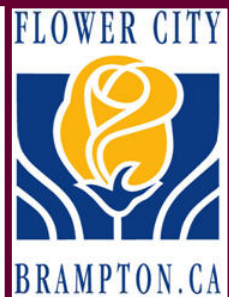


# INVENTORY & ASSESSMENT OF INTENSIFICATION OPPORTUNITIES

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City of Brampton

## Discussion Paper for Public Review



**HEMSON** Consulting Ltd.

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November 2008

## EXECUTIVE SUMMARY

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This report is one of the key background studies being prepared as part of the City of Brampton's conformity process required by Provincial *Places to Grow: Growth Plan for the Greater Golden Horseshoe* (the *Growth Plan*).

### A. PURPOSE OF THE STUDY

The *Growth Plan* requires that the official plans of the City and the Region of Peel plan for the following intensification and density targets to be met:

- By the year 2015 and for each year thereafter, a minimum of 40% of all residential development occurring annually within the Region of Peel will be within the built-up<sup>1</sup> area.
- The “urban growth centre” in Brampton will be planned to achieve, by 2031 or earlier, a minimum gross density target of 200 residents and jobs combined per hectare.
- The “designated greenfield area” in the Region of Peel will be planned to achieve a minimum density target that is not less than 50 residents and jobs combined per hectare.

Throughout this report, “intensification opportunities” is used to describe properties which could accommodate medium to high density residential development, either alone or as part of mixed-use development. Within the built-up area, the *Growth Plan* defines intensification to include all forms of residential development on vacant parcels including low density units. In this report, potential low density units are included as part of “Unit Potential of Other Vacant Residential Land.”

The purpose of this report is to:

- Examine Brampton's residential intensification potential within the City's existing built-up area; and

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<sup>1</sup>“Built-up area” refers to developed urban area, which is delineated by a built boundary defined by the Province under the *Growth Plan*.

- Evaluate Brampton's ability to meet or assist in meeting the first and second intensification and density targets set out above. A companion report, *Assessment of Planned and Potential Growth in Greenfield Areas*, will assess the City's ability to meet the *Growth Plan* density target in greenfield areas.

## B. MAIN FINDINGS

The report concludes that there are sufficient intensification opportunities in Brampton to meet the *Growth Plan* targets. Moreover, Brampton's current planning policy framework largely reflects the general concepts and policy directions in the *Growth Plan*. Nevertheless, a number of policy refinements are recommended to ensure that intensification opportunities are maximized. As well minor amendments mainly related to technical terms are also required.

- The study identified intensification potential for medium and high density development, totaling approximately 34,000 units within the built-up area.
  - Approximately one thousand land parcels are identified as having intensification potential. These parcels contain about 393 hectares of land and are estimated to yield potentially 34,000 residential units based on current Secondary Plan land use policies. They include:

BRAMPTON BUILT UP AREA ESTIMATED INTENSIFICATION POTENTIAL			
	Number of Parcels	Total Size	Unit Potential
Urban Growth Centre	515	68	9,300
Central Area (Excluding UGC)	312	103	10,200
Transit Supportive Nodes	46	77	6,300
Intensification Corridors	82	81	4,500
Other Opportunities for Intensification	63	64	3,700
<b>Total</b>	<b>1,018</b>	<b>393</b>	<b>34,000</b>

- Other vacant residential land within the built-up area would potentially provide a further 6,600 units predominantly of low density form.
- To meet the required Peel Region intensification target of a minimum of 40% of all residential development occurring within the built-up area after 2015, Brampton would likely need to contribute approximately 16,000 units between

2016 and 2031. This number represents about 40% of Brampton's total intensification potential and thus could reasonably be accommodated.

- The intensification potential in Brampton's Urban Growth Centre is estimated to be 9,300 units based on existing secondary plan designations.
- To meet the required density target of 200 people and jobs combined per hectare in its Urban Growth Centre, Brampton needs to grow by about 10,000 units within the area by 2031.
- An increase in the maximum permitted residential FSI to 2.5 is suggested in the Queen Street Corridor Secondary Plan Area in designated mixed-use area. With this density increase, the intensification potential estimate in the Urban Growth Centre would increase to approximately 10,600 units.
- In order to help achieve the target for the Urban Growth Centre, it is suggested that development be required to occur at Medium Density at a minimum. This requirement would however be conditional upon other limiting factors.
- An increase in the maximum density and building height is suggested for areas around Transit Supportive Nodes where appropriate. Aside from this change, it is suggested that the Interim Growth Management Policies be retained and incorporated into the City's Growth Plan Conformity Official Plan Amendment.
- It is suggested that Mississauga Road north of Williams Parkway be designated as an Intensification Corridor given its transportation-related characteristics.

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## **I INTENSIFICATION STUDY IS PART OF BRAMPTON'S GROWTH PLAN CONFORMITY EXERCISE**

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In 2006, following a comprehensive review, the City of Brampton's Official Plan was adopted by City Council. At the same time as the Official Plan was being prepared, the Ontario Ministry of Public Infrastructure Renewal (PIR) released *Growth Plan for the Greater Golden Horseshoe* (the *Growth Plan*) under the *Places to Grow Act*, 2005. The *Growth Plan* provides a policy framework for growth in the Greater Golden Horseshoe (GGH) region to 2031. It builds on the *Provincial Policy Statement 2005* (PPS 2005) by promoting efficient land use planning and requiring that the GGH be built in a compact urban form and in complete communities. Specifically, growth in the GGH is required to make use of existing infrastructure and facilities, to maintain a balance between jobs and housing, and to reduce commuting distances. As well, the natural environment is to be improved, natural heritage and agricultural land is to be preserved, and a variety of housing forms and multi-modal transportation made available.

The objectives of the *Growth Plan* are to be achieved partly through the intensification and through increased density of new development. Accordingly, the *Growth Plan* provides policy guidelines and intensification and density targets for single- and upper-tier municipalities in the GGH. All municipalities, including Brampton, are required to work together to bring official plans into conformity with the *Growth Plan* by June 2009. The City's current Official Plan anticipated the *Growth Plan* policies. As a result, the general concepts and requirements of the *Growth Plan* are already largely in force in Brampton.

The City's Official Plan identified policies that would be subject to comprehensive review as part of the *Growth Plan* conformity exercise. In keeping with this, Brampton is now undertaking a number of studies. Among other studies, they include residential intensification potential, employment land strategies, population and employment forecasts, and an assessment of built and planned densities in greenfield areas. This study examines Brampton's residential intensification opportunities and evaluates the City's ability to contribute to the Region of Peel's effort to meet the *Growth Plan* intensification and density targets.

The report that follows identifies intensification opportunities within the built-up area of Brampton. Within the built-up area, intensification focuses on areas around the

Urban Growth Centre (UGC), the Central Area, Transit Supportive Nodes and Intensification Corridors. Intensification opportunities in these areas largely determine Brampton's intensification capacity as well as the City's ability to meet the *Growth Plan* targets. The report also reviews Brampton's current planning policy framework for residential intensification. Greenfield strategies are addressed in a companion report — *Assessment of Planned and Potential Growth in Greenfield Areas*.

#### **A. STUDY EXAMINES BRAMPTON'S RESIDENTIAL INTENSIFICATION POTENTIAL IN BUILT-UP AREA**

The *Growth Plan* identifies intensification and density as key elements for achieving compact urban form and sustainable growth. General intensification policies are introduced in Policy 2.2.3.6. It requires all municipalities in the GGH to:

- ... develop and implement through their official plans and other supporting documents, a strategy and policies to phase in and achieve intensification and the intensification target. This strategy and policies will ...
- b) encourage intensification generally throughout the built-up area ...
- e) recognize urban growth centres, intensification corridors and major transit station areas as a key focus for development to accommodate intensification" (2.2.3.6).

Specific policies are also set out for specific areas. For urban growth centres, they are to be planned

- a) as focal areas for investment in institutional and region-wide public services, as well as commercial, recreational, cultural and entertainment uses
- b) to accommodate and support major transit infrastructure
- c) to serve as high density major employment centres that will attract provincially, nationally or internationally significant employment uses
- d) to accommodate a significant share of population and employment growth. (2.2.4.4)

For major transit station areas and intensification corridors, they are to be designated in official plans and planned to achieve

- a) increased residential and employment densities that support and ensure the viability of existing and planned transit service levels
- b) a mix of residential, office, institutional, and commercial development wherever appropriate.

Major transit station areas will be planned and designed to provide access from various transportation modes to the transit facility, including consideration of pedestrians, bicycle parking and commuter pick-up/drop-off areas.

Intensification corridors will generally be planned to accommodate local services, including recreational, cultural and entertainment uses. (2.2.5)

In addition to these qualitative policies, the *Growth Plan* also sets out three numeric targets for municipalities in the GGH. For the Region of Peel and the City of Brampton, the following targets are set:

- “By the year 2015 and for each year thereafter, a minimum of 40% of all residential development occurring annually within [the Region of Peel] will be within the built-up area” (2.2.3.1);
- The “designated greenfield area [in the Region of Peel] will be planned to achieve a minimum density target that is not less than 50 residents and jobs combined per hectare”(2.2.7.2); and
- The “urban growth centre [in Brampton] will be planned to achieve, by 2031 or earlier, a minimum gross density target of 200 residents and jobs combined per hectare” (2.2.4.5).

Under the *Growth Plan*, the “built-up area” refers to Peel and Brampton’s currently developed urban area encompassed by the “built boundary.” The “designated greenfield area” refers to lands not currently urbanized but designated for future development outside the built boundary. Brampton’s “urban growth centre” is one of the areas of focus for intensification.

The first two targets noted above are to be measured on a Region-wide basis. The City does not therefore have to meet these targets by itself. That said, Brampton still needs to examine the extent to which it can help meet these targets. It also needs to work with the Region’s other municipalities to ensure that the overall targets for the Region will be achieved. The City is directly responsible for planning for the third target: it must plan for its UGC to reach a density of 200 residents and jobs combined by 2031.



Brampton is undertaking several studies to assess its ability to meet the *Growth Plan* intensification and density targets. This report focuses on residential intensification within the built boundary. Employment intensification is addressed in a companion report entitled *Employment Land Inventory and Analysis*. A third report, *Assessment of Planned and Potential Growth in Greenfield Areas*, examines built and planned densities in the City's designated greenfield area, evaluates Brampton's ability to meet the density target of 50 people plus jobs per hectare in greenfield areas, and suggests policy directions for planning to achieve the target. As noted above, all three reports will serve as key inputs to a fourth report: the City's *Population and Employment Forecast*, which will in turn provide an evaluation of Brampton's ability to meet the density targets.

Residential intensification within the built boundary is the focus of this report. Specifically, it:

- Identifies intensification potential in the built-up area;
- Recommends the appropriate type and scale of intensification for specific areas;
- Recommends associated policy directions to protect these areas;
- Recommends policy directions for Official Plan amendments where appropriate;
- provides intensification estimates as inputs into the population and employment forecasts;
- Evaluates Brampton's ability to accommodate intensification within the built boundary and to contribute to the 40% intensification target by 2015 for the Region of Peel; and,
- Provides suitable policy directions for the City's Intensification Strategy with respect to residential development.

It is anticipated that this report will provide a background for the preparation of Brampton's Intensification Strategy.

## **B. RESIDENTIAL INTENSIFICATION IS DEFINED BY PROVINCIAL POLICY STATEMENT**

Intensification is defined in the PPS 2005 (and by extension the *Growth Plan*) as:

The development of a property, site or area at a higher density than currently exists through:

- a) redevelopment, including the reuse of brownfield sites;
- b) the development of vacant and /or underutilized lots within previously developed areas;
- c) infill development; or
- d) the expansion or conversion of existing buildings (PPS 2005, p.32).

The above definition applies to both residential and employment land uses. In the PPS 2005 proceeds to define “residential” intensification as:

...intensification of a property, site or area which results in a net increase in residential units or accommodation and includes:

- a) redevelopment, including the redevelopment of brownfield sites;
- b) the development of vacant or underutilized lots within previously developed areas;
- c) infill development;
- d) the conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and
- e) the conversion or expansion of existing residential buildings to create new residential units or accommodation, including accessory apartments, secondary suites and rooming houses (PPS 2005, p.35).

By this definition, only intensification that occurs within the built boundary is to be counted towards the achievement of the intensification target. Development in designated greenfield areas, notwithstanding that such development may take a compact urban form, is not counted as part of the 40% intensification target but contributes to the achievement of the minimum greenfield density.

Brampton’s Interim Growth Management Policies (Official Plan Amendments 93-289 and 2006-010), passed in October 2007, defines residential intensification as:

“the development of a property, site or area at a higher density than currently exists”.  
(4.14)

Under this definition, residential intensification would encompass development in designated greenfield areas. The companion report *Assessment of Planned and Potential Growth in Greenfield Areas* addresses growth in these areas.

### C. BRAMPTON'S HOUSING MARKET CAN ACHIEVE *GROWTH PLAN* INTENSIFICATION TARGETS

To gain an understanding of the intensification of Brampton's housing market, several background studies have been reviewed:

- *The Need for New Residential Density & Mix Policies*, Hemson Consulting Ltd., PMA Brethour Research Associates and MBTW, 1998.
- *Northwest Brampton Urban Boundary Review — Employment and Residential Land Demand Forecast*, Hemson Consulting Ltd. and Dougan and Associates, May 2002.
- *High Density Residential Policy Review*, Clayton Research, September 2004.
- *The Growth Outlook for the Greater Golden Horseshoe*, Hemson Consulting Ltd., January 2005.
- *Density Tracking Report*, City of Brampton, March 2005.
- *Development Outlook Report 2006*, Brampton Growth Management Program, 2006.

The information in these documents indicates that Brampton's housing market is well positioned to achieve the *Growth Plan* intensification targets of 40% residential development within the built boundary and 200 residents and jobs per hectare in the UGC. The City's existing housing stock is very diverse. It has a higher proportion of medium and high density housing than most other GGH communities.<sup>1</sup> This diversity in housing is partly the result of the City's long standing community planning policies and is in keeping with the overall vision for housing supply in the *Growth Plan*. It will enable the City to accommodate many different household types as its population grows.

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<sup>1</sup>The Need for New Residential Density & Mix Policies, *Hemson Consulting Ltd., PMA Brethour Research Associates and MBTW*, 1998.

Housing demand in Brampton is high and is expected to remain strong. The City will accommodate an increasing share of overall housing demand in the western GTA, especially as Mississauga's land supply diminishes.<sup>1</sup>

To further encourage a compact and more efficient urban form,<sup>2</sup> Brampton is implementing policies to increase densities in its new Secondary Plan Areas<sup>3</sup> and a Growth Management Program to ensure that infrastructure is provided for new development in a timely manner.<sup>4</sup>

These initiatives, together with Brampton's earlier efforts, demonstrate that the City is well on its way to meeting the requirements of the *Growth Plan*.

#### **D. CURRENT OFFICIAL PLAN SUPPORTS RESIDENTIAL INTENSIFICATION**

Brampton's 2006 Official Plan reflects progressive land use planning principles. It addresses the needs of a diverse population. It recognizes the importance of fostering a strong local economy in a sustainable urban structure. The City has worked closely with the Province throughout the development and implementation of the *Growth Plan*. In many respects—such as promoting intensification in existing built-up areas—the City's Official Plan already reflects the *Growth Plan* objectives.

Under the *Growth Plan*, intensification in the GGH is to be focussed in Urban Growth Centres, along Intensification Corridors, and in Major Transit Station Areas. Brampton's Official Plan already designates such areas for intensification, calling them: the Central Area, Intensification Corridors, and Transit Supportive Nodes. Moreover, intensification policies for these areas are in line with those in the *Growth Plan*.

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<sup>1</sup>Northwest Brampton Urban Boundary Review — Employment and Residential Land Demand Forecast, *Hemson Consulting Ltd. and Dougan and Associates*, May 2002.

<sup>2</sup>The Need for New Residential Density & Mix Policies, *Hemson Consulting Ltd., PMA Brethour Research Associates and MBTW*, 1998.

<sup>3</sup>Density Tracking Report, *City of Brampton*, March 2005.

<sup>4</sup>Development Outlook Report 2006, *Brampton Growth Management Program*, 2006.

As part of the *Growth Plan* conformity exercise, the City of Brampton passed Official Plan Amendments 93-289 and 2006-010, which together constitute the City's Interim Growth Management Policies. Since the publication of the *Growth Plan*, there has been a number of applications for high-density development. However, in some instances applications are proposed for locations that may not be suitable for high-density development. The City realizes that it was not the intention of the Province to promote intensification at all costs. Therefore, it approved the Interim Growth Management Policies to guide high-density development to appropriate locations, such as the Central Area, Transit Supportive Nodes, and Intensification Corridors.

A detailed discussion of Brampton's Official Plan and Interim Growth Management Policies is provided in Section II of this report and in Appendix I. In general, the current Official Plan and amendments support intensification, but not at all costs. Instead, intensification should be focussed in appropriate locations.

#### **E. INTENSIFICATION OPPORTUNITIES HAVE BEEN IDENTIFIED IN BUILT-UP AREAS**

Given Brampton's existing housing market and policy environment, this study identifies intensification opportunities within the built boundary. The *Growth Plan* generally encourages intensification throughout built-up areas with Urban Growth Centres, Intensification Corridors and Major Transit Station Areas being the focus. Recognizing this, the study emphasizes the identification of opportunities in Brampton's Urban Growth Centre, Central Area, Intensification Corridors and Transit Supportive Nodes. However, other intensification opportunities elsewhere in the built-up area have also been identified.

Although the *Growth Plan* encourages intensification throughout the built-up area (2.2.3.6b), it does not suggest that intensification is appropriate in all locations. The challenge of residential intensification is to create a liveable compact urban form while enhancing existing neighbourhoods. Accordingly, intensification should be fostered in areas where it can be accommodated and where it can have a positive influence on existing neighbourhoods. In other words, intensification, like all development, should be guided by good planning principles. In light of this and taking account of the *Growth Plan*, the PPS, Brampton's 2006 Official Plan, Interim Growth Management Policies

and other relevant background documents, a set of planning principles was developed to guide the exercise. The planning principles are summarized as follows:

- Existing stable low density residential neighbourhoods should be protected from intensification that is not compatible with the surrounding neighbourhoods in built form, scale and character. These features include lot size, configuration, frontage, height, massing, architecture, streetscapes, heritage features, setbacks, privacy, shadowing, the pedestrian environment and parking. In general, existing stable low density residential neighbourhoods will not be a focus for intensification;
- Intensification should not be encouraged on sites of cultural heritage importance. However, where circumstances warrant redevelopment, sensitive integration and adaptive reuse of cultural heritage resources should be required.
- Intensification should be focussed in areas capable of supporting additional development. These areas should already have in place ample infrastructure facilities and community services. Examples of such areas include Brampton's downtown, the arterial roads, roads containing major public transit lines, and the areas around major transit stations. In areas of these types human services and emergency services are accessible and are able to meet the increased demand caused by intensification;
- Intensification in the form of higher-density mixed-use development which contributes to building complete communities as discussed in the *Growth Plan* should be encouraged in appropriate locations;
- Intensification should be encouraged near existing neighbourhood retail facilities and services;
- Intensification should not occur in existing municipal parks; and
- Intensification should not jeopardize the purpose of preserving, protecting and restoring natural heritage systems.

These principles have been used to guide the process through which intensification opportunities were identified. A secondary step that was undertaken in the process was to categorize the intensification opportunities in two groups: short- to medium-term opportunities and long-term opportunities. To identify opportunities with short- to medium-term potential, factors relating to real estate development viability were considered in addition to the planning principles noted above.

Throughout the exercise, City staff have provided input regarding the City's objectives, the current residential land supply situation and Brampton's unique residential landscape. A round table focus group was also held with members of the development industry in order to gather insight into the current climate for residential intensification in Brampton.

Overall, the analysis focusses on the supply side identifying places where intensification could occur. The question of market demand for the forms of residential units that are normally built through intensification, namely apartments and row houses, has also been considered but to a lesser degree. An underlying premise of the *Growth Plan* targets is that a shift in the housing market towards medium and higher density forms of housing will be required in order for growth to be accommodated. Given that many of the central parts of the City are older and reinvestment is required to upgrade buildings and facilities, Brampton is well-positioned to accommodate intensification of the kind envisaged by the *Growth Plan*.

