



DOWNTOWN BRAMPTON SPECIAL POLICY AREA

Comprehensive Flood Risk and Management Analysis

JULY 2011



ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

The Role of the Central Area and Downtown Brampton

The historic downtown core is a key component in the overall planning framework for the City of Brampton. It forms a part of the Central Area for the City of Brampton, which has the role of being the focus of major institutional, residential, commercial, cultural and recreational activity in the City and acts as the “heart” of Brampton. The ongoing revitalization and intensification of the historic downtown core plays an important part in realizing this vision.



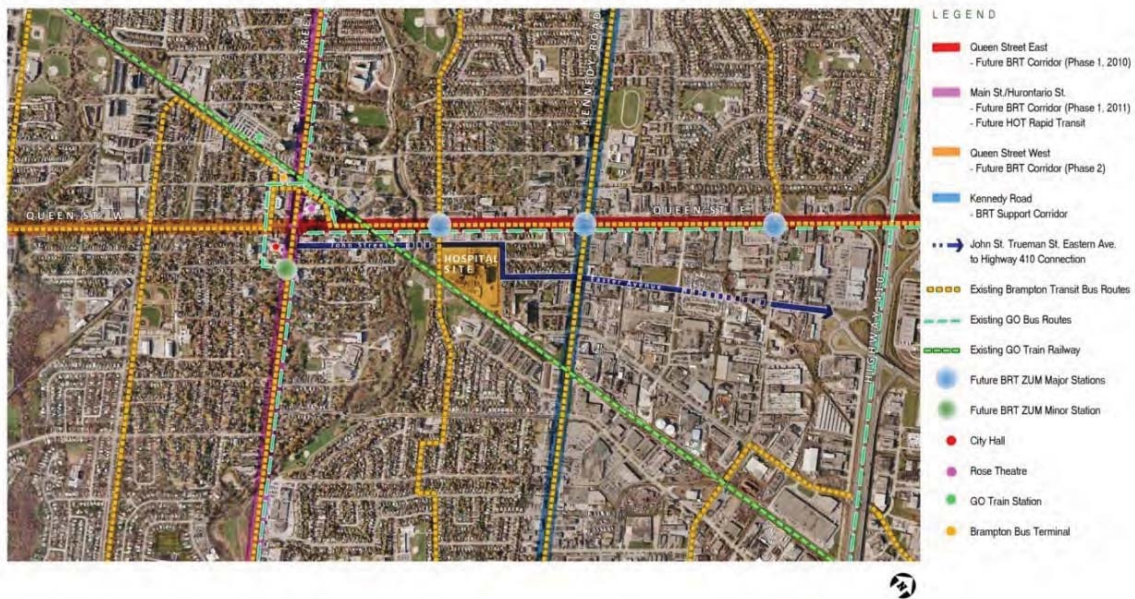
View of north of historic downtown and commercial core
(Photo: August 2009)

Downtown Brampton has a range of key attributes in terms of location, existing and planned transit infrastructure, existing and planned cultural and institutional facilities and functions (see Figures on following page) and a distinct heritage character that makes it well-suited for the planned function set out in City planning documents.

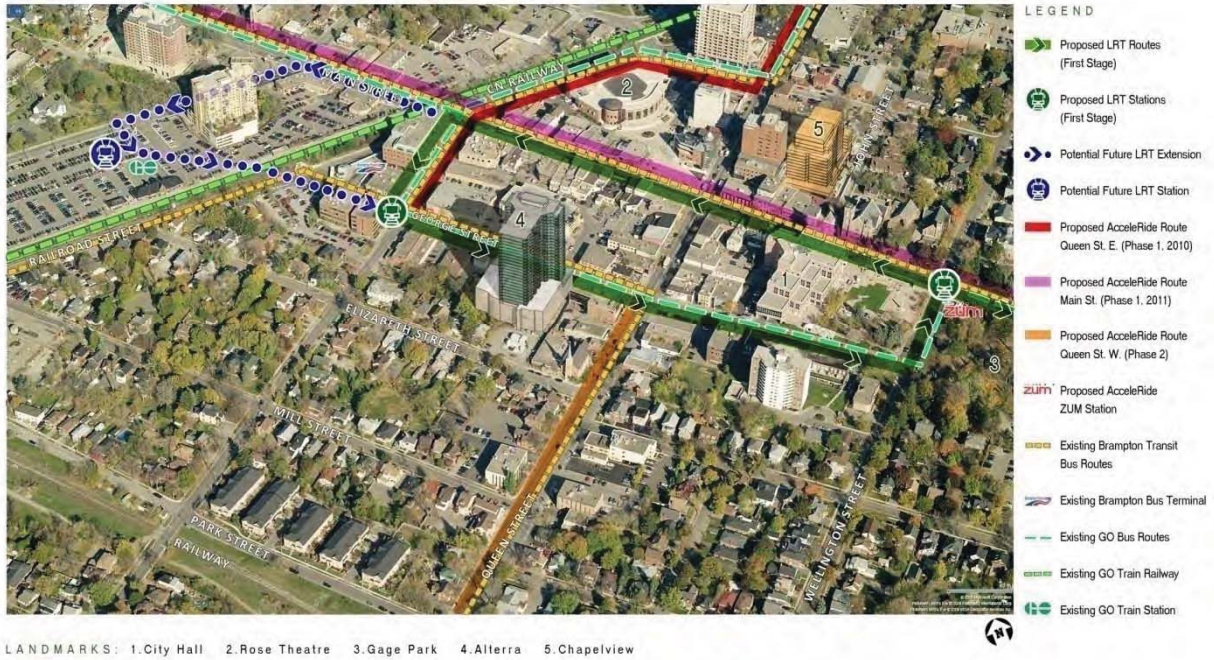
*Downtown Brampton within GTA-wide transit/transportation context
(Source: Metrolinx. The Big Move Plan)*



Transit Infrastructure within Downtown and Queen Street Corridor



Transit Infrastructure within Downtown



Background to this Submission Package

- The historic commercial core of Downtown Brampton is impacted by the floodplain of the Etobicoke Creek under certain flood events. The current Secondary Plan has policies in place that govern the requirements for development within the floodplain (Special Policy Area 3 (SPA 3)).



Commercial Core: View north
(August 2009)

- The prevailing secondary plan for the area (The Downtown Brampton Secondary Plan) accommodates the desired goals for revitalization and general intensification (in suitable locations and forms) of the historic commercial core through a “Central Area Mixed Use” land use designation.
- The Province has indicated that they are the approval authority for any proposals that they consider to be a change to the SPA 3 provisions. To date, only one mixed-used development has been allowed to proceed (Alterra).

- The Province has maintained that any other development proposals should be assessed through a comprehensive review of the planning objectives for the area.
- The Province has also designated downtown Brampton as part of the Brampton “Urban Growth Centre”, being a location for intensification. The City views downtown Brampton as a logical location for further intensification and redevelopment for a number of reasons.
- To resolve this apparent policy impasse, staff have prepared a submission package to the Province in accordance with the requirements set out by Ministry of Natural Resources.

Goals of the Submission to the Province

The goals of this submission package and proposed policy amendments are summarized as follows.

- Provide clarity within the policy framework and enable appropriate revitalization and redevelopment of the historic downtown to ensure its long term health and vitality.
- Clearly establish the location, nature and extent of intensification that is permitted and any related requirements with respect to mitigating risk. Create a policy framework that provides a common understanding among all stakeholders of development opportunities and requirements in the area.
- Provide greater certainty with regard to planning outcomes as they pertain to the ability to satisfy requirements related to development within the floodplain. Remove the need for Provincial approval of rezoning applications.
- Recognize the long term objective of eliminating flood risks in Downtown Brampton to the Regional Storm event.

Primary Policy Direction

The proposed amendment to the planning policy framework:

- Sets out three sub-areas within the overall SPA 3 area of the downtown core, each with a particular set of permissions and development requirements based on a flood risk assessment.
- Provides for an increased level of intensification/development for lands along the flood fringe, subject to having safe ingress/egress to flood-free lands. Sets specific overall density, gfa and unit caps in this area to provide certainty from a risk management perspective.
- Sets out supportable means that can be used to obtain ingress/egress to flood-free lands, requirements for building system designs, requirements for cross-easements for access between buildings, and other matters to address technical concerns related to risk management for constructing in the SPA.
- Permits flexibility in the policy framework to accommodate redevelopment in the southwest quadrant of Main Street and Queen Street in relation to the proposed expansion of City Hall with a focus on civic uses.
- Provides for the protection of the historic relationship of buildings and streets including at-grade entrances in the “Four Corners” area, along Main Street and Queen Street to maintain the integrity of the historic built form. Generally permits less intensive development than in the other sub-areas unless appropriate ingress/egress to flood-free lands can be obtained.
- Establishes the sub-areas on the north side of Queen and the east and west sides of Main Street that are entirely within the floodplain, as the focus for non-residential, commercial/office/arts and cultural uses. Would allow residential/greater intensification only if certain requirements are met.
- Proposes that the proposed Ken Whillans/Church Street flood mitigation measures be recognized as an appropriate means to potentially eliminate the 1/350 flood impact from the core, allowing a reduction/elimination in site-specific, dry passive flood-proofing building measures.

- Recognizes and supports the pursuit of technical solutions to eliminate all flooding risks in Downtown Brampton as identified in the Downtown Drainage Study.



View east of Main Street and Queen Street East corridor
(Photo: January 2010)

Contents of Submission Package

- This submission package provides: an overview of the vision for the Central Area and historic downtown core and planning policy framework, inventory of investments in downtown, justification for development in SPA, risk assessment , analysis of flood protection measures, description and analysis of proposed amendments and Emergency Response Plan, in accordance with the Ministry of Natural Resources' Procedures for Approval: Modifications to Existing Special Policy Areas.
- The package also contains a proposed Amendment to the Downtown Brampton Secondary Plan, a proposed Development Permit By-law amendment (Main Street North) and a Zoning By-law amendment (selected "Four Corners" area only).

Conclusion

The proposed amendments to the SPA 3 provisions of the Downtown Brampton Secondary Plan provide clarity within the policy structure and provide recommendations for moving forward based on the risk assessment undertaken, undergird the overall planned role and function of the area, build upon government investment decisions at all three levels, and provide for greater certainty for private investors and landowners in relation to development and redevelopment potential in the historic core. The amendments will assist in the long-term appropriate revitalization and redevelopment of the historic downtown to ensure its long-term health and vitality while appropriately mitigating flood risks.



View towards north. Historic Downtown Brampton
(Photo: August 2009)

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1.0 Goal & Objectives of the Amendment

Objectives of Proposed Amendment

The overall goal of the proposed amendments to the SPA 3 provisions of the Downtown Brampton Secondary Plan are intended to provide clarity within the policy framework to assist in the long-term appropriate revitalization and redevelopment of the historic downtown to ensure its long term health and vitality and fulfill its role as part of the Urban Growth Centre as prescribed by the Provincial Growth Plan for southern Ontario. The proposed revisions to the SPA 3 policies focus on residential growth within the SPA and will help support the broader planning framework, are in line with and build upon government investment decisions (past, present and future) at all three levels and will undergird the long-term revitalization of the historic downtown commercial core.

