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Report

Planning, Design & Development Committee

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

Date: April 28, 2008

File: P26S 45

PLANNING, DESIGN & DEVELOPMENT COMMITTEE

Subject: **STATUS REPORT**
Springbrook Settlement Area Study

DATE: May 21, 2008

Contact: David Waters, Manager, Land Use Policy (905-874-2074)

OVERVIEW:

- This status report provides an update on the Springbrook Settlement Area Study being prepared by the City of Brampton and to seek direction to schedule a public information session to present the findings of work completed to date.
- The purpose of the Springbrook Settlement Area Study is to define a realistic planning vision for Springbrook, while recognizing the market realities that influence development in the area.
- In 2007, the City retained Joseph Bogdan Associates and their team of sub-consultants to undertake the Springbrook Settlement Area Study.
- To date, the consultant team have completed Phases 1 and 2 of the terms of reference. This includes background research, reviewing opportunities and constraints and developing three preliminary land use scenarios for public input and review for presentation at a public information session.
- The consultants have identified the future right of way for Queen Street West of 45 metres or six lanes of traffic through the Springbrook area, as proposed by the Region of Peel's Official Plan Amendment 16, as a major constraint to implementing a strategy for the revitalization of the Springbrook Settlement Area.
- Staff are proposing to hold the first Public Information Centre to present the findings of the background studies and the three preliminary land use scenarios before the end of June 2008. Staff expect the study to be completed and endorsed by Council before the end of 2008.

RECOMMENDATIONS

1. THAT the staff report dated April 28, 2008, and entitled "Status Report – Springbrook Settlement Area Study" and attachment (File: P26S 45) be received;

2. THAT staff be directed to hold the first Public Information Centre before the end of June 2008 to present the findings of the work completed to date on the Springbrook Settlement Area Study;
3. THAT the Region of Peel be advised that the City of Brampton is concerned that the proposed right-of-way of 45 metres for Queen Street West between Mississauga Road and Chinquacousy Road as proposed by Regional Official Plan Amendment 16 (ROPA 16) has the potential to hinder the revitalization of the Springbrook Settlement Area and that discussions be held between City staff and the Region on this issue prior to the final approval of ROPA 16 by the Ontario Municipal Board; and,
4. THAT the City Clerk be requested to forward a copy of this report and Council resolution to the Region of Peel and Credit Valley Conservation for this information.

BACKGROUND

The Springbrook Settlement Area is located in the centre of the Credit Valley Secondary Plan, more specifically at the intersection of Queen Street and Creditview Road (see Figure 1) and covers an area of about 31 acres (12.5 hectares).

