



Report

Planning, Design & Development Committee

Standing Committee of the Council
of the Corporation of the City of Brampton

Date: March 23, 2009
File: G65 GP
Subject: **Growth Plan Status Report Addendum:
Employment Lands Study and Strategic Growth Plan Timelines**
Contact: Janice Given, Manager, Growth Management and Special Policy
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OVERVIEW:

- On March 11, Brampton Council deferred consideration of the Growth Plan Status Report dated February 23, 2009 pending discussion with landowners regarding employment lands;
- On March 12 and 18, staff met with landowners in Northwest and Northeast Brampton respectively to respond to questions and discuss the key employment lands background report policy directions;
- As a result of these discussions, staff recommend that an additional City-wide market feasibility study be commissioned to examine the viability of planning for employment lands as set out in Hemson's employment lands forecast;
- A number of key Growth Plan discussions specifically related to growth management across Peel are at various stages of consideration by local and Regional Councils; the development of population and employment forecasts is an essential element of the discussions;
- Brampton staff recommend that revised Brampton City-wide Population and employment forecasts be considered at the next PDD Committee meeting, in order to establish Brampton's position in the regional context and enable the completion of the City's Growth Plan studies; the detailed distribution for areas such as northwest and northeast Brampton will be finalized following the consideration of the market feasibility study for employment lands;
- The ultimate population and employment forecasts that would be incorporated into the City's Official Plan with the Growth Plan Amendment later in 2009, following the full discussion and public input

- on the related **Growth Plan Background studies and Amendments**; and,
- **The completion of the Growth Plan conformity amendment for adoption in the Fall of 2009 will require the preparation of draft official plan amendments in the spring of 2009 for public review in the Spring through Fall of 2009.**

Recommendations:

1. **That** the report entitled “**Growth Plan Status Report Addendum: Employment Lands Study and Strategic Growth Plan Timelines**” dated March 20, 2009 be received;
2. **That** staff be directed to undertake a market demand study to examine the feasibility and viability of planning for the employment lands as set out in Hemson’s Employment Lands forecast (March 2009) on a City-wide basis, prior to the adoption of an Official Plan Amendment;
3. a) That the staff recommendations set out in Appendix 2 to this report, as contained in the staff report by J. Given, Manager, Growth Management and Special Policy, and N. Goss, Policy Planner, Planning, Planning, Design and Development, dated February 23, 2009, re: **Brampton’s Response to the Provincial Growth Plan** (File G65), be approved; and
b) That staff recommendations 5 and 6 set out in Appendix 3 to this report, as contained in the staff report by J. Given, Manager, Growth Management and Special Policy, and N. Goss, Policy Planner, Planning, Planning, Design and Development, dated February 23, 2009, re: **Brampton’s Response to the Provincial Growth Plan** (File G65), be **referred** back to staff pending completion of the market demand and feasibility study identified above and staff be directed to report back to Planning Design and Development Committee with final recommendations on the specific area allocation, density and type of employment lands for North West Brampton and the Highway 427 Industrial Secondary Plan Area based on the findings of the market demand and feasibility study;
4. **That** Brampton’s population and employment forecasts to be used for furthering the Regional Growth Plan Amendment and completion of Brampton’s Growth Plan studies be brought to Planning Design and Development Committee on April 20, 2009 for adoption, and,
5. **That** subject to being granted an extension to the Provincial conformity deadline, staff be directed to complete Brampton’s Growth Plan conformity Amendment in accordance with the following general timelines:
 - Preparation of Draft Official Plan Amendment-Spring 2009
 - Public Consultation-Spring through Fall 2009
 - Public Meeting-Fall 2009
 - Council Adoption –Fall 2009

Part I-Employment Lands Study

Background:

Planning Design and Development staff prepared a Status Report on Brampton's Response to the Provincial Growth Plan, dated February 23, 2009, for consideration by Planning, Design and Development Committee on March 2, 2009. The primary purpose of the report was to update Council on the status of the Growth Plan conformity project, summarize the main findings and directions arising from the studies commissioned to provide the basis and policy framework for the Official Plan Amendments required to implement the Growth Plan and obtain authorization from Council to release of the key background reports produced from such studies:

- Inventory and Assessment of Employment Opportunities
- Employment Land Strategy
- Assessment of Planned and Potential Growth on Greenfield Areas

A number of other recommendations within the February 23, 2009 staff report seek Council direction on the furthering the Growth Plan work, including direction to advance work through further public engagement (including engagement with the First Nations), to undertake an additional study on the financial implications, and a request to the Province to grant an extension to the June 2009 conformity deadline set out in the Growth Plan Act, 2005.

Also among the recommendations are two that relate to the need to develop strategies for both the northwest and northeast parts of the City to meet the City's objectives for employment land. In response to landowner questions about these recommendations, Planning Design and Development Committee recommended deferral of the Growth Plan report at its meeting of March 2 with the exception of direction to request an extension to the conformity deadline of the Province, and the three completed studies were released for public review and comment. This was endorsed by Council on March 11.

Current Situation:

Following the deferral of the report, Planning staff met with representative landowners and consultants from Northwest Brampton, on March 12, 2009. Staff provided an overview of the Employment Lands study findings in a brief presentation and responded to questions. Given that Council had just released the discussion papers for public comment on March 11, landowners had not had the opportunity to read the Inventory and Assessment of Employment Opportunities Background Study.

Of primary concern of landowners was the recommendation in which Council would direct staff to formulate an employment land strategy for North West Brampton to achieve a target of 400-600 net hectares of designated land area. The strategy is intended to incorporate a range of employment uses and intensive densities that are

feasible in terms of forecasted market demands, and in terms of meeting the City's planning and economic development objectives for this part of the City.

The Employment Lands Inventory and Assessment study shows that in order to improve Brampton's live/work ratio to a reasonable level, that in addition to the 1,100 hectares (2,720 acres) vacant employment land already designated in the City's Official Plan to accommodate future employment growth of 76,300 jobs between 2006 and 2031, upwards of another approximately 830 hectares (2,050 acres) should be planned for in Brampton.

Landowners expressed concern about the overall quantity of employment land identified in the recommendation, together with the view that there would be a limited market for employment lands in this area given the absence of a Provincial series highway to provide good access to the area for employment uses. Landowners were reminded that ROPA 15, which added the northwest area to the urban settlement boundary of Regional Official Plan had been approved on the premise that employment lands in the order of 600 hectares would be identified through the detailed secondary planning process.

A meeting with Secondary Plan Area 47 landowners was held on March 18, 2009 to provide a similar opportunity for clarification prior to consideration of the report by Council. In the case of northeast Brampton, the staff report recommends that strategies to intensify and/or expand employment land opportunities within the Highway 427 Industrial Secondary Plan Area be incorporated into Brampton's response to the Growth Plan.

Landowners were concerned that such a recommendation would pre-empt the detailed consideration of land use that would take place in the Secondary Planning process.

In response to concerns and questions raised by both landowners groups, Planning staff emphasize the significance of the employment lands study findings and policy directions, which seek to balance the proportion of Brampton's employment opportunities to residents, known as "activity rate", or "live-work ratio", which is considerably lower than the remainder of the GTA. It is important to raise this issue early in the process so that it can be properly addressed in the completion of the Growth Plan Amendment process. Attention to this issue must be raised at this stage in the process to allow review and consideration of the Employment Lands Background Report with a focus on resolving the various issues identified therein, both through the Growth Plan Amendment and through the ongoing secondary planning processes.

Staff realize the importance of planning for viable and sound land use designations and policies and to continue to provide more detail about the detailed employment land designations, types and areas within the more detailed Secondary Planning process. As a result of the discussion with the landowners, Planning Staff recommend that an additional market study be undertaken to examine the feasibility

of planning for the City wide employment as set out in Hemson's employment forecasts. This study would be initiated as quickly as possible and completed prior to the consideration of a draft official plan amendment for public comment.