The report is organized into four sections. The following section summarizes Brampton's current policy framework which is expanded upon in Appendix 1. The third section discusses the methodology used to identify intensification opportunities and the results of the analysis in terms of quantities, location, timing and potential unit yields. The final section contains study conclusions and suggested policy directions regarding Brampton's approach to residential intensification.

## **II BRAMPTON'S CURRENT PLANNING POLICY FRAMEWORK ENCOURAGES INTENSIFICATION**

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Brampton's planning policy framework is reviewed in this section in relation to *Growth Plan* conformity. The review indicates that Brampton's policy framework reflects the general concepts and policy directions in the *Growth Plan* and encourages intensification. The section is divided into four parts. The first part describes the structure and key components of Brampton's policy framework. The second discusses the Official Plan. The third examines the secondary plans. The final section discusses two recent official plan amendments, collectively referred to as the Interim Growth Management Policies.

### **A. BRAMPTON'S PLANNING POLICY FRAMEWORK**

At the city level, Brampton's planning policy framework is contained in its Official Plan which was revised in 2006 and in its Zoning By-Laws. The OP gives broad policy direction to the physical development and land-use decisions for all areas in Brampton; Zoning By-Laws implement these policies by specific and detailed regulations which control the use, size, setback, building height, density and location of a development. Brampton's Official Plan has three tiers:

- The General Plan, which describes general policy directions by stating goals, objectives, and general land use policies;
- The Secondary Plans, which implement the general policy directions in the General Plan on a area-specific basis and give a more detailed and restrictive direction to the development and land use in a specific area; and
- Community Block Plans, which implement the Secondary Plan policies based on an even smaller geography and incorporate issues around transportation, servicing, urban design, and environmental concerns into planning policies.

Brampton's Official Plan is required to conform to the Region of Peel Official Plan and Provincial policies and legislation, such as the Provincial Policy Statement and the



*Growth Plan*. These policies and legislation establish guiding principles for planning for the province as a whole, and for the Official Plans of municipalities including single tier and two-tier governments all of which are required to conform to these principles under the *Planning Act*. In the Region of Peel, the Regional Official Plan sets the regional context for the area municipal official plans. It provides regional guidance to growth and development, emphasizing environment protection and resource management, and sets the basis for the provision of Regional services efficiently and effectively. Brampton's Official Plan conforms to these Regional policies.

Through this planning framework, Provincial planning policies are implemented at the regional and city level through the Regional Official Plan and the City's Official Plan, at the district level through Secondary Plans, at a detailed neighbourhood level through block plans and finally on a parcel by parcel basis through Zoning By-Laws.

This intensification study, as mentioned before, is being undertaken in order to meet the conformity requirements set out in the Provincial *Growth Plan* policies. During the period in which this conformity exercise is being carried out, the City has passed Official Plan Amendments 93-289 and 2006-010 which are referred to as the Interim Growth Management Policies. These policies are temporary and provide guiding principles for high-density residential development applications outside the Central Area and applications for employment land conversions across the City pending completion of the conformity exercise. The Interim Growth Management Policies are currently under appeal.

## **B. OFFICIAL PLAN LARGELY CONFORMS TO THE *GROWTH PLAN***

The City of Brampton's Official Plan was revised and updated in 2006 to largely reflect the general concepts and requirements of the *Growth Plan*. The policies in the Official Plan support an urban structure of intensified mixed-use nodes and corridors and a healthy balance of residential and employment uses. The urban structure in Brampton's current Official Plan follows a similar format as in the *Growth Plan*. The *Growth Plan* depicts a city's settlement area as consisting of an urban growth centre, intensification corridors, major transit station areas, a built boundary and designated greenfield areas. The built boundaries for all municipalities were delineated by the Province in June 2006. Working with local municipalities, the Province has also established boundaries

for the urban growth centres in the GGH area, which in Brampton case includes portions of Downtown Brampton and the Queen Street Corridor Secondary Plan Areas<sup>1</sup>.

Brampton's Official Plan designates a Central Area, Intensification Corridors and Transit Supportive Nodes. Policies associated with these designated areas are consistent with the policies in the *Growth Plan*, but vary slightly in definitions and geography:

### **1. The Central Area Includes the Urban Growth Centre**

The Central Area encompasses a much wider area than the Urban Growth Centre (see Map 1). The Central Area includes three precincts with distinct characters: the Downtown Core, the Queen Street Corridor between Kennedy Road and Highway 410, and the Bramalea City Centre. In comparison, the UGC, anchored by the historic "Four Corners" located at Queen Street and Main Street, covers a thinner strip along Queen Street and expands east only to HWY 410.

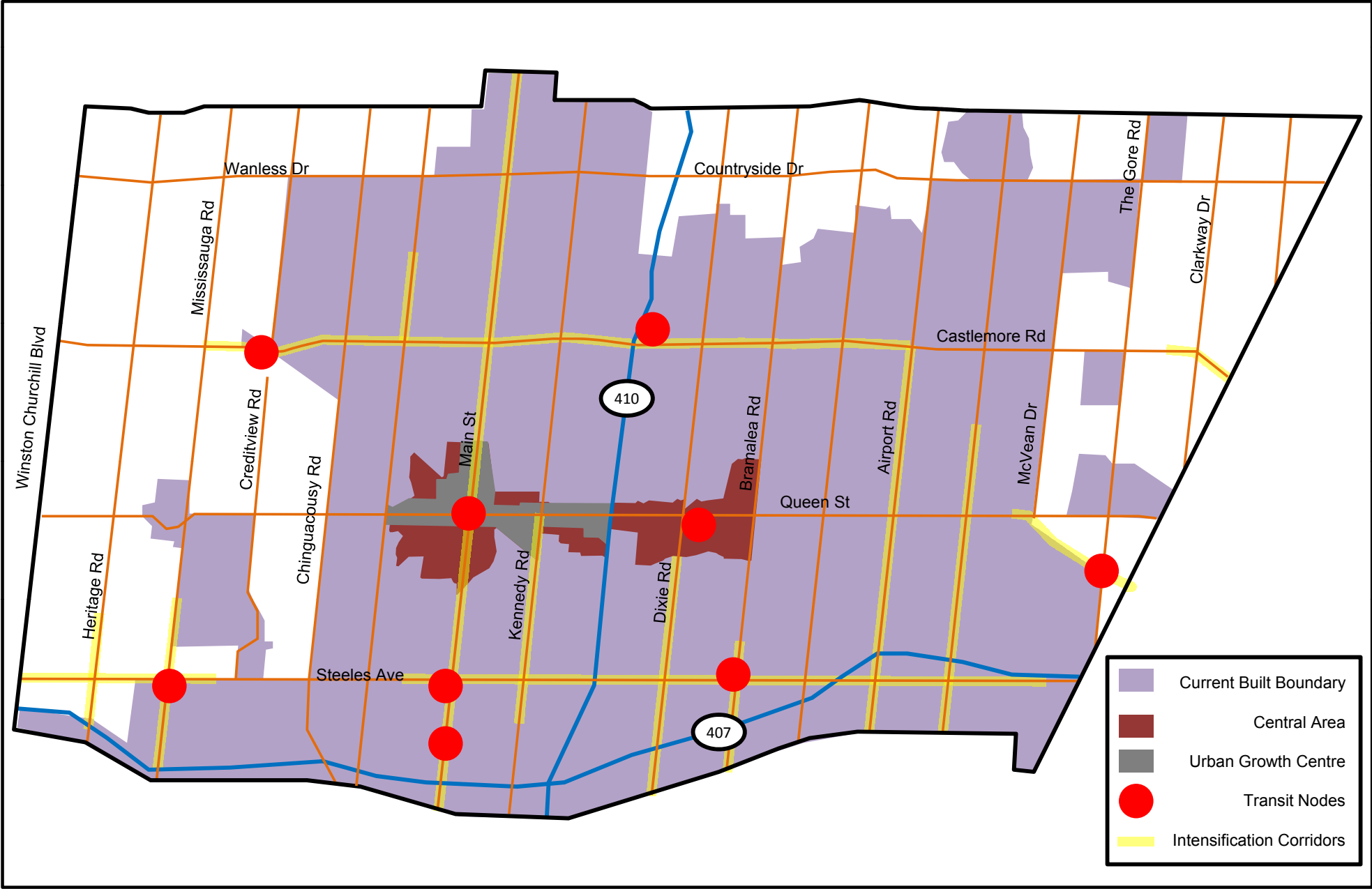
The boundary of UGC was delineated based on a collaborative effort between the City and the Province according to seven principles listed in *Proposed Size and Location of Urban Growth Centres in the Greater Golden Horseshoe* 2008:

- An urban growth centre should be one contiguous area.
- An urban growth centre should have opportunities for intensification and redevelopment that complement existing urban form.
- An urban growth centre should be or have the potential to become multi-use in character, containing a variety of employment uses, amenities supporting daily activities, living environments and open spaces
- An urban growth centre should have or will ensure well designed convenient and safe travel by foot, bicycle, and higher order transit.
- An urban growth centre should include existing or planned institutional services and cultural facilities.
- An urban growth centre should reinforce and protect natural areas and public open spaces
- The size of an urban growth centre should be large enough to achieve the density targets in a meaningful way. (Pg 10)

In the *Growth Plan*, the UGC is intended as a city downtown where a specific density target is to be achieved. Brampton's Central Area is a combination of city centre and regional node, and thus encompasses a broader area. In June 2008, the UGC boundary was endorsed by Brampton's City Council.

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<sup>1</sup>Size and Location of Urban Growth Centres in the Greater Golden Horseshoe , Ministry of Energy and Infrastructure, 2008.



Source: Hemson Consulting Ltd. based upon City of Brampton's Official Plan & Places to Grow, *Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006*, Ministry of Public Infrastructure Renewal.

## 2. Transit Supportive Nodes and Major Transit Station Areas

Brampton's Official Plan designates nine Transit Supportive Nodes. They are all well served by transportation infrastructure with four of them located at major transit stations. The nodes are intended to accommodate higher density development. The Transit Supportive Nodes reflect the *Growth Plan's* policy regarding major transit station areas. In the *Growth Plan*, major transit station area is

The area including and around any existing or planned higher order transit station within a settlement area; or the area including and around a major bus depot in an urban core. Station areas generally are defined as the area within an approximate 500m radius of a transit station, representing about a 10-minute walk. (Pg 44)

Three of these Transit Supportive Nodes have been identified as Mobility Hubs in Metrolinx Regional Transportation Plan (RTP): specifically, Downtown Brampton GO as an Anchor Hub<sup>1</sup> and Steeles and Hurontario and Bramalea GO as Gateway Hubs. In its work, the City of Brampton has also identified the Mt. Pleasant GO Station area as a potential Gateway Hub<sup>2</sup>.

In general, Brampton's Official Plan embraces the concepts of compact urban form, efficient utilization of existing infrastructure and building complete communities. It recognizes the importance of directing intensification towards the Central Area, Intensification Corridors and the Transit-supportive Nodes, where infrastructure and municipal services are already in place and where the host neighbourhoods have the capacity of accommodating growth. At the same time, the Official Plan takes a comprehensive approach to the encouragement of intensification. Intensification is to be developed in ways that are harmonious with host neighbourhoods and the City's natural heritage system. The impact of intensification on host neighbourhoods is to be assessed in terms of "traffic, public transit, infrastructure, community services, design, [and] integration" (4.1.5.7). The City sets a few criteria in the designation of areas for residential intensification:

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<sup>1</sup>Anchor Hub: A term defined by Metrolinx in the RTP to mean significant major transit station areas (mobility hubs) that have strategic importance due to their relationship with urban growth centres (UGC's).

<sup>2</sup>Gateway Hub: A term defined by Metrolinx in the RTP to mean significant major transit station areas (mobility hubs) that are particularly significant given the level of planned transit service and development potential around them.

- (i) The physical potential of the building stock and/ or development sites can accommodate appropriate forms of residential intensification;
- (ii) Existing and proposed community and physical services can support additional households;
- (iii) The potential demand for such accommodation can be demonstrated through an analysis of housing needs in the community, in relation to the characteristics of various intensification forms;
- (iv) The intensification forms can be physically integrated with the host community;
- (v) The scale, design and character of the new development/ redevelopment and are in conformance with the Urban Design policies of this Plan and the Development Design Guidelines (4.1.5.9).

A more detailed review and discussion of similarities and differences between the Official Plan and the *Growth Plan* can be found in Appendix I. Suggested policy directions regarding amendments to the Official Plan are provided in the final section of this report based on the review of the Official Plan and the inventory of intensification opportunities identified through this study.

### **C. SECONDARY PLANS SUPPORT THE POLICY FRAMEWORK IN THE OFFICIAL PLAN**

The City of Brampton is covered by 54 Secondary Plan Areas. Each Secondary Plan Area has a specific set of policies to guide land use and development based on its local environment and characteristics. The current Secondary Plans support the policy framework in the Official Plan. Of the Secondary Plans, there are two that are particularly important to the residential intensification conformity exercise. They are the ones that cover the geographic scope of Central Area: Secondary Plan 7 and Secondary Plan 36. The Central Area contains the Urban Growth Centre, which is a major focus of intensification. Policies in these two secondary plans are particularly important to achievement of the objectives in the Official Plan regarding intensification.

Section 4.0 General Objectives and Criteria in both Secondary Plan 7 and Secondary Plan 36 states the promotion of intensification as a main objective:

In addition to the goals enunciated in the General Plan (Part I), the following general objective/criteria constitute the basis for the formulation of the Downtown Brampton Secondary Plan (or the Queen Street Corridor Secondary Plan in Secondary Plan 36):

promotes the intensification and improvements of the Central Area and its component areas as the major focus of commercial and community activity for the residents of Brampton, and as an increasingly important location for regional activity related to other parts of the Greater Toronto Area; (Pg 3)

In 2005, an Urban Design Vision Study was prepared for the Central Area. The vision was adopted by Council and provides the basis for secondary plan formulations and implementation. The Vision Study is in keeping with the Provincial vision and policies. Both the City and the Province envisage Brampton's Urban Growth Centre as a regional focal point with significant cultural, residential, institutional, commercial and recreational uses. It is walkable, transit supportive, and able to accommodate high density residential and employment activities.

Secondary Plans that cover areas along Intensification Corridors generally designate land abutting Intensification Corridors mixed-use and high-density development. Those that contain Transit-supportive Nodes generally assign similar designations to the land within the nodes. In terms of density, permitted ranges are generally lower in the Intensification Corridors and Transit-supportive Nodes areas than in the Central Area.

#### **D. INTERIM GROWTH MANAGEMENT POLICIES GUIDE INTENSIFICATION**

In October 2007, City Council passed Official Plan Amendments 93-289 and 2006-010, referred to as the Interim Growth Management Policies, in response to an increasing number of applications for high-density residential development. Many of the applications proposed high-density development in locations considered by the City to be inappropriate. Recognizing "that it was not the intention of the Province to promote intensification at all costs,"<sup>1</sup> and responding to the complexity of planning issues, the City adopted the Interim Growth Management Policies to help guide high-density development to appropriate locations.

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<sup>1</sup>Staff Report: Proposed Interim Growth Management Policies, City of Brampton, July 20, 2007, pg 3.

The Interim Growth Management Policies set density and building height restrictions on development outside the Central Area. Higher densities and building heights (8-10 storeys) are permitted along Intensification Corridors and Transit Supportive Nodes. For the rest of the city, four storeys are generally the limit. By restricting densities in various areas, the Interim Growth Management Policies direct higher density development into intensification focus areas.

The Interim Growth Management Policies are currently under appeal. During the process of the conformity exercise, these policies are being evaluated based on findings of the various studies. Some policies may be retained and carried forward to the City's Growth Plan conformity Official Plan amendment; others may be replaced with new policies.

Based on the review of the Official Plan, Secondary Plans and Interim Growth Management Policies, it is evident that Brampton's current policy framework supports intensification, reflects the *Growth Plan* urban structure, and largely conforms to the policy directions in the *Growth Plan*.

The next section of this report discusses the analysis undertaken to identify intensification opportunities with Brampton's built-up area and the estimates that this analysis produces.

### III ANALYSIS INDICATES A RANGE OF INTENSIFICATION OPPORTUNITIES

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This section addresses the identification and quantification of intensification opportunities in Brampton's built-up area. The opportunities are predominantly located within four categories of intensification study area:

- The Urban Growth Centre
- The Central Area
- Transit Supportive Nodes
- Intensification Corridors

The Urban Growth Centre has been delineated by the Province in consultation with the City. It is a focus area for intensification under the *Growth Plan*. The other three categories are designated in the Official Plan as areas where intensification is particularly encouraged. In addition to these four categories of area, a small number of other significant sized parcels with intensification potential have also been examined. Finally, the potential represented by other vacant residential sites that has not been captured elsewhere is counted.

The opportunities identified in the various areas include properties with a range of land use designations, including residential, mixed-use, commercial, and institutional. Opportunities with commercial and institutional designations are anticipated to be developed as mixed-use sites. The bulk of the properties with intensification potential are considered suitable for medium- or high-density residential or mixed development. However, additional potential in the form of vacant low-density housing sites is also included in the estimate of intensification opportunities. The inclusion of these low-density opportunities is in accordance with the Provincial definition of intensification which includes "infill" as a form of intensification.

During this study, the influence of land use designations in adjacent municipalities on Brampton's intensification has been considered. From this review, it is concluded that the land use designations along Brampton city border do not present land use conflicts and therefore would have little impact on Brampton's residential intensification opportunities. A more detailed discussion of this point is provided in Appendix II.



This section is divided into four main parts. The first describes the methodology used to identify intensification opportunities. The second part discusses the nature of the opportunities identified in various areas. Emphasis is given to the UGC because of its importance in terms of the conformity requirements of the *Growth Plan*. The third part addresses the unit potential of these opportunities. Finally, potential represented by other vacant residential sites that has not been captured elsewhere is described.

## **A. METHODOLOGY**

Broadly, the methodology employed in the analysis involved four steps:

- 1) Selection of a base set of parcels for investigation based on broad locational and land use planning criteria.
- 2) Refinement of the base data set through the application of more specific parcel and planning “filters.”
- 3) Detailed review of the refined data set based on field work, examination of aerial photography and secondary plans and discussions with City staff.
- 4) Estimation of potential unit yields from the identified intensification opportunities.

The estimates have been divided into two groups. The first group contains intensification opportunities that are more likely to be developed in the short to medium term. The second group are those that are longer-term in nature. A detailed description and discussion of these various steps is provided in the following subsections.

The source data on which the intensification analysis is based was obtained from the City’s Planning, Design and Development’s Technical Services Division. It is drawn from the City’s GIS data. Both data sheets and maps were utilized. Planning information from the main Official Plan and the associated Secondary Plans is also relied upon. For aerial photography, Google Maps and Microsoft Live Maps were used. Various City reports were also considered together with input from City Planning Staff.

## 1. Base Data Set Was Defined Using Broad Criteria

The starting point for the opportunities analysis was the establishment of a data set containing a large number of parcels that was defined using broad criteria.

- **Location:** Parcels located within:
  - Urban Growth Centre
  - Central Area
  - Transit Supportive Nodes (within 500 metres of the centre)
  - Intensification Corridors (within 150 metres of the corridor centre line)
- **Size:** Minimum size of 250 m<sup>2</sup>
- **Planning:** Parcels within Employment Districts were excluded as well as those with Secondary Plan designations as:
  - Parks
  - ESAs
  - Utilities
  - Institutional
  - Industrial
  - Office

This base parcel data set was supplemented during the process with other parcels that included:

- Large sites outside the four categories of intensification study area identified by City staff as being of interest to developers for residential intensification;
- Small sites within the UGC identified by City staff as being parts of land assemblies for residential intensification;
- Underutilized medium- and high-density parcels not within the specified areas.

## 2. Parcels Unsuitable or Impractical for Long-term Intensification Were Removed

The large data set was refined by removing parcels with physical and use characteristics that would tend to make them unsuitable or impractical for residential intensification in the long (10–23 year, i.e. to 2031) period. The criteria were:

### a) Residential

- Parcels containing more than one unit;

- Parcels designated for Executive and Village Residential use;
- Parcels “back-lotted” onto Intensification Corridors;
- Smaller parcels (less than 2,000 m<sup>2</sup>) within areas largely developed after 1980. Map 2 shows Brampton’s approximate 1980s built boundary;
- Sites designated as cultural heritage resources in the Official Plan
- Smaller parcels within older areas of Brampton that developed pre-1980s. While most parcels in residential neighbourhoods are subject to the stabilizing influence of continuous renovation and improvement, parcels close to other uses or at the edge of neighbourhoods could potentially be intensified over the long term. For example, parcels adjacent to commercial or multi-storey residential uses and parcels around the perimeters of stable areas could become candidates for intensification through redevelopment.

