

Date: 2023-02-24

Subject: **Supplementary Recommendation Report**
Application to Amend the Official Plan and Zoning By-law
(To permit the development of a phased retirement community consisting of two 12-storey towers housing a total of 518 retirement home suites and seniors apartments; and a one-storey Main Street building connecting the towers and containing ancillary personal service, dining, medical and recreational uses)
Wellings Planning Consultants Inc – Schlegel Villages Inc
425 Great Lakes Drive at Sandalwood Parkway East
Ward: 9

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Report Number: Planning, Bld & Growth Mgt-2023-174

Recommendations:

- 1. THAT** the report titled: **Supplementary Recommendation Report**, Application to Amend the Official Plan and Zoning By-law, **Wellings Planning Consultants Inc – Schlegel Villages Inc**, 425 Great Lakes Drive, south side of Sandalwood Parkway East, Ward 9 (OZS-2020-0009), dated February 24, 2023 to the Planning and Development Committee Meeting of March 20, 2023, be received;
- 2. THAT** the Official Plan and Zoning By-law Amendment submitted by Wellings Planning Consultants Inc on behalf of Schlegel Villages Inc Ward: 9, File: OZS-2020-0009, be approved, on the basis that they 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 City's Official Plan for the reasons set out in the Planning Recommendation Report, dated February 24, 2023;
- 3. THAT** the amendments to the Official Plan generally in accordance with the attached Appendix 11 to this report be adopted;

- 4.THAT** the amendments to the Zoning By-law generally in accordance with the attached Appendix 12 to this report be adopted; and
- 5.THAT** no further notice or public meeting be required for the attached Official Plan and Zoning By-law Amendment pursuant to Section 22(6.1) and 34(17) of the Planning Act, R.S.O. cP. 13.

Overview:

- **A Recommendation Report in support of this proposal was considered by Planning and Development Committee on July 25, 2022 (Appendix 14). The report was deferred at the request of the applicant to allow further consideration and discussions with stakeholders. Since the deferral, the applicant has made no changes to the development proposal. Since that time some administrative changes to the attached draft Official Plan Amendment and draft Zoning By-law Amendment were made by staff.**
- **This supplementary report recommends approval of the proposal to amend the Official Plan and Zoning By-law.**
- **The property is designated ‘Residential’ as per Schedule A of the Official Plan. An Official Plan Amendment is required to facilitate the proposed development.**
- **The property is designated ‘Institutional Special Site Area 4’ in the Springdale Secondary Plan (Area 2). The policies for this Special Site Area specify that the site may be used for a nursing home, a retirement home, apartment dwelling purposes and ancillary uses. An amendment to the ‘Special Site Area 4’ designation in the Springdale Secondary Plan (Area 2) is required to facilitate the proposed development.**
- **The property is zoned ‘Institutional Two – Section 1067 (I2-1067)’ under Bylaw 270-2004, as amended. The “Institutional Two – Section 1067” zone permits an apartment dwelling, a nursing home, a retirement home, and accessory uses. An amendment to the Zoning By-law is required to facilitate the proposed development.**
- **A statutory public meeting for the application was held on July 27, 2020. A total of 3 members of the public spoke at the meeting and 32 written submissions were received. Details of the Statutory Public Meeting including concerns raised by the public are included in Appendix 9 of this report.**

Background:

Wellings Planning Consultants Inc. submitted an application to amend the Official Plan and Zoning By-law on behalf of Schlegel Villages Inc. on April 9, 2020. This application has been reviewed for completeness and found to be complete in accordance with the Planning Act. A formal Notice of Complete Application was provided to the applicant on May 28, 2020.

The Statutory Public Meeting for the application was held at the July 27, 2020 Planning and Development Committee. Since the time of the receipt of the application and the public meeting, the applicant has submitted two submission packages to refine the technical details associated with the proposal. The applicant also spent additional time engaging with the Rosedale Village community between submissions based on the concerns heard at the public meeting.

A Recommendation Report was considered by Planning and Development Committee on July 25, 2022. The report was deferred at the request of the applicant to accommodate additional consideration and discussions with stakeholders. Since the deferral, the applicant has made no changes to the development proposal, but staff understands that they have engaged in additional discussions with the surrounding community. Upon further review of the application, some administrative changes have been made to the Draft Official Plan Amendment and Draft Zoning By-law Amendment from the version included in the previous Recommendation Report.

