

Date: 2022-07-07

Subject: OZS-2020-0008 9664 Goreway Drive

Subject: RECOMMENDATION REPORT

Application to Amend the Official Plan, Secondary Plan and Zoning By-law (To permit the development of a retirement community or apartments with two (2) 5-storey buildings accommodating 156 residential units and a 2-storey medical office/pharmacy/convenience commercial building);

Chacon Retirement Village Inc. – Candevcon Limited

9664 Goreway Drive
Ward 8
(OZS-2020-0008)

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Report Number: Planning, Building and Economic Development-2020-395

Recommendations:

1. **THAT** the report titled: **RECOMMENDATION REPORT**, Application to Amend the Official Plan, Secondary Plan and Zoning By-law, **Chacon Retirement Village Inc. – Candevcon Limited**, 9664 Goreway Drive – Ward 8 (OZS-2020-0008-Planning Building and Economic Development-2020-395), dated July 7, 2022 to the Planning and Development Committee meeting of July 25, 2022 be received;
2. **THAT** the Official Plan Amendment and Zoning By-law Amendment application submitted by Candevcon Limited for Chacon Retirement Village Inc., Ward 8, File OZS-2020-0008 be approved, on the basis that it represents good planning, including that it is consistent with the Provincial Policy Statement, conforms to the Growth Plan for the Greater Golden Horseshoe, The Region of Peel Official

Plan, and the City's Official Plan, and for the reasons set out in this Recommendation Report;

3. **THAT** the revisions to the plan subsequent to the Public Meeting conducted on July 27, 2020 do not represent significant changes and that no further Public Meeting is required;
4. **THAT** an amendment to the Official Plan generally in accordance with the attached Appendix 11 to this report be adopted;
5. **THAT** an amendment to the Goreway Drive Corridor Secondary Plan (SPA39) generally in accordance with Appendix 11 to this report be adopted;
6. **THAT** the Tertiary Plan shown as Appendix 13 to this report be added as an appendix to the Goreway Drive Corridor Secondary plan (SPA 39); and
7. **THAT** an amendment to the Zoning By-law, generally in accordance with the attached Appendix 12 to this report be adopted.

Overview:

- **This report recommends approval of this application to amend the Official Plan and Zoning By-law be approved. The applicant proposes development of the land for a retirement community or apartments with two 5-storey buildings accommodating a total of 156 residential units and a 2-storey medical office/pharmacy/convenience commercial building.**
- **The property is designated 'Estate Residential' and 'Open Space' in the Official Plan, and 'Estate Residential' in the Goreway Drive Corridor Secondary Plan (Area 39). The draft Official Plan Amendment attached as Appendix 11 will facilitate the proposed development following enactment.**
- **The property is zoned 'Agricultural (A)' under By-law 270-2004, as amended. The draft Zoning By-law Amendment attached as Appendix 12 will implement the proposed residential, institutional, ancillary commercial and medical office uses and the general building configuration proposed by the applicant, following its enactment.**
- **The proposed Official Plan and Zoning By-law amendment represents good planning, is consistent with the Provincial Policy Statement and is in conformity with the Growth Plan for the Greater Golden Horseshoe, the Regional Official Plan, and the City of Brampton Official Plan.**

- **A statutory Public Meeting for this application was held on July 27, 2020. No members of the public registered to speak, and no written submissions were received from the public. Details of the Public Meeting are included in Appendix 9 of this report.**
- **Given technical site servicing issues associated with the geography and topography of the subject lands, there has been extensive consultation and review of servicing alternatives between the Region of Peel, the City, and the applicant (The Owner). The parties have come to general agreement allowing staff to bring forward this Recommendation Report for Council consideration.**
- **The Owner has agreed that the enacting Zoning By-law Amendment in association with this application would not be brought to Council for approval until a cost estimate for the servicing of the site, and financial commitment as cash in lieu in the name of the Corporation of the City of Brampton is provided in association with the site plan application that is being processed concurrently. This will ensure the owner is responsible for applicable costs associated with the proposed servicing strategy and changes to the City and Regional infrastructure.**
- **The proposal is consistent with the “2018-2022 Term of Council Priorities” by supporting the “A City of Opportunities” theme. The proposal will add a new use (housing for seniors) to the area and support intensification and integration into the existing and potential future urban fabric.**

Background:

This application proposes to amend the Official Plan and Zoning By-law to permit a phased retirement community at 9664 Goreway Drive. The applicant submitted the application on March 6, 2020, as well as additional required materials on April 20, 2020. City staff have reviewed the application for completeness and deemed it to be complete in accordance with the Planning Act on May 7, 2020. A formal Notice of Complete Application was provided to the applicant on May 8, 2020. The Statutory Public Meeting for the application was held at the July 27, 2020 Planning and Development Committee Meeting.