**b) Commercial**

- Parcels with existing improvements equivalent to more 25% site density. This criterion is used to define relatively underutilized parcels.

**3. Parcels with Short- and Medium-term Market-based Potential Were Defined and Reviewed**

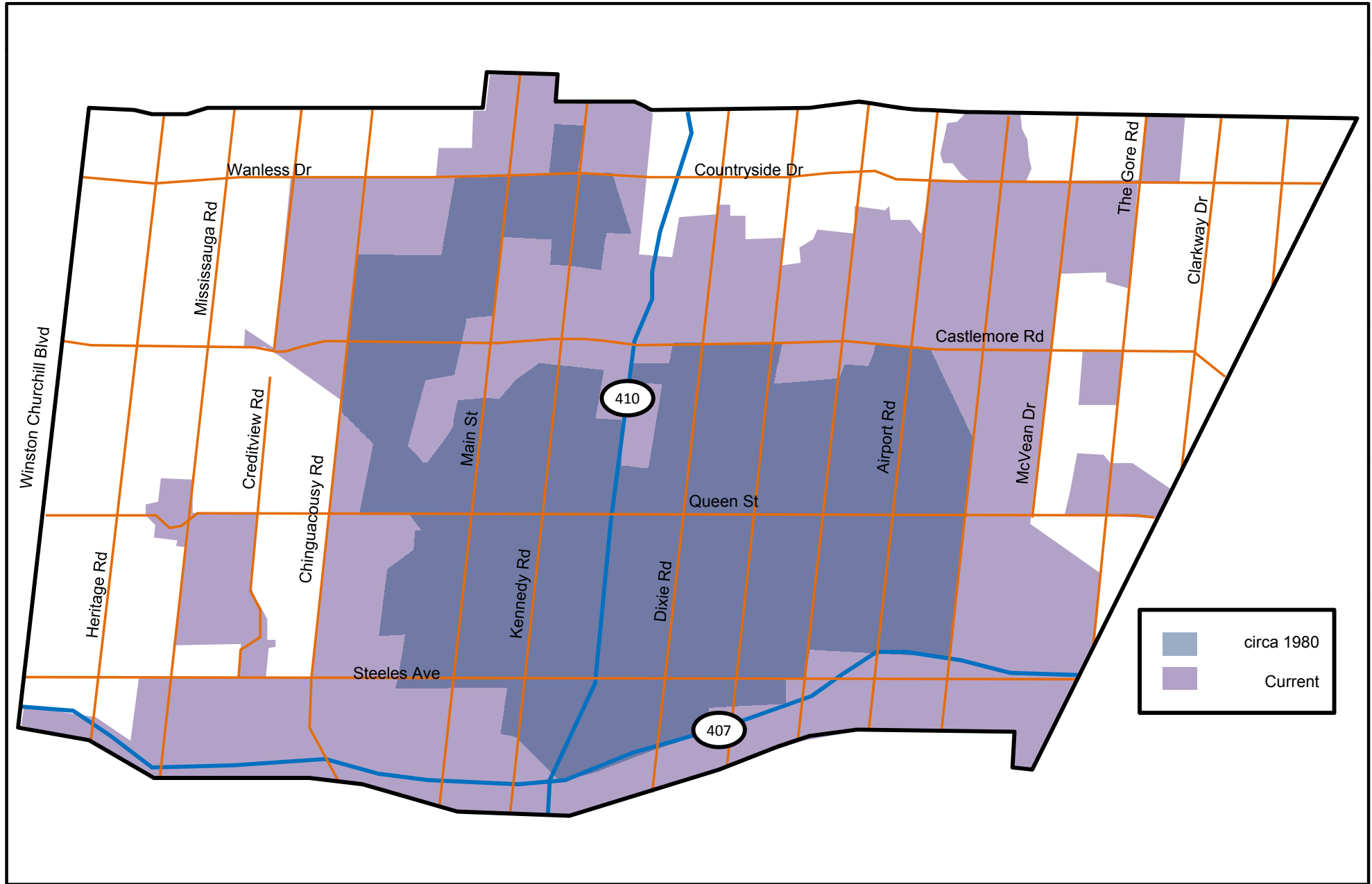
From the broad data set a narrower group of parcels that have the characteristics of sites with the potential to be developed within the next five to ten years was identified. The following characteristics were used to define these parcels:

- Subject of known development interest;
- At least 2,000 m<sup>2</sup>. This is considered to be the minimum parcel size for a practical stand-alone intensification project;
- Current Value Assessment (2005 base year) of less than \$1.0 million per hectare in the case of potential medium-density intensification opportunities and of \$2.5 million per hectare for high-density development opportunities. These per hectare values are considered effective "flags" indicating parcels where existing uses are likely less valuable than the alternative use as an intensification opportunity.

All parcels identified as having short- and medium-term intensification potential were inspected. These inspections were used to confirm or qualify suitability for intensification. The field work was also used to identify additional opportunities that

# Brampton Built Boundary: Current and circa 1980

MAP 2



Source: Hemson Consulting Ltd. Current Built Boundary based on Places to Grow, *Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006*, Ministry of Public Infrastructure Renewal.  
Circa 1980 Built Boundary based on TREB Serviced Land Map, 1982.

**HEMSON**

did not meet the initial search criteria. For example, several small parcels adjacent to larger sites with good intensification potential were added based on their potential for assembly.

Conversely, some parcels were eliminated as short- or medium-term opportunities if, for example, they are situated in locations where intensification would, at least in the medium term, be inappropriate given surrounding uses.

#### **4. Unit Potential of the Intensification Opportunities Was Estimated Using Medium-to High-density Unit per Hectare Assumptions**

Several approaches were used to estimate the potential yield that development of the intensification site opportunities would be likely to produce.

- For sites with medium- to high-density residential secondary plan designations, the specified unit per hectare rates were applied. This approach was taken on the basis that the secondary plans have taken account of their potential for accommodating higher density development.
- For sites with low-density designations, a medium-density assumption of 50 unit per hectare was applied. These sites are often located near low-density residential areas thus making high-density intensification less appropriate.
- For commercially-designated sites where the potential exists for intensification mainly through mixed use development, residential densities in keeping with the nature of the surrounding areas were applied. Thus, in Intensification Corridors where adjacent development is largely low-density residential uses, a medium density of 50 unit per hectare was considered appropriate. In locations containing existing high-density uses or within Transit Supportive Nodes, for high-density development, densities were applied, largely in keeping with rates applicable to comparable designated high-density residential sites in the vicinity.

By applying the selected densities to the identified parcels, overall gross unit potential was estimated. Finally, the estimated net unit potential that would be provided by the (re)development of the intensification opportunities was calculated by subtracting the number of existing units on each site.

The results of this process are described below on an area by area basis.

## **B. INTENSIFICATION OPPORTUNITIES DETERMINED THROUGH DETAILED REVIEW**

Application of the methodology described above resulted in the identification of more than 1,350 parcels with intensification potential within Brampton. In total the parcels contain almost 700 hectares. Of this number, approximately 220 hectares is accounted for by 134 parcels which are considered to represent short- to medium-term opportunities.

The intensification opportunities are divided amongst five categories of area:

- The Urban Growth Centre
- The Central Area
- Transit Supportive Nodes
- Intensification Corridors
- Other Intensification Opportunities

The different categories of area and the opportunities identified within each of them are discussed below.

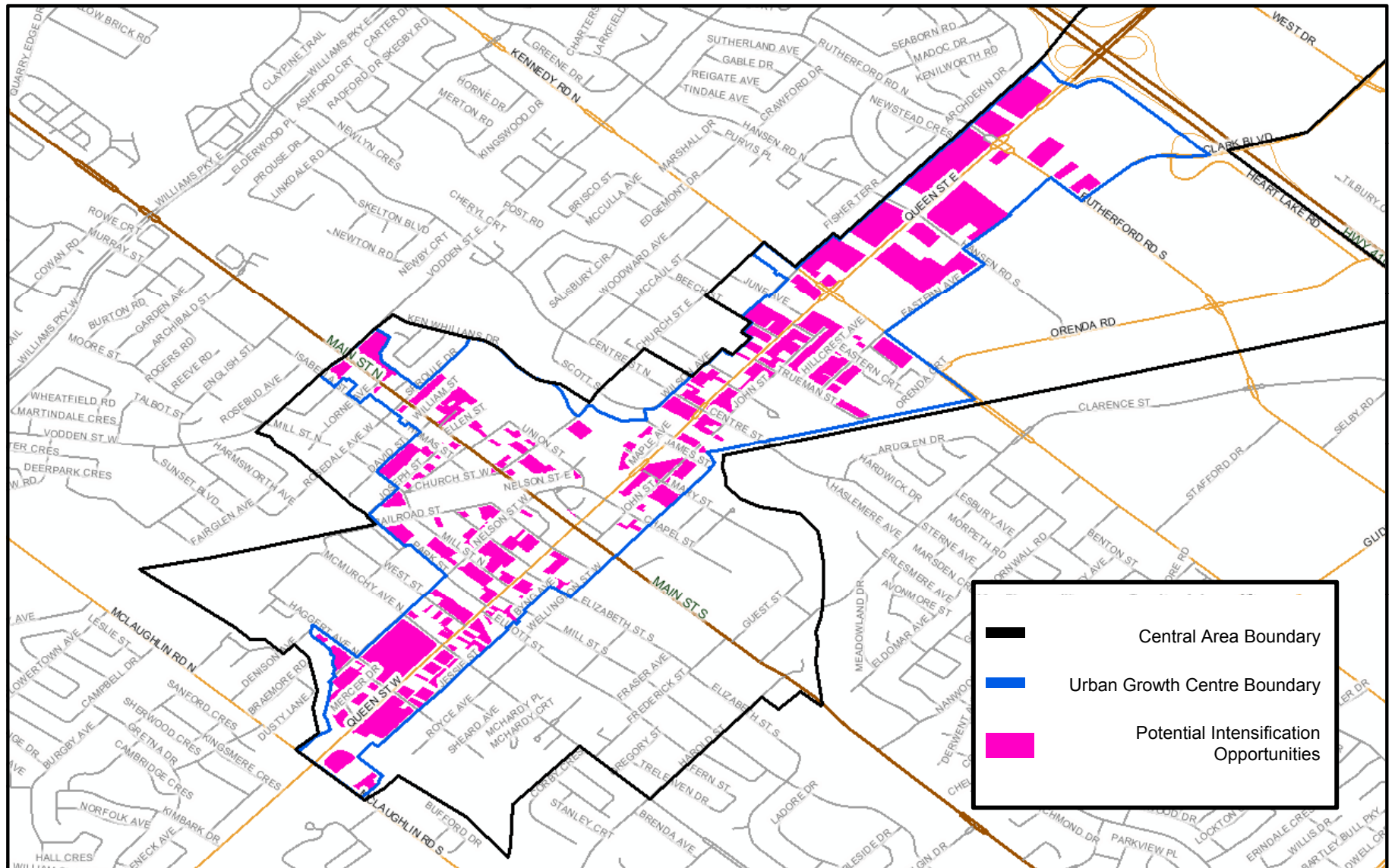
### **1. The Urban Growth Centre (See Map 3)**

Brampton's Urban Growth Centre (UGC) has been identified by the Province in *Size and Location of Urban Growth Centres in the Greater Golden Horseshoe 2008*. As shown on Map 3, the UGC encompasses two sections of Brampton's Central Area. The first is the downtown core centered at the intersection of Queen Street and Main Street extending a short distance west of the downtown to McLaughlin Road and east along Queen Street to Park Street. The second section extends east along the Queen Street corridor to Highway 410. The UGC is generally one block wide to the north of the Queen Corridor and two blocks wide to the south. Along Main Street the UGC extends north as far as Vodden Street. From a planning perspective, the UGC is entirely within the Central Area. Physically, the UGC has two distinct characters: downtown area west of Park Street and the Queen Street corridor section which is characterized mostly by highway commercial development of varying quality and age.

In terms of intensification opportunities, the two sections of the UGC differ. The older downtown area contains fewer sites with intensification potential than the Queen Street Corridor section. However, the potential of these opportunities is high given the nature of the parcels and the strong appeal of their surroundings and their proximity to

## Urban Growth Centre – Potential Intensification Opportunities

MAP 3



Source: Hemson Consulting Ltd. based upon GIS data provided by the City of Brampton's Planning, Design & Development Department.

cultural activities and services. The presence of the GO train service is a further significant advantage. The downtown area lends itself to higher-density infill projects.

In contrast, the Queen Street corridor section of the UGC contains a comparatively large number of intensification opportunities. Many of the parcels are individually large enough to support development. With realistic land assemblies, the area has potential to accommodate multi-building multi-use developments. As well, there are a significant number of parcels that are relatively old or in deteriorated condition and thus tend to meet project feasibility threshold levels. In summary, the intensification opportunities for the UGC are as shown in Table 1 below.

Parcel Characteristics of Potential Intensification Opportunities URBAN GROWTH CENTRE						
Table 1						
	Number of Parcels	Total Area (ha)	Parcel Characteristics (m2)			
			Average	Median	Largest	Smallest
<b>Long-Term</b>						
Long-Term Residential	461	46.26	1,004	589	22,024	257
Long-Term Commercial	2	1.04	5,223	5,223	6,547	3,898
<b>Long-Term Total</b>	<b>463</b>	<b>47.31</b>	<b>1,022</b>	<b>589</b>	<b>22,024</b>	<b>257</b>
<b>Short-Term</b>						
Residential & Commercial	52	20.76	3,992	1,935	39,361	258
<b>Short-Term Total</b>	<b>52</b>	<b>20.76</b>	<b>3,992</b>	<b>1,935</b>	<b>39,361</b>	<b>258</b>
<b>All Parcels Total</b>	<b>515</b>	<b>68.07</b>	<b>1,322</b>	<b>608</b>	<b>39,361</b>	<b>257</b>

## 2. The Central Area (See Map 4)

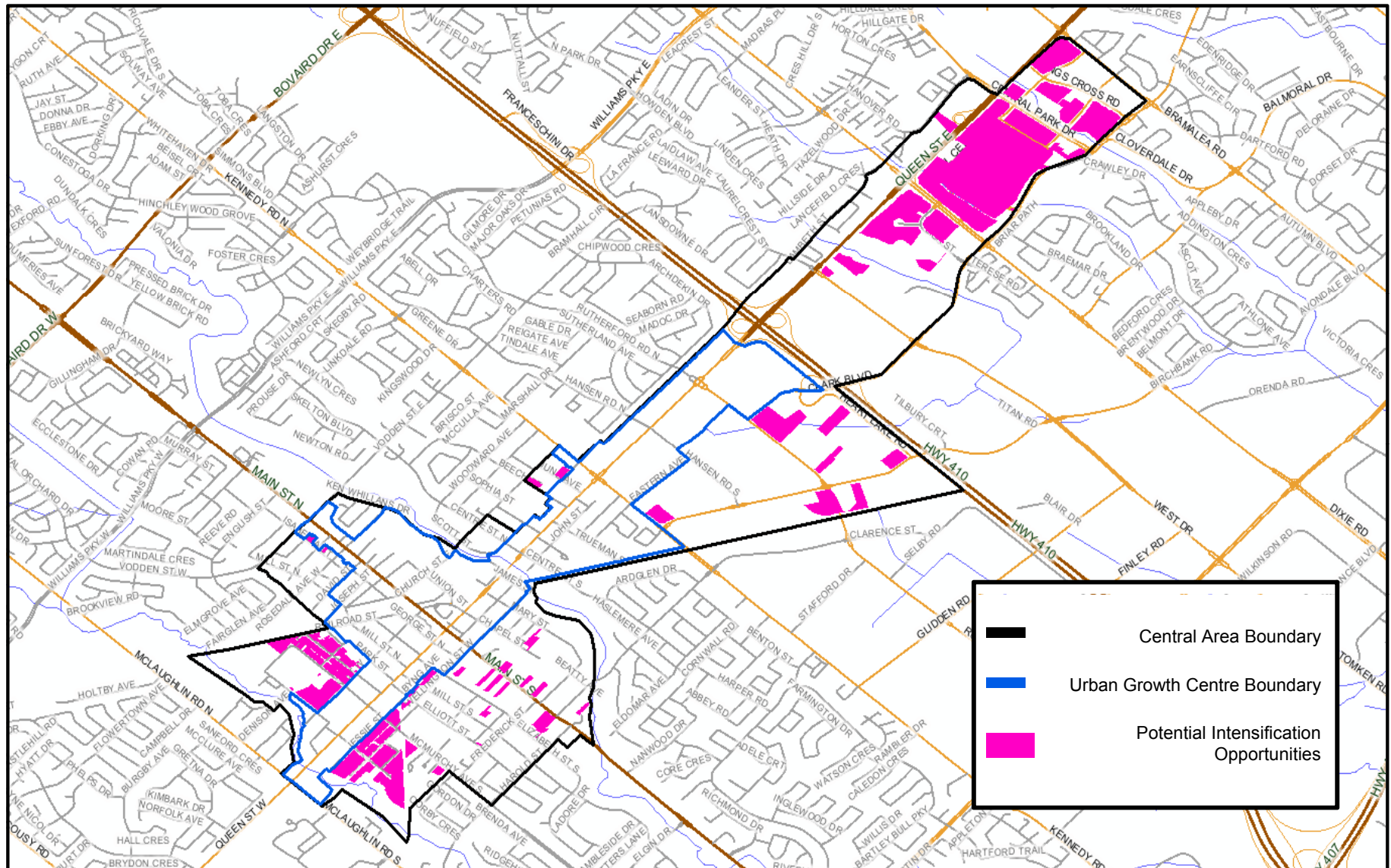
The Central Area is centered on Queen Street east from McLaughlin Road to Dixie Road. In terms of the City's vision, the broad concept is not dissimilar to that for the UGC which is entirely contained within the Central Area. The area contains three precincts. The Downtown Core, the Queen Street Corridor precincts together are slightly larger than the UGC. The third precinct is the Bramalea City Centre which runs generally from Highway 410 to Dixie Road. As such, it encompasses part of the Queen Street Intensification Corridor and the Transit Supportive Node centered at Queen Street and Dixie Road.

The Central Area, excluding the UGC, contains a substantial number of intensification opportunities. In the downtown, the area generally east of Haggart Avenue between the existing rail lines contains a number of parcels with older and underutilized commercial and industrial buildings which offer good intensification potential.



## Central Area – Potential Intensification Opportunities

MAP 4



Source: Hemson Consulting Ltd. based upon GIS data provided by the City of Brampton's Planning, Design & Development Department.

In the area between Highway 410 and Dixie Road, in addition to specific underutilized sites, there are large commercial properties which potentially could be intensified with high-density residential uses if parking needs were to be comprehensively addressed. The Bramalea City Centre is by far the largest such example. It has a site area of 36 ha. While intensification of the site would probably take the form of high-density apartments, in overall terms the yield would likely equate to medium-density since existing development would restrict how and where housing units could be added.

Some large apartment buildings along the Queen Corridor could also potentially accommodate some medium-density development. However, such intensification would probably be difficult to achieve on parcels that are owned under condominium tenure. This form of tenure involves many individual owners which tends to inhibit significant changes being made to a property. Table 2 below summarizes the intensification opportunities identified within the Central Area.

Parcel Characteristics of Potential Intensification Opportunities CENTRAL AREA						
	Number of Parcels	Total Area (ha)	Parcel Characteristics (m <sup>2</sup> )			
			Average	Median	Largest	Smallest
<b>Long-Term</b>						
Long-Term Residential	281	43.90	1,562	554	32,651	260
Long-Term Commercial	7	3.37	4,814	4,332	11,558	488
<b>Long-Term Total</b>	<b>288</b>	<b>47.27</b>	<b>1,641</b>	<b>1,641</b>	<b>32,651</b>	<b>260</b>
<b>Short-Term</b>						
Residential & Commercial	24	55.40	23,082	10,037	327,786	488
<b>Short-Term Total</b>	<b>24</b>	<b>55.40</b>	<b>23,082</b>	<b>10,037</b>	<b>327,786</b>	<b>488</b>
<b>All Parcels Total</b>	<b>312</b>	<b>102.66</b>	<b>3,290</b>	<b>562</b>	<b>327,786</b>	<b>260</b>

### 3. Transit Supportive Nodes

There are nine Transit Supportive Nodes located throughout Brampton. These centres are planned for mixed-use, high-density developments to take advantage of good transportation infrastructure. Two of the nodes are located within the Central Area. The node focussed around the Mount Pleasant GO Station is only partially within the built boundary. The full list of nodes is as follows:

- Creditview Road & Bovaird Drive West
- Highway 410 & Bovaird Drive East
- Hurontario Street & Queen Street West
- Dixie & Queen Street East
- The Gore Road & Queen Street East

- Mississauga Road & Steeles Avenue West
- Hurontario Street & Steeles Avenue West
- Hurontario Street & Ray Lawson Boulevard
- Bramalea Road & Steeles Avenue East

Discussed below is the intensification potential of the nodes which are not contained within the UGC and the Central Area.