The following are some key objectives of this proposed amendment to the SPA 3 provisions of the Secondary Plan:

- To address risk management in order to ensure the protection of public health and safety, and protection to property;
- Provide certainty to the Province regarding the extent of intensification proposed in the SPA;
- Provide certainty to landowners and investors with respect to development potential of lands and process requirements to obtain approvals;
- Establish a clear protocol for dealing with rezoning, official plan amendment, site plan and other development applications within the SPA 3 area;
- Provide greater certainty with regard to planning outcomes as they pertain to the ability to satisfy requirements related to development within the floodplain (apart from other separate planning considerations that may be involved);
- Provide greater certainty to the timing of review and decisions on a proposal;
- Where possible, remove the need for Provincial approval of rezoning applications subject to meeting the requirements set out in the policies;
- Permit flexibility in the policy framework to accommodate the southwest quadrant redevelopment and expansion of City Hall as a focus for civic use;
- Provide for the protection of the historic relationship of buildings and streets including at-grade entrances in the “Four Corners” area, along Main Street and Queen Street to maintain the integrity of this historic built form relationship;

- Follow the opportunity realized by the Alterra (11 George St) project, whereby the greatest level of intensification/development is permitted along the flood fringe, subject to providing safe ingress/egress to flood-free lands;
- Set out supportable means that can be used to obtain ingress/egress to flood-free lands, requirements for building system designs, requirements for cross-easements for access between buildings, and other matters to address technical concerns related to risk management for constructing in the SPA.

Overall, the historic downtown core is a key component in the overall planning framework for the City of Brampton. It forms a part of the Central Area for the City of Brampton, which has the role of being the focus of major institutional, residential, commercial, cultural and recreational activity in the City and acts as the “heart” of Brampton. The City-approved planning documents reinforce this role. In 2005, Council approved a Central Area Vision document, which set out high level objectives for the area and provide the basis for future updates to the planning policy regime. **Refer to Appendix A: Downtown Urban Design Vision Study, 2005.**

The ongoing revitalization and intensification of the historic downtown core plays an important part in realizing this vision. It has a long-standing role as the centre of the community and there are solid fundamental reasons, as will be elaborated in this submission report, for seeking development within the historic core.

As per the goals and objectives described above, the following report provides an assessment of the development opportunities that exist for the City of Brampton’s Downtown SPA with the benefit of a risk assessment undertaken in support of this submission report, and detailed built-form review and 3-dimensional modeling work. The examination focuses on those portions of the SPA that can provide a safe alternate access to address safety requirements for flood events.

2.0 Introduction

2.1 Special Policy Area Context

Provided below is an overview of the current context of the Special Policy Area:

The Downtown Special Policy Area (SPA) is located within the historic commercial core of downtown Brampton and is impacted by some degree by the floodplain of the Etobicoke Creek. It is approximately 36 hectares in size. The SPA is within Secondary Plan Area 7, *Downtown Brampton*. Within the Secondary Plan, Special Policy Area 3 policies govern development within this floodplain area. The centre of the Special Policy Area aligns with Brampton’s downtown core area which is marked by the “four corners” intersection of Queen Street and Main Street. Within the Secondary Plan, the area within the vicinity of the Main and Queen Street intersection is identified as an Office Node; the uses permitted include business, professional or administrative office buildings, hotels, motels and commercial uses. **Refer to Map 1: Downtown Brampton Special Policy Area.**

Provincial policy, including the Places to Grow Growth Plan, identify the area as a location where office, retail service, high-density residential, cultural, government, and institutional uses should be directed to.

To date, the City of Brampton has achieved a significant level of financial investment, and has established policy to enable revitalization within its downtown core, which has become tangible through recent development projects including the Park Place and Renaissance (Alterra) Development. However, further effort is needed to clarify the development framework that exists for the downtown core through the implementation of a flood management program.

2.2 History of Secondary Plan Policies

Understanding the history of the formation of policies which govern the SPA today is important when determining what policy amendments are required to address future growth in the SPA.

Policies governing development within the floodplain that impacts the historic downtown Brampton were put in place as part of the approval of the then new Brampton Central Secondary Plan (OP84-058), approved by the Province in 1986. These policies were later



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Metres
Drawn By: TD
Date: 2011 08 03

Map #1 - Downtown Brampton Special Policy Area

- REGULATORY FLOODLINE
- PARCEL FABRIC
- WATER FEATURES
- RAILWAYS
- STREETS

DRAFT

Source: Regulatory Floodlines Provided by TRCA, July 2011

incorporated into the Downtown Brampton Secondary Plan, which replaced the Brampton Central Secondary Plan and was approved in 1998, which are identified as Special Policy Area #3.

Because of the vital and economic social function of the Downtown Brampton Secondary Plan, special policy provisions are required to ensure the necessary level of flood protection while providing for the continued maintenance and development of the area. In this regard, new buildings, structures and additions are permitted subject to specific provisions.

Within Brampton's 2006 OP, the Special Policy Area is located within the Central Area which is a key element of Brampton's Sustainable City Structure. The Central Area is to be a major location for a number of uses including high-density, mixed use developments.

2.3 Zoning Permissions

One of the first initiatives of the Central Area Planning Group when it was formed in 2005 was to embark on an assessment of the desired built form for the historic commercial core of the downtown. A built form study was undertaken, followed by the preparation of an amendment to the zoning by-law to implement the recommendations of the study. The intent was to implement a more sophisticated regulatory (zoning) regime that reflected the desired built form (such as reduced traditional 3-4 storey building heights at the Four Corners intersection of Main and Queen) and introduce requirements to ensure that key elements in making a downtown successful are established in the by-law. Approval of the resulting By-law 266-2006, effectively redistributed the building mass, reducing heights in certain areas and allowing increased heights in more appropriate locations. The by-law also established controls such as: building frontage lengths, setbacks for building massing above a certain height, requirements for glazing at grade and a requirement for retail uses at grade.

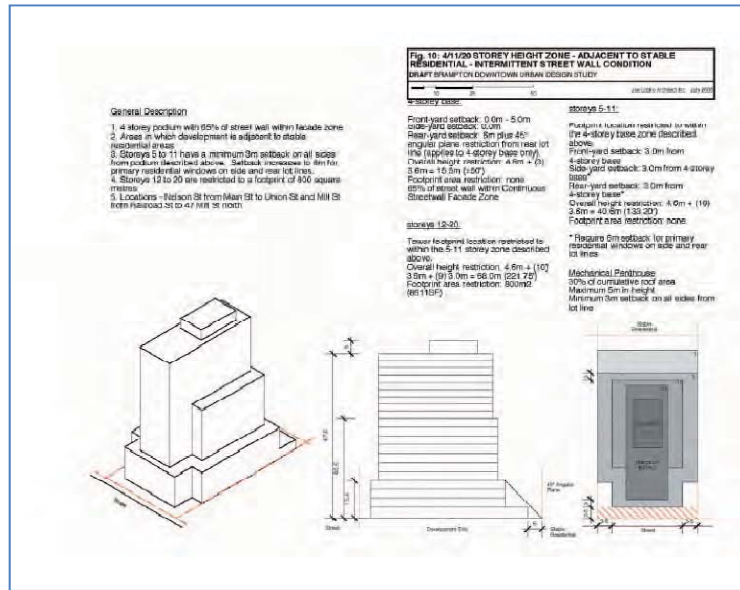
The by-law is also used as a template for the formulation of site-specific amendments for proposed developments that are outside of the By-law 266-2006 area (such as the development at 45 Railroad Street).



DRAFT
Downtown Urban Design Background Study
Built Form Controls - Zoning By-Law Revision



Prepared by Joe Lobko Architect Inc. - July 2006



2.4 Downtown Vision

Brampton’s Downtown Vision articulates the City’s vision for its core, and how it can be realized by maximizing the development potential of the core’s unique character areas given the existing floodplain constraints.

When the Central Area Planning Group was formed in 2005 to support from an organizational standpoint the long term growth, redevelopment and revitalization of the Central Area, by way of a dedicated staff team, one of the initial steps was to create a broad Vision for the area. As a result, the staff report and the Central Area Vision were approved by Council at their meeting of September 18, 2005.

The Central Area Vision takes a strategic, design-based assessment of the Central Area and establishes larger distinguishable districts termed “Precincts”. Understanding each area from a design perspective allows unique characteristics to be ascertained which allows major underlying objectives for each area to be developed (whether redevelopment, heritage preservation or status quo, among others).

The three Precincts are:

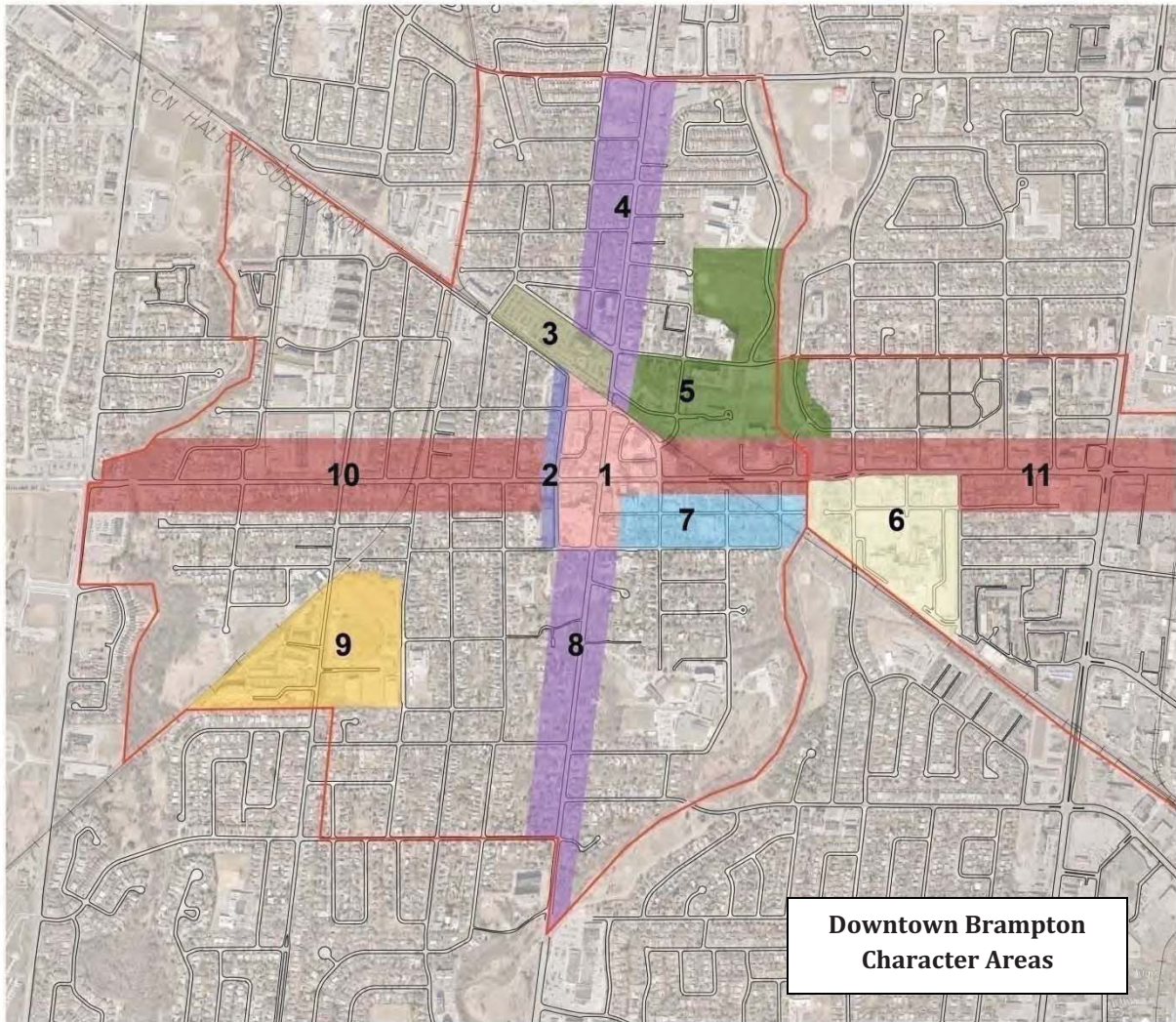
- a Downtown Precinct with a distinct heritage image and character;

