



REPORT

Planning & Building Committee

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

Date: July 3, 2002

File: P27 OF

Subject: **RECOMMENDATION REPORT**
City of Brampton Official Plan Review

Contact: David Waters (874-2074)
Bill Winterhalt (874-2077)

Overview:

- A Special Meeting of City Council was held on Monday, June 3, 2002 to present and receive comment regarding the need to review the City of Brampton Official Plan;
- Mr. Michael Gagnon, who was speaking on behalf of the North West Brampton Landowners Group, stated that the Official Plan Review should be issues oriented in its approach and that the City's review of the 2021 Urban Boundary to include North West Brampton should continue to be undertaken as a separate planning process;
- The City also received written responses from CN Rail, Ministry of Transportation, Ministry of Culture, Greater Toronto Airport Authority, Brampton Heritage Board, Credit Valley Conservation, Toronto and Region Conservation, Orangeville Railway Development Corporation, Trans Canada Pipelines and Enbridge Consumers Gas;
- The agencies identified transportation, utilities, cultural heritage and the environment as areas which need to be reviewed;
- Based on the input received at the Special Council Meeting and from public agency responses, staff are recommending the Official Plan be reviewed, but limited to a small group of focus areas;
- The focus areas include: a new set of long term population and employment forecasts; a review of the retail policies to determine how they can be adjusted to respond better to emerging retail trends; an evaluation of the office centre nodes and policies to reflect more realistic business development opportunities; an update of the environmental mapping and policies; an update of the urban design policies in order to implement the findings and recommendations of the City-wide Development Design Guidelines, an update of the cultural heritage policies and a variety of general housekeeping matters;
- Other than environmental and cultural heritage matters, staff are proposing to address the remaining issues raised by the agencies as part of the general housekeeping component of the Official Plan Review.

RECOMMENDATIONS

1. That the staff report dated July 3, 2002 and entitled “Recommendation Report, City of Brampton Official Plan Review” (File: P27 OF), and attachments, be received;
2. THAT the City of Brampton undertake a review of its Official Plan and that such a review be limited in scope and confined to the focus areas set out on page 6 and page 7 of this staff report;
3. THAT staff be directed to finalize the Official Plan work program and to set out its budget implications for the consideration of City Council; and,
4. THAT the City Clerk be directed to forward a copy of this report and Council resolution to the Regions of Peel, York and Halton, and to the area municipalities of Mississauga, Caledon, Halton Hills, Vaughan and Toronto.

BACKGROUND

A Special Meeting of City Council was held on Monday, June 3, 2002 in the Council Chambers at Brampton City Hall to present and receive comment regarding the need to review the City of Brampton Official Plan. The notes of the Special Council Meeting are attached hereto as Appendix “A.” Written correspondence related to this matter is attached hereto as Appendix “B.”

Formal notice of the Special Council Meeting was published in the Brampton Guardian on April 22, 2002 and April 29, 2002 in accordance with the requirements of the Planning Act. Notification of the Special Council Meeting was also placed on the City’s Web Site and in the Brampton Business Times and the Trade Talks Newspapers.

Therefore, the purposes of this report are:

- to summarize the input and written correspondence received at the Special Council Meeting of June 3, 2002 and to review the issues raised with respect to the need to review the City’s Official Plan; and,
- to recommend to Council whether or not to review the City’s Official Plan, and should a review be warranted, what approach should be taken.

Issues Raised at the Special Council Meeting

At the public meeting, comments were received from Mr. Michael Gagnon, who was speaking on behalf of the North West Brampton Landowners Group. Mr. Gagnon stated that the Official Plan Review should be issues oriented in its approach, and that Brampton’s review of its urban boundary should continue to be undertaken as a separate planning process. Mr. Gagnon stated his support for staff’s suggestion of reviewing the Official Plan based on a “issues-oriented” approach.

Staff Response:

In March 2000, City Council directed staff to commence an urban boundary review for the remaining 6,000 acres located outside the Official Plan's 2021 urban boundary located in North West Brampton.