Part II-Strategic Growth Plan Timelines

Background

As Brampton's Growth Plan work program and that of Peel and the area municipalities progress closer to formal consideration by the respective Councils of strategic elements of the Growth Plan implementation, it is important that Brampton Council is fully equipped and informed to respond to both Brampton's Growth Plan work as well as that being undertaken by Regional Planning staff, by being fully apprised of key events in all municipal work programs that have implications for the accomplishment of our City goals and vision.

Current Situation

Region of Peel

Brampton staff continue to work closely with the Region of Peel staff in reviewing a series of Background and Discussion Papers and Official Plan amendments under the 14 focus areas that comprise their Growth Plan work program.

Appendix I provides an updated summary of the timelines associated with the Region's Official Plan Amendments (ROPA's). The first in a series of ROPA's will be considered by Regional Council May 7 (ROPA 20-Sustainability and Energy) and the second ROPA 21 (Agriculture, Air Quality, Natural Heritage, Integrated Waste Management) and third ROPA 22 (Transportation Polices (only)) is to be considered by Regional Council June 18. Thereafter, ROPA 23 (Regional Housing Strategy) will be considered by Regional Council September 17.

The near final series of ROPA's include some of the most significant and complex elements: the Managing Growth and Employment and Employment Lands as well as Greenbelt Conformity and Monitoring.

The final ROPA is anticipated later in the fall (Transportation Schedules, Housekeeping).

Managing Regional Growth

In a two-tier system, the Growth Plan assigns upper tier municipalities with the following:

- Allocating the growth forecasts set out in Schedule 3 to the Growth Plan
- Identifying intensification targets for lower-tier municipalities
- Identifying greenfield density targets
- Provide policy direction on matters that cross municipal boundaries.

Regional Planning staff have been working toward the allocation of population and employment forecasts to the lower tier municipalities by considering the local municipal forecasts prepared by each municipality and endeavouring to make adjustments if required, to conform to the Growth Plan. It is important to note that the combination of local area forecasts presented to date do not conform to the Growth Plan forecasts and policies.

As noted above, the distribution of the regional forecasts is required not only to conform to the regional forecast totals in the Growth Plan for each horizon year up to 2031, but also to ensure the forecasts provide for planning to accommodate at least 40% of all new residential units within the built boundary after 2015 (*intensification target*) and the minimum greenfield density of 50 persons and jobs/hectare by full build out across the Region.

It is not the intent of this report to discuss the details of the regional forecasts at this time but rather, to detail the process and inputs leading up to the Regional forecasts and how this impacts Brampton's Growth Plan program timelines. A detailed report on the local and regional forecasts is forthcoming, as set out below.

Regional planning staff intend to host a workshop of Regional Councillors and area and regional staff late in April (tentatively scheduled for April 30) to consider and discuss the regional growth management issues and the options for developing a Regional forecast that is Growth Plan compliant and which allocates population and employment to the 3 area municipalities. This is a critical time to ensure Brampton's vision as set out in its Official Plan, growth plan studies and revised forecasts is articulated by both Brampton Council and staff. By this April date, both Caledon and Mississauga are expected to have Council resolutions on their forecasts. The draft ROPA on Managing Growth is intended to be brought to Regional Council on June 18 for direction to consult agencies and the public.

Town of Caledon

The Town of Caledon has undertaken a number of studies to inform their Growth Plan Amendment but have previously adopted population and employment forecasts for consideration in the Regional Official Plan Review process. In 2007 Caledon Council adopted OPA 203 which adopts a 2031 population which provides for an additional 24,000 population to 2031 over and above its previously adopted forecast. This Amendment has been appealed to the OMB.

Mississauga

The City of Mississauga staff took a staff report with population and employment forecasts to its Planning and Design Committee on January 12 recommending the adoption of a "high growth scenario" population and employment forecast which exceeds the currently adopted forecast and provides for extensive intensification opportunities in support of their City's vision set out in their Draft Strategic Plan. The high scenario was recommended by staff to help direct growth to Hurontario Street in support of infrastructure funding for higher order transit.