**a) Creditview Road & Bovaird Drive West (Map 5.1)**

This node is located around the Mount Pleasant GO Station. It spans the edge of the built boundary with the westerly section of the node being within the designated greenfield area. The node has good strong potential for intensification, especially when considered in the context of its greenfield component.

The Mount Pleasant GO Station area has been identified by the City's *Staff Report on Metrolinx Draft Regional Transportation Plan* as a Gateway Hub<sup>1</sup>. As an important higher order transit station connecting Brampton to the rest of GTA, the Mount Pleasant GO Station is an ideal location for higher density development. In recognition of this, the City intend to increase densities and introduce a mix of uses through the Mount Pleasant Village Mobility Hub Block Plan.

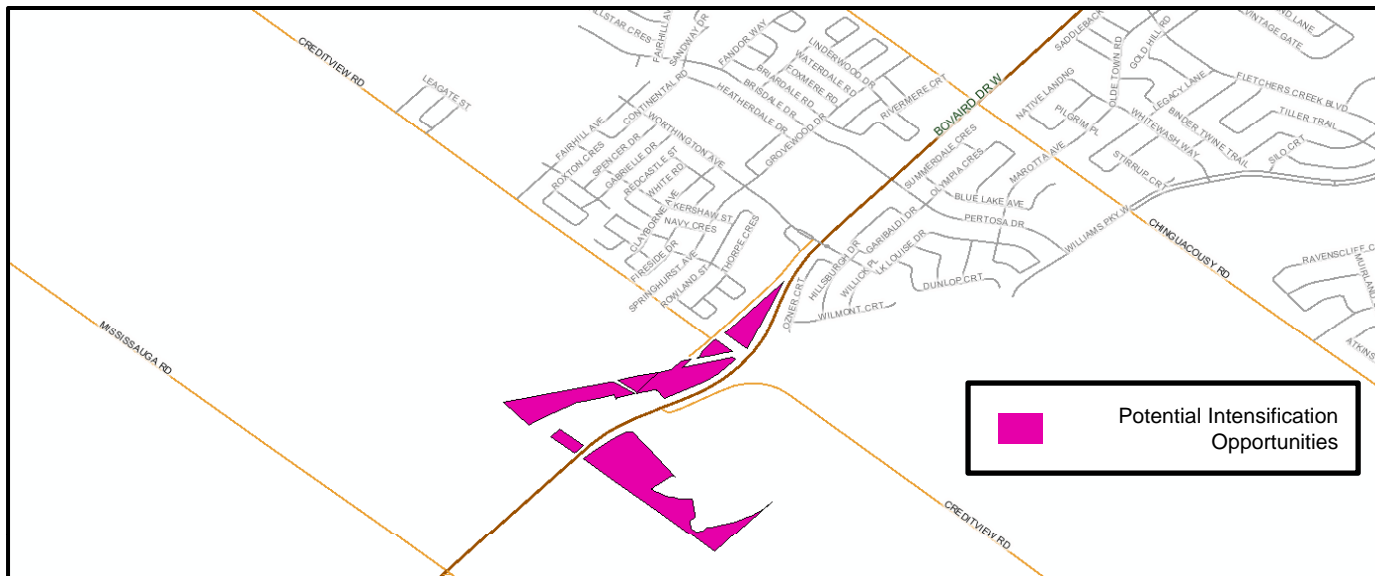
The GO station itself has moderate potential for intensification as the parcel on which it is situated has a large surface parking component. In the long term, adding structured parking could free up some of this land for intensification but project economics would be challenging. Table 3.1 below summarizes the site potential.

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<sup>1</sup>Gateway Hub: A term defined by Metrolinx in the RTP to mean significant major transit station areas (mobility hubs) that are particularly significant given the level of planned transit service and development potential around them.

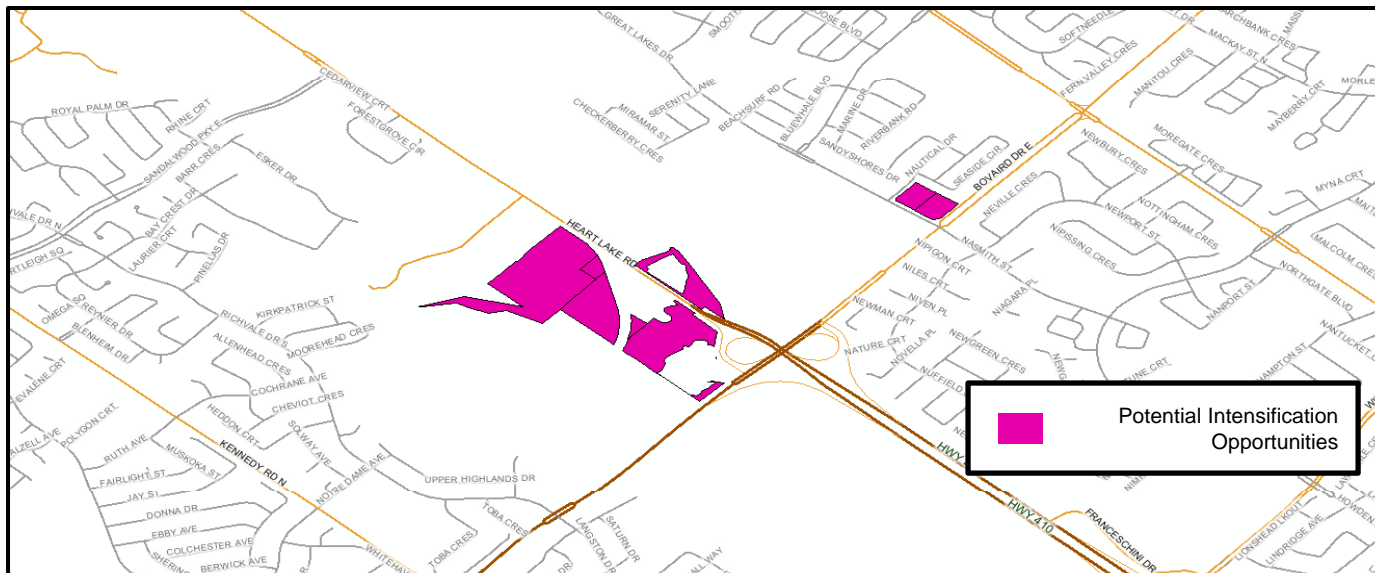
## Creditview Rd & Bovaird Dr W Transit Node

MAP 5.1



## Highway 410 & Bovaird Dr Transit Node

MAP 5.2



Source: Hemson Consulting Ltd. based upon GIS data provided by the City of Brampton's Planning, Design & Development Department.

Estimate of Potential Density in Intensification Parcels CREDITVIEW RD & BOVAIRD DR W				
Table 3.1				
	Number of Parcels	Medium Density (ha)	High Density (ha)	Total (ha)
<b>Long-Term</b>				
Long-Term Residential	2	0.00	2.94	2.94
Long-Term Commercial	0	0.00	0.00	0.00
<b>Long-Term Total</b>	<b>2</b>	<b>0.00</b>	<b>2.94</b>	<b>2.94</b>
<b>Short-Term</b>				
Residential & Commercial	3	5.45	0.00	5.45
<b>Short-Term Total</b>	<b>3</b>	<b>5.45</b>	<b>0.00</b>	<b>5.45</b>
<b>All Parcels Total</b>	<b>5</b>	<b>5.45</b>	<b>2.94</b>	<b>8.39</b>

**b) Highway 410 & Bovaird Drive East (Map 5.2)**

This area is in the process of development in conjunction with the extension of Highway 410 to the north and the realignment of Heart Lake Road. It contains a large area of developable land in the northwest quadrant adjacent to the intersection of Bovaird Drive East and Heart Lake Road. It is considered largely an opportunity for medium density development. Table 3.2 summarizes the intensification parcel details.

Estimate of Potential Density in Intensification Parcels HWY 410 & BOVAIRD DR				
Table 3.2				
	Number of Parcels	Medium Density (ha)	High Density (ha)	Total (ha)
<b>Long-Term</b>				
Long-Term Residential	1	0.00	1.61	1.61
Long-Term Commercial	2	1.42	0.00	1.42
<b>Long-Term Total</b>	<b>3</b>	<b>1.42</b>	<b>1.61</b>	<b>3.03</b>
<b>Short-Term</b>				
Residential & Commercial	5	14.73	0.00	14.73
<b>Short-Term Total</b>	<b>5</b>	<b>14.73</b>	<b>0.00</b>	<b>14.73</b>
<b>All Parcels Total</b>	<b>8</b>	<b>16.15</b>	<b>1.61</b>	<b>17.76</b>

**c) Gore Road & Queen Street East (Map 5.3)**

This node is at the east end of Brampton close to the Vaughan boundary. It has some good potential for intensification. In particular, there are a number of vacant parcels situated within the node which appear ready for development. Table 3.3 summarizes the opportunities.

<b>Estimate of Potential Density in Intensification Parcels</b> <b>THE GORE RD &amp; QUEEN ST E</b>				
Table 3.3				
	Number of Parcels	Medium Density (ha)	High Density (ha)	Total (ha)
<b>Long-Term</b>				
Long-Term Residential	5	5.02	0.00	5.02
Long-Term Commercial	0	0.00	0.00	0.00
<b>Long-Term Total</b>	<b>5</b>	<b>5.02</b>	<b>0.00</b>	<b>5.02</b>
<b>Short-Term</b>				
Residential & Commercial	1	11.73	0.00	11.73
<b>Short-Term Total</b>	<b>1</b>	<b>11.73</b>	<b>0.00</b>	<b>11.73</b>
<b>All Parcels Total</b>	<b>6</b>	<b>16.76</b>	<b>0.00</b>	<b>16.76</b>

**d) Mississauga Road & Steeles Avenue West**

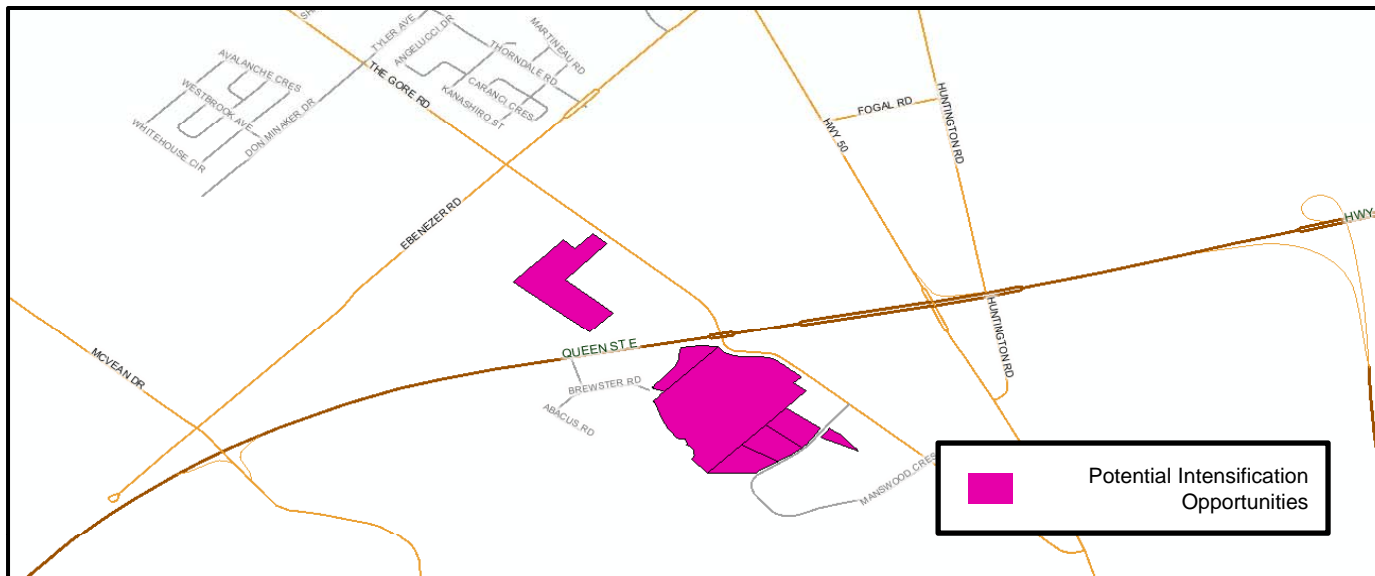
This node contains several parcels with strong theoretical potential for intensification. However, as the area is planned as the Bram West Employment Area it should be excluded for residential intensification purposes.

**e) Hurontario Street & Steeles Avenue West (Map 5.4)**

This is a mature node and has six sites with short-term potential for intensification. There is evidence of recent development activity which may shortly encompass some of these intensification opportunities. There are additional long-term sites mainly suited to residential development. Table 3.4 summarizes the opportunities.

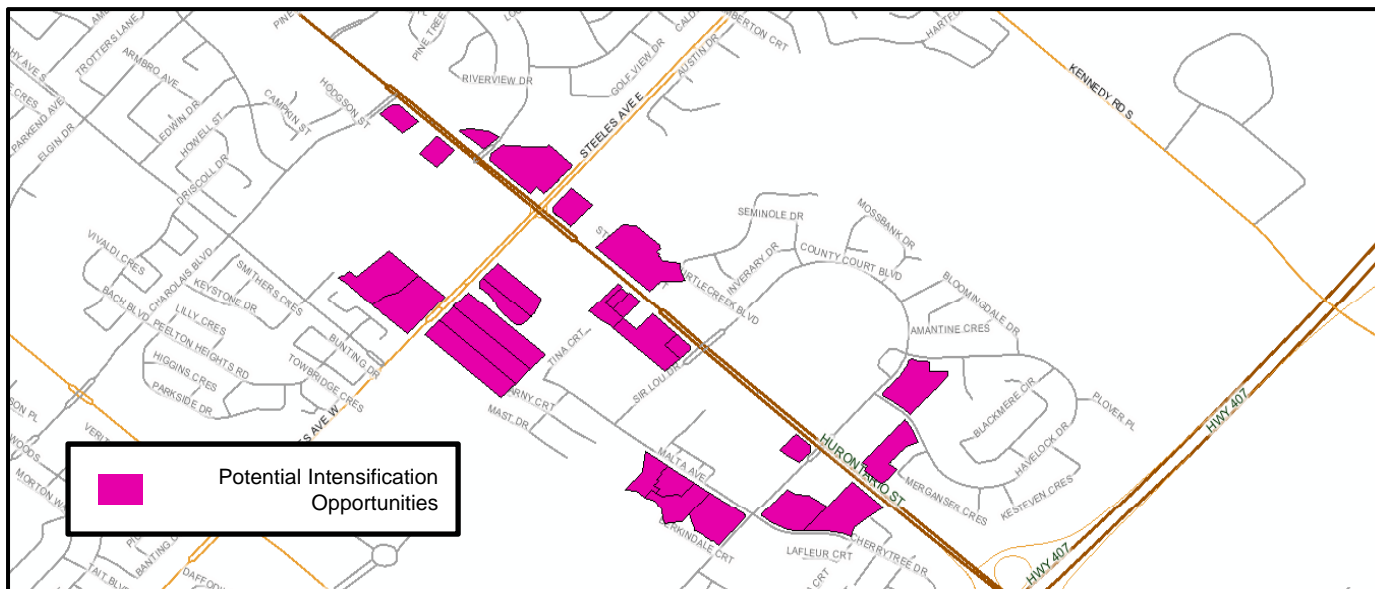
## The Gore Rd & Queen St E Transit Node

MAP 5.3



## Hurontario St & Steeles Ave W Transit Node; Hurontario St & Ray Lawson Blvd

MAP 5.4



Source: Hemson Consulting Ltd. based upon GIS data provided by the City of Brampton's Planning, Design & Development Department.

Estimate of Potential Density in Intensification Parcels HURONTARIO ST & STEELES AVE W				
Table 3.4				
	Number of Parcels	Medium Density (ha)	High Density (ha)	Total (ha)
<b>Long-Term</b>				
Long-Term Residential	4	1.69	6.81	8.50
Long-Term Commercial	7	0.00	4.19	4.19
<b>Long-Term Total</b>	<b>11</b>	<b>1.69</b>	<b>11.01</b>	<b>12.70</b>
<b>Short-Term</b>				
Residential & Commercial	6	1.96	7.51	9.47
<b>Short-Term Total</b>	<b>6</b>	<b>1.96</b>	<b>7.51</b>	<b>9.47</b>
<b>All Parcels Total</b>	<b>17</b>	<b>3.64</b>	<b>18.52</b>	<b>22.17</b>

**f) Hurontario Street & Ray Lawson Boulevard West (Map 5.4)**

This node is just south of the Hurontario Street/Steeles Avenue West node. While it has no short-term potential for intensification, there are a number of parcels with long-term potential.

Given the character and location of the area, particularly the Hurontario Street frontage, a high proportion of high-density development is logical. Table 3.5 summarizes the opportunities.

Estimate of Potential Density in Intensification Parcels HURONTARIO ST & RAY LAWSON BLVD				
Table 3.5				
	Number of Parcels	Medium Density (ha)	High Density (ha)	Total (ha)
<b>Long-Term</b>				
Long-Term Residential	8	4.98	6.08	11.06
Long-Term Commercial	2	0.00	0.79	0.79
<b>Long-Term Total</b>	<b>10</b>	<b>4.98</b>	<b>6.87</b>	<b>11.85</b>
<b>Short-Term</b>				
Residential & Commercial	0	0.00	0.00	0.00
<b>Short-Term Total</b>	<b>0</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
<b>All Parcels Total</b>	<b>10</b>	<b>4.98</b>	<b>6.87</b>	<b>11.85</b>



The two nodes located along Hurontario Street (Map 5.4) offer significant intensification potential given the plan to build higher order transit (e.g. light rail transit and bus rapid transit) along Hurontario Street from Port Credit in Mississauga to Brampton's downtown. Brampton's ongoing Hurontario/Main Street Study, which is being developed on a collaborative basis with Mississauga, involves a comprehensive Feasibility/Master Plan for developing the higher order transit. The study looks at the land use and urban design elements of the Master Plan and will establish the framework for the future enhancement of the Hurontario/Main Street corridor.

**g) Bramalea Road & Steeles Avenue East**

This node shows no potential for residential intensification as existing industrial and commercial uses and the built form are not compatible with residential uses.

The parcel characteristics for the combined group of Transit Supportive Nodes is set out in Table 3 below. Overall, the 46 parcels contain nearly 77 hectares.