- the Queen Street Corridor precinct that will transition into a mixed-use, pedestrian-oriented environment;
- the Bramalea City Centre precinct which has the potential to develop into an Urban Centre model.

The historic downtown core lies within the Downtown Brampton precinct. The Downtown Precinct is broken down into distinct character areas, which build on the specific characteristics of sub-areas.

The Vision expressed for the Downtown Brampton Precinct entails:

- reinforce the Downtown's role as a destination, with the most important civic, institutional, cultural and entertainment facilities supported by residential, commercial and employment;
- that Downtown's strength will be that of a creative centre, a liveable place for entertainment, leisure, civic activities to offer a variety of experiences 24/7 including niche market retail and varied residential forms, live work uses;
- that downtown be a transit-oriented, pedestrian-friendly area, with easy access for a variety of transit modes include cars, various types of transit, pedestrians, bicycles and supportive built forms;
- integrate built, natural and heritage elements with new development of mixed use, mid-rise street-oriented built form with strong urban character and level of design;
- provide a network of public spaces;
- provide quality streetscapes, gateways with appropriate wayfinding, signage and public art;
- reintroduce Etobicoke Creek as a major character element, integrated into surrounding built form and open space system.



1. Four Corners
2. George Street
3. Train Station & Surrounding Areas
4. Main Street North
5. Rosalea/ Etobicoke Creek
6. Hospital Area
7. John Street
8. Main Street South
9. Gum Paper Factory & Fairgrounds
10. Queen Street West
11. Queen Street East

Of the 11 character areas, 4 are within the Special Policy Area. The relevant character areas within the SPA area are:

Four Corners:

Intent to continue to be the physical centre of Brampton, location of main civic and cultural facilities and preserve and enhance the existing heritage with pedestrian-scale development that has strong urban character.

George Street:

George Street was found to have potential for more intensive development due to parcel fabric. Intent that commercial-at grade activity be supported, for such uses as restaurants, having ability to provide wider sidewalks than on Main Street and Queen Street.

Train Station and Surrounding Area:

This area is also identified given potential for intensive mixed-use development based on the location of transit hub. Higher intensity uses that could be accommodated in this area include hotel/convention centre, office as well as residential.

Rosalea/Etobicoke Creek:

From an urban design perspective, the downtown would benefit from reconnecting with the hidden treasure of the Etobicoke Creek and Rosalea Park area. Potential is seen in having this area develop into an urban park with attractive riverwalk, water features, bridges, heritage gardens and bordered by appropriate high-quality built form and a reconfigured channel.

Subsequent Studies

The Urban Design Vision has helped guide the future development for the Central Area, though it is not a prescriptive tool, but a broad level assessment tool. The Vision has established broader parameters for the nature of development in the area (eg. intensive, limited/incremental, stable), and some general concepts for built form types, potential landmark locations, gateways and other elements. More detailed studies are also being undertaken such as Main Street North, Queen Street West study, which use the Urban Design Vision Strategy as a basis, providing more detailed assessment of each area and further establishes actual revisions to the planning framework. **Refer to Appendix A: Downtown Urban Design Vision Study, 2005.**

In 2005/2006 staff undertook an urban design review of the historic downtown core, culminating in a built form study that guided an amendment to the Zoning By-law (By-law 266-2006). The intent of this study and amendment was to establish a more detailed set of height controls over the blanket 11-storey limit that had generally existed at the time. This redistribution of heights limits was done in the context of what is suitable for a given street or block. In locations such as the historic “Four-Corners” intersection of Main Street and Queen Street heights were limited to 4-storeys, while increased heights were provided in other more suitable locations. The by-law also established a more sophisticated zoning regime to control important urban design/building massing elements such as: podium heights, street wall lengths, provision of windows and doors at grade, uses at grade, among others. **Refer to Appendix K, Zoning Bylaw 266-2006.**

3.0 Current Planning Policy Regime

Various legislations exist within the provincial policy framework which guide development within Brampton’s Special Policy Area, including the Provincial Policy Statement 2005, and “Places to Grow” the Provincial Growth Plan. Such policies must be considered when determining the development opportunities that exist for the SPA.

3.1 Provincial Policy Statement, 2005

The Provincial Policy Statement (PPS) 2005 provides policy direction on matters of provincial interest relating to land use planning and development.

The PPS states the following with respect to development on lands that have flooding hazards:

Development and site alteration shall not be permitted within areas that would be rendered inaccessible to people and vehicles during times of flooding hazards and/or dynamic beach hazards, unless it has been demonstrated that the site has safe access appropriate for the nature of the development and the natural hazard. (Policy 3.1.2.c)

Despite policy 3.1.2, development and site alteration may be permitted in certain areas identified in policy 3.1.2:

- a) *In those exceptional situations where a Special Policy Area has been approved, the designation of a Special Policy Area, and any change or modification to the site-specific policies or boundaries applying to a Special Policy Area, must be approved by the Ministers of Municipal Affairs and Housing and Natural Resources prior to the approval authority approving such changes or modifications; or*

- b) *Where the development is limited to uses which by their nature must locate within the floodway, including flood and/or erosion control works or minor additions or passive non-structural uses which do not affect flood flows.(Policy 3.1.3)*

3.2 Growth Plan

The Provincial “Places to Grow” Growth Plan identifies Brampton’s Downtown as one of 25 Urban Growth Centres within the Greater Golden Horseshoe. Such centres which will be planned as a focal area for investment in institutional and region-wide public services, as well as commercial, recreational, and cultural and entertainment uses (Policy 2.2.4.a), and are expected to accommodate a significant share of growth to 2031. Brampton’s Urban Growth Centre is required by the Growth Plan to achieve a minimum density target of 200 residents and jobs combined per hectare by 2031, or earlier (Policy 2.2.4.5). A portion of the Downtown is within the floodplain, a Special Policy Area under the PPS. The City recently undertook an OP update process to bring its Official Plan into conformity with Province’s Growth Plan. Approval of Brampton’s Growth Plan Official Plan Amendment by the Region of Peel is anticipated to occur after the initial submission of the proposed Special Policy Area Amendment to MMAH.

3.3 Region of Peel Official Plan

The Downtown Special Policy is located within a Regional Urban Node as per the Region of Peel Official Plan, Schedule D. As per policy 5.3.3 of the Region’s Official Plan, Regional Urban Nodes are the locations for compact forms of urban development, providing a range and mix of housing, employment, recreation, entertainment, civic, cultural, and other activities for Peel residents and workers. Therefore, growth within Brampton’s SPA should support the objectives of Policy 5.3.3., of this being the location where urban forms of development should be directed to.

3.4 City of Brampton Official Plan

Within Brampton’s 2006 Official Plan, various physical elements comprise the City’s Sustainable Structure which including: a vibrant central area, and transit-supportive nodes. The Special Policy Area is identified as both within the City’s central area and one of several high order transit-supportive nodes. Consistent with the Region of Peel’s OP regional node designation, the central area is identified as a major location for important civic, institutional, cultural, and entertainment facilities, along with major commercial, retail and employment activities. The planned vision for the core within the OP identifies it as being a location for business, shopping,

dining, entertainment, and cultural events and programs. The downtown core, in particular, is the heart of the City, providing an abundance of rich built and cultural heritage.

3.5 Secondary Plan 7: Downtown Brampton

The City of Brampton's Secondary Plan 7, *Downtown Brampton*, establishes land use policies for the City's downtown. Generally, the lands covered by the SPA are designated *Office Node*, and *Central Area Mixed Use* in the Secondary Plan. The uses envisioned for the above designations include: commercial, retail, office, residential, hotel, open space, recreational, institutional, entertainment, and cultural uses. The Secondary Plan also establishes a maximum Floor Space Index for the area of 3.5, and also designates the area a *Community Improvement Plan Area* as per Section 28 of the *Planning Act*.

The Secondary Plan, approved in 1986, identifies policy provisions applicable to the SPA, and specifically defines the SPA as *Special Policy Area No.3*. Development approval for properties within the SPA is subject to satisfying policy criteria.