Current Situation:Proposal:

The application to amend the Official Plan and Zoning By-law has been filed with the City to allow the expansion of the existing retirement community development, on the lands municipally known as 425 Great Lakes Drive. The site currently contains a two-storey, 120-bed Long Term Care facility including 45 surface parking spaces known as the Village of Sandalwood Park. The applicant is proposing a multi-phase development of two 12-storey towers with a three-storey podium wings comprised a total of 518 retirement suites and seniors apartments; a one-storey amenity building connecting the towers and 316 parking spaces including surface parking and two levels of underground parking.

Proposed Development:

- Two (2) 12-storey towers with 3-storey podium wings intended to be constructed in two separate phases consisting of:
 - A total of 518 retirements dwelling units;
 - A one-storey amenity building linking phases 1 to 3;

- Total number of parking spaces: 316;
- Vehicular access on Great Lakes Drive;
- A Floor Space Index (FSI), which is the ratio of the building area to the site, of 2.03.

Property Description and Surrounding Land Use

The subject property has the following characteristics:

- Is located at the southeast corner of Sandalwood Parkway East and Great Lakes Drive and is municipally known as 425 Great Lakes Drive.
- Has a site area of approximately 2.85 hectares (7.04 acres); frontage along Great Lakes Drive of approximately 186 metres (610 feet), and frontage along Sandalwood Parkway East of approximately 126 metres (413 feet).
- Is currently occupied by a two-storey 120-bed long-term care facility of approximately 3,490 square metres (37,566 square feet).
- Has an existing access on Great Lakes Drive for the long-term care site.

The surrounding land uses are described as follows:

North: Sandalwood Parkway, and beyond is the Rosedale Estates residential community (adult living community)

South: Institutional (public secondary school), and beyond are low density residential housing

East: Recreational uses (cricket grounds and soccer centre)

West: Great Lakes Drive, and beyond is a service station including car wash and convenience store, and low density residential housing

Summary of Recommendations

This report recommends that Council approve the proposed amendment to the Official Plan and Zoning By-law attached to this Report as Appendix 11 and Appendix 12. The proposal and the implementing documents 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 City's Official Plan.

Planning Analysis Summary

This proposal has regard for matters of provincial interest that are set out in the Planning Act. It is located in an area intended for institutional uses including nursing home, retirement home, apartment dwelling purposes and ancillary uses in the City of Brampton Official Plan. The proposal will result in the development of an underutilized site creating new housing stock and retirement housing accommodation as encouraged by the policies within the City's Official Plan. The property is also located within the '*Built-up Area*' as defined through the Region of Peel Official Plan, and will adequately and efficiently use existing servicing and transit infrastructure. The proposed development will be transit-supportive and offer a pedestrian-friendly design with high quality architectural treatment.

The various studies submitted in support of the application have been reviewed by the City as well as the circulated public agencies, and demonstrate that the proposed development is considered appropriate from a technical perspective.

The proposed Official Plan and Zoning By-law Amendment are consistent with the Provincial Policy Statement and conform to the Growth Plan for the Greater Golden Horseshoe as well as the City and Region's Official Plans.

For more information with respect to the planning analysis for this proposal, please refer to Appendix 7 – Detailed Planning Analysis.

Planning Act

This development proposal has regard for matters of Provincial interest as set out in Section 2 of the Planning Act. The proposed development adequately provides and efficiently uses existing infrastructure for communication, transportation, sewage and water resources, as well as waste management. It ensures the orderly development of safe and healthy communities by providing an appropriately scaled age friendly community on an underutilized site. The development has regard for matters of provincial interest that are set out in the Planning Act and represents orderly development in a location that is suitable for growth and development.

Provincial Policy Statement (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 PPS includes a number of policies encouraging intensification within appropriate areas. The application provides an appropriate range of housing addressing demographic changes of an aging population. The proposal involves the completion of a campus of care, with an existing long-term care facility on site and the addition of a residential development comprised of retirement residences which will accommodate seniors housing. This proposal will help provide 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.