Servicing the subject lands presented a number of challenges in relation to existing environmental constraints and changes to the profile of Goreway Drive proposed by the applicant. Since the July 2020 public meeting, staff undertook a significant amount of consultation between the applicant, City, Region and key stakeholders to develop a servicing strategy that facilitates the development, ensures applicable costs will be borne by the applicant and minimizes risk to the City's and Region's infrastructure.

Current Situation:

Proposal (Refer to Appendix 1)

The applicant submitted an application to amend the Official Plan, Secondary Plan, and Zoning by-law to permit a phased retirement community, which could also allow apartments. The original proposal included a 5-storey building housing 70 assisted living/ independent living units; a 2-storey medical office/pharmacy/convenience commercial building; a 5-storey senior's condominium building with 60 2-bedroom units; and 121 parking spaces, including 9 accessible spaces. Development was proposed in three phases.

- Building I – a five-storey retirement home with 70 assisted living/ independent units with an approximate GFA of 4,743 square metres (51,053 square feet).
- Building II – a two-storey ancillary commercial building with a GFA of approximately 513 square metres (5,522 square feet).
- Building III – a five-storey senior's condominium building with 60 two-bedroom units with an approximate GFA of 4,667 square metres (50,235 square feet).

The conceptual site plan has been revised through the review process and the current proposal features the following:

- Building I – a five-storey retirement home/ senior condominium with 71 units and total GFA of 5,650.14 square metres (60,817.6 square feet).
- Building II – a five-storey retirement home / senior condominium with 85 units and total GFA of 5,752.9 square metres (61,924.2 square feet).
- Building III – a two-storey ancillary medical / convenience building with total GFA of 819.6 square metres (8,823 square feet)

In recent discussions with staff, the applicant has advised the ancillary convenience commercial services will be developed at the same time as the residential component of the project.

The land is currently occupied by a single-storey residential building with access from Goreway Drive. The existing structure will be removed to facilitate the proposed development and access will be relocated to the southeast corner of the site.

Application to Amend the Official Plan:

The subject property is designated 'Estate Residential' and 'Open Space' in the Official Plan and the Goreway Drive Corridor Secondary Plan (Area 39). The applicant proposes to amend the Secondary Plan to add a site-specific permission for 'Institutional, Residential and ancillary commercial uses' for the subject lands. A conceptual tertiary plan is attached as Appendix 13, which demonstrates how the proposed development can fit into a new urban setting. While there are a number of development constraints, features of the tertiary plan include:

- Coordination of servicing plans for the tertiary plan area;
- Coordination of vehicular and transit connections, including private shuttles;
- Coordination of active transportation connections for bicyclists and pedestrians;
- Establishment of a neighbourhood character through common design elements; and
- Linkages between the built environment and natural environmental features;

Application to Amend the Zoning By-law:

The property is currently zoned "Agricultural (A)". This zone allows agricultural uses as well as a single detached dwelling. The purpose and effect of the proposed amendment is to permit the development of a retirement community with residential and ancillary commercial uses.

The proposed zoning by-law would also allow for residential apartments. This provides flexibility should there be significant changes in the market that do not support the intended seniors oriented community. At the time of writing this report, the owner has indicated that any apartment units would be marketed towards seniors – however, staff note that any apartment units could be purchased by people of any demographic.

The proposed Zoning By-law Amendment would rezone the lands from Agricultural to Residential Apartment (A) - (R4A-3012) and permit the following uses:

- Apartment building
- Retirement home
- In conjunction with residential uses:
 - Retail establishment
 - Medical office, including the office of a drugless practitioner
 - Pharmacy
 - Take-out restaurant

The site-specific development standards are as follows:

- Maximum Building Height: 5 storeys
- Minimum Front Yard Depth: 3 metres

- Minimum Side Yard Width: 3 metres
- Minimum Rear Yard Depth: 9 metres
- Maximum Lot Coverage: 25%
- Maximum Number of Apartment Dwelling Units: 156
- Minimum Number of Parking Spaces: 144
- Maximum Commercial Gross Floor Area: 840 square metres
- Minimum Landscape Area: 20%
- Maximum Floor Space Index: No requirement
- Minimum Amenity Area: 2,000 square metres

Property Description and Surrounding Land Uses:

The subject property has the following characteristics:

- Is located on the west side of Goreway Drive south of Castlemore Road and is municipally known as 9664 Goreway Drive.
- Has a site area of approximately 1.38 hectares (3.41 acres); a frontage along Goreway Drive of 122.12 metres (400.66 feet), and a lot depth of 113.7 metres (373.03 feet).
- Includes lands within the Toronto and Region Conservation Authority's Regulated area.
- Is currently occupied by a single detached dwelling with one access point on Goreway Drive.