Figure 1: Excerpt from the Downtown Brampton Secondary Plan Area 7

5.6.3 Special Policy Area Number 3

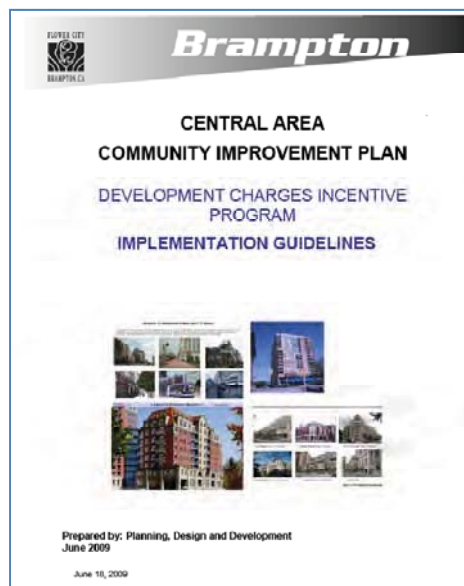
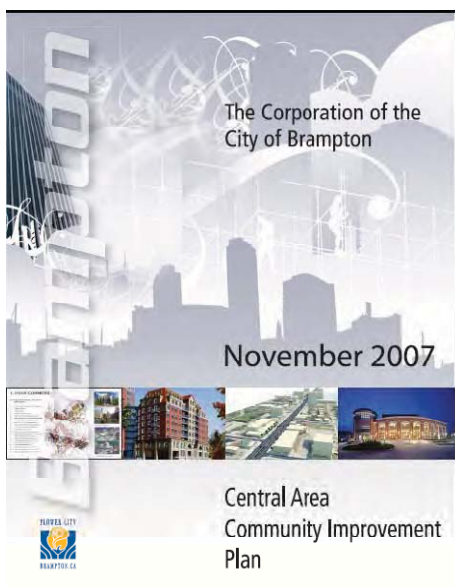
5.6.3.1 The area identified as Special Policy Area Number 3 on Schedule SP7(C) has been determined by the Metropolitan Toronto and Region Conservation Authority as being below the regulatory floodline. The inherent environmental conditions of these lands with respect to flood susceptibility necessitates certain restrictions on development /redevelopment in accordance with Provincial floodplain management policies. Because of the vital and economic social function of the Downtown Brampton Secondary Plan, special policy provisions are required to ensure the necessary level of flood protection while providing for the continued maintenance and development of the area. In this regard, the erection of new buildings or structures including new additions as permitted within each land use designation within Special Policy Area Number 3 shall only be permitted subject to the following provisions:

- (i) the placing or dumping of fill of any kind or the alteration of any watercourse shall not be permitted without the approval of the Metropolitan Toronto and Region Conservation Authority;

- (ii) any new buildings or structures, including new additions, shall not be susceptible to flooding under regional storm conditions, as defined by the Metropolitan Toronto and Region Conservation Authority. In this regard, the City shall cooperate with the Metropolitan Toronto and Region Conservation Authority to determine, prior to the issuance of a building permit, appropriate to flood damage specifications, including setbacks, basement elevations, the strength of the foundation walls, the placement of fill, the elimination of building openings, the installation of back-water valves and sump pumps, and the installation of waterproof seals and structural joints;
- (iii) where it is technically impractical to flood proof a building or structure in accordance with Section 5.6.3.1 (ii), new buildings or structures, including new additions, shall only be permitted, if they do not have a risk of flooding in excess of 25 percent over an assumed life of 100 years (approximately the 1:350 year flood);
- (iv) notwithstanding section 5.6.3 (ii) and (iii), no new buildings or structures including additions shall be permitted within Special Policy Area Number 3 as shown on Schedule SP7(C), if they would be subject to flows which, due to their velocity and/or depth would be a hazard to life, or where the buildings would be susceptible to major structural damage as a result of a flood less than the Regulatory Flood, as defined by the Metropolitan Toronto and Region Conservation Authority;
- (v) where development or redevelopment requires a zoning by-law amendment and/or a Official Plan Amendment, the City, in consultation with the Metropolitan Toronto and Region Conservation Authority, may determine that an engineering study is required, detailing such matters as flood frequency, the velocity and depth of storm flows, proposed flood damage reduction measures and storm water management; and,
- (vi) any new zoning by-laws shall contain flood proofing provisions where appropriate, relating to minimum building setbacks, maximum lot coverage, minimum height of any opening and such other matters as may be determined by the City in consultation with the Metropolitan Toronto and Region Conservation Authority.

3.6 Central Area Community Improvement Plan

The City of Brampton has approved several Community Improvement Plans (CIP) to support the revitalization of the downtown and Central Area. The first plan, approved in 1988 was primarily focused on facilitating capital projects such as the Downtown Transit terminal and streetscape improvements. In 2000 the “Community Improvement Plan for the Central Area” was approved. Approval of this plan demonstrated a significant commitment by the City to supporting redevelopment in the Central Area, by providing relief from the required City Development Charge payable. The amount owing was covered by the City from the tax base. A façade improvement program was also approved that provide loans for façade renovations within the historic downtown. The 2000 CIP had a cap of 1150 units and was fully subscribed. This CIP was replaced by the 2007 Central Area Community Improvement Plan, which offered a wide range of potential programs which the City could use to support the achievement of planning objectives in a targeted manner. The initial program that was approved was the Development Charges Incentive Program. It expanded the financial support provided by the City to an annual carry cost cap of \$1.56 million/yr for 25 years. This is a total program equivalent in excess of \$28 million. It is also innovative in that it applies a scoring system to determine the extent of the support provided by the City. This helps ensure that built form, urban design and other objectives of the City are achieved. Currently the total support provided by the City through the Development Charges programs of the 2000 and 2007 CIPs is approximately \$15,000,000.00.



3.7 Development History

Provided below is a summary of the recent development history of the SPA. A review of the area's development history helps to gauge the existing development pressures in this area, which supports the need for a comprehensive approach to addressing growth.

Since 2004 there have been three development proposals for residential development within the floodplain of the Etobicoke Creek. These applications were:

- Alterra (11 George Street), C01W06.069 (Application made: July 2005)- A total 27 storeys and 301 units are constructed.
- W. Biscaia (125 Main Street North), C01E06.051 (Application made: November 2004)- A total of 17 storeys and 333 units are proposed.
- Christian Reformed Church (59, 63 Church Street), C01E06.052 (Application made: November 2004)—A total of 16 storeys and 269 units were proposed (now a City owned parcel).

Refer to Figure 2: Mixed Use/ High Density Residential Development Proposals or Projects Inside and Outside of Downtown Special Policy Area.

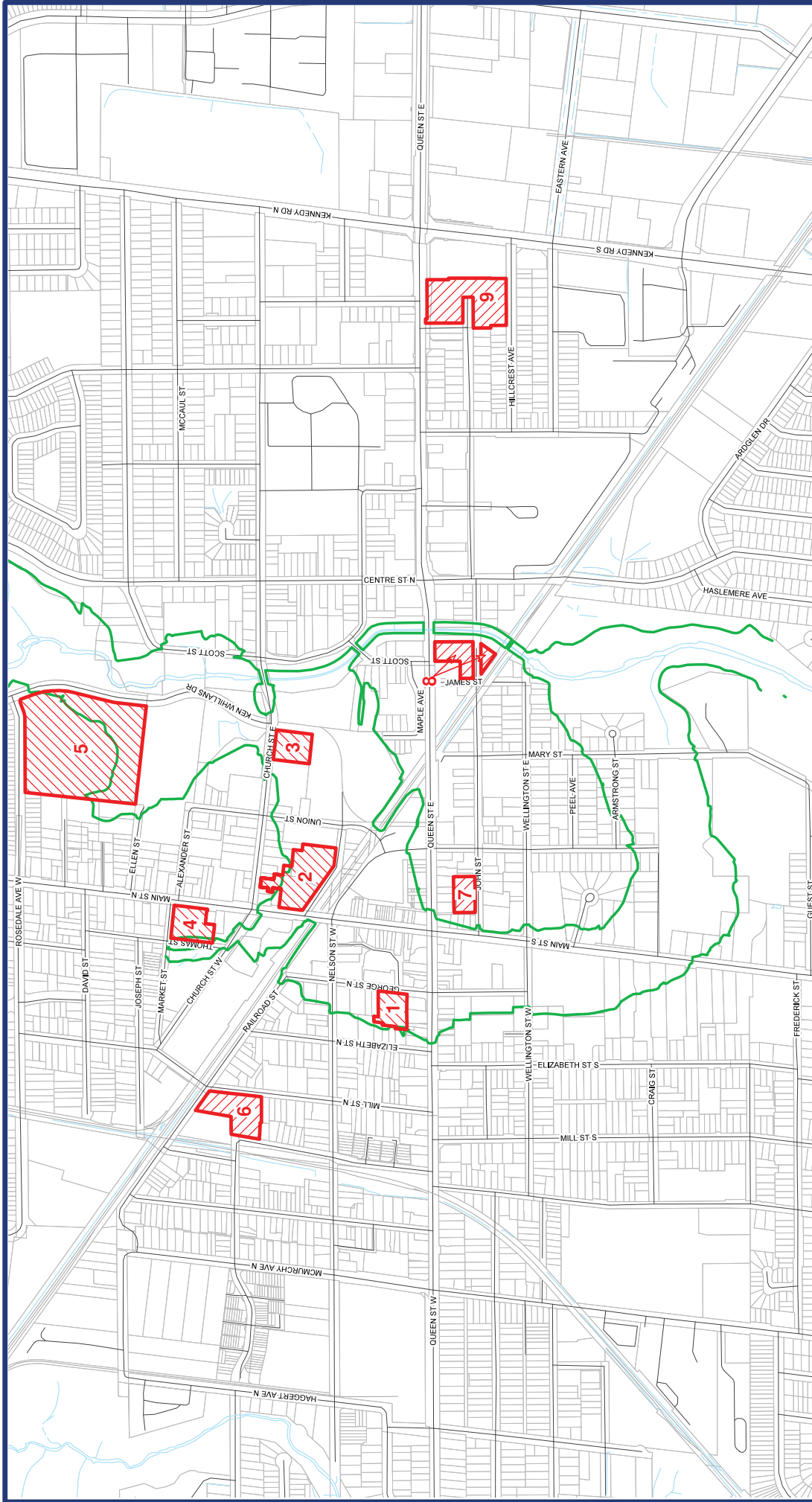
All these applications were approved in principle by Council in 2006, subject to meeting the requirements of the Toronto and Region Conservation Authority (TRCA) as set out in SPA 3 of the Secondary Plan.

Prior to this time, major recent development in the floodplain area of the downtown was non-residential in nature. This includes the Main/Nelson transit terminal/office, George Street Parking Garage, Market Square Parking Garage, City Hall, and The Rose Theatre.

Of these, only the 11 George Street project has proceeded through the various stages of approvals. The 59 and 63 Church Street property has since been purchased by the City for open space uses. The Main/Nelson project is still in the process of resolving outstanding matters related to the floodplain policies of the Secondary Plan (it is also relying on the proposed revisions to allow it to achieve approval of a zoning by-law amendment for the lands).

There are also several other active development applications outside of the SPA area that serve to intensify land uses and add critical population growth to the downtown and Central Area:

- The Landmarq (Medallion). This project is partially within the SPA. The building is constructed and occupied. It contains 257 units and ground-floor retail. It is one of the



Date: 2011.06.03

Figure #2 - Mixed Use/High Density Residential Development Proposals or Projects Inside and Outside of Downtown Special Policy Area

Source: Regulatory Floodlines Provided by TRCA, July 2011

- PROPOSALS IN DOWNTOWN SPECIAL POLICY AREA**
- 1 AL TERRA
 - 2 MAIN/NELSON
 - 3 59/63 CHURCH ST. (New City Owned Lands)
 - 4 THE LANDMARTO
 - 5 GREENWAY RETIREMENT VILLAGE
- OTHER DEVELOPMENTS**
- 6 THE BLADE
 - 7 CHAPELVIEW
 - 8 PARK PLACE
 - 9 RHYTHM

- REGULATORY FLOODLINE
- PARCEL FABRIC
- WATER FEATURES
- RAILWAYS
- STREETS

- few new large scale, private rental projects to be constructed in the GTA in recent decades

Greenway Retirement Village. This project located at the southwest corner of Sproule Drive and Ken Whillans Drive is constructed and occupied and contains 222 residential units (apartments and street-related townhouses).

