7.0. This report provides an overview of the Provincial and Municipal policies supportive of infill intensification, including those in the Growth Plan for the Greater Golden Horseshoe and the City's Official Plan, and is considered to be appropriate. An amendment to the Secondary Plan is not required.

As a result of the above analysis, the intent of the Queen Street Corridor Secondary Plan is maintained.

Zoning By-law (By-law 270-2004)

The subject lands are currently zoned Downtown Commercial, Special Section 2382 by By-law 270-2004, as amended. This zone permits a wide range of uses that generally align with the Central Area policies in the Official and Secondary Plan. It permits development to a maximum height of 89 metres with a density of 6.15 FSI.

The following is an overview and rationale for the key requirements and restrictions contained in the Zoning By-law amendment recommended for approval in Appendix 11 of this report.

Built Form:

There are several regulations proposed to manage built form, including building height, lot coverage, setbacks, tower floor area and tower separation. These built form permissions are appropriate in the context of implementing the built form objectives and principles outlined in the applicant's approved Urban Design Brief.

Density:

Density is regulated by the Floor Space Index (ratio of the building area to the site area), as well as the number of permitted units. The proposed rezoning calls for removal of the Floor Space Index requirement of 6.15 and instead sets the maximum gross floor area of the site at 52,045 square metres. Additionally, the permitted number of units is increasing from 462 to 704, representing an increase of approximately 52%. The requested density permissions are appropriate in this context in implementing the objectives of the Growth Plan for the Greater Golden Horseshoe and the Official Plan.

A Holding provision will be imposed on the by-law to limit development until a Functional Servicing Report is approved to the satisfaction of the City of Brampton Public Works and Engineering Department, and until the issues of sanitary servicing capacity and noise mitigation are sufficiently addressed. This is discussed in detail later in this report under the Environmental Noise Feasibility Study (Acoustical Report) and Functional Servicing Report sections.

Technical Requirements

Planning Justification Report

The planning justification report was submitted to provide the policy context and planning rationale to support the proposed development. The report concludes that the objectives of the PPS, the Growth Plan, the Region of Peel Official Plan, the City of Brampton Official Plan, and the Queen Street Corridor Secondary Plan (Area 36) are satisfied. It is satisfactory to support the proposed Zoning By-law Amendment.

Transportation Impact Study

A transportation impact study prepared by LEA Consulting Ltd. was submitted with the application to assess the transportation related aspects of the proposed development. The study includes a review and assessment of the existing road network, traffic volumes, parking requirements and provisions, vehicle maneuverings and circulation. The assessment finds that the proposed development is not expected to significantly impact the area transportation network. Two accesses to the site are proposed. One right-in/right-out on Queen St E and one full-moves access on Kings Cross Road. Both City and Regional Transportation staff are satisfied with the results of the Traffic Impact Study.

Sustainability Score and Summary

The applicant has completed a Sustainability Assessment for the proposal and has provided a summary to measure the sustainability of the development proposal. The proposal achieves an overall sustainability score of 68 points that satisfies the City's Silver Threshold.

Environmental Noise Feasibility Study (Acoustical Report)

An Acoustical Report was prepared by Valcoustics Canada Ltd. to determine noise impacts on the proposed development. The report finds that stationary noise sources with the potential for impact on the subject site are located on the adjacent land uses, namely the Bramalea Medial Centre (18 Kensington Rd), and the Midas Bramalea auto repair shop and car wash facility to the east (1707 Queen Street East). A combination of on-site and off-site mitigation measures for these noise sources are recommended to meet the applicable provincial guidelines. A Holding provision is included in zoning bylaw to ensure that noise mitigation is addressed to the satisfaction of the City of Brampton Public Works and Engineering prior to development of the site.