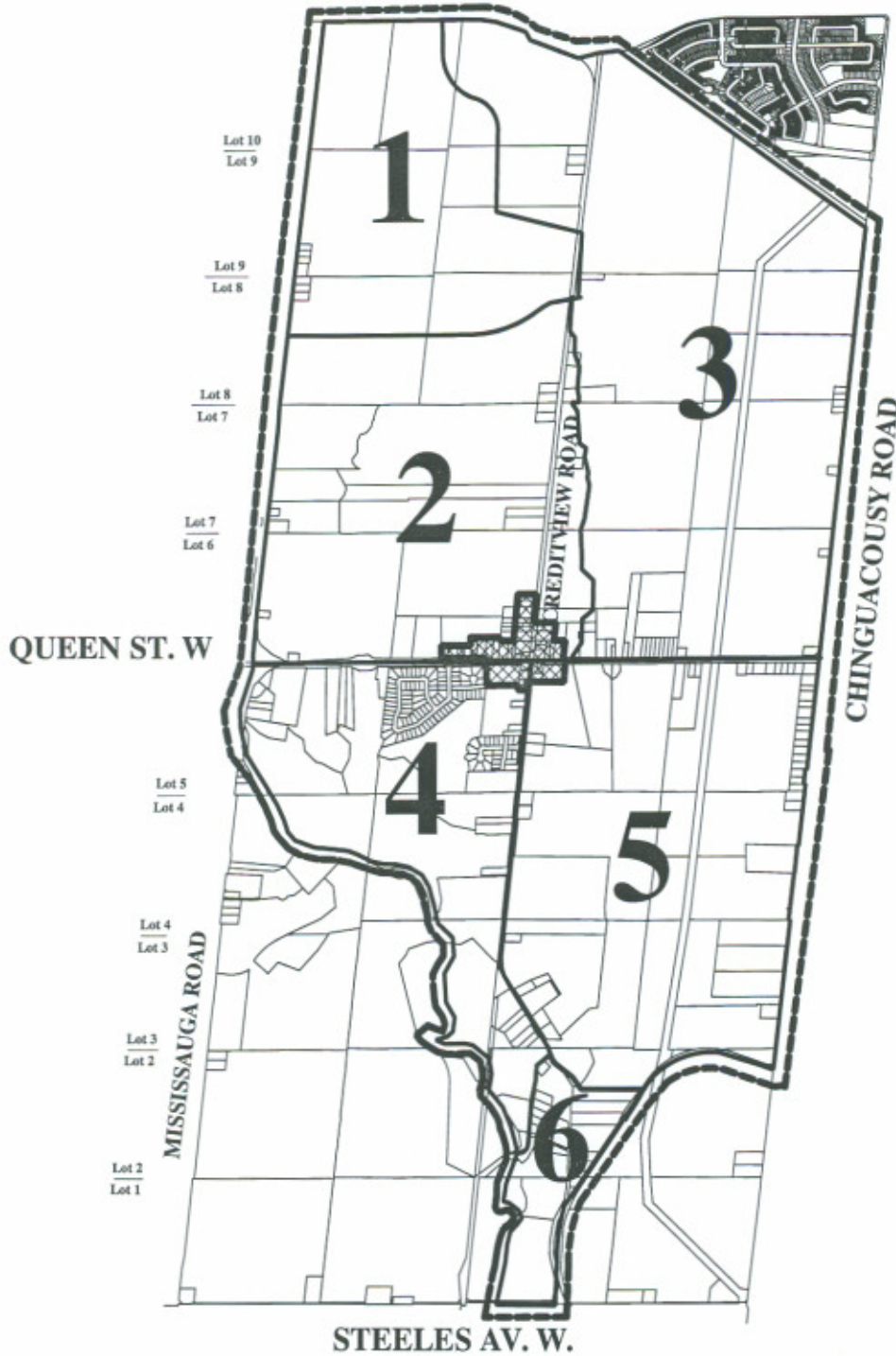
In August 2005, Council adopted a resolution regarding the Sub-Area 2 Block Plan (Springbrook Executive Community) in the Credit Valley Secondary Plan Area. The resolution stated that prior to final block plan approval, the City of Brampton will initiate a study for the Springbrook Settlement Area.

The purpose of the Springbrook Settlement Area Study is to define a realistic planning vision for Springbrook while recognizing the market realities that influence development in the area. The study will identify appropriate development standards for Springbrook that address its interface with Queen Street West along with planned development in adjacent areas. The study will propose Secondary Plan land use designations, urban design principles and related policies for the Springbrook Area to enhance its built form, streetscape, landscape and overall image and identity as a "historical crossroads hamlet".

The Study is developer funded but managed and administrated by the City of Brampton. A Steering Committee was created of staff from the City, Region of Peel and Credit Valley Conservation, in addition to a representative for the landowners funding the study. City Council is also represented on the Steering Committee by the City and Regional Councillor for the area.

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LEGEND

- 1-5 Sub - Areas for Block Planning
- Springbrook Settlement Area
- Credit Valley Secondary Plan



LOCATION MAP
SPRINGBROOK SETTLEMENT AREA
FIGURE 1



CITY OF BRAMPTON
 Planning and Building

Date: May 10, 2006

Drawn by: J. Kennedy

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Queen Street West ESR

The Region of Peel commenced an Environmental Assessment Study for Queen Street between Chinguacousy Road and Mississauga Road in October 2004 for the widening of this road to four lanes. City staff had discussions with the Region and their consultants during the EA process and provided detailed comments in August 2005 mainly with respect to the impact of the widening of Queen Street through the Springbook Settlement Area.

The Region issued the Notice of Completion of the Queen Street ESR in January 2007 inviting public comments on the document. City staff reviewed the ESR and wrote to the Region that a number of streetscape, access, urban design and gateway issues were not adequately addressed in the ESR.