- Park Place. This project is located at the edge of the historic downtown, beside Etobicoke Creek and contains 224 residential units and ground floor retail. The building is complete and occupied.
- Rhythm (Mattamy). Mattamy’s first high-rise project is located on Queen Street, just west of Kennedy Road. Two of three phases are complete and occupied. The tower component contains 240 units and ground floor retail. A separate phase consists of 32 townhouse units.
- Chapelview Apartments. This affordable housing project recently constructed by the Region of Peel is located on John Street, east of Main Street S. It contains 200 apartment units.
- The Blade Condominium. This project received zoning approval in 2009 and is currently in the site plan process. It is located across from the GO/VIA station at the southwest corner of Mill Street and Railroad Street. 350 apartment units and ground floor commercial are proposed.

Refer to Figure 2: Mixed Use/ High Density Residential Development Proposals or Projects Inside or Outside of Downtown Special Policy Area.



Rhythm



Chapelview





Park Place



The Renaissance (Alterra)



Greenway Retirement Village



The Blade

SPA 3 sets out requirements with respect to floodproofing and building design, among others, that must be achieved before the TRCA will issue a permit for development. Emerging from these applications was a renewed examination of the nature and intent of these policies and the long-term goals of the City in terms of the nature of redevelopment/revitalization within the historic downtown core.

The Province and TRCA have indicated that these three applications constitute changes to an approved SPA and thus must be approved by the Province. In processing the Alterra project, a 2-stage review process was established. This involved:

Phase 1:

- submission of technical information (flood characteristics, proposed flood-proofing measures, assessment of alternative approaches to flood protection, safe access/egress, structural integrity, emergency measures)
- submission of draft opa and/or zoning implementation documents
- provision of any related City staff planning reports regarding the application
- sign-off from the TRCA with respect to the proposed application
- circulation to Provinceto review submission, provide comments and once matters are resolved issue general concurrence to move to Phase 2

Phase 2:

- final completed technical studies, reports, drawings in response to provincial comments
- final draft OPA and/or Zoning By-law and related reports
- approval in principle from City Council
- final TRCA resolution from Executive Committee indicating they have no further objections/concerns

However, it was indicated that a comprehensive approach to development in SPA 3 would need to be pursued before any further site specific consideration for intensification would be considered by the Province/TRCA.

The proposed amendment herein and related material are intended to provide the comprehensive analysis and broad framework for development within the SPA area and is submitted in accordance with the requirements of the Province as set out in the Ministry of Natural Resources' Procedures for Approval: Modifications to Existing Special Policy Areas document.

In an effort to address the process for reviewing development applications in a systematic way, the City also retained a flood management consultant, Aquafor Beach, in 2006 to undertake a drainage study of the Downtown to assess flood risks. As part of the study, the consultants identified flood protection requirements and possible flood protection measures specific to the characteristics of the City's Downtown floodplain. The review also included modeling updates to the City's regulatory flood line, and examined flood proofing measures and flood relief measures that could be applied to development within the Special Policy Area. Overall, the study identified the most appropriate measures that could be applied by the City. Specific

findings of the report are further described in Section 6.4 of this report, *Flood Proofing & Flood Relief Measures* and *Section 5.0 Risk Assessment*.

4.0 Relevant Studies

Recent completed and current studies undertaken by the City assist in providing clarity regarding development in the SPA. Such studies range in scope, including technical studies that assess existing flood risks and possible mitigation measures, studies that review land use compatibility and urban design standards, as well as studies seeking to implement provincial policy.

4.1.1. Brampton's Growth Plan Response

On June 9, 2010, the City of Brampton's Council adopted its Growth Plan conformity amendment, Official Plan Amendment No. 43, which sought to bring the City's Official Plan into conformity with the Province's Places to Grow Growth Plan. The Growth Plan's principles and policies have placed significant emphasis on intensification, protecting natural resources, protecting and enhancing the economy and making the best use of existing and new infrastructure. In order to achieve these policies, the Province has established targets that the City of Brampton must conform to, including population and employment targets, minimum densities, an intensification target, and the establishment of an urban growth centre and built boundary.

Specific targets set out by the Growth Plan include:

- Brampton's Urban Growth Centre is to be planned to accommodate a minimum density of 200 residents and jobs per hectare.
- 40% of new residential units across the entire Region of Peel are to be accommodated through intensification within the built up area by 2015.

The studies undertaken as part of the City of Brampton's response to the Growth Plan aimed to identify how and where Brampton could accommodate intensification and the Greenfield and Urban Growth Centre density targets, which will need to take into consideration growth across the entire Region of Peel.

The Special Policy Area is located within Brampton's Urban Growth Centre. In terms of land coverage, the Special Policy Area accounts for 12% of the UGC's total land area. It should be noted, however, that the SPA is located within the centre of the UGC, and spans both the area

of the City's Anchor mobility hub and the downtown core's key intersection of Queen Street and Main Street, commonly referenced as "the four corners". Based on the preliminary growth forecasts endorsed by the City of Brampton's Council as part of the Growth Plan conformity exercise, approximately 6,147 intensification units have been forecasted to locate within Secondary Plan Area 7, of which a portion would be attributed to the SPA. The City forecasts that its Urban Growth Centre will grow to approximately 24,500 people, and 20,090 jobs by 2031.

As part of the Growth Plan objective to enhance transit service, the Downtown core has been identified as an Anchor Hub transit node, designated by the Metrolinx Regional Transportation Plan as a node having strategic regional and inter-regional importance. The Metrolinx Plan also identifies Queen Street and Main Street as Bus Rapid Transit corridors, corridors that can support transit-oriented forms of development.

The City of Brampton's Bus Rapid Transit service, Züm, has received \$285 million in funding from all three levels of funding to date. Brampton Züm now operates along Queen Street, which will connect the Special Policy Area to major regional designations including York University and Mississauga's City Centre, and the anticipated commencement date of BRT service along the Main/ Hurontario Street corridor is Fall 2011.

4.1.2. Metrolinx Regional Transportation Plan

Metrolinx was created in 2006 by the Province to champion, develop and implement an integrated multi-modal transportation system for the GTHA that enhances prosperity, sustainability, and quality of life, which includes GO Transit. It also oversees the Smart Commute Initiative. Within the Metrolinx Regional Transportation Plan (MRTP), Downtown Brampton, including the Downtown GO Station, has been identified as an Anchor Mobility Hub, as described above in Section 4.1.1. Within the MRTP, anchor hubs are identified as having a strategic importance due to their relationship with urban growth centres, which are focus areas for directing high-density employment and population growth. Anchor hubs have the potential to transform regional urban structures and are to function as anchors of the regional transportation system. Such hubs provide interregional, regional and local transit connections to the City's UGC and other UGCs across the Greater Toronto and Hamilton Area. Specific density and height maximums have been established for development within the Anchor Hub to support the hub's high order transit function. As such, appropriate forms of growth within Brampton's downtown SPA will achieve the objectives of the draft Growth Plan OPA to direct high-density developments to key transit nodes and mobility hubs.

The MRTTP also designates Queen Street and Hurontario/ Main Street as Rapid Transit corridors. GO rail service within Brampton has been identified by the MRTTP as providing both Express Rail and Regional Rail rapid transit service which further supports growth in Brampton's downtown core.

4.1.3. Transportation and Transit Master Plan

The City of Brampton's 2009 Transportation and Transit Master Plan (TTMP) seeks to address the current and future transportation needs within the City and will be used to guide future planning initiatives relating to the City's growth objectives. The TTMP will support the strategic objectives of the City for orderly growth through implementation of the Master Plan. Within the TTMP, the key roads within the SPA, Main Street and Queen Street, are identified as major arterial roads and as rapid transit corridors. The TTMP identifies a service frequency for the BRT corridors of less than 5 minutes. The BRT corridors provide connects to adjacent municipal and regional transit service providers. Brampton's Züm BRT service will improve both inter-regional and inter-municipal connections with links to BRT services in Mississauga, and York Region, along with GO Train and Bus services, and the TTC system. Improved connections to major regional designations including the Toronto Pearson International Airport, Vaughan Corporate Centre, York University, and Humber College are also planned.

4.1.4. Hurontario/ Main Street Higher Order Transit (HOT) Study

The Cities of Brampton and Mississauga initiated the Hurontario/ Main Street Higher Order Transit Study to develop a Corridor Master Plan that integrates rapid transit, land use and urban design for the corridor which includes Downtown Brampton. .

Through its Places to Grow legislation, the Province is actively promoting higher-density, pedestrian and transit-friendly development; the Hurontario/ Main Street corridor has been designated a place where this type of development should be located. The study seeks to create a new vision for Hurontario/Main Street that will examine ways to enhance travel choices, economic vitality, recreation and entertainment options and overall quality of life.

Based on the study's findings, light rail transit or LRT service is recommended as the preferred option for serving the corridor. In order to offset the financial investment associated with upgrading transit service to a railed rapid transit system, development within Brampton's

downtown core is required to generate sufficient ridership to support transit investments along the corridor. The next step of the project is the completion of the EA process.

4.1.5. Region of Peel Official Plan Amendment 24

The Region of Peel's Council adopted its Growth Plan conformity amendment, Region of Peel Official Plan Amendment No. 24 on April 22, 2010, to bring its Official Plan into conformity with various provincial regulations, including the Places to Grow Growth Plan. ROPA 24, entitled *Places to Prosper: Growth Management, Employment Areas and Greenbelt Conformity*, seeks to bring the Region's OP into conformity with the Growth Management matters of the Growth Plan, as well as the Greenbelt Plan policies.

ROPA 24 provides further support to development within Brampton's Urban Growth Centre, which includes the Special Policy Area.

4.1.6 HACE District Initiative

The Heritage Arts Culture and Entertainment concept derives from a Brampton Arts Council initiative begun in 1999. In 2009, this idea was recast and expanded by Council as an economic development and planning tool that can be used to support the revitalization of the historic commercial downtown, utilizing the synergies offered by the heritage, arts, culture and entertainment sectors. From a built form perspective, the existing downtown fabric, land use permissions, heritage buildings, open spaces are ideally suited to accommodate projects, spaces for activities and uses that fall within the HACE™ concept.