The City anticipated the need to review the North West as part of its broader Official Plan Review in 2002. However, there were numerous inquiries regarding the status of the North West lands as well as requests to initiate a process to include these lands or portions of these lands within the current urban boundary. In addition, other factors such as the site search for a CN Intermodal rail facility, the Region of Halton Norval By-Pass EA Study and the Ministry of Transportation Highway 7 Role & Function Study caused Brampton significant concern that the long term planning requirements for the North West would be determined by external parties. Accordingly, the City decided to advance this review.

In August 2000, City Council endorsed a two-stage planning process starting with the initiation of three broad level background component studies to find out the long-term regional and City-wide need for employment and residential lands; the extraction potential of the designated Norval Shale Resource Area that covers a major portion of the North West lands; and the broad transportation and infrastructure requirements to accommodate future residential, industrial and commercial demand.

The three phase 1 studies are expected to be ready for release to the various steering committees before the end of July. Once the three studies are finalized and presuming favourable results for urban expansion, staff will present a report to City Council recommending endorsement of the three component studies, seeking direction to proceed with the Phase 2 work and to begin preparing an official plan amendment to redesignate North West Brampton as a future urban area. In that circumstance, staff will also be recommending to Council that the Region be formally notified of Brampton's desire to expand the 2021 Regional Urban Boundary to include the north west lands and that this issue, which is already defined as one of those included in the Peel Official Plan Strategic Update, be assigned a top priority by Peel.

In light of Mr. Gagnon's input and bearing in mind that the North West Urban Boundary Review is already underway and considering that the Phase 1 studies are close to being finished, staff are proposing to continue with this review of the expansion area as a task that need not be combined with the rest of the Official Plan Review.

Written Correspondence

To assist the process of considering an Official Plan Review, staff wrote those public agencies involved in the planning process for their preliminary input prior to the June 3, 2002 Special Council Meeting. The City received written responses from the

following ten agencies: CN Rail, Ministry of Transportation, Ministry of Culture, Greater Toronto Airport Authority, Brampton Heritage Board, Credit Valley Conservation, Toronto and Region Conservation, Orangeville Railway Development Corporation, Trans Canada Pipelines and Enbridge Consumers Gas. The written input of the agencies are generally discussed in the following subsections.

Airport Operating Area

The GTAA is requesting the City update its Official Plan in the area of airport noise policies. In particular, the GTAA is asking the City to identify the LBPIA Operating Area in its Official Plan and to add policy statements regarding restrictions on development within its boundaries. The GTAA is also requesting that the composite contour maps and the land use compatibility table contained in the Appendix of the City's Official Plan be updated.

Staff Response:

The City's Official Plan does not define an Airport Operating Area or contain policies related to restricting the development of residential or sensitive land uses within the Airport Operating Area which is now the primary noise control area used by the Greater Toronto Airport Authority (GTAA). The Region of Peel Official Plan which contains a clearly defined Airport Operating Area Boundary for Brampton together with airport noise policies, is by default the document used to address airport noise related issues at this time.

The Region of Peel is currently amending its Official Plan Airport Operating Area policies to incorporate a recent agreement reached between the City of Toronto and the GTAA. Staff are monitoring this process and intend to present an official plan amendment that revises the City's Official Plan to designate an Airport Operating Area and related policies once the Regional amendment process is complete.

Staff concur with the GTAA that the City's Official Plan needs to be updated as it relates to airport noise policies. In the April 8, 2002 Planning Committee staff report, this policy review was identified for initiation this year. Furthermore, staff are planning to keep this process separate from the Official Plan Review and will be revising the airport noise policies through a separate official plan amendment.

Transportation/Utilities

CN Rail, Orangeville Railway Development Corporation (ORDC) and the Ministry of Transportation submitted letters to the City in the area of transportation. The letters prepared by CN Rail and ORDC focussed on the operation of their linear rail lines and associated facilities within the municipality. These agencies are requesting the City maintain or include in the Official Plan the appropriate policy statements that address rail noise, vibration and safety matters.

With regards to Trans Canada Pipelines, they are requesting that the schedules to the City's Official Plan be amended to identify their pipeline. Trans Canada is also asking that the Official Plan be revised to provide a policy statement that calls for early consultation of any development proposals within a certain distance of the pipeline along with the addition of setback provisions.

