

Detailed Planning Analysis

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 Snelgrove-Heartlake Secondary Plan (Area 1) provide direction and policies that encourage compact, efficient and sustainable development through intensification, protection of heritage resources and the use of existing infrastructure to provide for appropriate land uses and complete communities. The proposed land use change at 10254 Hurontario Street complies or conforms with the general intent of these plans, as well as the specific policies and objectives.

Planning Act:

The proposal has been reviewed for its compliance to matters of provincial interest as identified in Section 2 of the *Planning Act* R.S.O 1990. The sections applicable to this application include, but are not limited to:

(d) The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;

The proposed development is appropriate as it preserves and better utilizes a heritage resource.

(f) The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;

The proposed development is appropriate from a servicing standpoint, as it is located within a built up area.

(h) The orderly development of safe and healthy communities;

The Amendment proposes to expand the list of permitted uses on the subject property. The proposal does not conflict with the orderly development of the community in a safe and healthy manner.

(k) The adequate provision of employment opportunities;

The proposed hotel provides additional employment opportunities increasing the potential to generate employment within the limits of the designated employment area.

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

The proposal will utilize existing and/or planned infrastructure, stimulate economic growth, facilitate the development of designated employment lands and result in a development which will contribute to economic prosperity.

(p) The appropriate location of growth and development;

The subject site is located within a Designated Built-Up Area and is within an area intended to be developed for commercial and industrial purposes.

(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;

The proposed development is an appropriate location with respect to growth and development. In this respect, the proposed development has a design form that can be integrated into the surrounding community, it comprises an appropriate urban density within the City's built boundary and there are no impediments to servicing the property with respect to water, storm water and sanitary sewer connections. Furthermore, the proposal protects and utilizes a heritage resource.

Provincial Policy Statement (PPS):

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:

The proposal will also be reviewed for its consistency with the matters of provincial interest as identified in the Provincial Policy Statement (PPS). The PPS policies that are applicable to this application include but are not limited to:

- Section 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 range and mix of residential, employment, institutional, recreation, park and open space, and other uses to meet long term needs.
 - c. Avoiding development and land use patterns which may cause environmental or public health and safety concerns;

- d. Avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
 - e. Promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
 - f. Ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs
- Section 1.1.3.1 – Settlement areas shall be the focus of growth and development.
- Section 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 services and avoid unjustified and/or uneconomical expansion;
 - c) Minimize negative impacts to air quality and climate change, and promote energy efficiency;
 - d) Prepare for the impacts of a changing climate;
 - e) Support active transportation;
- Section 1.3.1 – Planning authorities shall promote economic development and competitiveness by:
 - a) Providing for an appropriate mix and range of employment, institutional and broader mixed uses to meet long-term needs;
 - b) Providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
 - c) Facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, and seeking to address potential barriers to investment;
 - d) Encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities, with consideration of housing policy 1.4
- Section 1.1.3.6 – New development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact

form, mix of use and densities that allow for efficient use of land, infrastructure and public service facilities.

- Section 1.6.7.2 – Efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.
- Section 1.7.1 – long-term economic prosperity should be supported by:
 - a) Promoting opportunities for economic development and community investment-readiness;
 - c) Optimizing the long-term availability and use of land resources; infrastructure and public service facilities;
 - d) Maintaining and, where possible, enhancing the vitality and viability of downtowns and main streets;
 - e) Encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes;
- Section 2.6.4 – Planning authorities should consider and promote archaeological management plans and cultural plans in conserving heritage and archaeological resources.

The proposed development is compatible with the surrounding community and provides for some employment opportunities to meet long-term needs of the community.

The subject lands are within a settlement area and are appropriate for the proposed development.

The subject proposal meets the intent of the above noted policies as the proposal will assist in the long-term economic prosperity of the City by adding to the range and mix of employment uses to meet the long-term needs of the City.

With the approval of this application, the City is able to ensure the conservation of a heritage building for the long-term use. Furthermore, since the heritage house was relocated to this location it enabled a larger industrial development to be built.