The PPS provides policies requiring planning authorities to provide for an appropriate mix and range of housing opportunities. The proposed development will add to the variety of housing options in the area by providing a range of age-friendly apartment units. The application is consistent with the policy statements in this section. Staff is satisfied that the proposed development is consistent with the applicable sections of the Provincial Policy Statement.

The development is consistent with the policies outlined in the Provincial Policy Statement 2020.

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

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 land uses and prioritizing intensification. The Growth Plan seeks to address challenges associated with the need for more age-friendly development that can address their unique needs and circumstances. The development proposal addresses this challenge by delivering a more appropriate range and mix of housing options, easier access to health care and other amenities, walkable built environments, and an age-friendly approach to community design that meets the needs of people of all ages.

The Growth Plan includes policy and direction intended to accommodate and forecast growth in complete communities. Complete communities are places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts.

The proposed development is intended to be 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 proposal also contributes to the goals of the Growth Plan by improving social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes

The proposal conforms to the policies of the Growth Plan by supporting complete communities and expanding choices in residential growth, particularly with respect to diversifying the overall range and mix of housing options responding to demographic changes. The development proposal conforms to the applicable sections of the Growth Plan.

Region of Peel Official Plan

The Regional 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 subject lands are located within the “Urban System” and “Built-up Area”.

The proposed development conforms to the “Urban Systems” designation with respect to directing urban development on lands within the 2031 Regional Urban Boundary, and planning for complete communities that provide access to transit. The proposal further conforms to the objectives of the “Urban Systems” designation including that of Section 5.6.7 by providing for the needs of Peel’s changing age structure and allow opportunities for residents to live in their own communities as they age.

Moreover, the development conforms to the “Built-up Area” designation as it utilizes existing servicing and transit infrastructure, provides a compact built form, offers direct access to transit, incorporates a site design that provide a high-quality public realm and supports active transportation. The application conforms to the related policies with respect to healthy communities, efficient use of resources, and locating residential development near accessible transportation systems.

The development also has regards for the policy objectives relating to “Age Friendly Planning” by providing for the needs of Peel’s aging population and allow opportunities for seniors to age within their community including the integration of community facilities and services with residential land uses. Given the location and surrounding context of the site, the proposal will promote active aging for older adults by establishing healthy, complete, and accessible communities that are in close proximity to amenities, support services, and transit.

The proposed development is consistent with the Region of Peel Official Plan policies.

City of Brampton Official Plan (2006)

The City of Brampton Official Plan and associated Secondary Plans are intended to guide development and infrastructure decisions on issues related to land use, built form, transportation and environment. The intent of the Official Plan is to give clear direction as to how physical development and land use decisions should plan to meet current and future needs of residents.

The property is designated as 'Residential' on Schedule A - General Land Use Designations of the Official Plan as well as 'Institutional' and 'Special Policy Area 4' in the Springdale Secondary Plan (Area 2). It is noted that lands designated Institutional in the Springdale Secondary Plan shall include the range of uses and be developed in accordance with the Institutional and Public Uses policies of Section 4.9 and other relevant policies of the Official Plan.

Section 4.9 of the Official Plan include policies directing the development of lands designated Institutional. The policies permit residential care facilities and long-term care centres with complementary uses so long as they do not detract from the development of the area for the main permitted use. In order to ensure that the residential component of the overall institutional development remains a secondary use as per Official Plan policy 4.9.1.2, the proposed amendment to Special Site Area 4 permits apartment dwelling purposes as a secondary use so long as they do not detract from the primary institutional use.

The proposed amendment to the Official Plan is to permit an increase in the maximum permitted height to twelve stories. Given that the proposal exceeds the limits established in Section 3.2.8.3, the amendment submitted is required to meet the criteria as identified in Section 3.2.8.5. In this regard, the amendment demonstrates that the proposal:

- is consistent with the Secondary Plan;
- contributes to the City's housing mix, population and employment forecasts, planned complete communities;
- has sufficient access and infrastructure to accommodate the development; and
- the development is compatible with adjacent land uses with regard to building design and setbacks as demonstrated with the approved Urban Design Brief.

The development will provide a new form of housing in the area (senior apartments) connected to active transportation and transit routes, therefore supporting a complete community.