The Ministry of Transportation submitted a letter that attached a set of guidelines for municipalities to consider when undertaking a review of their official plans. These guidelines highlight the major areas of interest the Ministry has when reviewing an official plan and mainly deal with technical and operational matters.

Staff Response:

Staff acknowledge that noise, vibration and safety issues related to rail facilities and pipelines are important matters that need to be considered in a broad policy context. With regards to the guidelines of the Ministry of Transportation, staff will review the guidelines to determine their relevance to Brampton. Therefore, staff are recommending the requests of CN Rail, Orangeville Railway, Trans Canada Pipelines and the Ministry of Transportation be addressed as part of the general housekeeping component of the Official Plan Review.

Cultural Heritage

The Brampton Heritage Board and the Ministry of Culture submitted comments to the City regarding cultural heritage. The Brampton Heritage Board is requesting a number of policy and wording changes to the City's Official Plan. These include a schedule that identifies heritage resources, the addition of a reference to the City's commitment to designate City owned property of heritage value and a commitment to the on-going review of the City's Inventory of Heritage Resources.

The Ministry of Culture is concerned about the degree to which the City's Official Plan conforms to the Provincial Policy Statements in the area of built heritage conservation, cultural heritage landscapes and archaeological resources. The Ministry is also requesting that the Plan's cultural heritage policies be reviewed and updated.

Staff Response:

Staff recognize that these Official Plan policies were written more than 10 years ago and may not reflect current trends in the area of cultural heritage preservation. Furthermore, changes to the cultural heritage policies will likely be necessary once the new Provincial Policy Statement is released. It should be noted that City staff have written the Ministry of Culture requesting that they identify the cultural heritage policies of the Official Plan that are not in conformity with the Provincial Policy Statement. Nevertheless, there appears to be merit in adding cultural heritage as another focus area to the Official Plan Review.

Environment

In the area of the environment, letters were received from Credit Valley Conservation (CVC) and Toronto and Region Conservation (TRCA). CVC notes that since the approval of the Official Plan, many environmental studies and initiatives within Brampton and the Credit River Watershed have been ongoing or completed. CVC also notes that City staff prepared a draft strategy for the protection of woodlots within the municipality.

CVC is of the view that the Official Plan Review represents the appropriate stage of the planning process for discussing the identification, categories and intent of environmental designations and for discussing the supporting framework for woodlot protection within the City. CVC notes that recently completed subwatershed studies advocate follow-up monitoring and it supports the City developing official plan policies that set out requirements for follow-up monitoring.

In the TRCA response, they state that since the approval of the current Official Plan (March 1997), a number of environmental studies and strategies affecting Brampton have been initiated or completed by the Conservation Authority. Staff believe that this will assist with the identification of issues and concerns to be addressed through the environmental policy review of the Official Plan.

TRCA notes that a number of discrepancies exist between the current Official Plan and the MTRCA Valley and Stream Corridor Management Program. They also note that the environmental policies of the City's Official Plan need to be consistent with the policy requirements and terminology of the Provincial Policy Statement.

In their response to the City, TRCA identifies a preliminary list of issues for study as part of the environmental component of the Official Plan Review. In addition to the mapping and policy update, TRCA is recommending the addition of woodlot protection policies and policies to protect water and groundwater resources. TRCA also wishes to explore opportunities with the City for streamlining the plan review process and technical advisory services.

Staff Response:

The environmental mapping of the Official Plan is based on the relevant findings of the Environmental Component Study completed in 1992 by AgPlan Ltd. during the last Brampton Official Plan Review. Staff are aware that it has been more than ten years since the completion of the AgPlan work and acknowledge that the environmental mapping of the Official Plan needs to be updated. Staff generally agree with the CVC and TRCA that the City should move towards a systems approach for the protection of the natural heritage system as opposed to the current feature-based approach of the current Official Plan.

Not only will the environmental policies of the City's Official Plan need to be updated to conform with the policy requirements and terminology of the Provincial Policy Statement, but the environmental policies of the Region of Peel Official Plan, the CVC Credit River Watershed Management Strategy, and the MTRCA Valley and Stream Corridor Management Program will have to be considered as well.