In April 2007, the Region responded to the City's concerns noting generally that the Region will work cooperatively with Brampton during the detailed design stage in addressing most of these issues. The includes consideration of those features proposed for Springbrook that can be incorporated within the 2 to 4 lane widening.

City staff reviewed the Region's response and confirmed that Brampton was satisfied with the Region's approach and commitment to addressing these issues.

Peel is currently in the early stages of detailed design with road construction scheduled to begin in 2010. However, work has started on constructing underground services and is scheduled to be completed in 2009. The Region has advised the City that a stakeholders meeting will be convened this June/July to present a first draft of the road design for Queen Street.

CURRENT SITUATION

Credit Valley Secondary Plan (Area 45)

Section 5.2.6 of the Credit Valley Secondary Plan generally provides direction with regards to development in the Springbrook Settlement Area. Section 5.2.6.1 recognizes the Springbrook Settlement Area as a historical crossroads hamlet associated with agricultural settlement. The Secondary Plan permits infill on lands fronting onto the existing open road allowances and limited service commercial is permitted in the form of low intensity, low density development that is in keeping with the scale and character of the community. Section 5.2.6.2 states that new residential development adjacent to the Springbrook Settlement Area shall be developed in a manner that is compatible with the scale and character of the historic hamlet. Appropriate buffering may be required to address any incompatibility arising from development proposed on the adjacent land.

The policies of the Credit Valley Secondary Plan permit limited development within the Springbrook Settlement Area that is consistent with the scale and character of the historical hamlet. However, given that the lands adjacent to Springbrook are about to transition from rural to urban and the 45 metre right-of-way proposed by the Region for Queen Street West, it has become necessary to define a realistic planning vision for the Springbrook Settlement Area.

Progress To Date

In February 2007, the City retained the services of a consultant team led by Joseph Bogdan Associates to undertake the study, which was fully funded by the Credit Valley Sub-Area 2 Developers' Group. The sub-consultant team included NAK Design Group, Dillon Consulting, Scott Morgan, Aquafor Beech, Schaeffers Engineering, and Reed Voorhees & Associates.

To date, the consultants have completed Phase 1 (Background Research) and Phase 2 (Opportunities and Constraints) of the terms of reference. The Phase 2 Summary Report and supporting background research was submitted to the City at the end of July 2007 and circulated to the steering committee for review and comment. However, due to higher priority commitments in the Department's work program, the study was not advanced to the stage where the first PIC could be held.

The Phase 2 Summary Report summarizes key issues pertaining to the widening of Queen Street West and its potential impact on the character of Springbrook and key results of the background research conducted in Phase 1 of the Study and proposes three preliminary land use scenarios for public review and comment. A copy of the Summary Report is attached hereto to this staff report as Appendix A.

Since the commencement of the study, two steering committee meetings have been held. The first meeting provided an overview of the study area including an overview of the Sub Area 2 Block Plan and identified key issues with respect to which background material was required including the proposal by the Region to increase the right-of-way for Queen Street to 45 metres and a market assessment with respect to potential new development. The second steering committee meeting addressed opportunities and constraints with respect to the development of Springbrook and presented three preliminary land use scenarios to be displayed at the first Public Information Centre (PIC) for public review and comment.

Region Official Plan Amendment 16 (ROPA 16)

The purpose of ROPA 16, which was adopted by Regional Council in September 2005, is to update the transportation network and policies in the Peel Official Plan to guide the development of a safe, convenient and efficient transportation

system for the Region. ROPA 16 continues to designate Queen Street West from Mississauga Road to Chinguacousy Road as a Major Road but with a 45 metre right-of-way, which accommodates 6 lanes of traffic. In the current Regional Official Plan, this section of Queen Street is designated as 36 metre right-of-way, with 45 metres at the intersections.

ROPA 16 is not in force because it was appealed to the OMB . However, the OMB has scheduled a pre-hearing conference for June 20, 2008 on ROPA 16 together with the appeals to the Official Plan Amendments for the Bram West Secondary Plan and North-South Corridor Protection Area.