Parcel Characteristics of Potential Intensification Opportunities TRANSIT SUPPORTIVE NODES						
	Number of Parcels	Total Area (ha)	Parcel Characteristics (m <sup>2</sup> )			
			Average	Median	Largest	Smallest
<b>Long-Term</b>						
Long-Term Residential	20	29.13	14,566	15,001	28,236	2,927
Long-Term Commercial	11	6.41	5,823	5,666	11,843	2,007
<b>Long-Term Total</b>	<b>31</b>	<b>35.54</b>	<b>11,464</b>	<b>11,740</b>	<b>28,236</b>	<b>2,007</b>
<b>Short-Term</b>						
Residential & Commercial	15	41.39	27,591	19,586	117,325	2,251
<b>Short-Term Total</b>	<b>15</b>	<b>41.39</b>	<b>27,591</b>	<b>19,586</b>	<b>117,325</b>	<b>2,251</b>
<b>All Parcels Total</b>	<b>46</b>	<b>76.92</b>	<b>16,723</b>	<b>12,118</b>	<b>117,325</b>	<b>2,007</b>

**Table 3**

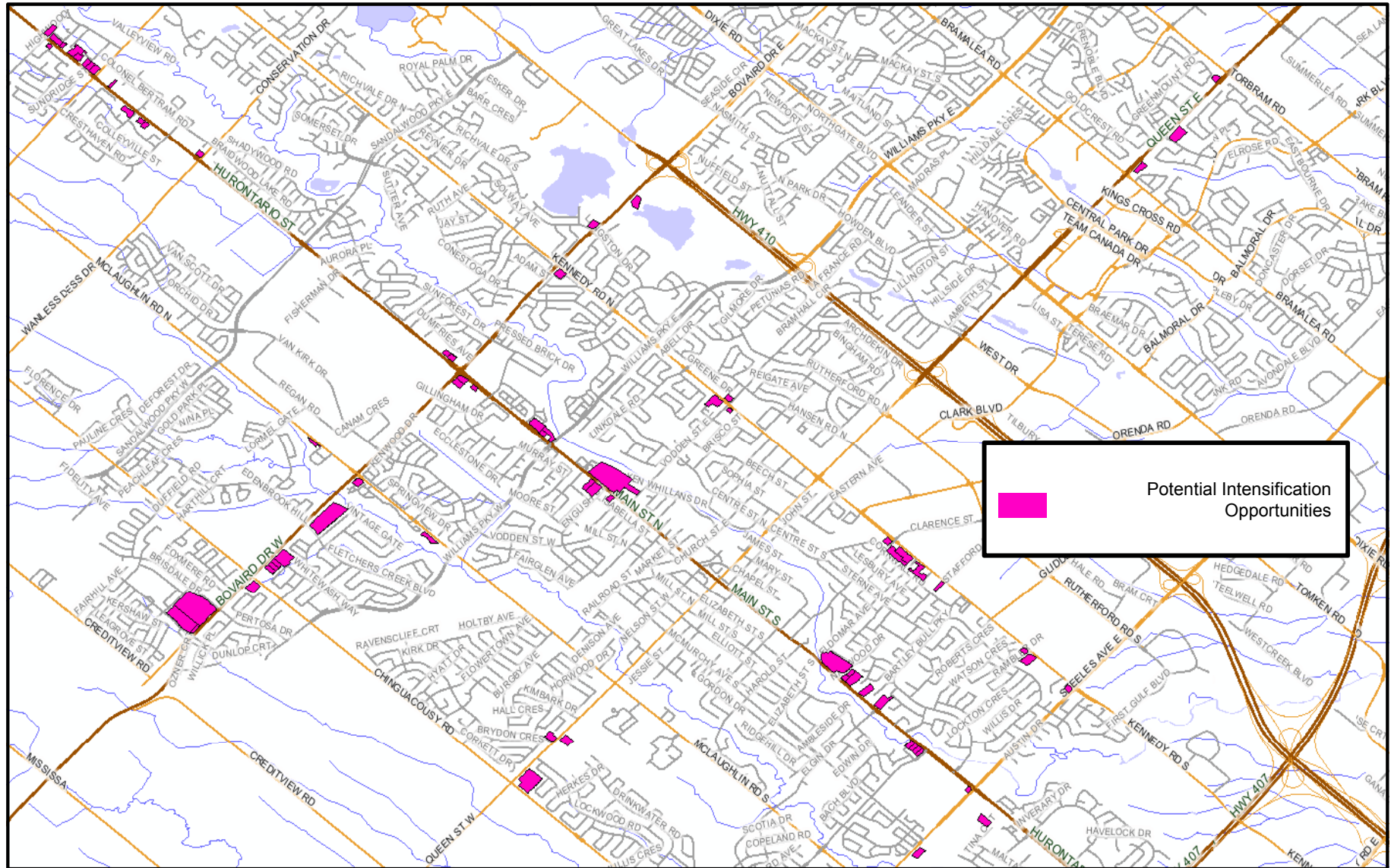
**4. Intensification Corridors (Map 6)**

The fourth category of potential areas are the Intensification Corridors. As the Official Plan notes, the corridors are “mainly arterial roads and adjoining areas that provide linkages between communities/districts and nodes.” The Official Plan identifies the corridors as offering significant potential for transit-oriented intensification. It also acknowledges that the transition to higher-density mixed use will be gradual and long-term in nature. The Intensification Corridors are as follows:

- Heritage Road
- Mississauga Road

# Intensification Corridors – Potential Intensification Opportunities

MAP 6



Source: Hemson Consulting Ltd. based upon GIS data provided by the City of Brampton's Planning, Design & Development Department.

- McLaughlin Road
- Main Street
- Hurontario Street
- Kennedy Road
- Dixie Road
- Bramalea Road
- Airport Road
- Humberwest Parkway
- Bovaird Drive
- Queen Street
- Ebenezer Road
- Steeles Avenue

Portions of Hurontario Street, Main Street and Queen Street corridors are located within the Central Area and have been addressed within previous sections. Of the various categories, the Intensification Corridors collectively contain the largest area of land with intensification potential. However, the realistic potential for the Corridors is proportionately lower than for the UGC, Central Area and the Nodes except over the long term. While some higher-density development can reasonably be expected to occur along the corridors, in the period to 2031 there is unlikely to be sufficient demand for this form of residential development to absorb all the potential opportunities. Accordingly, the higher densities are best suited and most likely to occur around major intersections or in more developed areas of corridor-fronting parcels. Elsewhere intensification in the form of medium-density development is more likely and generally more appropriate in that it would result in a more complete pattern of development with a broader range of housing options.

As noted previously, the potential for Hurontario Street may be much greater than for other corridors. If the planned higher order transit on Hurontario Street proceeds, it would create many short- to medium- term intensification opportunities.

Table 4 below sets out the number and size of the intensification opportunities identified in the Intensification Corridors (excluding the sections accounted for elsewhere).

Parcel Characteristics of Potential Intensification Opportunities INTENSIFICATION CORRIDORS						
Table 4						
	Number of Parcels	Total Area (ha)	Parcel Characteristics (m2)			
			Average	Median	Largest	Smallest
<b>Long-Term</b>						
Long-Term Residential	22	17.10	7,772	5,573	39,496	2,029
Long-Term Commercial	55	53.71	9,765	5,052	68,135	2,074
<b>Long-Term Total</b>	<b>77</b>	<b>70.81</b>	<b>9,196</b>	<b>5,053</b>	<b>68,135</b>	<b>2,029</b>
<b>Short-Term</b>						
Residential & Commercial	5	10.60	21,195	16,794	44,591	3,224
<b>Short-Term Total</b>	<b>5</b>	<b>10.60</b>	<b>21,195</b>	<b>16,794</b>	<b>44,591</b>	<b>3,224</b>
<b>All Parcels Total</b>	<b>82</b>	<b>81.40</b>	<b>9,927</b>	<b>5,238</b>	<b>68,135</b>	<b>2,029</b>

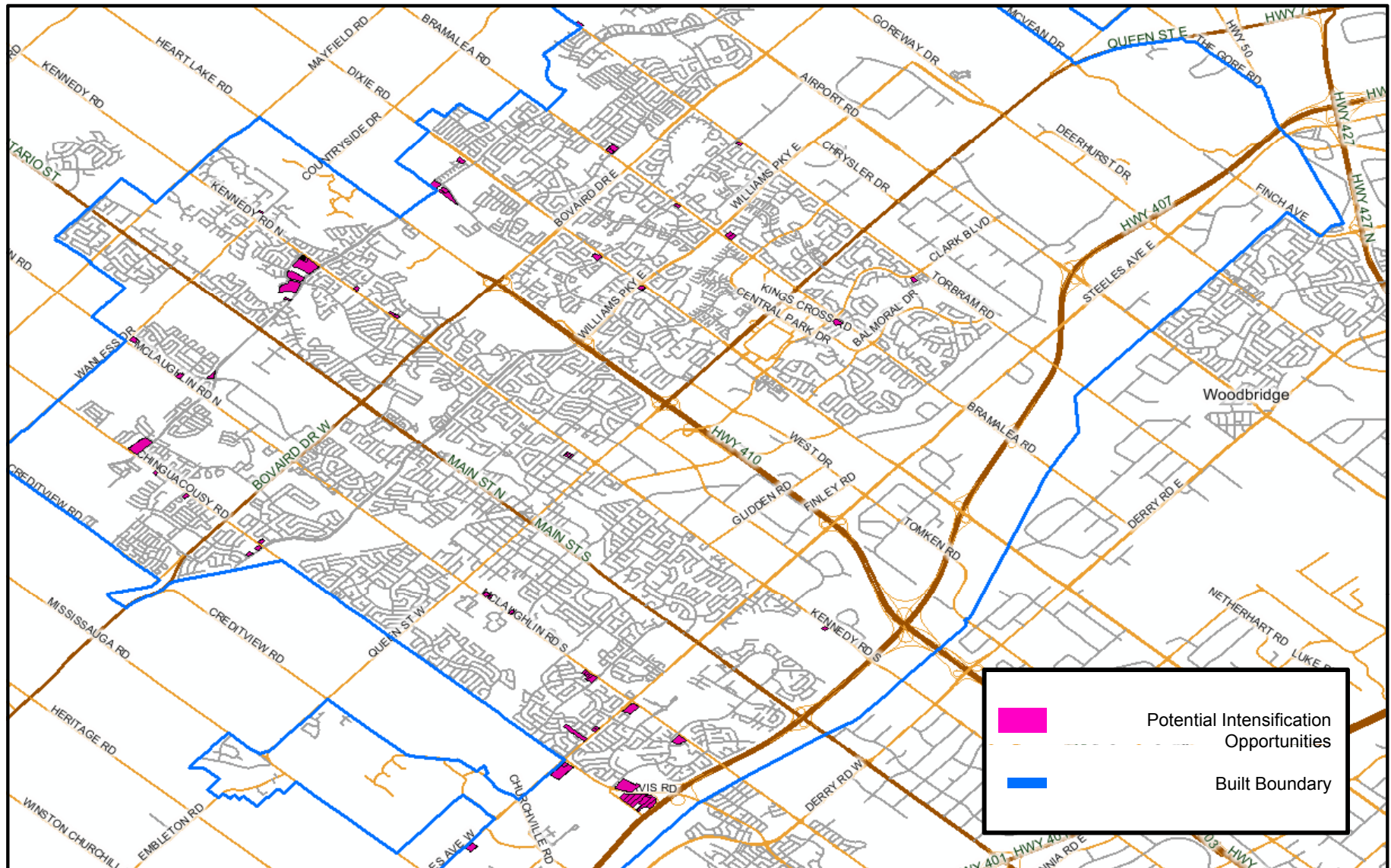
## 5. Other Opportunities for Residential Intensification (Map 7)

During the course of the study, a number of sites were identified which while not located within the major categories of area discussed previously do nevertheless have good short- or long-term intensification potential. These sites are mostly located along primary and secondary transit corridors. The summary details of the sites are shown in Table 5 below.

Parcel Characteristics of Potential Intensification Opportunities OTHER OPPORTUNITIES INTENSIFICATION						
Table 5						
	Number of Parcels	Total Area (ha)	Parcel Characteristics (m2)			
			Average	Median	Largest	Smallest
<b>Long-Term</b>						
Long-Term Residential	31	24.82	8,007	4,604	44,635	2,036
Long-Term Commercial	30	37.27	12,424	6,080	50,440	2,672
<b>Long-Term Total</b>	<b>61</b>	<b>62.09</b>	<b>10,179</b>	<b>5,786</b>	<b>50,440</b>	<b>2,036</b>
<b>Short-Term</b>						
Residential & Commercial	2	1.63	8,163	8,163	11,738	4,587
<b>Short-Term Total</b>	<b>2</b>	<b>1.63</b>	<b>8,163</b>	<b>8,163</b>	<b>11,738</b>	<b>4,587</b>
<b>All Parcels Total</b>	<b>63</b>	<b>63.72</b>	<b>10,115</b>	<b>5,786</b>	<b>50,440</b>	<b>2,036</b>

## Other Opportunities for Intensification

MAP 7



Source: Hemson Consulting Ltd. based upon GIS data provided by the City of Brampton's Planning, Design & Development Department.



## 6. Summary of Intensification Parcels

Table 6 below provides a summary of the intensification parcels that have been identified within Brampton's built boundary. It should be noted that these totals do not include other vacant residential parcels predominantly of low density housing potential within the built-up area.

Parcel Characteristics of Potential Intensification Opportunities CITY OF BRAMPTON						
Table 6						
	Number of Parcels	Total Area (ha)	Parcel Characteristics (m2)			
			Average	Median	Largest	Smallest
<b>Long-Term</b>						
Long-Term Residential	815	161.21	1,978	607	44,635	257
Long-Term Commercial	105	101.80	9,695	5,281	68,135	488
<b>Long-Term Total</b>	<b>920</b>	<b>263.01</b>	<b>2,859</b>	<b>663</b>	<b>68,135</b>	<b>257</b>
<b>Short-Term</b>						
Residential & Commercial	98	129.77	13,242	3,797	327,786	258
<b>Short-Term Total</b>	<b>98</b>	<b>129.77</b>	<b>13,242</b>	<b>3,797</b>	<b>327,786</b>	<b>258</b>
<b>All Parcels Total</b>	<b>1,018</b>	<b>392.78</b>	<b>3,858</b>	<b>696</b>	<b>327,786</b>	<b>257</b>

## C. IDENTIFIED INTENSIFICATION OPPORTUNITIES COULD POTENTIALLY YIELD ABOUT 34,000 UNITS

Estimates were made of the potential unit yield that each of the identified parcels could produce. The approach taken to the estimates varied according to the location of the parcels, the category of area in which they are located and their current secondary plan designation.

### 1. Urban Growth Centre

For parcels designated for residential use, densities were generally based on the Secondary Plan. All parcels designated for medium density were assigned 50 units per hectare. Yields for mixed-use parcels were estimated using the maximum permitted residential density for residential use. Density numbers were converted to units per hectare using 100 m<sup>2</sup> per unit. For parcels designated for commercial use densities were assigned based on the densities applicable to residentially-designated parcels in the vicinity with comparable characteristics. Table 7 below sets out the estimate unit yields.

<b>Estimate of Unit Potential in Intensification Parcels</b> <b>URBAN GROWTH CENTRE</b>						
<b>Table 7</b>						
Type of Parcel	Medium Density		High Density		Total	
	Area (ha)	Units	Area (ha)	Units	Area (ha)	Units
<b>Long-Term</b>						
Residential	15.4	500	30.9	5,006	46.3	5,506
Commercial	0.0	0	1.0	102	1.0	102
<b>Long-Term Total</b>	<b>15.4</b>	<b>500</b>	<b>31.9</b>	<b>5,108</b>	<b>47.3</b>	<b>5,608</b>
<b>Short-Term</b>						
Residential & Commercial	0.7	31	20.1	3,662	20.8	3,693
<b>Short-Term Total</b>	<b>0.7</b>	<b>31</b>	<b>20.1</b>	<b>3,662</b>	<b>20.8</b>	<b>3,693</b>
<b>Total</b>	<b>16.1</b>	<b>531</b>	<b>52.0</b>	<b>8,770</b>	<b>68.1</b>	<b>9,301</b>

## 2. The Central Area

For parcels with medium, high and mixed-use designations, their applicable Secondary Plan densities were applied with 50 units per ha being the minimum. The few parcels designated low-density residential also had the 50 uph rate applied. Densities for commercial parcels were based on Secondary Plan densities of residential parcels with comparable locations.

The Bramalea City Centre is an exceptional parcel which could in the long term be intensified. While intensification would most likely be in a highrise form, it would probably be restricted to portions of the site. Therefore, it is assumed that over the property as whole intensification would not exceed 50 uph, equivalent to medium density.

Table 8 below shows the estimated intensification potential for the Central Area, excluding the UGC.

<b>Estimate of Unit Potential in Intensification Parcels</b> <b>CENTRAL AREA</b>						
Table 8						
Type of Parcel	Medium Density		High Density		Total	
	Area (ha)	Units	Area (ha)	Units	Area (ha)	Units
<b>Long-Term</b>						
Residential	18.9	723	25.0	4,416	43.9	5,139
Commercial	0.6	26	2.8	625	3.4	651
<b>Long-Term Total</b>	<b>19.5</b>	<b>749</b>	<b>27.8</b>	<b>5,041</b>	<b>47.3</b>	<b>5,790</b>
<b>Short-Term</b>						
Residential & Commercial	33.6	1,679	21.8	2,716	55.4	4,395
<b>Short-Term Total</b>	<b>33.6</b>	<b>1,679</b>	<b>21.8</b>	<b>2,716</b>	<b>55.4</b>	<b>4,395</b>
<b>Total</b>	<b>53.2</b>	<b>2,428</b>	<b>49.5</b>	<b>7,757</b>	<b>102.7</b>	<b>10,185</b>

### 3. Transit Supportive Nodes

The same general approach used for the UGC and the Central Area was followed for estimating the unit potential in the Transit Supportive Nodes. For residentially designated parcels, the Secondary Plan densities were applied with a minimum of 50 uph for medium-density parcels. For commercial parcels, densities from comparable residential sites were applied. A few parcels designated agricultural within nodes were assigned medium density.

Table 9 below shows the estimated unit yield.

<b>Estimate of Unit Potential in Intensification Parcels</b> <b>TRANSIT SUPPORTIVE NODES</b>						
Table 9						
Type of Parcel	Medium Density		High Density		Total	
	Area (ha)	Units	Area (ha)	Units	Area (ha)	Units
<b>Long-Term</b>						
Residential	11.7	591	17.4	2,343	29.1	2,934
Commercial	1.4	68	5.0	527	6.4	595
<b>Long-Term Total</b>	<b>13.1</b>	<b>659</b>	<b>22.4</b>	<b>2,870</b>	<b>35.5</b>	<b>3,529</b>
<b>Short-Term</b>						
Residential & Commercial	33.9	1,693	7.5	1,051	41.4	2,744
<b>Short-Term Total</b>	<b>33.9</b>	<b>1,693</b>	<b>7.5</b>	<b>1,051</b>	<b>41.4</b>	<b>2,744</b>
<b>Total</b>	<b>47.0</b>	<b>2,352</b>	<b>29.9</b>	<b>3,921</b>	<b>76.9</b>	<b>6,273</b>



#### 4. Intensification Corridors

Parcels in Intensification Corridors were predominantly assigned 50 units per hectare, the maximum density applicable to medium-density development. Exceptions to this were parcels which have existing high-density Secondary Plan designations. High-density commercially designated parcels were all assigned medium densities, in part because the parcels tend to be near existing low-density residential neighbourhoods but also because intensification of such sites might well not involve complete redevelopment but instead the construction of new units on underutilized areas of the parcels. Table 10 shows the estimated unit potential for the Intensification Corridors.

<b>Estimate of Unit Potential in Intensification Parcels</b> <b>INTENSIFICATION CORRIDORS WITHIN BUILT BOUNDARY</b>						
<b>Table 10</b>						
Type of Parcel	Medium Density		High Density		Total	
	Area (ha)	Units	Area (ha)	Units	Area (ha)	Units
<b>Long-Term</b>						
Residential	13.2	647	3.9	548	17.1	1,195
Commercial	53.7	2,611	0.0	0	53.7	2,611
<b>Long-Term Total</b>	<b>66.9</b>	<b>3,258</b>	<b>3.9</b>	<b>548</b>	<b>70.8</b>	<b>3,806</b>
<b>Short-Term</b>						
Residential & Commercial	8.9	444	1.7	206	10.6	650
<b>Short-Term Total</b>	<b>8.9</b>	<b>444</b>	<b>1.7</b>	<b>206</b>	<b>10.6</b>	<b>650</b>
<b>Total</b>	<b>75.9</b>	<b>3,702</b>	<b>5.6</b>	<b>754</b>	<b>81.4</b>	<b>4,456</b>

#### 5. Other Opportunities For Intensification

Other opportunities for intensification were also identified through the course of this analysis. Most of these sites are along primary or secondary transit corridors. As part of the overall study, the City has asked for policy directions regarding the level of intensification that would be appropriate for specific parcels in these areas. These policy directions are provided later in the report. The unit potential of these opportunities using the density assumptions noted above are shown in Table 11.

<b>Estimate of Unit Potential in Intensification Parcels</b> <b>OTHER OPPORTUNITIES FOR INTENSIFICATION</b>						
Table 11						
Type of Parcel	Medium Density		High Density		Total	
	Area (ha)	Units	Area (ha)	Units	Area (ha)	Units
<b>Long-Term</b>						
Residential	19.6	986	5.3	716	24.8	1,702
Commercial	37.3	1,818	0.0	0	37.3	1,818
<b>Long-Term Total</b>	<b>56.8</b>	<b>2,804</b>	<b>5.3</b>	<b>716</b>	<b>62.1</b>	<b>3,520</b>
<b>Short-Term</b>						
Residential & Commercial	0.5	23	1.2	144	1.6	167
<b>Short-Term Total</b>	<b>0.5</b>	<b>23</b>	<b>1.2</b>	<b>144</b>	<b>1.6</b>	<b>167</b>
<b>Total</b>	<b>57.3</b>	<b>2,827</b>	<b>6.4</b>	<b>860</b>	<b>63.7</b>	<b>3,687</b>

## 6. Summary of Intensification Potential

Brampton has a large and diverse number of parcels within the built boundary with potential to intensify. Table 12 summarizes this overall potential.