The input from the CVC and TRCA confirm staff's view that the environmental mapping and policy statements of the City's Official Plan require comprehensive updating and that such a review should be undertaken as part of the Official Plan Review.

PROPOSED OFFICIAL PLAN REVIEW

Based on the input received at the June 3, 2002 Special Council Meeting and from public agency responses, staff are recommending that there is a need to review the Official Plan. However, the review should be scoped in nature and limited to the following City-wide policy-based focus areas:

- preparing a new set of long term growth forecasts as part of updating the Official Plan to replace the 1998 Development Charge forecasts;
- assessing the retail policies of the Official Plan to assess their effectiveness in responding to retail trends;
- updating the office strategy to reflect more realistic business development opportunities and to designate office lands that are better matched to the locational requirements of Greater Toronto Area office users;
- updating the environmental mapping of the Official Plan (including appropriate environmental linkages), incorporating the findings of the City's Woodlot Strategy related to protection and acquisition of this natural resource, updating the ground water protection policies, and ensuring that the environmental policies of the City's Official Plan conform with the policy requirements and terminology of the Provincial Policy Statement, the Region of Peel Official Plan, the CVC Credit River Watershed Management Strategy, the MTRCA Valley and Stream Corridor Management Program and related initiatives;
- updating the urban design policies of the Official Plan based on the new direction the City is taking in the area of civic design in accordance with the City's new Development Design Guidelines, and because of the limitations of the Provincial Policy Statements in the area of physical design and high quality development;
- updating the cultural heritage policies of the Official Plan to ensure their conformity with the Provincial Policy Statement; and,

- general housekeeping matters which represent a variety of policy and mapping items that may need to be implemented during the course of the review. Staff are recommending the addition of the issues raised from the public agency comments submitted to the City. The matters proposed for further study include transportation (CN Rail, Ministry of Transportation) and utilities (Trans Canada Pipelines).

Respectfully Submitted:

David Waters, MCIP, RPP, PLE
Manager, Land Use Policy

Agreed:

John B. Corbett, MCIP, RPP
Director, Planning & Land
Development Services

William Winterhalt, P.Eng; MCIP, RPP
Associate Director, Planning Policy &
Growth Management

Attachments:

Appendix A: Notes of the Special Council Meeting

Appendix B: Written Correspondence

APPENDIX A
NOTES OF THE SPECIAL COUNCIL MEETING
June 3, 2002

THE NEED TO REVIEW THE CITY OF BRAMPTON OFFICIAL PLAN
FILE: (P27 OF)

Council Members Present:

City Councillor B. Cowie (Chair)
City Councillor B. Callahan
City Councillor P. Palleschi
Regional Councillor R. Begley
Regional Councillor L. Bissell
Regional Councillor G. Miles
Regional Councillor S. Dimarco
City Councillor E. Moore
City Councillor L. Jeffrey
City Councillor A. Aujla
City Councillor G. Gibson
City Councillor J. Hutton
City Councillor P. Richards
City Councillor D. Metzack
City Councillor J. Sprovieri
City Councillor S. Hames

Staff Members Present:

John Corbett
Bill Winterhalt
David Waters

Members of the Public:

Michael Gagnon

City Councillor Cowie opened the Special Council Meeting at 7:05 p.m. by explaining the purpose of the meeting.

Mr. Waters made a brief presentation on the Official Plan Review. Councillor Cowie asked if anyone in the audience wished to make a delegation on this matter.

Mr. Michael Gagnon, speaking on behalf of the North West Brampton Landowners Group, made a delegation. Mr. Gagnon stated that the Official Plan Review should be issues oriented in its approach and that the City's review of the 2021 Urban Boundary to include North West Brampton should continue to be undertaken as a separate planning

process. Mr. Gagnon stated his support for staff's suggestion of reviewing the Official Plan based on a "issues-oriented" approach, and he referred to his written correspondence which is attached hereto as Appendix "B."

No other delegations were made. Councillor Cowie adjourned the Special Council Meeting adjourned at 7:25 p.m.

APPENDIX B
WRITTEN CORRESPONDENCE