Policy 3.2.8.6 of the Official Plan states that development of areas outside the Urban Growth Centre and Central Area should not generally be permitted in excess of 200 units per net hectare and a floor space index greater than 2.0. The development is proposing a density of approximately 181 units per net hectare and a proposed Floor Space Index of 2.03 which is within an appropriate density range. The proposal will result in the development of an underutilized site within the built-up area and the applicant has demonstrated that the proposal meets the appropriate density requirements for development located outside of the Central Area and Urban Growth Centre. Staff is satisfied that this proposal conforms to the overall intent of the City's Official Plan.

The proposal is consistent with the Official Plan as it meets the general objective of adding to the housing mix within the City, and helping to achieve a complete community with proximity to existing and planned infrastructure and compatible land uses. The proposed amendment to facilitate the development is consistent with the policies and provisions of the Official Plan. Staff is satisfied that the general intent of the Official Plan is met.

Springdale Secondary Plan (Area 2)

The subject property is located within the Springdale Secondary Plan (SPA 2). Within this plan the property is designated as 'Institutional, Special Site Area 4'. This designation permits nursing homes, retirement homes, apartment dwellings, and ancillary uses. The Secondary Plan also calls for attention to design and buffering to minimize impacts on surrounding uses. To that end, the applicant has received approval of an Urban Design Brief addressing compatibility with lower rise development in the area.

An amendment to the 'Special Site Area 4' policies is required to permit a maximum building height of twelve (12) storeys to facilitate an integrated senior's development. In addition, apartment dwelling purposes are permitted as a secondary use so long as they do not detract from the primary institutional use. This policy is included to ensure that the institutional use remains the primary use of the property.

The proposed amendment is consistent with the general intent and vision of the Secondary Plan and is proposing to apply a permitted density in accordance with Policy 3.2.8.5 and 3.2.8.6 (as mentioned above) in the Official Plan, and therefore conforms to the Secondary Plan.

Staff is satisfied that the proposal is in keeping with the stated goals of the Springdale Secondary Plan.

City of Brampton Zoning By-law 270-2004

The subject property is zoned ‘Institutional Two – Section 1067 (I2-1067)’ in the City of Brampton Zoning By-law 270-2004, as amended. As such, a Zoning By-law Amendment is required to permit the proposed integrated senior’s development.

The Zoning By-law amendment proposes to rezone the property to a new site-specific Institutional Two zone. The Zoning By-law amendment includes site-specific zoning provisions, including but not limited to building and daylight triangle setbacks, maximum building height, maximum number of dwelling units, and reduced parking ratio per bed for a nursing home and a retirement home.

The detailed planning analysis (Appendix 7) includes a detailed overview of the Zoning By-law Amendment. The development standards are included in the proposed Zoning By-law Amendment as shown in Appendix 12 – Draft Zoning By-law Amendment.

Staff is satisfied with the proposed Zoning provisions for the development of the lands.

Public Meeting Notification Area:

The application was circulated to City departments and external agencies for comment and notification was provided to property owners within 240 metres of the subject lands, exceeding the Planning Act requirement of 120 metres for such applications, as well as notice was issued in the Brampton Guardian. Notice signs were also placed on the subject lands to advise members of the public that the proposed applications were filed with the City. The correspondence received from commenting agencies are included as Appendix 9 – Results of Application Circulation.

A Statutory Public Meeting for this application was held on July 27, 2020. There were three (3) delegations at the public meeting and thirty-two (32) written submissions were received. Details of the statutory public meeting, including a summary of the issues raised and a response to those issues, are included in Appendix 9 of this report. A summary chart of stated concerns of the public and Council is provided below:

Concern Raised at Public Meeting	Staff Response
Access and Emergency Services:	A second access point on Great Lakes Drive has been added to the plan. Traffic Services and the