While some of these opportunities will develop in the short to medium term, the bulk of them will be realized over the long term. This will occur either when existing uses deteriorate to the point that they are no longer worth maintaining or because general increases in the value of residential land will make intensification of existing developments financially viable. Some of the potential sites may require changes to their planning status to stimulate the intensification process. While market forces will ultimately determine when and where intensification will occur, the City does have the opportunity and the tools to assist intensification to move towards the achievement of the objectives and targets set out by the Province in *Places to Grow*. The following section provides the conclusions drawn from the analysis and suggests policy directions for the City to consider both as input to the Intensification Strategy and as part of the Growth Plan conformity exercise.

<b>Estimate of Unit Potential in Intensification Parcels</b> <b>CITY OF BRAMPTON</b>						
Table 12						
Type of Parcel	Medium Density		High Density		Total	
	Area (ha)	Units	Area (ha)	Units	Area (ha)	Units
<b>Long-Term</b>						
Residential	78.8	3,447	82.4	13,029	161.2	16,476
Commercial	93.0	4,523	8.8	1,254	101.8	5,777
<b>Long-Term Total</b>	<b>171.8</b>	<b>7,970</b>	<b>91.2</b>	<b>14,283</b>	<b>263.0</b>	<b>22,253</b>
<b>Short-Term</b>						
Residential & Commercial	77.6	3,870	52.2	7,779	129.8	11,649
<b>Short-Term Total</b>	<b>77.6</b>	<b>3,870</b>	<b>52.2</b>	<b>7,779</b>	<b>129.8</b>	<b>11,649</b>
<b>Total</b>	<b>249.4</b>	<b>11,840</b>	<b>143.4</b>	<b>22,062</b>	<b>392.8</b>	<b>33,902</b>

#### D. UNIT POTENTIAL OF OTHER VACANT RESIDENTIAL LAND

The intensification opportunities described above are all sites for medium to high density development. However, since the Province defines intensification to include low density residential development, the undeveloped potential of sites for this form of development within the built-up area needs to be accounted for. To do so, the unit potential estimated from the City's vacant parcel data for parcels predominantly planned for single family housing units was determined. These parcels also include some potential (32%) for medium to high density development. The total unit potential from these vacant residential sites is 6,600 units approximately. Table 13 shows a summary of these units.

<b>Estimates of Unit Potential From Other Vacant Residential Land</b>			
Table 13			
	Low Density	Medium to High Density	Total
<b>Unit Potential by Density</b>	<b>4,500</b>	<b>2,100</b>	<b>6,600</b>

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The following final section of the report provides the conclusions that can be drawn from the analysis in relation to the conformity requirements of the *Growth Plan*. Secondly, it provides suggested policy directions to enable Brampton's Official Plan to be brought into conformity with the Growth Plan and to facilitate intensification. In particular, it addresses how the provisions of the Interim Growth Management Policies should be addressed.

## IV CONCLUSIONS AND SUGGESTED POLICY DIRECTIONS

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As a key component of the *Growth Plan* conformity exercise, this study has examined Brampton's residential intensification potential and found that there is a large and diverse number of parcels with potential to intensify. This potential is largely accommodated by the existing planning policy framework. The estimated long-term potential of the parcels based on the current Official Plan and the Secondary Plans would yield a high number of residential units. While it appears promising for Brampton to meet the Provincial intensification targets, challenges will arise in addressing market potential, ensuring flexibility in policy, and ensuring that intensification does not conflict with other policy directions.

This final section provides conclusions and suggested policy directions. The conclusions summarize the planning and data analysis that has been undertaken during this study and lays out the challenges that Brampton may encounter in meeting the Provincial targets. The suggested policy directions provide a number of strategies to address these challenges from a planning policy perspective. Other conformity issues are also discussed in terms of reflecting the *Growth Plan* geography and terminology in the Official Plan.

### A. BRAMPTON IS LIKELY TO ACHIEVE DENSITY TARGETS IN BUILT-UP AREA AND UGC

As shown in the previous section, the intensification parcels identified in Brampton's UGC could potentially yield about 9,300 units based on the current Secondary Plan designations. Those in the built-up areas outside the UGC could yield a further 24,600 units. Finally, other vacant residential sites located within Brampton's built-up area are projected to account for an additional 6,600 units. Accordingly, based on the Provincial definition of intensification, the intensification potential for Brampton's built-up area is about 40,500 units.

Two density targets in the *Growth Plan* are to be measured on a regional basis. The two targets are:

- A minimum 40 per cent of annual residential development occurring within the built-up area after 2015; and
- A minimum density of 50 people and jobs combined per hectare in designated greenfield areas by 2031.

The third density target in the *Growth Plan* of achieving a combined 200 people and jobs per hectare for the Urban Growth Centre is a local-level target for Brampton alone.

The findings of this analysis indicate that Brampton is likely to meet the density target of a combined 200 people and jobs per hectare in the UGC. The findings also indicate that Brampton will be able to contribute a large number of intensification units in its built-up area, thereby helping the Region of Peel to achieve the region level intensification target of a minimum 40 per cent annual residential development occurring within the built-up area after 2015.

The following two sections discuss Brampton's role in the Region and its ability to meet the density target in the UGC. As mentioned earlier, Brampton's ability to meet the density target in the designated greenfield area will be addressed in a separate report *Assessment of Planned and Potential Growth in Greenfield Areas*. This report focusses on the density targets in the built-up area.

### **1. The Region Of Peel Is Likely to Meet the 40% Intensification Target**

The *Growth Plan* establishes density targets which are to be met at the regional level. The Region of Peel targets are required to be measured in relation to the combined development activity that occurs in Mississauga, Brampton and Caledon. The Province has delineated built boundaries and the size and location of Urban Growth Centres for Mississauga and Brampton.

Almost all of Mississauga is within the defined built-up area (except for a small piece in the mid-southwest part of the city). Thus, its future growth will predominantly be in the form of intensification within the built-up area. Caledon is largely within the Greenbelt (except for Bolton and a few small rural hamlets). While Bolton's greenfields account for a good proportion of its future growth locally, in the context of Peel Region, it is relatively small. In contrast, Brampton has a significant amount of land outside its built boundary, about 9,000 hectares — much larger than that of Mississauga and Caledon combined — and thus accounts for almost all designated greenfield areas in Peel.

Since Mississauga is almost entirely built-up, almost all growth in the city will occur in its built-up area. Considering the relative large size of Mississauga and with the bulk of its growth occurring in the built-up area, the target of a minimum of 40% of all annual residential development occurring within the built boundary is likely to be achievable at the regional level by 2015 and beyond.

The analysis in the previous section identified an intensification potential of approximately 40,500 units in Brampton's built-up area. Preliminary Population and Employment Forecast indicates that for the Region to reach the required 40% intensification target, Brampton's contribution would likely need to be in the order of about 16,000 units for the period between 2016 and 2031. This represents about 40% of the 40,500 total unit potential identified in this study which is a level of development that could reasonably be accommodated within the required time frame.

## **2. Brampton's Urban Growth Centre Is Capable of Meeting the Density Target of 200 PPJ Per Hectare**

In comparison to Brampton's potential to contribute sufficient units to help Peel Region achieve the built-up area intensification target, Brampton will face a somewhat greater challenge in meeting the density target of 200 persons plus jobs (ppj) per hectare in the UGC. However, with appropriate planning policy approaches and good market demand, this target is achievable.

Brampton's UGC encompasses an area of approximately 219 hectares. According to the 2001 census, it contained an even balance between people and jobs, about a 1:1 ratio<sup>1</sup>. By the end of 2007, it had grown to accommodate about 6,200 residents and 14,100 jobs. The density in the UGC, measured in terms of combined people and jobs, reaches about 94 ppj per hectare. It is one of the highest-density areas in Brampton. To reach the target of 200 ppj per hectare by 2031, Brampton's UGC needs to grow into a city centre with 44,000 people and jobs combined.

Two ideal options of balancing the number of people and jobs have been proposed by the Province: 40/60 split or 60/40 split (people/jobs). Given the relatively lower density of employment, 60/40 distribution among people and jobs is considered more likely achievable for Brampton's UGC. Table 14 shows the population and employment growth required for the UGC to meet the density target of 200 ppj per hectare under this assumption.

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<sup>1</sup>Proposed Size and Location of Urban Growth Centres in the Greater Golden Horseshoe Technical Paper, Ministry of Public Infrastructure Renewal, Spring 2008.

<b>Required Growth For Brampton Urban Growth Centre</b>			
			<b>Table 14</b>
Year	Population	Employment	Total
2007	6,200	14,100	<b>20,300</b>
2008-2031	20,100	3,400	<b>23,500</b>
<b>Total</b>	<b>26,300</b>	<b>17,500</b>	<b>43,800</b>

Source: City of Brampton

As shown in Table 14, the population growth required is about 20,100 from 2008 to 2031; employment growth is about 3,400 over the same period. In keeping with the City's intention of achieving the 200 ppj per ha density target, Brampton's future housing growth is expected to take the form of medium to high density in the UGC. This housing form usually accommodates about two persons per unit (ppu) on average. Using this ppu, Brampton's population growth in the UGC translates into about 10,000 units in housing growth. Comparing this number to the UGC's intensification potential of 9,300 units, there is a shortfall of 700 units.

Considering that the intensification potential in the UGC is estimated based on the Secondary Plans, in which the maximum density is set for a large area, the built density on a site-by-site basis can exceed the maximum density permitted as long as the overall density in the large area does not exceed the density ceiling. The intensification opportunities in the UGC, as prime locations for development, are likely in some sites to be developed at a much higher density than what is used for estimation purposes. Also given the location of the UGC, the real estate market will likely encourage developers to attempt to build at a higher density than permitted in the Secondary Plans. The planning approval process is sufficiently flexible to allow higher densities to be achieved on intensification sites as long as policy objectives for urban design, public space and community services, etc. are met.

For these reasons noted above, some intensification sites in the UGC are likely to be built with a higher density. Thus, the shortfall of 700 units could easily be overcome.

Nevertheless, the shortfall does provide merit for increasing the permitted maximum densities in some areas in order to provide a base unit potential in keeping with the 200 ppj per ha that the City must plan to achieve for the UGC. Choosing appropriate locations for any density increases and avoiding conflict with other policy directions such as heritage conservation are however very important.



## B. SUGGESTED POLICY DIRECTIONS

This intensification study is part of the *Growth Plan* conformity analysis. It aims to identify the intensification potential in Brampton in order to determine Brampton's ability to meet or assist in meeting the various density targets. The intensification potential identified indicates that Brampton could likely achieve the required contribution of units to help the overall density targets in Peel's built-up areas. A manageable challenge does exist with respect to the UGC. As part of this broad exercise, the Official Plan and other related documents have been reviewed to determine whether the residential policies support intensification in terms of the requirements of the *Growth Plan*. Although it is concluded that the City's current residential policies support intensification in general, some of the policies may warrant revision in order to facilitate and encourage, where appropriate, higher-density development in the UGC and the Central Area, and to allow mixed-use development in existing "commercial-only" designations outside the UGC.

The Interim Growth Management Policies have provided a structure in terms of density and built form to residential development outside the Central Area during the *Growth Plan* conformity exercise. It is now recommended that the majority of the policies be carried forward into the City's Growth Plan conformity Official Plan Amendment. An exception is the policies regarding Transit Supportive Nodes, where a somewhat higher density and building height are suggested.

As discussed in the conclusions above, to help meet the *Growth Plan* requirements for the Region of Peel, Brampton should focus on achieving a density of 200 ppj per hectare in the UGC. Therefore, Brampton's residential intensification strategy should revolve around the following:

- Establishing Official Plan and Secondary Plan policies that will assist the UGC to meet the required density targets. This may warrant setting minimum residential densities and increasing maximum densities for some parts of the UGC;
- For built-up areas outside UGC, the Central Areas, the Transit Supportive Nodes and the Intensification Corridors will be the focus for accommodating intensification over the long term. Minimum densities should not be required; however, the City may wish to allow mixed-use development in previously designated "commercial-only" areas, encourage intensification at medium density levels, and provide additional density-supportive policies in the Official Plan.

- Brampton's policies appropriately encourage higher-density residential development around major transit stations and along key arterial roads where BRT service is planned. This policy approach should be extended to designated greenfield areas as planning proceeds. The Transit node around the Mount Pleasant GO Station which is partly outside the built boundary already follows the pattern. Furthermore as the Mount Pleasant GO Station area has been identified as a Gateway Hub, the City is planning to introduce a mix of higher density uses through the Mount Pleasant Village Mobility Hub Block Plan.

### **1. UGC Could Accommodate *Growth Plan* Target**

The *Growth Plan* requires that Brampton's Urban Growth Centre be planned to achieve a gross density target of 200 residents and jobs combined per hectare by 2031 (2.2.4.5b). As discussed in previous sections, based on the assessment of intensification opportunities the unit potential falls somewhat short of the number needed to achieve the target. While site-specific amendments could provide additional units, some opportunities will remain unutilized. For this reason, consideration may be warranted for higher densities and setting density floors in appropriate locations.

The two Secondary Plans that apply to the UGC are Downtown Brampton Secondary Plan and Queen Street Corridor Secondary Plan. Together they constitute the Secondary Plans for the Central Area. Both plans promote the Central Area as a vibrant downtown with historic character and a regional commercial and employment centre given its proximity to Highway 410, the Queen Street Corridor, and Main Street Corridor.

In both plans, maximum residential densities are set for large areas. On an area basis, the built density can exceed the maximum density as long as the overall density for the large area is under the density ceiling. As isolated parcels, some of the intensification opportunities in the UGC may be permitted for higher densities than were used for estimation purposes.

The attractiveness of the central location of the UGC is an incentive to developers to build at densities that may be higher than currently permitted especially during periods of strong demand. Through the development review process, higher densities may be achieved.

Although given the number of opportunities the targets appear relatively attainable, in reality, for the UGC to be built at a density of 200 ppj per hectare, fluctuations in the market may result in sites being developed at relatively lower densities. To avoid areas in the UGC from potentially under-achieving density, a minimum density is suggested. Medium density of 50 units per net hectare on a individual site basis should be an appropriate minimum density barring contextual constraints.

Also to better utilize the locational advantage of the Queen Street Corridor section of the UGC, which it crosses two other important corridors: Main St. and Highway 410, consideration should be given to encouraging higher-density development along part of the corridor. As many cultural heritage sites are concentrated west of Beech Street and Truman Street, densities permitted along this segment of the Queen Street Corridor should remain at the level in the current Secondary Plan. However, it is suggested that the permitted residential density in mixed-use areas along the Queen Street Corridor east of Beech and Truman be increased from 2.0 FSI to 2.5 FSI.

If this density increase were to be adopted, intensification potential in the UGC would increase by 1,300 units. This would enhance Brampton's ability to achieve the density target of 200 ppj per hectare in the UGC.

The policy suggestions of setting a minimum density and of increasing the residential densities along a portion of the Queen Street Corridor could also be extended to the remainder of the Central Area. This is considered an appropriate step since it is the City's intention to promote the complete Central Area as a vibrant urban downtown and a regional centre of commercial services and employment.

Despite these suggested general policy approaches, conditions regarding individual sites will vary. Densities and building heights should therefore still be evaluated on a site by site basis. This can be achieved through the Zoning By-law and site plan review.

## **2. Nodes and Corridors Should Be the Focus For Intensification Outside the Central Area**

Within the built-up area outside the Central Area, the focus of intensification is placed on Transit Supportive Nodes and Intensification Corridors.

This study has identified a substantial number of intensification opportunities in these various areas. In total, the opportunities represent some 158 hectares of land with 11,000 potential units.

The focus on intensification opportunities around the Nodes and Corridors reflects the principle of locating higher-density development close to existing and planned transit routes.

Brampton's plans for Bus Rapid Transit (BRT) services along many of the Intensification Corridors, connecting Brampton with other regional transit system in the rest of the Greater Toronto Area. In addition, there are Support Corridors with good public transit services which connect to the BRT routes.

Given their superior transit services, Brampton's Transit Supportive Nodes and Intensification Corridors are appropriately the primary focus of intensification in the built-up area outside the Central Area. At the same time, some intensification could be anticipated to occur along other corridors with good transit service. Many of the "Other Intensification Opportunities" identified in the previous section are located along such corridors. "Other Intensification Opportunities" along such corridors and elsewhere within the built boundary should be subject to more careful site-by-site evaluation. It is therefore suggested that development proposals on such intensification sites should be evaluated using the following criteria that were established in the Interim Growth Management Policies:

- Compatibility, including lot size, configuration, frontage, height, massing, architecture, streetscapes, heritage features, setbacks, privacy, shadowing, the pedestrian environment and parking.
- That the proposal meets the required limits of development as established by the City and Conservation Authority and that appropriate buffers and mitigating measures are applied if necessary, in order to ensure the preservation, protection and restoration of the natural heritage system.
- That the proposal maintains transition in built form through appropriate height, massing, character, architectural design, siting, setbacks, parking and open and amenity space.
- That there are no potential reductions in levels of service for hard and soft infrastructure including community services, human services, emergency services, transportation systems and engineering services.
- That the site is in close proximity to existing or planned transit and maintains or improve pedestrian, bicycle and vehicular access.
- That the development minimizes surface parking.
- That the site is in close proximity to neighbourhood retail facilities and services.
- Through a storm water management plan acceptable to the City and Conservation Authority, identify the required storm drainage system, potential impacts on downstream watercourses, and recommend sustainable technologies and the concepts of low impact development where possible and measures to mitigate the impacts of development. (Interim Growth Management Policies, 4.14.1.1, Page 3)

### **3. Intensification in the Hurontario/Main Street Corridor Should Be Subject to Ongoing Study Results**

As mentioned previously, Brampton is currently participating in a transit study referred to as the Hurontario/Main Street Study on a collaborative basis with the City of Mississauga. The study involves a comprehensive Feasibility/Master Plan for developing

higher order transit (e.g. light rail transit and bus rapid transit) along Hurontario Street from Port Credit in Mississauga to Brampton’s downtown at Main Street and Queen Street. The study will look at the land use and urban design elements of the Master Plan, and based on public consultations, propose appropriate built forms that support a walkable and sustainable environment. The study will establish the framework for the future enhancement of the Hurontario/Main Street corridor. At the end of the study, Brampton will incorporate the findings of this study into its Official Plan. The built form of future development along this corridor will be largely determined by this framework and policies should then amended to reflect the outcome.

#### **4. Consider Permitting Mixed-use on Commercial-Only Designated Parcels**

Building complete communities with a pedestrian-oriented environment and proximity to transit should be the goal for intensification in Brampton’s built-up area outside the Central Area. The substantial number of potential units in areas around Nodes and Corridors reflects that the City’s current Official Plan and Secondary Plans already support intensification. However, it is suggested that a minor revision warrants consideration regarding designated commercial sites. Potential intensification parcels comprising about 102 hectares in total are designated as “commercial-only” sites in the Secondary Plans. For the purpose of this study, a residential density has been estimated for each parcel based on their location. Since these commercial parcels could yield a substantial number of units — about 5,800 — it is suggested that the Secondary Plan policies regarding these parcels be revisited to allow mixed-use projects, or to permit this type of conversion in the future. Such a change would help build complete communities in the built-up area of Brampton outside the Central Area.

#### **5. Interim Growth Management Policies Should Be Largely Retained**

As discussed previously, the Interim Growth Management Policies gave density and building height guidance to residential development outside the Central Area during the Growth Plan conformity study process. Based on a detailed review of the policies and on the findings of this study, it is concluded that the criteria for proposed development are appropriate. They give emphasis to intensification along Transit Supportive Nodes and Intensification Corridors and protect other sites outside the Central Area, Nodes and Corridors from being over-developed.

The Interim Growth Management Policies set a general framework for the built form in the city, creates a density and building height gradient from the Central Area to the Nodes and Corridors, and then to the rest of the City. This framework reinforces the central role of the UGC and the Central Area, recognizes the transportation advantage of Nodes and Corridors, and restricts areas with less adequate infrastructure facilities from being overly burdened by high density development.