4.2 Financial Investment

There has been significant investment by all sectors into the downtown area, correlating with the importance of the historic core in its role as a civic/institutional/cultural heart of the City. Employment/residential uses and an increasingly important role as a multi-modal transportation (transit) hub further justify the need for investment in this area. These investments are aimed at furthering the ongoing revitalization of the area with a total investment of over \$340 Million over the past 20 years. The table below provides an overview of the various investments in the historic downtown to date.

Table 1: Financial Investment Summary of Initiatives within the Special Policy Area

| Project | Sector | Year | Funding Project | Investment | Notes |
|-----------------------------------|----------------------|-----------|--|------------------|--|
| Heritage Theatre | Municipal | 1986 | - | \$1,000,000.00 | Purchase and restoration |
| 55 Queen Street Acquisition | Municipal | - | - | \$500,000.00 | |
| Streetscape Improvements | Provincial/Municipal | 1988 | Provincial PRIDE Program/ Central Area Community Improvement Plan (1988) | \$1,000,000.00 | Decorative sidewalk, streetlighting, landscaping, street furniture |
| Nelson Parking Garage | Municipal | 1988 | - | \$5,000,000.00 | 3 level above-ground garage (300 spaces) |
| City Hall and Parking Garage | Municipal | 1988-1991 | - | \$30,000,000.00 | |
| Transit Terminal/ Office Building | Municipal/Private | 1988 | - | \$4,000,000.00 | 8 Nelson Street, connection to GO/VIA Station |
| Gage Park Improvements | Municipal | 1992 | Provincial PRIDE Program/ Central Area Community Improvement Plan (1988) | \$1,000,000.00 | |
| 33 Queen Street W Acquisition | Municipal | 1995 | - | \$600,000.00 | Small Business Centre offices |
| Road Improvements | Provincial/Municipal | 1997 | Central Area Community Improvement Plan (1988) | \$9,000,000.00 | Nelson Street extension, Union/Chapel realignment, new CNR underpass |
| Market Square Garage | Municipal | 1997 | | See Rose Theatre | 3-level underground parking garage 586 spaces. |
| 41 George Street Acquisition | Municipal | - | - | \$2,300,000.00 | Office building and parking lot |
| Rose Theatre and Garden | Municipal | 2003-2006 | - | \$59,000,000.00 | Rose Theatre, air rights |

| Project | Sector | Year | Funding Project | Investment | Notes |
|--|---|-----------|---|--------------------------------|---|
| Square | | | | | acquisition, Garden Square and Parking Garage |
| Downtown Streetscape Rehabilitation | Municipal | 2008 | - | \$185,000.00 | Replacement of interlock, curb repair |
| Queen Street Bridge rehabilitation | Municipal | 2008 | - | \$1,276,000.00 | Bridge replacement, includes new downtown street lights |
| Garden Square Phase 2 | Municipal | 2008-2009 | - | \$3,500,000.00 | Fountain by Dominion Building, landscaping |
| Acceleride/ZUM | Federal/Provincial/Municipal | 2010- | | \$300,000,000* City-wide | New Rapid Bus Transit service |
| Chapelview Apartments | Federal/Provincial/Regional | 2005- | Affordable Housing Program | \$38,860,000.00 | 200-unit apartment building |
| John Street Parking Garage | Partnership with Chapelview Development | 2005- | - | \$9,500,000.00 | 200 stall underground parking garage |
| GO Transit, Georgetown line Improvements | Provincial | 2008- | - | \$19,000,000.00 | New underpasses, new station platform, Downtown Station. Increase in service levels |
| Downtown Beautification Program | Provincial/Municipal | 2009- | Investing in Ontario Grant | \$5,000,000.00 | Streetscape improvements, underpass improvements, John/James realignment, Belvedere Stairwell |
| Alderlea Restoration | Provincial/Municipal | 2009- | Investing in Ontario Grant | \$8,000,000.00 | |
| Peel Heritage Complex Restoration | Federal/Provincial/Regional | 2010- | Federal Infrastructure Stimulus, Investing in Ontario Grant | \$11,000,000.00 | Expansion of museum space, restoration of interior spaces |
| Central Area Community | Municipal | 2000-2006 | - | \$9,000,000.00 For development | Amortization: Max. annual |

| Project | Sector | Year | Funding Project | Investment | Notes |
|---|---------|-------|-----------------|----------------------------------|---|
| Improvement program-Development Charges Incentive | | 2007- | | within historic downtown | budget cap of 1,560,000.00 for 25 years |
| <i>Private Developments:</i> | | | | | |
| YMCA | Private | 1997 | | \$7,826,761.00 | Recreation centre |
| The Belvedere | Private | 1997 | | \$4,392,000.00 (excludes garage) | 111-unit condominium apartment with commercial |
| Bellagion Homes | Private | 2003 | | \$864,808.00 | 7 street townhouses |
| The Landmarq | Private | 2005 | | \$25,000,000.00 | 257-unit apartment with ground floor commercial |
| The Renaissance | Private | 2007 | | \$44,270,000.00 | 303-unit condominium apartment with ground floor commercial |
| Park Place | Private | 2008 | | \$39,500,000.00 | 224-unit condominium apartment with ground floor commercial |
| TOTAL | | | | \$340,874,569.00 | |

*costs are in not adjusted to reflect 2011 values

(*Funding for Acceleride/Züm Project represents City-wide investments and is excluded from total above.)

Ongoing Projects

There are several ongoing projects that will involve further investment in the historic downtown. These include:

City Hall Expansion (Southwest Quadrant Redevelopment)

City Council has made a decision to pursue the amalgamation of City office space, seeking to accommodate as much of its current and future staff space needs as possible in a single City-owned facility and reduce the reliance on private, leased property. The project aim is to

achieve a certain level of revitalization in the south-west quadrant of Queen Street and Main Street, while providing for the City's need for additional office space. The concept for the project is not that of a simple expansion of office space, but will potentially include other municipal facilities such as a new library and also private uses such as commercial, office and residential. Other sites within the vicinity, but not necessarily adjacent to, the existing City Hall may also be incorporated into a redevelopment scheme to accommodate the program of uses set out in the project Request For Proposal (RFP). Therefore, other sites in the historic core may also be redeveloped. The RFP for an innovative competitive dialogue process was issued in 2009 and the process is continuing with the successful negotiating partner, e Dominus Construction.

Hotel/Convention Centre

The provision for a hotel/convention centre in the downtown core has been recognized as an important element in the ongoing revitalization of the area and to support other initiatives as office uses, entertainment and tourism. It provides much-needed facilities for attracting conventions and accommodating major events. It is also seen as a catalyst to spur other forms of development. The City has been an active partner in seeking a hotel/convention centre for the downtown, commissioning a market feasibility study in 2009.

Hurontario Higher Order Transit

The Hurontario Higher Order Transit project involves the construction of a light rail transit facility along Hurontario/Main Street from Port Credit in Mississauga to Downtown Brampton. A Master Plan Study was recently completed for the project, and currently the project is in Phases 3 / 4 of the Municipal Class Environmental Assessment process. The implementation of light rail transit infrastructure represents a significant shift in the provision of higher-order public transit service in Peel Region and Brampton and would help spur mixed-use development and intensification in the areas it serves. This project is identified in Metrolinx's as a top 15 priority project in their "The Big Move" Plan (The Queen Street Acceleride corridor is also in the top 15). Both the Acceleride project (ZÜM) and the Hurontario HOT meet in the downtown Brampton core at the anchor mobility hub.

Queen Street Benefits Case Analysis

The Regional Transportation Plan (RTP) for the GTHA approved by Metrolinx includes a higher order transit corridor from downtown Brampton to York Region. Metrolinx is undertaking a benefits case analysis for the top 15 priority transit projects, which includes the Queen Street and Highway 7 corridor from Downtown Brampton to the Spadina Subway extension in York Region. A critical portion of the Queen Street study area extends through the special policy area.

5.0 Risk Assessment

5.1 Downtown Drainage Study Flood Risk Assessment

In 2006, Aquafor Beech limited undertook a Downtown Drainage Study Flood Risk Assessment on behalf of the City of Brampton, attached as **Appendix L**. The objectives of that Study included:

- Update hydraulic modeling to confirm regulatory flood lines
- Determine the depths of flooding
- Review flood protection requirements and measures
- Estimate flood risk
- Evaluate feasible flood relief alternatives

Part one of the Aquafor Beech Study undertook a flood risk assessment for the Downtown Brampton SPA. Analysis of flood characteristics included hydrology – flood flows, hydraulic modeling, existing flood characteristics, flood depths, and flood velocities. Flood proofing alternatives were also evaluated. In general flood proofing measures were deemed most appropriate where:

- flood depths are shallow;
- flood velocities are low; and
- the duration of flooding is short.

Technical consideration in evaluating flood proofing measures included:

- Active flood proofing
- Passive flood proofing
- Dry flood proofing
- Wet flood proofing
- Land use
- Utilities
- Threat to life and safe access
- Duration of flooding
- Flood warning and rate of rise and fall
- Structural integrity and leakage

Various types of flood proofing were evaluated including:

- Elevated structures
- Watertight flood walls
- Watertight doors and seals
- Berm surrounding buildings
- Wet flood proofing

The study also provided flood damage cost estimates and evaluated potential flood relief alternatives. Estimated flood damage costs based on existing conditions range from \$24 million for the 100 year storm to \$79 million for the Regional Storm.

5.2 Life Safety Measures

With respect to life safety, the Aquafor Beech work identifies factors associated with flood depth, and velocity as floodplain risk with respect to life safety. Areas of low risk for people include flood depths below 0.8 metres and velocity less than 1.7 metres per second. Model results with respect to these factors are presented in the Report. Access for passenger and emergency vehicles is considered feasible up to a flood depth of 0.3 metres. One of the key values identified in the Report with respect to threats to life and safety is the ability to provide safe access (both ingress and egress) to people during an evacuation scenario.

Building on the Aquafor Beech findings, the policy framework outlined in this Submission includes several specific measures designed to reduce risk to life safety over the current policy framework in place for the Downtown Brampton SPA.

- a. Residential intensification would no longer be encouraged in portions of the SPA that are subject to higher flood depths and velocities and where emergency access opportunities above the Regional Storm flood line are less feasible.
- b. No new residential units would be permitted below the Regional flood line.
- c. A maximum limit is placed on overall residential Gross Floor Area is proposed at 114,000 square metres and 1300 new residential units.
- d. New residential development would only be permitted where emergency access is provided above the Regional flood line to an area accessible to emergency vehicles.
- e. All new buildings must meet TRCA technical requirements with respect to flood proofing including passive measures and structural ability to withstand flood depths and velocities up the Regional flood.

- f. An Emergency Measures Plan for flood events must be developed and approved for each development including warnings and indemnifications clauses on title.
- g. A City Emergency Response Plan put in place in accordance with the Emergency Management Act.