<p>Concern that the single access point on Great Lakes Drive serving the existing long term care facility is not adequate to accommodate emergency access and vehicular trip generation for proposed second and third phases of the campus.</p>	<p>Fire Department have reviewed the revised plan and advise that all future buildings on the site will be accessible to emergency vehicles and served by Stations 205, 208, and 209.</p>
<p>Concern regarding building height, built form and compatibility with existing neighbourhood.</p>	<p>The current zoning allows for a maximum of seven storeys with five storey maximum within 40 metres of Sandalwood Parkway. The proposed development consists of two 12-storey residential towers that incorporates 3-storey podiums. The upper nine floors of the residential building are set back from the ends of the three storey podium, providing differentiation between the apartment block and the residences. This setback also provides transition between the low-rise residential areas located west and north of the site, and the taller elements of the proposed building.</p>
<p>Concern regarding privacy and shadowing impacts</p>	<p>Impacts from shadowing have been assessed using 3D modelling software, and is included in the Urban Design Brief. The shadow study evaluates the impacts of the building on surrounding uses. The study concludes that the proposed development will have a minimal temporary impact on the opposite side of Sandalwood Parkway, and on the adjacent playing fields.</p>
<p>Public Consultation: Concerns were expressed that the virtual format of the Statutory Public Meeting conducted on July 27, 2020 did not make the meeting accessible to all residents.</p>	<p>Subsequent to the Public Meeting, two additional meetings were held between representatives of Schlegel Villages and representatives of Rosedale Village to the north of the subject lands. More recently, a public engagement meeting was held between representatives of Schlegel Villages and residents in January 2023.</p>

<p>Community Amenities:</p> <p>Concerns were expressed that the future growth may not provide appropriate or adequate amenities for the area.</p>	<p>The applicant has confirmed that they are intending to incorporate a medical clinic and pharmacy at ground level. The clinic and pharmacy will serve residents as well as the general public. The additional uses will be subject to market conditions, and will be permitted uses in the Zoning By-law.</p>
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Sustainability Score and Summary

The City of Brampton’s Sustainability Metrics are used to evaluate the environmental sustainability of proposed development applications. To measure the degree of sustainability of this development application, a Sustainability Score and Summary were completed. The application as proposed reflects a Sustainability Score of 55 points, which achieves the City’s Silver threshold. The Sustainability Snapshot is included as Appendix 13 to this report.

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 the applications that have not been noted elsewhere

Term of Council Priorities:

The application and the associated public meeting facilitate compliance with the Term of Council Priorities 2022-2026 “A Well-run City (Good Government)” priority, with respect to encouraging public participation by actively engaging the community. The future development of the vacant lands will make efficient use of land and resources and takes advantage of existing infrastructure and will provide a transit supportive, pedestrian friendly development.

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”. The proposed seniors housing development aligns with the vision that Brampton will be a mosaic of complete neighbourhoods and vibrant centres offering a full range of housing options for all segments of the City’s population.

Conclusion:

The proposal provides an opportunity to complete a campus of care in an area with access to transit and transportation corridors. The proposal represents an appropriate use of land in providing housing compatible with the needs of the community and also supporting the City’s vision of directing intensification toward growth areas.

The proposed development has regard for matters of Provincial interest, is consistent with the Provincial Policy Statement (2020), and conforms to the Growth Plan for the Greater Golden Horseshoe (2020), 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 Official Plan and Zoning By-law Amendment.

Further, the proposal is consistent with the “2022-2026 Terms of Priorities: A Compass for Our Community” and supports the “City of Opportunities” theme. The proposal is consistent with the direction of building complete communities.

This report recommends that Council enact the Official Plan Amendment attached hereto as Appendix 11 and the Zoning By-law Amendment attached hereto as Appendix 12.

In summary, the applications are appropriate for the orderly development of the lands and represent good planning.

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Approved by:

Marlon Kallideen
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Attachments:

Appendix 1:	Concept Plan
Appendix 1A:	Building Renderings
Appendix 2:	Location Map
Appendix 3:	Official Plan Designations
Appendix 4:	Secondary Plan Designations
Appendix 5:	Zoning By-law Designations
Appendix 6:	Aerial & Existing Land Use Map
Appendix 7:	Detailed Planning Analysis
Appendix 8:	Results of the Public Meeting
Appendix 9:	Public Correspondence
Appendix 10:	Results of the Circulation
Appendix 11:	Official Plan Amendment
Appendix 12:	Zoning By-law Amendment
Appendix 13:	Sustainability Score Snapshot
Appendix 14:	Recommendation Report (dated July 7, 2022)