Arborist Report and Tree Preservation Plan

An Arborist Report and Tree Preservation Plan were prepared by Canopy Consulting and contain an inventory of all tree resources over 15 cm diameter at breast height (DBH) on or within 6 metres of the subject site. The study found a total of 19 trees meeting this definition. Since all are in conflict with or will be heavily impacted by the proposed development they are recommended for removal.

Archaeological Assessment

A Stage 1 Archaeological Assessment was prepared by Detritus Consulting Ltd. to determine the potential for archaeological resources to be found on the site. Based on the results of this assessment it was determined that the subject site has been altered severely and that the integrity of any archaeological sources would already be damaged. No potential for identification

and recovery of archaeological resources was noted, and a Stage 2 archaeological assessment was not recommended.

Phase 1 and 2 Environmental Site Assessments

A Phase 1 and 2 Environmental Site Assessment (ESA) were prepared by WSP Consulting in support of this application to determine the soil quality at the subject site. The Phase 2 ESA concludes that the soil and groundwater on, in or under the property do not meet the applicable site standards. A Record of Site Condition (RSC) must be filed with the Ministry of Environment, Conservation and Parks to support the proposed development at the property. The Phase One and two ESA Reports require updating to support an RSC application for the subject property. Remediation and/or risk assessment will be required prior to filing an RSC for the property.

Urban Design Brief

An Urban Design Brief was prepared by Weston Consulting in compliance with the City of Brampton's Development Design Guidelines. The Brief develops a vision for the site that will be used at the detailed design stage to create a visually attractive, transit-supportive and pedestrian-friendly development that provides an appropriate built-form transition in relation to Chinguacousy Park, improves the Queen Street East streetscape, and achieves diversity in residential housing. City Urban Design staff are satisfied with the Urban Design Brief.

Functional Servicing Report and Stormwater Management Report

The applicant prepared a Functional Servicing and Stormwater Management Report in support of this application. The Functional Servicing Report provides background information regarding the subject property, summarizes the existing site conditions, provides information regarding the proposed development conditions, outlines the existing and preliminary proposed grading and outlines the existing and preliminary proposed servicing. A revised report, dated August 30, 2021, was shared with staff on August 31, 2021. A Holding Provision is included in the by-law to ensure that a Functional Servicing Report is approved to the satisfaction of the City of Brampton Public Works and Engineering Department

The Functional Servicing and Stormwater Management Report concludes that the proposed development can be serviced utilizing the existing and proposed infrastructure and that the subject property can be adequately serviced with water, sanitary drainage, stormwater drainage, and stormwater management. However, per the Region of Peel's comments provided July 29, 2021 (see Appendix 10), there is insufficient capacity within the existing sewer network to convey flows from the subject site at full build-out, and system upgrades will be required to the sanitary servicing network. A Holding Provision is included in the by-law to ensure this is addressed prior to development on the site. It is recommended that the Holding (H) symbol not be removed until such time as the Region of Peel has confirmed availability of sanitary sewage capacity.

Stormwater Servicing

The proposed development will discharge the storm flows into a new 150mm diameter connection with a control manhole at the easement line.

Sanitary Servicing

An existing 200mm diameter sanitary sewer line within City and Region easement is located along the south side of the subject land. As per the Region of Peel's comments provided July 29, 2021 (see Appendix 10), there is insufficient capacity within the existing sewer network to convey flows from the subject site at full build-out, and system upgrades will be required to the sanitary servicing network. A Holding Provision is included in the by-law to ensure this is addressed prior to development proceeding on the site.

Water Servicing

There is an existing 150mm diameter watermain located within the easement and a 300mm diameter watermain located on Queen St E. One 250 mm diameter connection for each tower is proposed from the existing watermain on Queen St E.

Water Balance

Estimated dewatering volumes during building construction have been estimated as 59,000l/day. It is proposed for the short term that this groundwater be collected into a temporary above ground tank and treated prior to disposal offsite by a qualified contractor. WSP is monitoring the groundwater quality and elevations, and will provide final recommendations at the detailed design stage.