5.3 Property Damage Measures

Buildings which are surrounded by flood waters are subject to unbalanced forces which rapidly increase with flood depth. Without proper design, these forces can cause extensive structural damage or collapse. The Aquafor Beech Study provides an estimate of flood damage costs for direct damages, indirect damages and vehicle damages. The Study identifies a number of potential alternative flood proofing measures designed to reduce the risk of damage during a flood event and evaluates their feasibility for the Downtown Brampton SPA.

Given some of the challenges in particular with active flood proofing measures, the policy framework outlined in this Submission requires the following measures:

- a. All new buildings shall be dry passively flood proofed to a minimum of the 1:350 storm elevation (historic four corners excepted).
- b. New buildings to demonstrate to the satisfaction of TRCA that they will not be susceptible to major structural damage due to the velocity and / or depth of a flood less than the regional storm.
- c. Emergency measures plan required for each new development.

5.4 Downtown Brampton Flooding Emergency Management Response

As of 2004, the City of Brampton has had a comprehensive Emergency Plan in place in accordance with the Emergency Management Act R.S.O. 1990, as amended. The Emergency Plan sets out the overall strategy for emergency management in the City covering items such as roles, responsibilities, communication protocols, plan activation, declaration of an emergency, emergency operations, emergency recovery and municipal preparedness.

The Emergency Plan also incorporates several supplementary or “Annex” plans that detail further aspects of emergency management. Annex 7 is the City of Brampton Emergency Evacuation Plan which covers overall roles, responsibilities and strategies with respect to evacuations. Potential community hazards which could require precautionary or mandatory evacuation include: windstorm, tornado, road or rail dangerous goods spill, snow or ice storm with power outage, heavy rain with flooding, rupture of vessel containing volatile materials, falling aircraft, earthquake, and civil disturbance.

In conjunction with the policy framework outlined in this submission, the City has developed a Standard Operating Procedure (SOP) detailing the specific steps and responsibilities required in response to a flood emergency in the downtown core of the City (see Appendix I). The SOP includes details such as the following:

- Stages and tasks
- Notification and communication
- Evacuation and sheltering
- Response and recovery
- Major roles and responsibilities
- Evacuation priority by sector
- Draft evacuation order
- Street closure list
- Designated assembly points for transit pick up
- Designated shelter facilities
- Staging areas
- Emergency vehicle access routes
- Rush hour detour routes
- Emergency bus routes and assembly points

5.5 Reduced Development Over Current Secondary Plan and Zoning Permissions

This Submission presents a proposed policy framework that builds on the existing Special Policy Area 3 policies in the Downtown Brampton Secondary Plan 7. Three sub areas would be created as Special policy Areas 3A, 3B and 3C. In addition to the existing Special Policy Area 3 policies, new policies would be added to each sub area reflecting their relevant level of flooding risk and mitigation opportunity in accordance with the findings and strategies identified in this Submission.

The policy approach for Special Policy Areas 3A, 3B and 3C is discussed in detail in Section C of this Submission. In addition, an analysis has been undertaken of the reduction in development potential on the proposed more detailed policies as compared to unconstrained development potential based on the existing land use permissions in the existing Secondary Plan designations and existing zoning by-laws. As summarized in the table below, a risk reduction of approximately 5,000 people and jobs is identified.

Table 2: Development Potential Comparison

| DEVELOPMENT SCENARIOS | | Units | Population | Employment | Population & Employment |
|---|--------------|------------|--------------|--------------|-------------------------|
| Existing Estimate based on 2006 Census | Total | 497 | 1,240 | 2,500 | 3,740 |
| Current Secondary Plan and SPA Zoning Permissions Potential | Growth | 2,153 | 4,760 | 6,500 | 11,260 |
| | Total | 2,650 | 6,000 | 9,000 | 15,000 |
| Constrained Potential Draft SPA Policies July 2011 | Growth | 1,203 | 2,760 | 3,500 | 6,260 |
| | Total | 1,700 | 4,000 | 6,000 | 10,000 |
| Risk Reduction Resulting from Draft Policies | Total | 950 | 2,000 | 3,000 | 5,000 |

More detailed information on how the above calculations were derived is provided in Chapter 6: Review / Analysis.

5.6 Technical Solutions for the 1:350 and Regional Storm Events

The Aquafor Beech Study discusses several flood relief alternatives which could reduce or even eliminate flood flows from entering the Downtown area. Alternatives discussed include:

- Redesign of the Etobicoke Creek By-pass Channel
- Larger railway openings
- Grading works to create a “berm” or “wedge”
- Grading works to widen downstream flood plain

The policy framework outlined in this submission envisions continued efforts to study and implement technical solutions such that the flood risk to Downtown Brampton will be reduced or ultimately eliminated in the future. Specifically, the policy framework provides for the reduction or elimination of technical requirements if the flood risk is correspondingly reduced or eliminated.

Collaborative efforts by the City of Brampton and TRCA toward that objective are already underway building on the alternatives originally identified in the Aquafor Beech Study.

Specifically, an Environmental Assessment being undertaken for the extension of Ken Whillans Drive is examining potential works that could be done in conjunction with the road works to mitigate the 1:350 year storm. Several technical solutions have been identified and they are being evaluated through the EA process. In addition, City and TRCA staff are in the process of finalizing terms of reference to carry out technical, design and land use feasibility work to develop and evaluate options for addressing the Regional storm event. Funding sources have been identified by the TRCA and City to initiate that work in 2011.

6.0 Review/ Analysis

6.1 The Need for Growth within the Special Policy Area

The reasons why growth should be located within the SPA are many, and have been referenced in some detail in earlier sections of the report. The reasons for why growth should occur within the SPA cover a wide spectrum and include, among others, the following:

- the direction of the existing regulatory regime which directs growth to Brampton’s UGC
- maximizing the return on financial investment within the core,
- satisfy Brampton’s approved vision for the downtown,
- achieving efficiency through the utilization of existing infrastructure, and
- the creation of a vibrant core.

Provincial, Regional and Municipal planning documents have identified Brampton’s core as an urban centre, which are locations where cultural, entertainment, recreational and regional facilities should be directed to. Given the Special Policy Area is located within Brampton’s Urban Growth Centre, it is expected that a balance be achieved between accommodating a moderate level of residential growth within the SPA and managing flood risks associated with the presence of the existing Etobicoke Creek. The Downtown core is envisioned to be a vibrant core which attracts residents and visitors alike. Freezing development would create a detrimental effect on the business core and would impede the goal of the Brampton Downtown Development Corporation to stimulate investment in the area. Redevelopment within the core is needed to achieve a critical level of residential mass to support existing and future commercial uses in the area. Brampton is currently experiencing challenges as businesses are choosing to relocate in areas outside of the core where leasing prices are more competitive.

The notion of place-making will also be compromised within the downtown core if residential development is not permitted. Downtown Brampton is known for its cultural and heritage distinction as the area boasts many historical structures, including residential dwellings. The established character of the core provides opportunity to attract investment through the development of renowned residential projects which articulate innovative approaches to risk management.

Without investment in the SPA “four corners”, the heart of Downtown Brampton, there would be a significant negative impact on the ability of the surrounding UGC to attract the investment and the level of growth needed to meet intensification objectives.

As described earlier, a significant amount of financial investment has been made by various levels of government, as well as private investment for initiatives, such as the Downtown Revitalization Project, Brampton Züm, and the City Hall expansion project. Plans for a hotel and conference centre also support the goal of permitting an appropriate level of residential growth within the Downtown Special Policy Area.

Another reason to support growth in the core is to make efficient use of existing and planned infrastructure in the area. Transit service within the area includes the Downtown GO Station which is identified as an anchor hub by the Metrolinx Regional Transportation Plan, and light rail service is proposed for the Main Street Corridor which requires the support of transit-oriented developments within close proximity to the proposed high-order transit corridor. A significant level of ridership, established through residential growth, is required to support high-order transit within the core and to maximize investment in the area.

6.2 Updated Floodplain Mapping Work

The 2006 Drainage Study prepared by Aquafor Beach for the City of Brampton's Downtown floodplain provides floodplain mapping which captures current floodplain depths for the Special Policy Area based on hydraulic modeling analyses. The study was initiated to address the drainage issues relating to development and stormwater runoff within the downtown. As part of the study, the City extensively consulted with the Toronto and Region Conservation Authority and the Province through various stakeholder meetings. During this process, it was determined that a comprehensive flood risk assessment and remediation study was needed.

Hydraulic modeling work was prepared by the consultant of the flood areas identifies 350-year storm event flood levels, and also the Regional storm event flood levels. **Refer to Figure 2.1 of the study, 350-Year Storm: Existing Conditions (Figure 3 to this report)**, for current floodplain depths of the SPA for the 350 year storm event levels. **Refer to Figure 2.2 of the study, Regional Storm: Existing Conditions (Figure 4 to this report)** for the current floodplain depths of the SPA for the Regional Storm Event flood levels.