The City is generally concerned that that the proposed right-of-way of 45 metres for Queen Street West between Mississauga Road and Chinguacousy Road as proposed by ROPA 16 has the potential to hinder the revitalization of the Springbrook Settlement Area and that discussions be held between City staff and the Region on this issue prior to the final approval of ROPA 16 by the Ontario Municipal Board;

City staff are under the impression that the need for a 45 metre right-of-way for this section of Queen Street West is to provide additional capacity to the road network and to possibly avoid the widening of Mississauga Road through the valley. Staff plan to discuss the strategy for the additional right-of-way with the Region and will also determine what implications may result to the local road network if Queen Street remains four lanes as part of updating the City's Transportation & Transit Master Plan.

Major Findings

The Phase 2 Summary Report of the Springbrook Settlement Area Study attached hereto as Appendix A is based on the findings found in the component studies prepared by the consultant team. They include: land use policy, retail market analysis, geomorphology, stormwater management, municipal servicing, transportation and urban design/open space. Copies of these component studies are available for review in the Planning, Design & Development Department and will be available at the first public information centre.

The Summary Report notes that the proposed widening of Queen Street West to accommodate six lanes of traffic will create a significant challenge to achieve a streetscape and pedestrian oriented design that is consistent with the character of a historical crossroads hamlet.

The City's consultants are of the view that significant property acquisition is required to implement the proposed road widening of Queen Street to four lanes which will decrease the amount of available land available for development, particularly at prime corner lot locations.

Setbacks and curb edges for the approved four lane widening of Queen Street and a potential 6-lane widening needs to be determined to ensure that the land use plan and boulevard design are functional for the short and long term. The consultant is recommending that landscaping plans address the short term, transition period and long term situation.

The consultants advise that the absence of a median in the Region's approved design for the 4-lane widening of Queen Street will present a perceived wider crossing for pedestrians in the Springbrook area. This has the effect of impacting the streetscape potential by eliminating the possibility for banners or planting on the median to create "sense of arrival" and potentially slow traffic at the intersection. Streetscape treatment beyond the Springbrook study area will be required to create a sense of "arrival" at Springbrook and this may include measures such as lighting and signage to a high level of design.

Land Use

At the moment, the existing zoning of the hamlet provides limited opportunities for mixed uses because they do not support a wide variety of commercial uses. Furthermore, residential zoning only permits single-detached dwellings which restricts opportunities for second and third storey residential units and ground floor commercial uses.

Retail Opportunities

The Springbrook study has identified market opportunity for about 50,000 square feet of retail commercial space within the hamlet to service the ultimate population of the Credit Valley Secondary Plan Area which is expect to have a capacity of around 35,000 persons. The study notes that the 50,000 square foot retail commercial allocation provides sufficient critical mass to support heritage/festival type of retailing.

The study also notes that a retail commercial site with access off Creditview Road (rather than directly off Queen Street West) offers good prospects for developing consumer identity for destination-oriented shopping trips and leisure/recreation oriented shopping, including eating and drinking activities.

Environment & Infrastructure

Crossing Queen Street though the hamlet, the west tributary of Springbrook Creek represents a source of groundwater discharge and is a contributor to downstream habitat. Subject to previous alterations, the consultants are recommending protection of the tributary, which limits the extent of land use modification in proximity to the watercourse but provides opportunities for creating an open space feature.

The area of Springbrook is not large enough to warrant a dedicated stormwater management pond. In addition, the west tributary of Springbrook Creek, Queen Street West and existing structures create limited conditions within the study area. Therefore, the consultants believe that the use of alternative storm management systems like bioswales and on-site ditches will be necessary and some flexibility will have to be implemented in order to create a stormwater system that can be integrated with new development.

Water supply servicing constraints are not expected for the hamlet. However, sanitary sewers do not currently exist within or near the study area. Sanitary servicing will require the construction of local gravity sewers along Queen Street and Creditview Road. The consultant is recommending that the construction of these sewers be considered as part of the widening of Queen Street West.

Access opportunities for new development in Springbrook will continue to be primarily on Queen Street and Creditview Road.