The surrounding land uses are described as follows:

North: Valleylands and open space.

South: Directly to the south is a portion of an L-shaped parcel with a single storey building for institutional (place of worship) and residential purposes.

East: Directly east is Goreway Drive, beyond which is valleyland, open space, and floodplain regulated by the TRCA.

West: A portion of the L-shaped parcel forming part of the adjacent institutional property. Further west is valleyland and floodplain, and Humberwest Parkway.

Planning Analysis

Planning Act

This proposal has regard for matters of provincial interest that are set out in the Planning Act. The proposed Rezoning and Official Plan Amendment represents orderly development in a location that is suitable for growth and development.

Provincial Policy Statement (PPS) 2020

Section 3 of the Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act. The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development. The proposed development optimizes the use of land and serves to accommodate a range and mix of residential and ancillary medical and convenience uses to meet long-term senior housing needs of the community. Staff is satisfied that the proposed development is consistent with the applicable sections of the Provincial Policy Statement (PPS).

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

The Growth Plan for the Greater Golden Horseshoe (the Growth Plan) supports the achievement of complete communities through providing a mix of housing, a mix of uses, and prioritizing intensification. The proposed land use will contribute to the mix of uses in the area, and will support further intensification. The proposal also contributes to the support of housing choices for seniors to serve a growing demographic of residents.

The proposed site is located in the Built-up Area and within the Greater Golden Horseshoe Growth Plan Area. With particular reference to Section 2.2.1.2(c), the proposed site conforms with the policies of the Growth Plan since it is located within the City of Brampton Urban Boundary and planned residential and commercial developments further south on Goreway Drive. Existing public services include transit with frequent service within walking distance on Goreway Drive which connects to a ZUM transit service on Queen Street East and Bus Rapid Transit on Castlemore Road. A retirement community on the site, with planned residential, retirement home, recreational and commercial uses, has the potential to be a small scale complete community as called for in the Growth Plan.

Region of Peel Official Plan:

The Region of Peel Official Plan provides a long-term policy framework that is used to manage Peel's growth and development. The intent of the Regional Official Plan is to manage resources, direct growth and establish a basis for providing Regional services in an efficient and effective manner. The proposal conforms to relevant policies of the Regional Official Plan by directing urban development to within the urban boundary to

help optimize the supply of available land, and by adding a use that supports the further development of complete communities. The proposal supports the need for age-friendly options for senior housing. The proposal includes on-site convenience uses for future residents and amenity space to take advantage of natural areas.

Brampton Official Plan and the Goreway Drive Corridor Secondary Plan (Area 39):

The City of Brampton Official Plan and the Goreway Drive Corridor Secondary Plan (Area 39) are intended to guide development and infrastructure decisions on issues related to land use, built form, transportation and the environment. This proposal will redesignate the lands from 'Estate Residential' to 'Medium-High Density Residential – Special Policy Area 5'. Staff is satisfied that this proposal conforms to the overall intent of the City's Official Plan. The proposed Secondary Plan amendment will permit a residential apartment building, a retirement home, and ancillary commercial uses on the site and permit five-storey structures where three-storey buildings are now allowed. The proposed amendment is consistent with the general intent of the Official Plan and Secondary Plan. A detailed description of the evaluation of this proposal against existing provincial and municipal planning documents and policies can be found in Appendix 8 – Detailed Planning Analysis.

Community Engagement

The application was circulated to City Departments, community 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 9 – Correspondence Received, and Appendix 10 – Results of Application Circulation. Notice signs were placed on the subject lands to advise members of the public that the application to amend the Official Plan and Zoning By-law was filed with the City. A Statutory Public Meeting for this application was held on July 27, 2020. There were no members of the public who had pre-registered delegations for this meeting, nor were there any written submissions received from the public.

Although there have been some changes through the review process which increase flexibility with regard to number of units and parking spaces, the overall intent of the proposed uses and general development concept remain as submitted prior to the statutory public meeting. Staff are satisfied that no further public meeting is required as a result of these changes, which will enable the owner to meet the City's goals to provide housing options for seniors while still responding to changing market conditions in the industry.

Details of the Statutory Public Meeting are included in Appendix 9 of this report.

Corporate Implications:

Financial Implications:

There are no financial implications associated with this application. Revenue that is collected through the development application fees are accounted for in the approved operating budget.

Other Implications (Site Servicing):

Given the site servicing challenges presented by the geography and topography of the subject lands, there has been extensive consultation and review of servicing alternatives between the Region of Peel, the City, and the Owner. The parties have come to general agreement allowing staff to bring forward this Recommendation Report for Council consideration.