It is recommended that these policies should largely be carried forward into the City's Growth Plan conformity Official Plan Amendment except for some changes regarding the Nodes outside the Central Area.

Given that Transit Supportive Nodes are often formed by the intersections of arterial roads or at the higher order transit stations, the superior transit advantage of Nodes should allow areas around Nodes to accommodate higher densities than Intensification Corridors. Generally Nodes, as the intersection of transit and local commercial activity, warrant a higher built form than the Intensification Corridors, creating a destination feel to enhance the place-making of local communities.

Only Transit Nodes outside employment areas are suggested as being appropriate for increases in residential density and building height. These Nodes are the Mount Pleasant GO Station, Shoppers World Terminal at Hurontario Street & Steeles Avenue West, Trinity Common Terminal at Highway 410 & Bovaird Drive East, Hurontario Street & Ray Lawson Boulevard, and the Gore Road & Queen Street East. Given that the Gore Road & Queen Street East intersection is mostly surrounded by employment land and the natural heritage system, this node is not suggested as a good location for residential density increases.

It is suggested that maximum densities and building height should be increased to 250 units per hectare and 12 stories for the following Nodes:

- Mount Pleasant GO Station
- Shoppers World Terminal
- Trinity Common Terminal
- Hurontario Street & Ray Lawson Boulevard

## **6. Official Plan Needs to Reflect *Growth Plan* Geographies**

It is evident based on a detailed review that Brampton's Official Plan conforms to the planning principles and concepts set out in the *Growth Plan*. However, some revisions will need to be made to reflect the terminology in the *Growth Plan*. The required revisions to the Official Plan are minor in nature and certainly would not change the overall vision of the Plan. In accordance with the policies set out in 2.2.3.6 of the *Growth Plan*, Brampton's Official Plan will need to be amended to reflect the geographical areas delineated in the *Growth Plan*.

### **a) Identify the UGC and the Built Boundary**

Brampton's Official Plan needs to identify in map and text and make specific reference to both the UGC and the built boundary.

## **b) Maintain the Central Area**

The establishment of the UGC through the *Growth Plan* has added an additional element to Brampton's existing Central Area which has a specific role within the Official Plan.

The Central Area is similar in concept to the UGC although it has three distinctive precincts rather than the two that the UGC contains:

The Downtown Core represents the heart of the City containing rich built and cultural heritage and characters that will be preserved and enhanced to reinforce its place-making role, as the place with its civic, institutional, cultural and entertainment facilities supported by residential, commercial and employment functions.

The Queen Street Corridor between Kennedy Road and Highway 410 has the potential to transform into a mixed-use, transit-oriented pedestrian-friendly environment.

The Bramalea City Centre Precinct is considered to be from Highway 410 to Bramalea Road and will evolve into a vibrant and modern mixed-use Urban Centre, building on its existing function as a regional retail centre, with inter and intra-regional transit infrastructure already in place. (Official Plan, 3-7)

It is suggested that the City maintain the Central Area as its overall downtown planning area and treat the UGC primarily as an entity for statistical reporting purposes. Policies in the current Official Plan for the Central Area would be continued, but reference to the UGC would be made in the Official Plan.

The key advantage of this strategy is that it requires limited changes to the Official Plan and the associated secondary plans. It does not impede the ability of Brampton to achieve the intensification targets for the UGC since existing policies for the Central Area are designed to achieve essentially the same result.

## **c) Maintain Role of Intensification Corridors**

Based on the results of the opportunities identification work, it is recommended that all the existing designated Intensification Corridors be retained.

For the foreseeable future, since some segments of the Intensification Corridors will have very limited intensification activity (see Map 6), arguably their status could warrant being changed. However, the designation of Intensification Corridors is based on an inherent suitability for intensification that is provided by their characteristics — width, connectivity and in most cases the availability of transit. While at present intensification opportunities may be limited in some segments

because of the recent nature, design and quality of existing development, their environments will change in the long run resulting in some sections of the corridors crossing the redevelopment feasibility threshold. Policies for the Intensification Corridors should continue to encourage intensification, but should also require development proposals to be carefully reviewed based on good planning principles and local conditions. This is especially important in relation to proposals in the vicinity of stable low-density neighbourhoods.

**d) Consider Assigning Intensification Corridor Designation to Mississauga Road**

Given the transportation characteristics discussed above, it is suggested that Mississauga Road north of Williams Parkway also be designated as an Intensification Corridor (See Map 8). Mississauga Road south of Bovaird Drive West is identified in the City's Transit Network Plan as a Bus Rapid Transit Corridor, and the northerly section is a Primary Transit Corridor. Roads within the Brampton built-up area with these characteristics have been designated as Intensification Corridors.

At present, most of Mississauga Road lies within the designated greenfield area and has yet to develop. Notwithstanding this, it is suggested that the Intensification Corridor designation be assigned to this road since the requisite characteristics are already established.

**e) Identify Major Transit Station Areas and Maintain Other Transit Supportive Nodes**

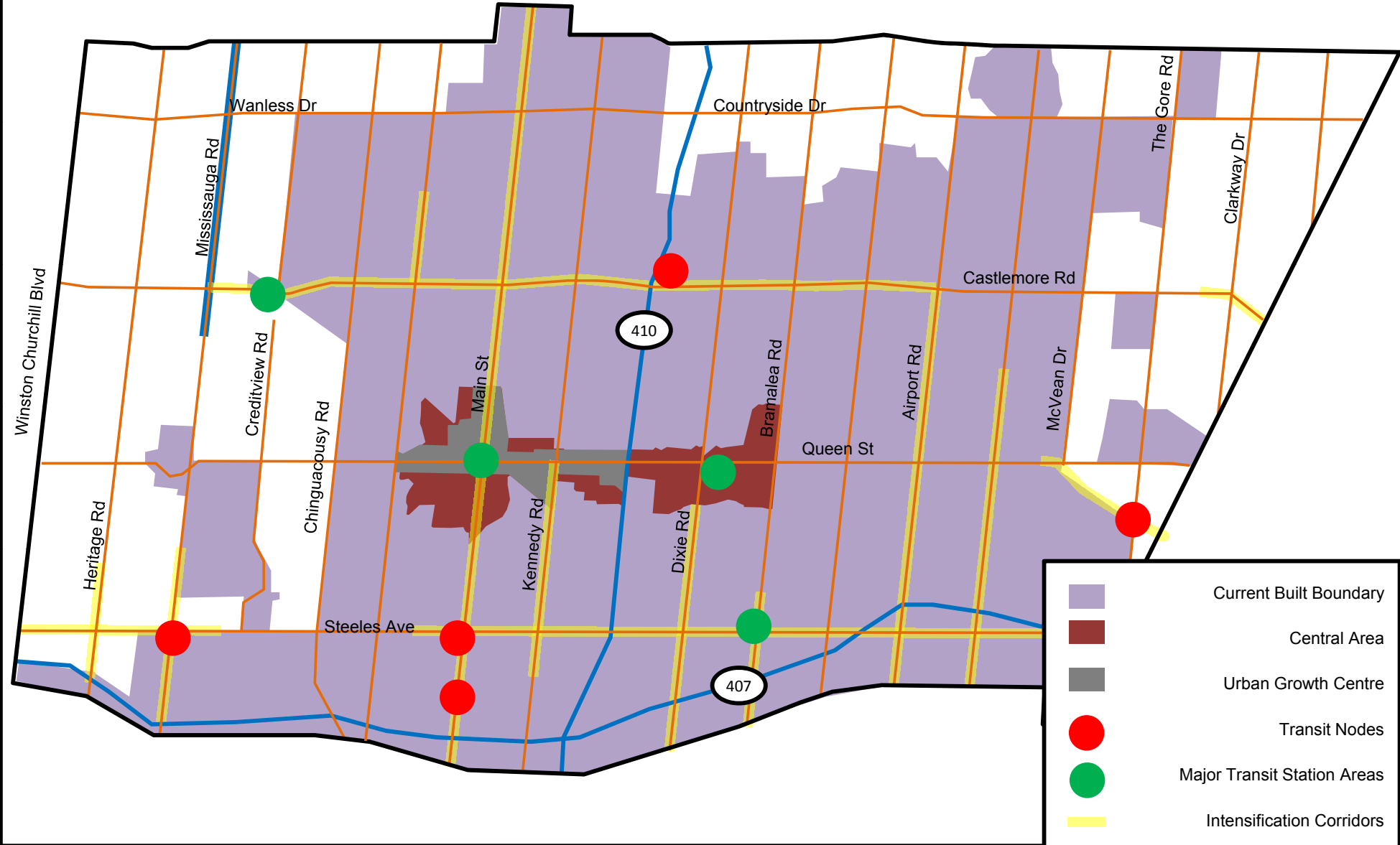
As discussed earlier, Transit Supportive Nodes in the Official Plan do not all conform to the Provincial definition of Major Transit Station Areas. The following four Nodes match the definition:

- Mount Pleasant GO Station (Creditview Road & Bovaird Drive West)
- Downtown Brampton GO Station/ Terminal (Hurontario Street & Queen Street West)
- Bramalea GO Station (Bramalea Road & Steeles Avenue East)
- Bramalea Transit Centre (Dixie & Queen Street East)

For the purpose of conformity, these nodes should be identified in the Official Plan as Major Transit Station Areas (See Map 8). Beyond this title change, no special policies are recommended.

The other five Nodes include two major bus terminals and three arterial road intersections in employment land. It is suggested that no change be made to the status of these Transit Supportive Nodes for the following reasons:





Source: Hemson Consulting Ltd. based upon City of Brampton's Official Plan & Places to Grow, *Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006*, Ministry of Public Infrastructure Renewal.

- Major bus terminals outside the downtown core provide easy access to transit and support higher density development in surrounding areas.
- Arterial roads in employment land support rapid auto-and truck-dependent mode of transportation, which is vital for the operation of many industrial sectors. The intersections of these arterial roads are good locations for higher density employment. Designating these nodes also calls for providing public transit services for workers in the long run.

## 7. Other Issues

There are a number of other specific issues for which suggested policy approaches are provided. They are:

### a) **Other Supporting Policy Documents May Need to Be Brought to Conformity with the Revised Official Plan**

- Secondary plans may need to be amended to conform with the general policies of the Official Plan and to address area- and site-specific opportunities or constraints relating to intensification, infilling and conversion. This need may exist independent of the *Growth Plan* requirements because of the recent revisions to the Official Plan.
- The Zoning By-law will no doubt also need to be amended to reflect changes in the Official Plan policies.

### b) **Secondary Suites Should Be Accommodates in Greenfield Plans Where Appropriate**

The *Growth Plan* “encourage[s] the creation of secondary suites throughout the built-up area” (2.2.3.6.j) recognizing them as a form of intensification to make better use of existing infrastructure and municipal services. The current Official Plan policy does allow secondary suites, however, with strict criteria to minimize the negative impact on surrounding neighbourhoods and ensure that there are adequate local infrastructure and municipal services to support the density increase caused by secondary suites (4.1.5.3.(i) and (ii)).

There already exist a significant number of secondary suites in the City. Many of these secondary suites are conventional two unit houses approved by the City. Others take the form of multi-generation families occupying one single family house. Given the unique ethno-demographic make-up of Brampton, the latter form is becoming increasingly common. Although there are restrictions for creating

secondary suites in the Official Plan, in reality secondary suites have been generated.

Further opportunities to accommodate secondary suites will arise in designated greenfield areas through the new secondary plans. Secondary units can be planned for in these areas where development is near existing or planned transit routes allowing potential land compatibility issues, such as parking and congestion, to be alleviated.

### **c) Intensification of Heritage Properties Requires Sensitive Policy Treatment**

While much attention is paid in this study to achieving the density targets in the *Growth Plan*, the *Plan* also includes an important policy section entitled “Protecting What Is Valuable”, within which a “culture of conservation” is to be fostered:

Cultural heritage conservation, including conservation of cultural heritage and archaeological resources where feasible, as *built-up areas* are intensified (Section 4.2.4.e).

Brampton’s history is reflected in the buildings and landscapes of the city, especially in Downtown Brampton where investment in adaptive reuse of historic buildings has created a unique “old town” character. This will be reinforced as future investments are made.

The *Growth Plan* emphasizes existing provincial policy articulated in the Provincial Policy Statement (PPS) and the *Ontario Heritage Act*. Heritage resources are a focus of the PPS (Section 2.6), which requires “significant” built heritage and cultural landscapes to be conserved. It also requires *adjacent* development to employ mitigative measures and/or alternative development approaches to conserve heritage attributes of a protected heritage property. Further, the *Proposed Size and Location of Urban Growth Centres* (2008) identifies “protecting the downtown’s heritage character” as an important consideration.

Brampton’s *Official Plan* sets out the City’s approach to conservation. Cultural heritage landscapes (not just buildings) are to be considered when proposing new development (4.9). While it is the City’s objective to “Preserve, restore and rehabilitate” heritage this is not without cost: investment mobilized through intensification can achieve goals for conservation and preservation that may not otherwise be possible.

The City is proposing designations of several heritage conservation districts in the UGC, which would provide clear criteria for development in those areas. Almost 1,000 heritage resources have been identified in the Central Area. Heritage

resources outside of the UGC equally deserve special planning attention as the City matures and intensifies over the long term.

The City has also identified portions of Downtown Brampton and the Central Area for possible designation under Part 5 of the *Ontario Heritage Act*. If Council were to approve this designation, it will be implemented gradually in next few years. Most of the individual heritage resource has been identified through the inventory process. Map 9 overlays the distribution of significant heritage with intensification opportunities identified in this study.

While on-site retention of built heritage is optimal, adaptive re-use is also a strong consideration. Intensification can serve as an opportunity to retain heritage resources by the City. Creative approaches are available to staff and Council including urban design (with policies set out in Section 8.2 of the Downtown Brampton Secondary Plan), funding available through the *Heritage Act*, the Community Improvement Plan, Section 37 of the *Planning Act* and other sources. From the property owner's perspective, retention of built heritage may provide the opportunity to develop unique product with superior marketability, and the opportunity to work with City staff and Council in a positive partnership.

Heritage properties by their nature are not excluded from development pressures, therefore over the years some may inevitably be targeted for intensification.

In the assessment of intensification opportunities, heritage properties were excluded from the calculations of potential yield. However, it is suggested that proposals for intensification of heritage properties be considered by the City in terms of securing retention and restoration of heritage resources. Heritage impact assessments are a requirement of the Official Plan for heritage properties and should be set at a high standard, especially where high density development or demolition of any heritage resources are proposed.

#### **d) Other Sites Subject to Intensification Applications**

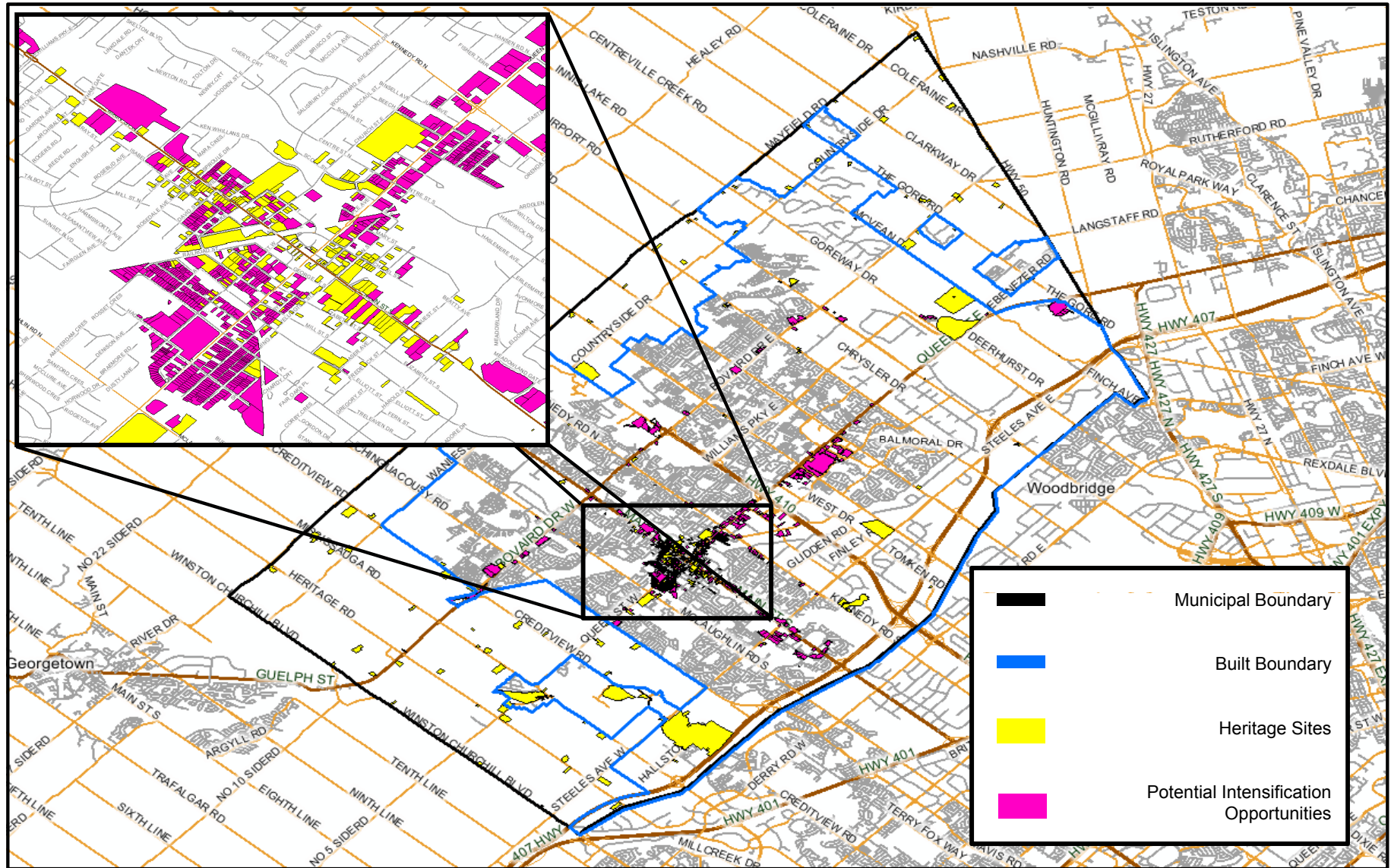
As part of the overall intensification opportunities analysis, specific consideration is required to be given to the densities that would be appropriate for two areas that are currently subject to applications to develop at densities higher than currently contemplated by the secondary plans.

##### **i) Conestoga Drive and Sandalwood Parkway**

This site is currently permitted for 419 units and broadly the application is to increase this number to 1,400 units. Based on the analysis of the *Places to Grow* policies and the study findings regarding intensification opportunities

# Potential Intensification Opportunities with Heritage Properties

MAP 9



Source: Hemson Consulting Ltd. based upon GIS data provided by the City of Brampton's Planning, Design & Development Department.

it is concluded that there are sufficient intensification opportunities in the city to enable the relevant *Plan* targets to be met. Increasing density on this site for the sake of intensification will not justify this proposal. Since there are sufficient and good intensification opportunities elsewhere in the city. Intensification need not take place in this particular location. Accordingly, it is suggested that the development application for this site be evaluated based on existing general and neighbourhood-specific planning policies.

**ii) Mavis Road and Chinguacousy Road, North of Highway 407**

The application in question relates to one of a group of adjacent parcels on which the applicant wishes to develop four townhouse blocks and a highrise apartment building. The apartment buildings could face onto Mavis Road which is an arterial road. The townhouse blocks would be placed at the front of the site which is on Chinguacousy Road. In total, the proposed development would contain 294 units and would have a site density (FSI) of 2.96.

The site is somewhat removed from the surrounding neighbourhood. To the west is a cemetery. Highway 407 lies very closeby to the south. Across Mavis Road is a vacant site.

Overall, the subject site is considered to represent a significant and appropriate opportunity for intensification. While the proposed density at close to 3.0 FSI is considered overly high, a combination of medium- and high-density uses would in principle be suitable. Accordingly, it is suggested that the site be considered for residential uses comprising a combination of the City's current Medium and High Density designations. In addition, normal good planning principles as well as other relevant policies should also be considered in establishing the appropriate form and scale.