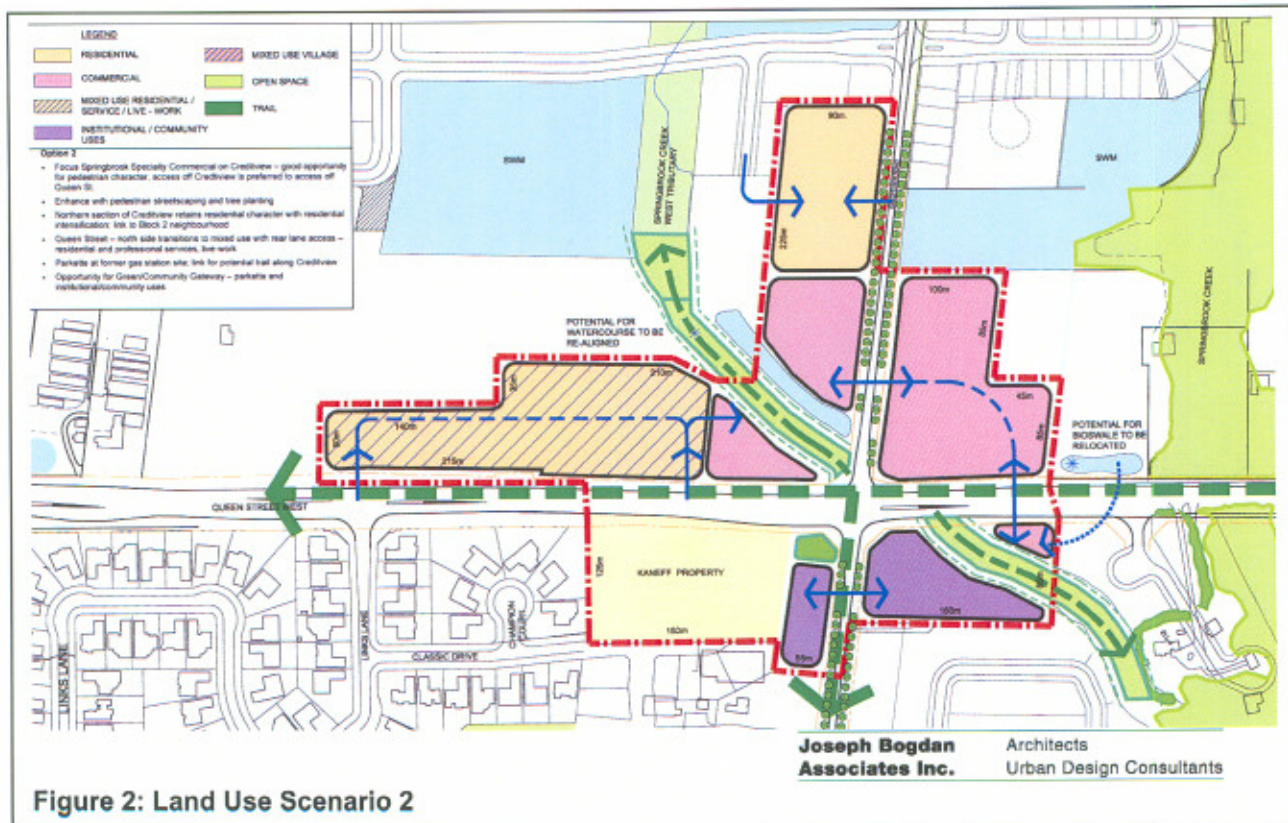
