

**Date:** 2022-07-07

**Subject:** OZS-2020-0009

**Secondary Title: 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 with 3-storey podiums housing a  
total of 518 retirement suites and seniors apartments; and a one-  
storey Main Street connecting the towers and containing ancillary  
personal service, dining, medical, and recreational uses)*

**Wellings Planning Consultant Inc – Schlegel Villages Inc**  
425 Great Lakes Drive at Sandalwood Parkway East  
Ward: 9

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**Report Number:** Planning, Bld & Ec Dev-2022-732

**Recommendations:**

1. **THAT** the report titled: **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 July 7, 2022 to the Planning and Development Committee Meeting of July 25, 2022, 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 July 7, 2022;

- 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:**

- **This report recommends approval of an application to amend the Official Plan and Zoning By-law to facilitate the development of two 12-storey towers with three-storey podium wings housing a total of 518 retirement suites and seniors apartments; a one-storey Main Street building connecting the phases and providing ancillary personal service, dining, medical, and recreational uses; and 316 parking spaces including surface parking and two levels of underground parking.**
- **The property is designated ‘Residential’ in the Official Plan, and ‘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.**
- **As the Official Plan includes a provision that building height generally be limited to four storeys for areas outside of designated intensification areas, an Official Plan Amendment is required to permit the proposed building height of 12 storeys.**
- **The property is zoned ‘Institutional Two – Section 1067 (I2-1067)’ under Bylaw 270-2004, as amended. The zoning allows all of the proposed uses; however, a zoning by-law amendment is required to permit the proposed building height of 12 storeys. The current zoning permits a building height of seven storeys except for portions of the site within 40 metres of Sandalwood Parkway, where the height is restricted to five storeys. An amendment to the Zoning By-law is required to permit the increase in building height as well as a proposed parking requirement of 1.25 spaces per unit.**
- **The statutory public meeting for the applications was conducted on July 27, 2022. Several members of the public spoke at the meeting and submitted correspondence on this item. Details of the Statutory**

**Public Meeting including concerns raised by the public are included in Appendix 10 of this report.**

- **This application is consistent with the Provincial Policy Statement, and conform to the Growth Plan, the Region of Peel Official Plan, the City of Brampton Official Plan, and the Springdale Secondary Plan.**

## **Background:**

This application proposes to amend the Official Plan and the Zoning By-law to permit a phased retirement community including residential, institutional, and ancillary commercial and medical office uses on the lands located at 425 Great Lakes Drive.

The applicant submitted the application on April 9, 2020, as well as additional materials requested by the City on April 21, 2020. City staff reviewed the application for completeness and deemed it to be complete in accordance with the Planning Act on May 28, 2020. A formal Notice of Complete Application was provided electronically to the applicant on May 28, 2020.

## **Current Situation:**

### Proposal:

The site is currently developed with a 2-storey, 120-bed Long Term Care facility (Village of Sandalwood Park). The existing development on the site is referred to as Phase 1 by the applicant, as noted on their Concept Plan (Appendix 1). The applicant has submitted an application to amend the Official Plan and the Zoning By-law to facilitate further development of the site, referred to as Phases 2 and 3 on the Concept Plan (Appendix 2). Details regarding the proposed development of these phases are referenced below.

### Phase 2

- a 12-storey tower with 3-storey podium wings;
- a 'Town Square' atrium main entrance;
- a one-storey 'Main Street' building connecting the phases and providing ancillary personal services, dining, medical, and recreational uses;
- 316 parking spaces (including 10 accessible spaces);
- access from Great Lakes Drive;
- 81 retirement care suites;
- 109 retirement apartments;
- 68 seniors independent living apartments;
- 96 surface parking spaces (including 5 accessible); and

- 84 underground parking spaces on one level (including 2 accessible)

#### Phase 3

- a second 12 storey tower with 3-storey podium wings;
- 81 retirement care suites;
- 109 retirement apartments;
- 70 seniors independent living apartments;
- 16 surface parking spaces (including 2 accessible); and
- 120 underground parking spaces on two levels (including 1 accessible)

#### Property Description:

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 (pubic secondary school)

East: Recreational uses (cricket grounds and soccer centre)

West: Great Lakes Drive, and beyond is a service station, car wash and convenience store

#### Summary of Recommendations

This report recommends that Council enact the Official Plan Amendment attached hereto as Appendix 12, and the Zoning By-law Amendment attached hereto as Appendix 13.

## Planning Analysis Summary

The proposed development supports an age-friendly residential development at an appropriate residential density for the area, and helps with the achievement of complete communities with access to public transit.

The proposed Official Plan and Zoning By-law Amendment are consistent with the Provincial Policy Statement and in conformity with the Growth Plan for the Greater Golden Horseshoe as well as the City and Region's Official Plans. The proposal appropriately considers matters of provincial interest as set out in Section 2 of the Planning Act (see Appendix 7 for a detailed analysis).