The owner proposes a gravity sewer along Goreway Drive between Yorkland Boulevard and the subject site, which will result in a requirement to raise Goreway Drive and to consider any costs associated with future repair and replacement of the road. The owner has agreed to perform all structural evaluations and provide certification at their own cost to confirm the existing culvert structure can accommodate the additional load of engineered fill to raise Goreway Drive. The watermain will be brought to the site from the south (rather than from the north at Cottrelle Boulevard as previously considered) and again, with all costs to be borne by the Owner.

Given the complexities associated with the site servicing and proposed changes to the profile of Goreway Drive, Council is advised that the Owner has confirmed in writing that the City of Brampton and the Region of Peel will not contribute to any of the servicing and construction costs, and that the Owner will be solely responsible for all costs associated with the following:

- Road Works: Goreway Drive to facilitate the raising of the road based on the agreed design.
- Watermain and Sanitary Servicing: New construction for both water and sanitary services along Goreway Drive, including the design, supply and installation of an agreed design. Any restoration work required as per the approved design will be included, and the owner will assume all costs for any additional permits from additional stakeholders/government agencies. The final design and associated cost estimate will be approved by all agencies prior to proceeding to works.
- Future maintenance of all costs for the following works including design, approvals, utility conflict resolution, construction and inspection/ contract administration due to the significant impact on the future replacement and or

rehabilitation of the existing culvert based on the proposed design for a) protection of watermain; b) removal and restoration of raise of the road; and c) sanitary sewer temporary bypass.

- The cost estimate and financial commitment as cash in lieu in the name of the Corporation of the City of Brampton and to the satisfaction of the Commissioner of Public Works and Engineering, City of Brampton (in association with the site plan application being processed concurrent to this development application) prior to Council enactment of the zoning by-law amendment.
- All costs (design, approvals, utility conflict resolution, construction and inspection/contract administration) related to the construction of watermain, sanitary sewer and road works including raise of the road at the existing culvert to service the site at the proposed development.
- All work and any security or Letter of Credit required prior to commencement of the above work at the time of road occupancy permit issuance.
- The Owner further provides assurances that prior to enactment of the zoning by-law, the Owner shall demonstrate that all minimum standards of the Region of Peel, the City of Brampton, and all applicable approval authorities and agencies, including applicable permits as identified in ongoing reviews, have been met.

These detailed commitments are made in order for Council to be advised of the owner's understanding that the Region of Peel and the City of Brampton will not be providing any financial contributions to bringing services to the site.

Term of Council Priorities:

This application to amend the Official Plan and the Zoning By-law is consistent with the "A City of Opportunities" theme. The proposal will add a new use to the area that will support the further intensification of the neighbourhood, and is designed to integrate into both the existing, and potential future urban fabric.

Living the Mosaic – 2040 Vision:

This report directly aligns with the vision that Brampton will be a mosaic of complete, neighbourhoods. One of the objectives of the 2040 Vision is to facilitate widespread neighbourhood improvements across the City. The site is located directly within the Goreway Drive Corridor Secondary Plan Area (Area 39) and will help to support the continued development of the area.

Conclusion:

Staff recommends approval of the Official Plan Amendment and Zoning By-law Amendment (attached as Appendix 11 and 12) as the following has been satisfied:

- The application is consistent with the Provincial Policy Statement, and conforms to the Growth Plan for the Greater Golden Horseshoe (2019) and the Region of Peel Official Plan;
- The application conforms with the principles and overall policy direction of the City of Brampton's Official Plan;
- The policies in the Official Plan amendment and the provisions of the Zoning Bylaw amendment will facilitate compatibility with the existing neighbourhood;
- The application serves to address housing options as identified in the Brampton Seniors Housing Study; and
- All technical requirements can be addressed through studies submitted in support of the proposal and approved by City staff.

As a result of the above, the proposed development represents good planning and is in the public interest.

Authored by:

Reviewed by:

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Approved by:

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Attachments:

- Appendix 1: Concept Plan
- Appendix 2: Location Map
- Appendix 3: Official Plan Designations
- Appendix 4: Secondary Plan Designations
- Appendix 5: Zoning Designations
- Appendix 6: Aerial and Existing Land Uses
- Appendix 7: Heritage Resources
- Appendix 8: Detailed Planning Analysis
- Appendix 9: Results of the Public Meeting
- Appendix 10: Results of Application Circulation
- Appendix 11: Draft Official Plan Amendment
- Appendix 12: Draft Zoning By-law Amendment
- Appendix 13: Tertiary Concept Plan
- Appendix 14: Sustainability Snapshot