The proposed development is consistent with the PPS (2020).

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

The Growth Plan promotes development that contributes to complete communities, creates street configurations that supports walking, cycling and sustained viability of transit services which creates high quality public open spaces. The subject lands are located within the 'Urban Growth Centre and within the 'Built-Up Area' within the Growth Plan. The proposal will be evaluated against the Growth Plan for the Greater Golden

Horseshoe (GGH) to ensure that it conforms to the Plan. The proposed development demonstrate conformity to the following sections of the Growth Plan:

- Section 1.2.1 speaks to the guiding principles of the Growth Plan:
 - Provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries, including resource-based sectors.
 - Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Metis communities
- Section 2.2.1.2 – Forecasted growth to the horizon of this Plan will be allocated based on the following:
 - a) The vast majority of growth will be directed to settlement areas that:
 - i. Have delineated built boundary;
 - ii. Have existing or planned municipal water and wastewater systems; and
 - iii. Can support the achievement of complete communities
 - b) Growth will be limited in settlement areas that:
 - i. Are rural settlements;
 - ii. Are not serviced by existing or planned municipal water and waste water systems or
 - iii. Are in the Greenbelt Area;
 - 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;
 - d) Development will be directed to settlement areas, except where the policies of this Plan permit otherwise
- Section 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;
- Section 2.2.5.1 – Economic development and competitiveness in the GGH will be promoted by:
 - a) Making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
 - b) Ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;

- c) Planning to better connect areas with high employment densities to transit; and
 - d) Integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.
- Section 2.2.5.3 – Retail and office uses will be directed to locations that support active transportation and have existing or planned transit.

The subject proposal will contribute toward achieving the desired urban structure for the employment area and help in achieving the employment targets as set out in Schedule 3 of the Growth Plan and help in achieving a complete community. The heritage house currently on the property was relocated to this area in order to facilitate a larger industrial development and by utilizing the existing heritage house, City staff recommend expanding the list of permitted uses in order to ensure a functional use within the heritage house and compatibility with the surrounding industrial uses.

Region Official Plan, 2016

The Region of Peel Official Plan sets the Regional context for more detailed planning by protecting the environment, managing resources, directing growth and establishing a basis for providing Regional services in an efficient and effective manner. The site is located within the 'Urban System'. The proposal will be evaluated against the Region of Peel Official Plan to ensure that it conforms to the Plan. The proposed development is consistent with the following policies of the Region of Peel Official Plan:

- Section 5.3.1.3 – to establish healthy complete urban communities that contain living, working and recreational opportunities, which respect the natural environment, resources and the characteristics of existing communities
- Section 5.3.2.8 – Encourage area municipalities to develop employment and industrial uses adjacent to highways, rail corridors, rail yards and major truck terminals.
- Section 5.6.1.1 – To provide sufficient lands in employment areas in Peel to support a vibrant and sustainable regional economy, to further the economic development goals of the area municipalities and to contribute to complete communities, in accordance with the policies in the provincial Growth Plan and in accordance with the policies of this Plan including the forecasts set out in Table 3.
- Section – 5.6.1.3 – To promote sustainable development of employment areas, in accordance with the Themes of the Plan in Section 1.3.5 of this Plan.
- Section 5.6.1.4 – to attract and retain a range of employment types in Peel.

- Section 5.6.2.2 – Require the area municipalities to include a range of employment designations in their official plans for employment areas within the Urban System and Rural Service Centres, Industrial/Commercial Centres, as appropriate, to achieve the employment forecasts set out in Table 3 and to accommodate a variety of employment uses in accordance with the locational and market requirements of these uses.

The Region Official Plan promotes healthy urban communities that contain living, working and recreational opportunities, which respect the resources, environment and existing characteristics of the neighbourhood. The proposed development meets the intent of the Region of Peel Official Plan since it is protecting the existing heritage resource, well also providing for employment opportunities within an industrial area. It should be noted here that the heritage building was moved to this location as it is a more appropriate location for the heritage building and with this relocation a much larger industrial development could occur.