Mississauga Committee referred the report and forecasts back to staff to provide further information regarding municipal infrastructure and to respond to other matters raised during the meeting.

Mississauga staff are preparing to bring a staff report back to Mississauga Committee on March 30, continuing to recommend the high forecast. Although resolution of the allocation of the Regional forecast has not occurred and has not yet been considered by Regional Council, Mississauga has indicated that the forecasts are required to be established to enable them to complete their Development charges By-law update for July, 2009.

Brampton Growth Plan Forecasts-Critical Timelines

The City of Brampton Preliminary Population and Employment forecasts were considered by Brampton Council in June, 2008, as an update to the 2006 adopted forecasts and for the purposes of input into a number of Growth Plan and transportation studies, including the Transit and Transportation Master Plan update, the Infrastructure Capacity Study undertaken by UMA/AECOM, as well as the Halton-Peel Boundary Area Transportation Study and the Hurontario Higher Order Transit Study.

Hemson consulting is currently working on finalizing revised forecasts. There are now a number of critical events and circumstances driving the adoption of the final forecasts, including the following:

- Modeling the final forecasts in the TTMP update which provides the needs analysis for the roads infrastructure component of the DC By-law Update, required for adoption in June;
- Establishing a Brampton Council position on a forecast that reflects the goals and vision for the City reflective of the directions arising from the Growth Plan conformity exercise;
- Establishing a Brampton Council position on forecasts for final consideration by Regional Council, given that both Caledon and Mississauga are expected to have Council adopted forecasts by April ;

Accordingly, to address the critical needs outlined above, is the intent of staff to bring forward revised City-wide Population and Employment forecasts to the PDD meeting of April 20 so that Brampton Council will establish its intentions prior to the upcoming Regional Council Managing Growth workshop (tentatively scheduled for April 30) and June 18 Council meeting when the draft ROPA would be tabled for consultation. These would be overall City-wide population and employment forecasts intended to provide a frame of reference for advancing the Growth Plan conformity exercise and the detailed policies and distribution of these overall numbers would be contingent upon the further steps in the Growth Plan conformity exercise discussed below, including the completion of the market feasibility study for employment lands. However, in order to facilitate the advancement of Growth Plan conformity at the Regional level, key forecast details are also required from the local municipalities to

enable the Region to determine compliance with Greenfield and UGC densities and the intensification target. The final forecasts would only be adopted in the fall as part of the full and final Growth Plan Amendment.

Brampton Growth Plan Conformity Timeline

Given the recent release of the Growth Plan Studies (Natural Heritage, Employment Lands, Intensification and Greenfield Analysis), the imminent release of the remainder (Infrastructure and TTMP), the need to provide sufficient time for public consultation and the continuing policy work at the Regional and area local level, it is important that Council establish a general framework for the completion of the required Growth Plan Official Plan Amendment.

Council has authorized that a request be made to the Minister for an extension to the June 16, 2009 deadline, to the end of 2009. This requires formal consideration by the Minister of Energy and Infrastructure. A recent request by the City of Mississauga for a similar extension has apparently been declined by the Province and as such, the City of Mississauga is bringing forth its report on the full (scoped) amendment to their Official Plan on March 30, together with their population forecasts.

Based on the findings of the Background studies and public feedback to date, staff will be preparing certain draft official plan amendments for consideration by Council this Spring, for those elements which do not have outstanding issues to further review and resolve. Council will be asked to direct staff to take the draft official plan amendments out for formal public consultation under the Planning Act, including a Statutory Open House and Statutory Public Meeting. It is expected that while some parts of Official Plan Amendment will be brought to PDD this Spring for direction to consult, other aspects of the policies will not be in a position to take for public consultation prior to the summer recess of Council so will need to await a fall Council meeting. This would include the employment lands policies, given the need to complete the market feasibility study first, and potentially, at least some of the residential policies.