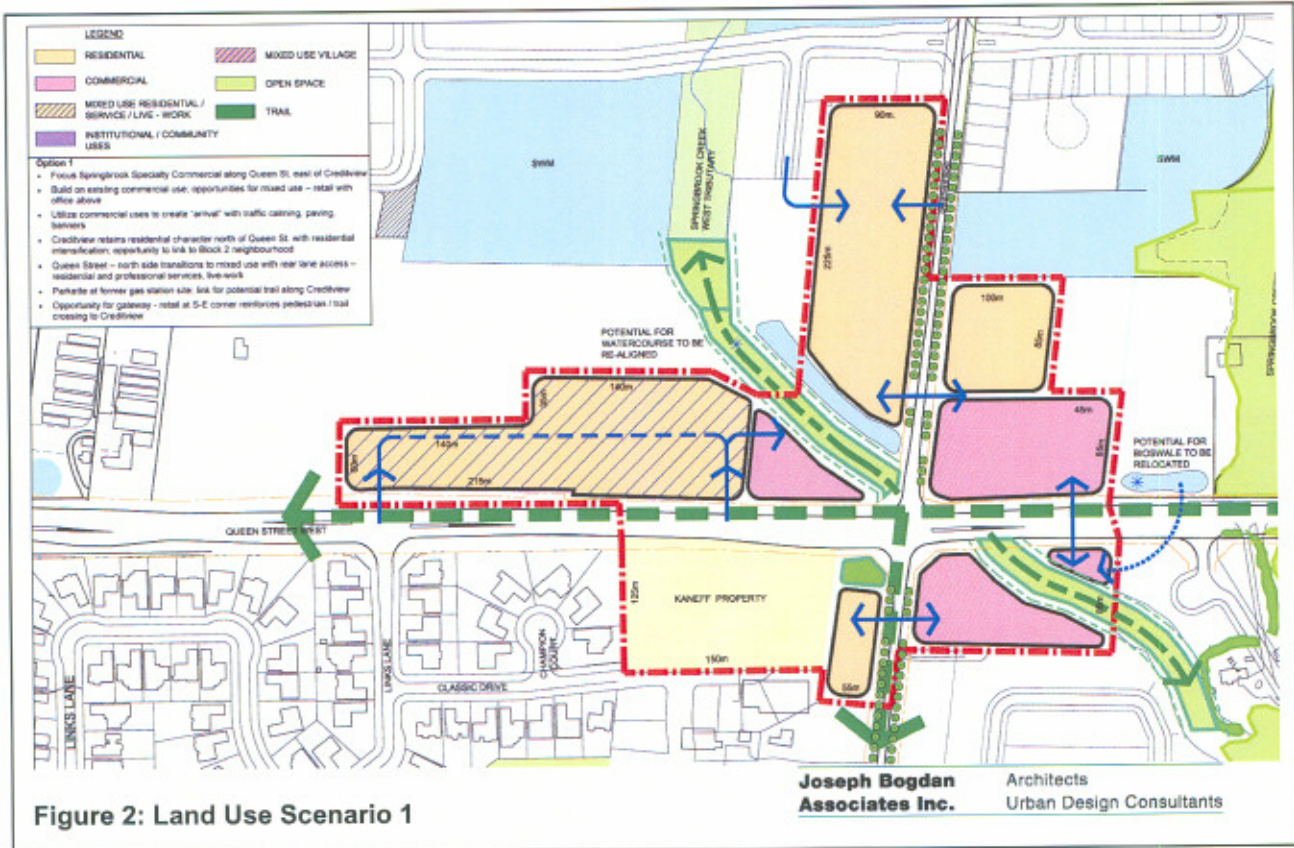
Land Use Scenarios