City of Brampton Official Plan, 2006

The City of Brampton's Official Plan provides comprehensive policies that facilitate land use decision making. The purpose of the City of Brampton's Official Plan is to give clear direction as to how physical development and land use decisions should plan to meet the current and future needs of its residents. The property is designated as 'Employment' on Schedule 1 City Concept and 'Industrial' on Schedule A Land Use Designation of the Official Plan. The property is also located along a 'Primary Intensification Corridor' on Schedule 1 City Concept. The subject application conforms to the Official Plan policies and specifically the following:

Section 2.4.3 – Protecting Our Environment, Enhancing Our Neighbourhoods

- Brampton is committed to conserving and protecting the natural heritage system for the citizens of Brampton to enjoy and building a community that preserves Brampton's cultural heritage and achieves a high standard of civic design for the whole City.
 - a) Preserve the City's diverse natural and cultural heritage for generations to come by ensuring development is sensitively located, integrated and compatible with the natural environment and existing cultural landscapes
- Section 3.1 – Sustainable Planning Framework
 - Integrate economic development with the existing and planned infrastructure and transportation facilities to achieve economy of scale and sustainable goods and peoples movement
 - Promote retention, integration and adaptive reuse of heritage resources through proactive designation of significant resources in accordance with the Ontario Heritage Act and the use of all available financial incentives.

Section 3.2.1 – General Policies:

- 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.

- Section 3.2.6 – Intensification corridors will accommodate a mix of residential, office, institutional, employment and commercial development which support the transit focus of these areas. The nature of and detailed uses permitted within each intensification corridor will vary depending upon the underlying land use designation. The detailed permitted land uses are further defined within the land use designations in this plan. To accomplish the intended vision for the City’s intensification corridors, higher order uses which enhance the use of transit and encourage walkability shall be promoted. Uses such as highway commercial, auto repair, warehousing/distribution and those uses involving open storage are discouraged. Superior urban design is also required to achieve the intended vision for the City’s corridors, including the gateways or “windows” of the City, especially at major entry points. Contextual planning and design will be a priority where infill/intensification and mixed-uses are involved. Particular attention should also be given to streetscape improvement to create a pedestrian-friendly environment.

- Section 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; 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.

- Section 3.2.6.2 – Development within Primary Intensification Corridors shall generally be designed to achieve a floor space index of 1.5 over the entire Intensification Corridor, within buildings 2-10 storeys in height. More detailed massing and density guidelines will be established in the comprehensive master plan set out in Policy 3.2.6.6

- Section 4.4. Employment
 - a) Retain and enhance business, industry and employment opportunities within Brampton
 - b) Designate high quality employment areas close to major transportation and transit facilities that support the principles of complete communities by providing convenient access to jobs and that are compatible with adjacent natural areas and land uses
 - d) Protect the supply of designated employment areas within the City for purposes including, but not limited to, manufacturing, warehousing, offices and associated retail and ancillary services

- Section 4.4.2 – Industrial
 - Section 4.4.2.1 – The Industrial designation identified on Schedule ‘A’ of this Plan shall provide for the development of industrial, manufacturing, distribution, mixed industrial/commercial, commercial self-storage warehouses, data processing and related used and limited office uses, and may also permit limited service and retail uses, open space, public and institutional use as practical and appropriate subject to the appropriate sub-designations and policies in the relevant Secondary Plan. within the Industrial designation, areas intended for open storage and truck trailer parking shall be identified in the relevant Secondary Plan. Places of Worship shall be permitted in limited locations subject to Section 4.9.8 of this Plan.

 - Section 4.4.2.5 – It is intended that, through Secondary Planning, the Industrial designation will be further refined into various sub-designations and that specific policies will be set out with respect to office, retail and service uses, and restaurant uses along with the appropriate requirements and restrictions.

 - Section 4.4.2.9 – The City may establish a number of more-detailed business, commercial and industrial designations in Secondary Plans for areas designated Business Corridor and Industrial on Schedule ‘A’ of this Plan, based upon the following:
 - i. The varying requirements of commercial and industrial uses for road and rail access
 - ii. The inter-relationship of difference commercial and industrial firms
 - iii. The need to minimize potential conflicts between different classes of land uses; and
 - iv. The demands for regional and municipal services.