## Planning Act

The proposal has regard for matters of provincial interest that are set out in the Planning Act. The proposed development is in an appropriate location. The development adds to the mix of built forms in the area, and supports public transit (Section 2(q)). 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 with adequate consideration for the protection of the ecological system (Section 2(a)).

## Provincial Policy Statement (PPS)

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 (Sections 1.1.1, 1.1.3.1, 1.1.3.2, 1.1.3.3, 1.1.3.4, 1.4.1, 1.4.3). The application proposes to complete a campus of care which will provide senior housing development. This proposal will help achieve the intensification policies of the PPS.

Section 1.4 of 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.

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

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

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' designation in the Region of Peel Official Plan. The general objectives of the 'Urban System' are set out in Section 5.3.1 and include intensification and compact form with densities to achieve pedestrian-friendly communities which utilize existing services and transportation infrastructure.

The application conforms to the related policies with respect to healthy communities, efficient use of resources, and locating residential development near accessible transportation systems.

### City of Brampton Official Plan

The City of Brampton Official Plan provides guidance and policies for the future of the City. The property is identified on Schedule A of General Land Use Designations as 'Residential', which accommodates a wide range of housing options. Section 4.2.1.1 describes the Residential designation as intended to permit predominantly residential land uses including a full range of dwelling types ranging from single detached houses to high-rise apartments. Complementary uses, other than Places of Worship, shall be permitted subject to specific Secondary Plan policies or designations, and may include uses permitted in the Commercial and Institutional and Public Use designations of this plan, such as schools, libraries, parks, community and recreation centres, health centres,

day care centres, local retail centres, neighbourhood retail, convenience retail or highway and service commercial uses.

The proposed amendment to the Official Plan is to permit an increase in the maximum permitted height to twelve stories. The amendment submitted has met the criteria as identified in Section 3.2.8.5, demonstrating that the proposal is consistent with the Secondary Plan; contributes to the City's housing mix, population and employment forecasts, and 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.

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 are 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.

Staff are 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 residential development.

The proposal seeks to amend the zoning by-law with two revisions – to the maximum permitted height and to the required parking rate. The current maximum building height

is 7 storeys but restricted to 5 storeys within 40 metres of Sandalwood Parkway East. The amendment will permit a maximum building height of twelve (12) storeys. The parking requirement under the current zoning is a range between 1.23 and 2.0 spaces per senior independent dwelling unit. The proposed amendment would specify a reduced parking standard of 1.25 spaces per unit for all apartment units.

Staff are 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 delegations at the public meeting and several correspondence letters 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 10 of this report. A summary of stated concerns of the public and Council is provided below:

<b>Key Issue / Concern</b>	<b>High Level Response</b>
<p>Access and Emergency Services:</p> <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>A second access point on Great Lakes Drive has been added to the plan. Traffic Services and the 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>While public inquiries sought a second access on Sandalwood Parkway, this was not deemed advisable unless only configured as an emergency access. Rather, a second access would be</p>



	<p>constructed on Great Lakes Drive. The subsequent reconfiguration of the parking areas has not resulted in a loss of proposed parking for the planned campus of care.</p>
<p><b>Building Height and Density:</b></p> <p>Concerns were expressed with the proposed height of the residential towers as well as the attendant increase in the number of apartment dwelling units</p> <p><b>Privacy and Sun/Shadow Concerns:</b></p>	<p>The current zoning allows for a maximum of seven storeys with five storey maximum within 40 metres of Sandalwood Parkway. The proposal is to permit two 12-storey residential towers with 3-storey podium wings. The design brief submitted with the addresses compatibility with the scale of existing development in the area.</p> <p>The Urban Design Brief includes shadow studies which demonstrates no concern with loss of sunlight for existing residential development. Potential privacy (overlook) concerns are minimal given adjacent land uses including Sandalwood Parkway (6-lane arterial Road); cricket grounds to east and service station beyond Great Lakes Drive to the West.</p>
<p><b>Public Consultation:</b></p> <p>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.</p>
<p><b>District Energy (DE):</b></p> <p>Inquiries about the potential use of District Energy (DE) for the development were received.</p>	<p>The applicant has indicated that the mechanical systems will be designed to integrate with any future District Energy when available in the future.</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 agreed to provide a medical clinic and pharmacy at ground level. The clinic and pharmacy will serve residents as well as the general public.</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 2019-2022 “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 is consistent with the Provincial Policy Statement (2020), and conforms to the Growth Plan for the Greater Golden Horseshoe (2019), 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.

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.

Authored by:

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Reviewed by:

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Approved by:

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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 & Existing Land Use  
Appendix 7: Detailed Planning Analysis  
Appendix 8: Minutes of the Public Meeting  
Appendix 9: Public Correspondence  
Appendix 10: Results of the Circulation  
Appendix 11: Draft Official Plan Amendment  
Appendix 12: Draft Zoning By-law Amendment  
Appendix 13: Sustainability Snapshot