Based on the opportunities and constraints identified through each component study, the consultants prepared three land use scenarios for public review and comment, which the defining component is the location and focus of commercial development (see Figure 2).

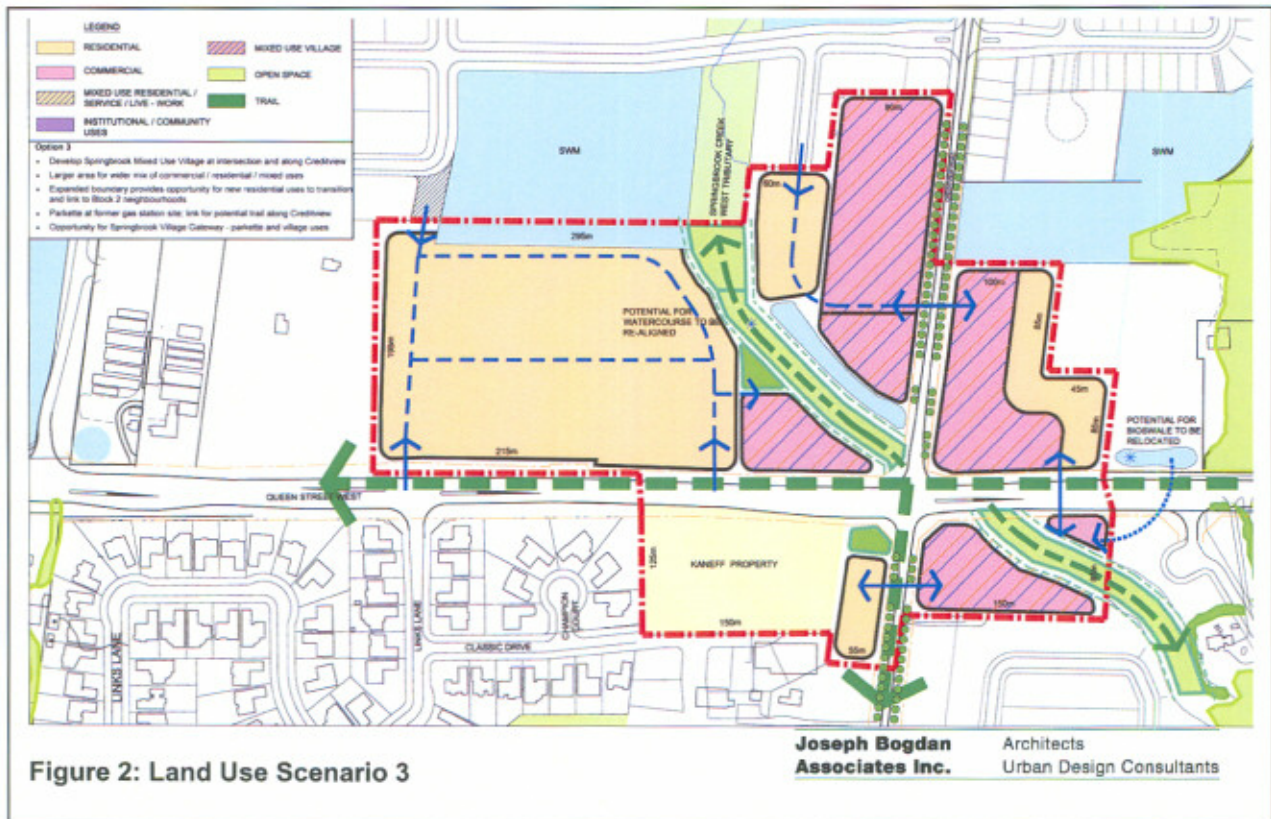
Option 1 proposes commercial development fronting Queen Street West while the focus of commercial development in Option 2 is Creditview Road. In Option 3, mixed uses are proposed around the cross roads with Creditview Road as a focal point for commercial development to create a "mixed-use village."

Common to all the land use options is mixed use residential/service commercial/live-work uses fronting the north side of Queen Street, to the west of Creditview Road. A variety of open space opportunities have been identified by the consultants that include:

- Development of the stream corridor as the environmental "heart" of Springbrook;
- Stormwater bioswales to enhance the presence of the stream corridor and demonstrate Springbrook's environmental qualities;
- Emphasis of the multi-use trail along the north side of Queen Street West as a key link to the established recreational destinations of the area, augmented with additional trails, rest area or parkettes; and,



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- Enhancement of the tree rows and rural scenic qualities of Creditview Road, building upon the commitment to tree preservation and maintaining a rural cross section.

All three land use scenarios and associated revitalization opportunities assume a four lanes of traffic for Queen Street West through the limits of the Springbrook Settlement Area.

NEXT STEPS

Staff are proposing to schedule the first Public Information Centre prior to the end of June 2008. The first PIC will provide an overview of the background research and present the three land use scenarios for public feedback.


Based on the input received at the first PIC, the consultant team will evaluate the planning vision and land use scenarios for the Springbrook Settlement Area and recommend a preferred land use plan that will be presented to a future meeting of the Planning, Design and Development Committee. A second and final PIC will be held to present a preferred planning vision and land use plan for Springbrook to the public and stakeholders in the Fall of this year.

Following the completion of the study and its endorsement by Council before the end of 2008, staff will begin to implement its recommendations by drafting amendments to the Credit Valley Secondary Plan and the City's Zoning By-Law. This work is expected to commence before the end of 2008 and be mainly complete by the Fall of the following year. It will be appropriate for the implementing planning documents to address both the ultimate planning vision for Springbrook and include interim transitional policies and permissions to facilitate a smooth transition as the hamlet redevelops over time.

Respectfully submitted,



Adrian Smith, MCIP, RPP
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Commissioner, Planning, Design
& Development

Authored by: David Waters/Malik Majeed

Attachments:

Appendix A - Phase 2 Summary Report
Appendix B - Component Studies

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APPENDIX A
PHASE 2 SUMMARY REPORT