 - Section 4.4.2.18 – An Official Plan Amendment to permit a non-employment use on lands designated Industrial shall only be considered based on a municipal comprehensive review which shall demonstrate that:
 - i. There is a need for the conversion

- ii. The City will meet the employment forecasts as set out in Section 2 of this Plan
- iii. The conversion will not adversely affect the overall viability of the employment area and achievement of the intensification target, density targets and other policies of this Plan
- iv. There is existing or planned infrastructure to accommodate the proposed conversion
- v. The lands are not required over the long term for the employment purposes for which they are designated; and
- vi. Cross-jurisdictional issues have been considered

For the purposes of this policy, residential, retail in excess of 1,000 square metres (individual store or cluster of stores) and non-ancillary uses are considered non-employment uses.

- Section 4.4.2.19 – Notwithstanding Policies 4.4.2.5 and 4.4.2.18, an amendment to a Secondary Plan to permit local office uses and ancillary uses on lands designated Industrial on Schedule A of the Official Plan shall only be considered subject to satisfying all of the following requirements:
 - i. The property shall not exceed a site area of 0.8 hectares (2 acres)
 - ii. The proposed development provides local office uses, at a minimum height of three storeys
 - iii. Retail and service commercial uses shall only be permitted where they are ancillary to the principle local office use, located within the same building, and shall not exceed 20% of the total gross floor area
 - iv. Residential and other sensitive land uses are not permitted
 - v. The lands are located on the edge of an Employment Area abutting a Residential designation as set out on Schedule A; and
 - vi. The lands have direct frontage on an Intensification Corridor as set out on Schedule 1.
- 4.4.20 - In addition to satisfying the requirements of Policy 4.4.2.19, the following shall be demonstrated to the City's satisfaction:
 - i. The change of use will not adversely affect the overall viability of the employment area and achievement of the intensification target, density targets, and any other policies of this Plan, the Region of Peel Official Plan, and the Provincial Growth Plan;
 - ii. The lands are not required over the long term for the employment uses for which they are designated
 - iii. The development will have a beneficial impact on the surrounding use and the broader community by addressing a public need
 - iv. The change of use will not adversely affect the ability of lands abutting or in proximity of the proposed development to be used or continue to be used for employment purposes over the long term

- v. A greater employment yield can be achieved with the proposed local office uses than from the employment uses for which they are designated.
- 4.10 – Cultural Heritage:
 - a) Conserve the cultural heritage resources of the City for the enjoyment of existing and future generations;
 - b) Preserve, restore and rehabilitate structures, buildings or sites deemed to have significant historic, archaeological, architectural or cultural significance and, preserve cultural heritage landscapes, including Significant public views; and,
 - c) Promote public awareness of Brampton's heritage and involve the public in heritage resource decisions affecting the municipality.
- Section 4.10.1.8 - Heritage resources will be protected and conserved in accordance with the Standards and Guidelines for the Conservation of Historic Places in Canada, the Appleton Charter for the Protection and Enhancement of the Built Environment and other recognized heritage protocols and standards. Protection, maintenance and stabilization of existing cultural heritage attributes and features over removal or replacement will be adopted as the core principles for all conservation projects.
- Section 4.10.9.1 – Heritage planning is the responsibility of the Provincial Government and the municipality. A citizen advisory committee, known as the Brampton Heritage Board has been established to provide advise to the City Council on all matters pertaining to heritage.

Although the policies within the Official Plan for the Industrial designation are strictly for employment uses, specifically noting section 4.4.2.19 and 4.4.2.20, there are also policies that speak to the preservation of heritage resources, and in turn staff has found the application balances these two competing objectives. The Heritage House has been moved to this location, as it is more appropriate and lead to the development of a larger industrial development that could not have been achieved if the heritage building remained in its original location.