The formal public meeting of Council to consider the full Growth Plan Official Plan Amendment will be held late in the fall. Council adoption of the final Official Plan Amendment will then follow, prior to the expiration of the extended deadline, requested of the Province for the end of 2009.

Conclusion:

Having met with landowners of the key areas of the City where employment land uses can be accommodated, staff believe that the opportunity to undertake a market feasibility study will ensure that any proposed policy directions on employment land uses, density and location have a sound basis in the marketplace.

Staff also propose to ensure Council has adopted a Brampton position relative to its City-wide population and employment projections so that Brampton's interests are

clearly articulated through a series of upcoming discussions and decisions at both the regional and local level on growth management issues.

Respectfully submitted,

Adrian Smith, MCIP, RPP
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Planning, Design and Development

Appendix I –Region of Peel Official Plan Review Timelines

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Focus Area	ROPA	Report to Regional GC	Final ROPA
Energy Sustainability	20	22-Jan-09	07-May-09
Agriculture Air Quality Natural Heritage Integrated Waste Management	21	26-Feb-09	18-Jun-09
Transportation	22	26-Mar-09	18-Jun-09
Regional Housing Strategy	23	28-May-09	17-Sep-09
Managing Growth Employment Land Policies Greenbelt Conformity Monitoring Policies	18	28-May-09	17-Sep-09
Implementation ROPA-Transportation Schedules and Housekeeping	TBD	TBD	TBD

APPENDIX 2

Staff recommendations from the staff report by J. Given, Manager, Growth Management and Special Policy, and N. Goss, Policy Planner, Planning, Planning, Design and Development, dated February 23, 2009, re: **Brampton's Response to the Provincial Growth Plan** (File G65) renumbered 1 to 7:

1. That the report from J. Given, Manager, Growth Management and Special Policy, and N. Goss, Policy Planner, Planning, Planning, Design and Development, dated February 23, 2009, re: **Brampton's Response to the Provincial Growth Plan** (File G65) be received;
2. That Council authorize staff to release for public review and comment the final Infrastructure Capacity Review of Utilities and Hard Services discussion paper once finalized through internal review and further input from technical agencies and the Region of Peel;
3. That Council direct staff to continue to work towards a recommended Brampton response to the Provincial Growth Plan considering the results of the Growth Plan studies, public consultation and feedback received in response to the discussion papers;
4. That Council direct staff to proceed with the Financial and Municipal Management Review, as outlined in the Council approved Growth Plan conformity work plan (per Resolution C097-2007), and report back to Council with findings prior to the conclusion of the City's Growth Plan conformity exercise;
5. That Council direct staff to undertake further consultation on the background work undertaken to date including a further public meeting and report back with a staff recommended response to the Provincial Growth Plan for final public consultation including a Statutory Public Open House followed by a Statutory Public Meeting;
6. That Council direct staff to engage the First Nations in consultation on the Growth Plan amendment by working with the Region of Peel on initiating a joint effort as part of the Aboriginal Consultation Protocol being developed by the Region as part of their Official Plan Review;
7. That Council direct staff to forward a copy of this report to the Region of Peel, the City of Mississauga and, the Town of Caledon.

APPENDIX 3

Staff recommendations 5 and 6 from the staff report by J. Given, Manager, Growth Management and Special Policy, and N. Goss, Policy Planner, Planning, Planning, Design and Development, dated February 23, 2009, re: **Brampton's Response to the Provincial Growth Plan** (File G65)

5. That Council direct staff to formulate an employment lands allocation strategy for North West Brampton to achieve a target range of 400 to 600 net hectares of designated land area. The allocation strategy shall incorporate a range of employment uses and intensive densities that is feasible in terms of forecasted market demand, and will also meet the City's planning and economic development objectives for this sector of the City;
6. That Council direct staff to incorporate into a recommended Brampton response to the Provincial Growth Plan strategies to intensify and/or expand employment land opportunities within the Highway 427 Industrial Secondary Plan Area.