# **APPENDIX 1**

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## **REVIEW OF BRAMPTON'S POLICY FRAMEWORK**

## **REVIEW OF BRAMPTON'S POLICY FRAMEWORK**

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At the city level, Brampton's planning policy framework is contained in its Official Plan that was revised in 2006 and in its Zoning By-Laws. The OP gives broad policy directions to the physical development and land-use decisions for all areas in Brampton; Zoning By-Laws implement these policies by specific and detailed regulations which control the use, size, setback, building height, density and location of a development. Brampton's OP has three tiers:

1. The General Plan, which describes general policy directions by stating goals, objectives, and general land use policies;
2. The Secondary Plans, which implement the general policy directions in the General Plan on a area-specific basis and give a more detailed and restrictive direction to the development and land use in a specific area;
3. Community Block Plans, which implement the Secondary Plan policies based on an even smaller geography and incorporate issues around transportation, servicing, urban design, environmental concerns, etc. into planning policies.

Brampton's OP is required to conform to the Region of Peel OP and Provincial policies and legislation, such as the Provincial Policy Statement and the *Growth Plan*. These policies and legislation establish guiding principles for planning for the province as a whole, and for the Official Plans of municipalities including single tier and two-tier governments all of which are required to conform to these principles under the *Planning Act*. In the Region of Peel, the regional Official Plan sets the regional context for the area municipal official plans. It provides regional guidance to growth and development, emphasizing environment protection and resource management, and sets the basis for the provision of Regional services efficiently and effectively. Brampton's Official Plan conforms to these Regional policies.

Through this planning framework, Provincial planning policies are implemented at the regional and city level through the Regional Official Plan and the City's Official Plan, at the district level through Secondary Plans, and finally on a parcel by parcel basis through Zoning By-Laws.

This intensification study, as mentioned before, is being undertaken in order to meet the conformity requirements set out in the Provincial *Growth Plan* policies. During the



period in which this conformity exercise is being carried out, the City has passed Official Plan Amendments OP93 and OP06 which together are referred to as the Interim Growth Management Policies. These policies are temporary and provide guiding principles for high-density residential development applications outside the Central Area and applications for employment land conversions across the City pending completion of the conformity exercise. Once this process is complete, new policies will be included in the Official Plan replacing Interim Growth Management Policies.

The following section of the report reviews the policy framework within which the intensification study is being carried out. The review considers the Provincial Growth Plan, the City's Official Plan, secondary plans, and Interim Growth Management Policies.

#### **A. GGH *GROWTH PLAN* IS ANTICIPATED BY THE NEW OFFICIAL PLAN**

Brampton's 2006 Official Plan reflects best contemporary planning principles addressing issues of a diverse population and the need to continue to foster a strong local economy in an urban structure that encourages sustainability. Brampton has worked with the Province throughout the process that resulted in the Growth Plan. Anticipating the release of the Growth Plan, the OP was written to conform to the provincial policy framework emerging at the time including the promotion of intensification of the existing built-up area.

Brampton has a very diverse housing stock including a higher proportion of medium and high density housing than other GGH communities. Demand continues to be high for semi-detached and small-lot single-family houses that attain residential densities at intensities in keeping with the Growth Plan. Affordability and mix on an aggregate municipal level are not an issue.

Brampton's Official Plan (October 11, 2006) is a very recent document and was prepared with knowledge of the Growth Plan and its policy direction. Brampton Official Plan's stated objectives and policies are fully supportive of the Growth Plan. The overall policy direction conforms to the spirit of the Growth Plan and the detailed policies by land use bear this out.

In a broad sense, many of the Growth Plan goals and principles are already embodied in the City of Brampton's vision — articulated in our Strategic Plan and the recent Council adopted City of Brampton Official Plan. This, not only because these base principles are the foundation for good planning that has been the practice of planners for years, but also because staff have been engaged from the early discussion on the Smart Growth initiative, provided feedback to the Province on early drafts and kept abreast of the Growth Plan directions.<sup>1</sup>

The Official Plan was revised and updated to reflect the emerging policy direction of the Province's *Growth Plan*. The policies of the Official Plan support an urban structure of intensified mixed-use nodes and corridors and a healthy balance of residential and employment uses. Brampton has been proactive in seeking to direct growth to these areas of intensification.

### **1. Official Plan Urban Structure Largely Conforms to *Growth Plan***

The Province's approach to growth in the GGH is to direct growth to existing urban areas and to promote the building of "complete communities".

Brampton's Official Plan was prepared while the draft *Growth Plan* was being discussed. The broad policy direction that the *Growth Plan* is taking is thus reflected in the Official Plan as acknowledged in Section 2.5.2 which states: "The strategic policy direction of the *Growth Plan* has been incorporated throughout this Official Plan."

Overall, Brampton's "Sustainable City Concept" supports the intent of the Growth Plan with an urban structure characterized by: a Central Area, Transit-Supportive Nodes, Employment Precincts, Intensification Corridors, a network of Communities, Unique Communities, Open Space and a Natural Heritage System.

The Official Plan, which has a 25 year planning horizon, recognizes that Brampton has a number of important building blocks in place including mixed use centres and plans for a strong Central Area. It also notes that the City is planned for a "full service economy" within the "global marketplace".

The Official Plan is based on best contemporary planning practices. It includes updated long-term growth forecasts, updated retail policies, an updated office strategy as part of employment lands strategy, updated environmental mapping to support environmental policies in light of best practices, and updated urban design policies.

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<sup>1</sup>Given, J. 2007, March 09, Places to Grow, A *Growth Plan* for the Greater Golden Horseshoe — A Strategic Overview and Workplan for the City of Brampton, Department of Planning, Design & Development, p. 3

Brampton's residential intensification policy is set out in Section 4.1.5 of the Official Plan. It includes policies for residential conversions, infilling and redevelopment "to promote an increase in built densities and to achieve a desirable compact urban form". It also directs intensification to a few general areas in the urban structure:

In line with these planning principles and the Provincial Growth Plan, residential intensification is encouraged at a number of general locations in the City. These include the Transit Supportive Nodes and Intensification Corridors identified in the City Concept, in particular those in the Central Area. (4.1.5)

The following section discusses about these major areas of intensification in terms of their boundaries, conformity to the definitions in the Growth Plan, and current Official Plan policies for these areas.

## **2. Major Areas of Intensification Part of Urban Structure**

The *Growth Plan* directs growth to existing urban areas, encouraging the "intensification of the built-up area, with a focus on urban growth centres, intensification corridors, major transit station areas, brownfield sites and greyfields"(2.1).

### **a) Urban Growth Centres**

The *Growth Plan* identified Brampton downtown area as one of the GGH Urban Growth Centres (UGCs), which are intended to be regional focal points. The City is required under Section 2.2.4.3 to delineate the boundaries of the Urban Growth Centre in the Official Plan. The *Growth Plan* states:

Urban growth centres will be planned:

- a) as focal areas for investment in institutional and region-wide public services, as well as commercial, recreational, cultural and entertainment uses
  - b) to accommodate and support major transit structure
  - c) to serve as high density major employment centres that will attract provincially, nationally or internationally significant employment uses
  - d) to accommodate a significant share of population and employment growth
- (2.2.4.4)

Brampton's UGC is planned to achieve, by 2031, a minimum gross density target of 200 residents and jobs combined per hectare, according to Section 2.2.4.5.

The boundary of the Brampton UGC has been defined in consultation between City and Provincial staff. The UGC is not a designated area in the current Brampton OP, while another area, "Central Area" is designated in the OP as a focal point of the city downtown and a major employment and mixed-use centre: "Within Brampton, the Central Area is the major location for a number of important

*civic, institutional, cultural and entertainment facilities as well as major commercial, retail and employment activities.*" (OP, Policy 3.2.1, pg3-6) This policy coincides with the intent of the *Growth Plan* for the UGCs. The OP policies for the Central Area also states "... *revitalization, infill and intensification will be encouraged to allow people the opportunity to live and work in the same area.*" (OP, Policy 3.2.1, pg3-6) Although Brampton's UGC boundary is different from that of the Central Area, it is entirely enclosed by the Central Area. Therefore, all policies that apply to the Central Area apply to the UGC. In a way, the growth of Brampton's Urban Growth Centre is already supported by Official Plan policy by encouraging intensification and redevelopment in the Central Area.

The specific boundary of the Central Area includes the Downtown Brampton Secondary Plan Area (Secondary Plan Area 7) and the Queen Street Corridor Secondary Plan Area (Secondary Plan Area 36). Brampton's UGC lies completely within the Central Area, but stretches mainly along Queen St. between McLaughlin Rd. and HWY 410 and along the portion of Main St. near the Queen & Main intersection. The part of the Central Area east of HWY 410, the Bramalea City Centre Precinct, is not included in the UGC.

#### **b) Major Transit Station Areas and Intensification Corridors**

The policies of the *Growth Plan* state that Major Transit Station Areas and Intensification Corridors are to be designated in official plans. They are to be planned to achieve:

- a) increased residential and employment densities that support and ensure the viability of existing and planned transit service levels; and
- b) a mix of residential, office, institutional, and commercial development wherever appropriate" (2.2.5.1)

Specifically,

Major transit station areas will be planned and designed to provide access from various transportation modes to the transit facility, including consideration of pedestrians, bicycle parking and commuter pick-up/drop-off areas" (2.2.5.2)

Intensification corridors will generally be planned to accommodate local services, including recreational, cultural and entertainment uses" (2.2.5.3)

In keeping with the *Growth Plan*, Brampton's Official Plan in its "Sustainable City Structure" identifies Transit-supportive Nodes and Intensification Corridors, which support the policy direction provided by the *Growth Plan* for Major Transit Station Areas and Intensification Corridors. These policy areas are identified on Schedule

1: City Concept and supported by the intensification policies set out in Section 4.1.5:

- Transit-supportive Nodes are the "focus of integrated economic, residential, civic, cultural and recreational and transportation uses" and
- Intensification Corridors are to "link districts/communities with nodes and are focus for intensification and transit-supportive development" (3.2).

In the *Growth Plan*, Major Transit Station Areas are defined as:

The area including and around any existing or planned higher order transit station within a settlement area; or the area including and around a major bus depot in an urban core. Station areas generally are defined as the area within an approximate 500 m radius of a transit station, representing about a 10-minute walk.(44)

where Higher Order Transit means:

Transit that generally operates in its own dedicated right-of-way, outside of mixed traffic, and therefore can achieve a frequency of service greater than mixed-traffic transit. Higher order transit can include heavy rail (such as subways), light rail (such as streetcars), and buses in dedicated rights-of-way. (43)

Under this definition of Major Transit Station Areas in the *Growth Plan*, four of the total nine Transit-supportive Nodes can fit Major Transit Station Areas. They are:

- Mount Pleasant Go Station
- Downtown Brampton Go Station/ Terminal
- Bramalea Go Station
- Bramalea Transit Centre

The rest five Nodes include two major bus terminals, Trinity Common Terminal and Shoppers World Terminal, and three major arterial road intersections in the employment areas. They are Steeles Avenue and Mississauga Road, Queen Street and The Gore Road, and Main Street and County Court Boulevard.

### **3. Other Areas in the City**

Outside of the Urban Growth Centre, the Central Area and Transit-supportive Nodes and Intensification Corridors, opportunities for intensification may exist, especially in residentially-designated areas. The Official Plan includes policies for reviewing applications for residential intensification which may need to be reinforced. Currently

the Official Plan includes evaluation criteria for reviewing applications for residential conversion in Section 4.1.5.7 which states:

In evaluating applications for the residential conversion of industrial, commercial and other non-residential properties, the City shall assess the impact of such conversion on the host community including traffic, public transit, infrastructure, community services, design, integration and assessment base consideration, including the phasing policies of this Plan. The property or area identified for residential conversion shall be designated for residential purposes in the applicable Secondary Plan.

and it states further:

The City shall, in the review of existing residential secondary plans, consider the designation of areas for residential intensification within the Secondary Plan where the following criteria are satisfied:

- (i) The physical potential of the building stock and/or development sites can accommodate appropriate forms of residential intensification;
- (ii) Existing and proposed community and physical services can support additional households;
- (iii) The potential demand for such accommodation can be demonstrated through an analysis of housing needs in the community, in relation to the characteristics of various intensification forms;
  - OP policies 4.1.1.6 through 4.1.1.8 (regarding redesignation of sites to high density residential) may be better executed within the overall intensification policy
  - To indicate that intensification will be supported through policy in identified areas in Secondary Plans but does not represent blanket City-wide densification or the support of density increases in non-designated areas
  - Policy 4.1.5.9 provides criteria for consideration of application for residential intensification: this approach to dealing with intensification proposals on a case-by-case basis may have to be revisited and replaced by strongly-worded and specific policies (especially in Secondary Plans) encouraging intensification in designated areas and prohibiting large-scale proposals outside of those areas.
- (iv) The intensification forms can be physical integrated with the host community; and,
- (v) The scale, design and character of the new development/redevelopment are compatible with that of the existing neighbourhood and are in conformance with the Urban Design policies of this Plan and the Development Design Guidelines. (4.1.5.9)

Policies to guide change and minimize impacts are addressed in Official Plan Section 4.10 (Urban Design), and specifically in Section 4.10.3 (Elements of Built Form). These policies are important to ensure that proposals for new development meet performance

standards and reduce impacts on adjacent land uses, whether they be residential or employment uses.

As Brampton continues to evolve from a developing suburban community into a mature city based around an urban core, the long term build-out of existing and future neighbourhoods must be considered. In the *Growth Plan* “protecting what is valuable” must also be considered along with the desire to achieve intensification and other planning policies. Although beyond the scope of this review, policies for built and natural heritage must be considered in combination with intensification policy and implementation.

In areas outside those identified as the focus for intensification (including the Urban Growth Centre, the Central Area, Transit-supportive Nodes, and Intensification Corridors) intensification may be appropriate but only where residential uses are appropriate and do not conflict with other *Growth Plan* and City policies, especially the mandate to improve the diversity of the housing stock and to retain the viability of employment lands over the long term.

#### **4. Policies Regarding Secondary Suites**

The *Growth Plan* “encourage[s] the creation of secondary suites throughout the built-up area” (2.2.3.6.j) recognizing them as a form of intensification to make better use of existing infrastructure and municipal services. The current Official Plan policy does allow secondary suites, however, with strict criteria to minimize the negative impact on surrounding neighbourhoods:

Two-Unit Houses are generally discouraged and shall only be permitted within residential designations:

- (i) Though a rezoning process that has given due consideration to all relevant planning and compatibility issues such as, but not limited to
  - neighbourhood impact and related matters;
  - the degree of parking availability and traffic congestion in the immediate areas;
  - the concentration of such units within the immediate area; and,
  - housing form, lot width and area, street width, driveway spacing, and the physical characteristics of the neighbourhood.
- (ii) Provide that in all cases, such two-unit houses shall comply with all other relevant Zoning By-law provisions. (4.1.5.3)

## **B. SECONDARY PLAN SUPPORTS THE POLICY FRAMEWORK IN THE OFFICIAL PLAN**

The City of Brampton is covered by 54 Secondary Plan Areas. Each Secondary Plan Area has a specific set of policies to guide land use and development in the area based on local environment and characteristics. In general, the current Secondary Plans support the policy framework in the Official Plan. Of these Secondary Plans, there are two particularly important ones that cover the geographic scope of Central Area: Secondary Plan 7 and Secondary Plan 36. The Central Area contains the Urban Growth Centre, which is a major focus of intensification. Policies in these two secondary plans are very important to ensure that the Central Area achieve the objectives in the Official Plan in terms of intensification. Section 4.0 General Objectives and Criteria in both Secondary Plan 7 and Secondary Plan 36 states the promotion of intensification as a main objective:

In addition to the goals enunciated in the General Plan (Part I), the following general objective/criteria constitute the basis for the formulation of the Downtown Brampton Secondary Plan (or the Queen Street Corridor Secondary Plan in Secondary Plan 36):

promotes the intensification and improvements of the Central Area and its component areas as the major focus of commercial and community activity for the residents of Brampton, and as an increasingly important location for regional activity related to other parts of the Greater Toronto Area; (Pg 3)

In 2005, an Urban Design Vision Study was prepared for the Central Area. The vision was adopted by Council and provides the basis for secondary plan formulations and implementation. The Vision Study is in keeping with the Provincial vision and policies. Both the City and the Province envisage Brampton's Urban Growth Centre as a regional focal point with significant cultural, residential, institutional, commercial and recreational uses. It is walkable, transit supportive, and able to accommodate high density residential and employment activities.

Secondary Plans along Intensification Corridors generally designate mixed-use and high-density development to land abutting Intensification Corridors; those that contain Transit Supportive Nodes also assign similar designations to the land in the nodes. In terms of density, permitted ranges are generally lower in the Intensification Corridors and Transit Supportive Nodes areas than in the Central Area.



### C. INTERIM GROWTH MANAGEMENT POLICIES

On Oct 16, 2007, City Council passed Official Plan Amendments 93-289 and 2006-010, referred to as Interim Growth Management Policies, in response to soaring applications for high-density residential development initiated by the development industry. Some of these applications proposed high-density residential development in inappropriate locations, and some applied to convert employment land in the absence of stringent employment land policies before the conformity exercise is complete. Therefore, the City carried out the Interim Growth Management Policies to guide high-density development applications into appropriate locations and protect employment land from conversion before the completion of the conformity exercise. The Interim Growth Management Policies are currently under appeal.

In general, the Interim Growth Management Policies conforms to the current OP policies for applications in the Central Area. For development applications for 4 storeys or over outside the Central Area, a set of general intensification policies apply and specific policies in terms of building height and development densities apply for specific areas: intensification corridors, transit-supportive nodes, a few other special policy areas and the rest of the city. In general, the Interim Growth Plan Policies set density ceilings as 8-10 storeys for development applications in Intensification Corridors and Transit-Supportive Nodes and 4 storeys for development applications in the rest of the city that does not require an official plan amendment; the interim policies reject development applications for 4 storeys or over in the rest of the city that require an official plan amendment. Heathwood Homes site is exempted from these policies.

All applications for converting employment land are considered premature before the completion of the conformity exercise except for Bram West Secondary Plan area.

In short, the Interim Growth Management Policies directs intensification to the Central Areas, Intensification Corridors, and Transit-supportive Nodes, prevents other areas in the city from being over-intensified, and protects employment land from conversion.

Based on this review of Brampton's Official Plan, Secondary Plans, and Interim Growth Management Policies, it can be concluded that overall Brampton's policy framework conforms to the concepts in the *Growth Plan*.

## **APPENDIX 2**

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### **LAND USES IN ADJACENT MUNICIPALITIES**

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Land uses along the boundaries of adjacent municipalities adjacent to Brampton are not considered to have any significant effect on Brampton's residential intensification opportunities.

### **1. Mississauga — South**

Brampton's southern boundary on Mississauga is HWY 407, which creates a major barrier that divides the land use between Mississauga and Brampton. Therefore, Mississauga's land use does not impact Brampton's land use much.

### **2. Caledon — North**

Along the north border in Caledon, major employment lands in both municipalities area clustered around Mayfield Rd. and Regional Rd. 50 intersection. For the most part, land use designations on both sides of the border do not have any major conflict: either the employment land in Brampton faces agricultural land across Mayfield Rd. in Caledon, or the residential land in Brampton faces agricultural land in Caledon. However, along the border between Heart Lake Rd. And HWY 410 extension, the designated land use on the Brampton side is employment while it is residential on the Caledon side. Although there may be land use conflict between residential and employment uses, such as issues around residential traffic and industrial trucking, Mayfield Rd. as a major arterial road, still creates a clear separation between these two land uses on each side and issues of land use conflict can always be addressed in detailed secondary plans in both municipalities.

### **3. Halton Hills — West**

Along the western border in Halton Hills, the designated land uses are Niagara Escapement Plan Area, protected countryside, agricultural and hamlet area. In the short term, none of these uses create any constraints on Brampton's land use on the other side of the border, which are mostly employment land and residential. Although the agricultural land in Halton Hills may be developed in the long run, the impact of the development on the employment land in Brampton can always be dealt with in new OP policies in both municipalities.

#### **4. Vaughan — East**

Along Brampton's eastern border with Vaughan, there are two major employment districts on the Vaughan side: C.P. Intermodal rail yard and HWY 7 employment district. Most of these employment lands are covered by the same land use or open space system as on the Brampton side. The only exception is an area near the intersection of Ebenezer Road and Regional Road 50, which adjoins residential land use in Brampton. Future residential development near this area will need to consider the potential impact that the HWY 7 employment district may have on the residential development so that potential land use conflicts are avoided as much as possible through the development application review process.