In terms of section 4.4.2.19 and 4.4.2.20 there are several policies that are required to be met in order to permit office uses within an industrial designation. The subject application meets all of section 4.4.2.19 save and except for the requirement to be three-storeys (4.4.2.19(ii)) and the requirement of retail and commercial uses being limited to 25% of the gross floor area (4.4.2.19(iii)). This is a unique situation since the heritage home is existing and since it is a heritage home adding an additional storey would not be consistent with the preservation of its character. The increase to 25% ensures that the use of the building is more economically viable and considering that the placement of the building permitted a larger industrial development, staff are in support of the minor increase. Therefore, staff is recommending that the Official Plan be

approved, noting that the unique scenario in order to protect the heritage resource as well as facilitate the larger industrial development.

Secondary Plan:

The subject property is within the Snelgrove-Heart Lake Secondary Plan (SPA Area 1) and is designated as 'General Employment 1' In order to permit the proposed development an Amendment to the Secondary Plan is required. The following policies are applicable to the subject application:

- Section 3.1 General Employment 1
 - 3.1.1 – Uses permitted on lands designated General Employment 1 on Schedule 1 shall include:
 - a) A broad range of industrial uses including but not limited to:
 - i. Warehousing and storage of goods
 - ii. Manufacturing
 - iii. Processing
 - iv. Repairing and servicing operations, but excluding motor vehicle body shops; and
 - v. Outdoor storage areas, only as accessory to an industrial use
 - b) Ancillary uses that serve the principle industrial use
 - c) A residential unit, only for use of a caretaker or person employed in the maintenance of land, buildings or equipment.

An Amendment to the Secondary Plan is required to permit the proposed use. Staff is satisfied with the amendment since the proposal is unique and facilitates a larger industrial development, while also maintaining and preserving a heritage resource.

City of Brampton Zoning By-law:

The subject property is zoned 'Industrial 1 – Section 422' (M1-422), which permits industrial uses such as warehousing and manufacturing and some non-industrial and accessory uses. Currently the subject property is being used as a dental office.

An amendment to the Zoning By-law is required as the existing 'Industrial' zone does not permit the proposed uses. The proposal recommends rezoning the subject lands to a site specific service commercial zone in order to allow additional uses. As mentioned previously, staff is recommending the Official Plan Amendments be approved as the proposed uses are more functional within the heritage house, however it should be noted that ancillary commercial and retail uses are intended to serve the employment area, and are not intended to be the primary use. Therefore staff is recommended that office uses should be the primary use on the site and retail, commercial uses should be accessory to the primary use. In order to ensure commercial and retail uses on the subject lands remain ancillary, the proposed amendment to the Zoning By-law recommends restricting non-employment uses such as the convenience retail, personal

service shop, only in conjunction with the permitted uses provided that the total gross floor area combined is no more than 25% of the total gross floor area of the building.

Sustainability Score and Summary:

The City of Brampton's Sustainability Metrics are used to evaluate the environmental sustainability of development applications.

To measure the degree of sustainability of this development application, a Sustainability Score and Summary were submitted. The proposed application has a Sustainability Score of 41, which achieves the City's Bronze threshold. A snapshot of the Sustainability Score and Summary is included as Appendix 9.

Land Use:

The proposed Zoning By-law Amendment would allow for employment uses, and non-employment uses with restrictions, that are in conformity with the Industrial designation. The proposed development maintains the employment permissions on the site from an Official Plan and Zoning By-law perspective.

Transportation

Traffic Study was prepared previously by Crozier Consulting Engineers which reviewed and assessed on-site parking/loading and access to the site. The Study findings indicated that the proposal is acceptable from a traffic standpoint.

Servicing

A Functional Services Report and Stormwater Management Report were completed during the site plan application which demonstrated that the development can be adequately serviced by stormwater, sanitary and water infrastructure.

Heritage Impact Assessment

A Heritage Impact Assessment was previously completed for the site by Architects Rasch Eckler Associates Ltd. along with a Conservation Plan and Building Protection Plan. These were reviewed by staff and supported by the preservation of the Armstrong House.