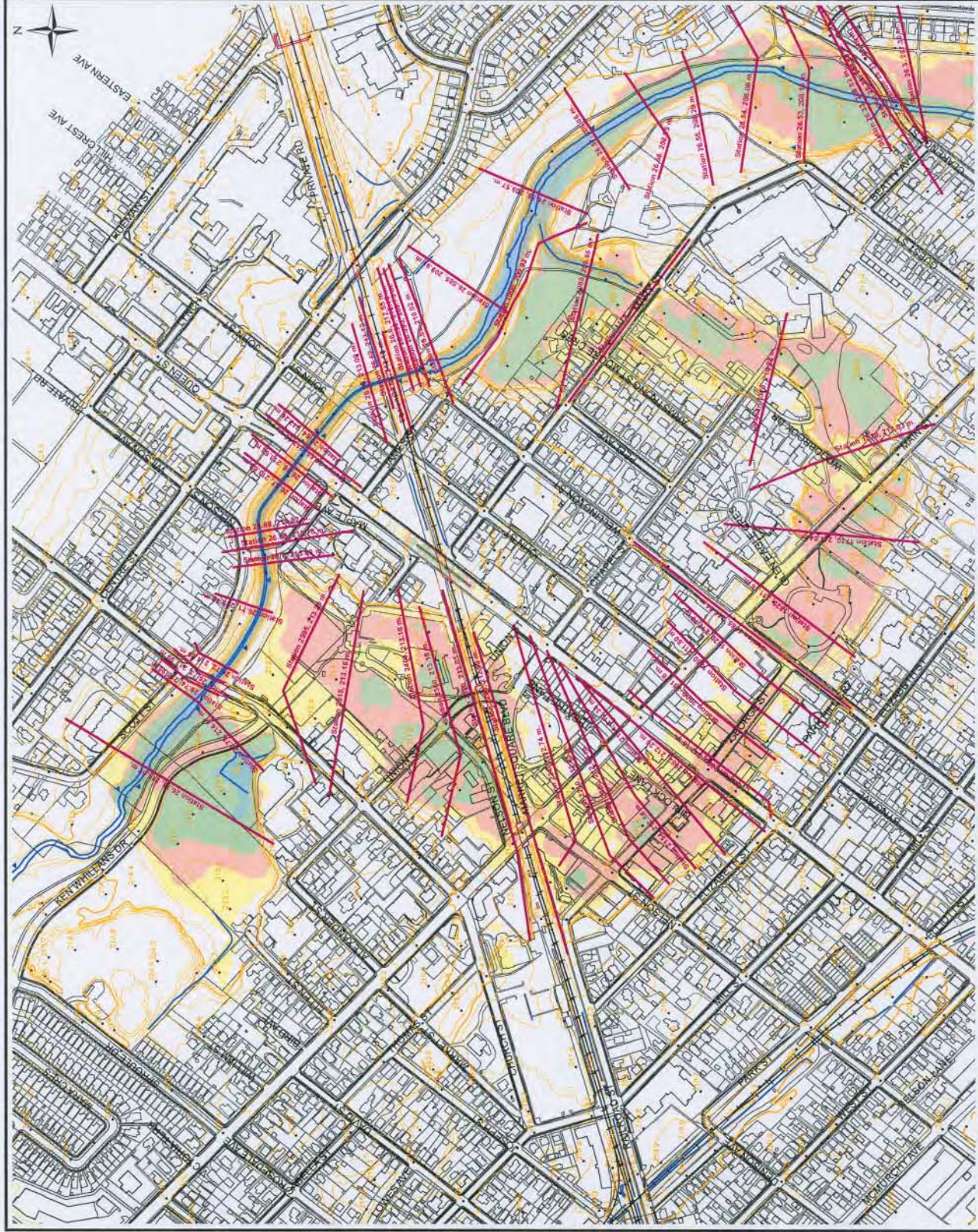
Recently, the Toronto and Region Conservation Authority commenced a technical review of various floodplain areas within its jurisdiction. As part of this review, the TRCA is currently finalizing updates to its floodplain modeling data for the City's Downtown Special Policy Area and has provided the City with draft modeling data currently available for the downtown which has been incorporated into this submission report. **Map 2, Special Policy Area No. 3 Boundary Comparison**, provides a comparison between the limits of the Downtown floodplain identified

**City of Brampton
Downtown Brampton
Drainage Study**

**Figure 2.1
350-Year Storm,
Existing Conditions**

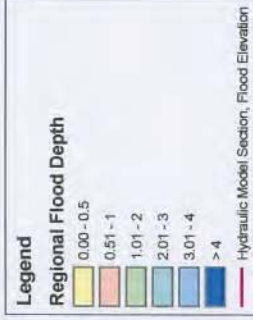


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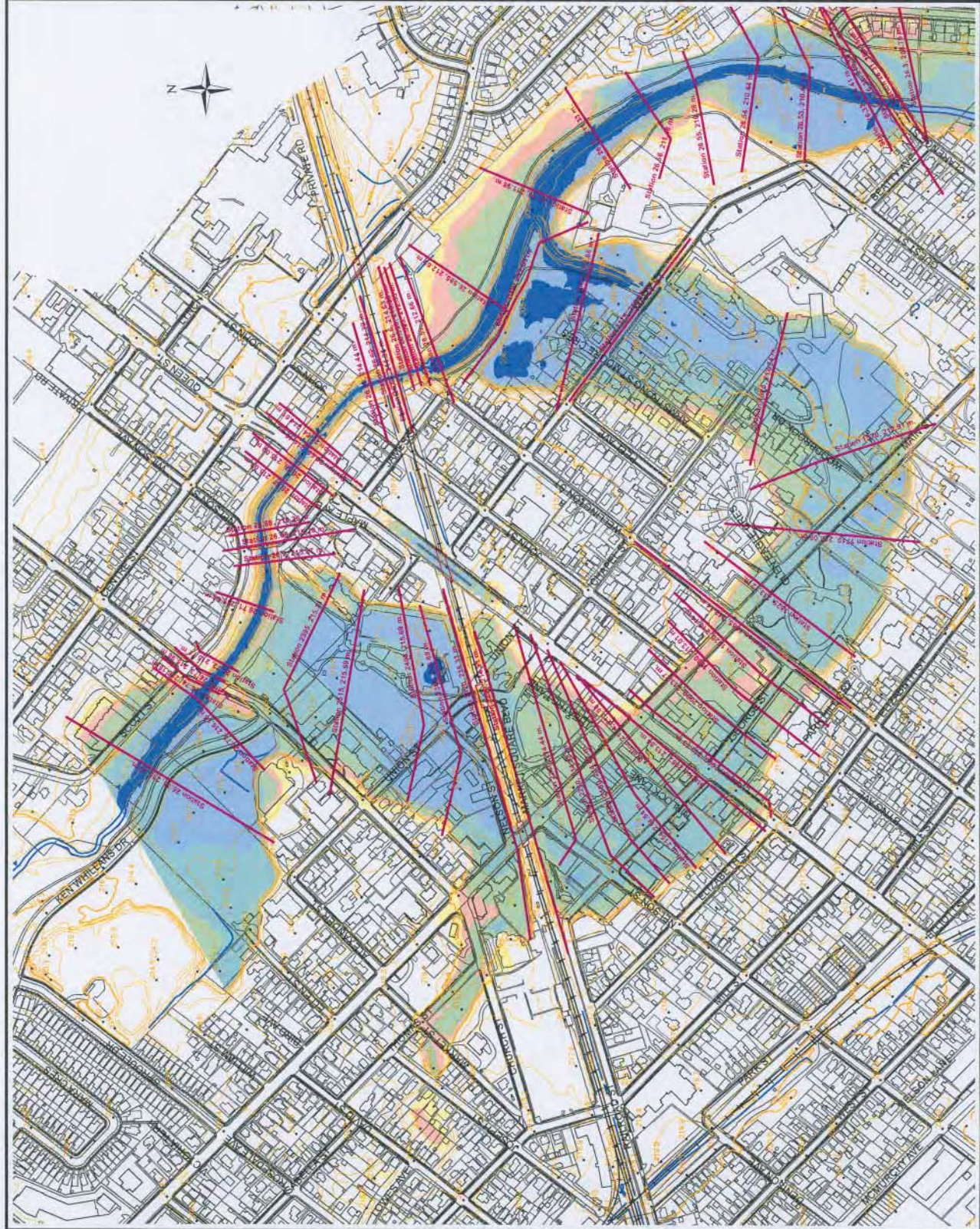


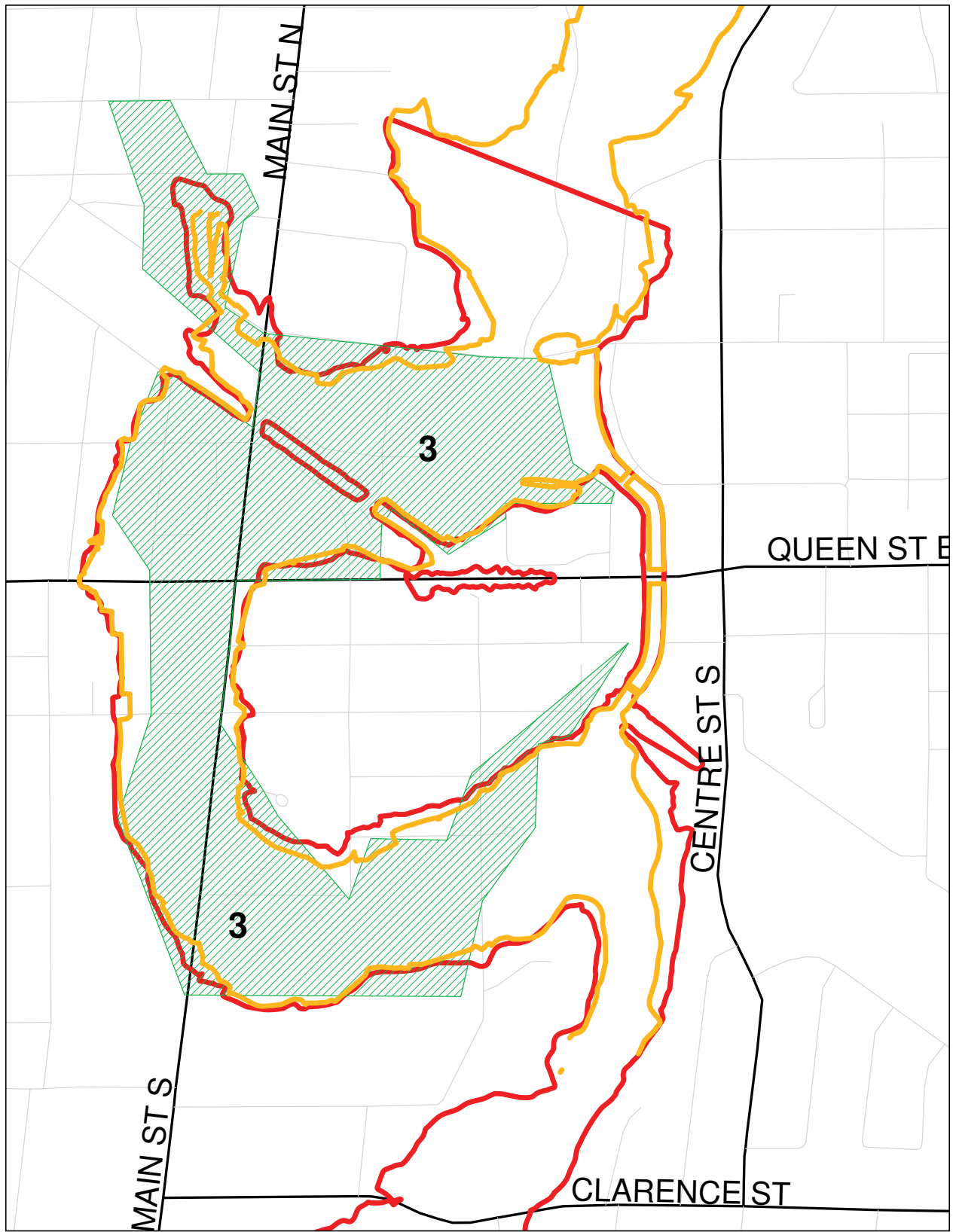
City of Brampton Downtown Brampton Drainage Study

Figure 2.2 Regional Storm, Existing Conditions








DRAFT





Legend

-  SPECIAL POLICY AREA NO. 3
 -  HYDRAULIC FLOODLINE - PROVIDED BY T.R.C.A - RECEIVED JULY 2011
 -  REGULATORY FLOODLINE - PROVIDED BY AQUAFOR BEECH
-  MINOR STREETS
 -  MAJOR STREETS

by Aquafor Beach through the 2006 Drainage Study to the recent floodplain mapping data developed by TRCA.

6.3 Development Potential

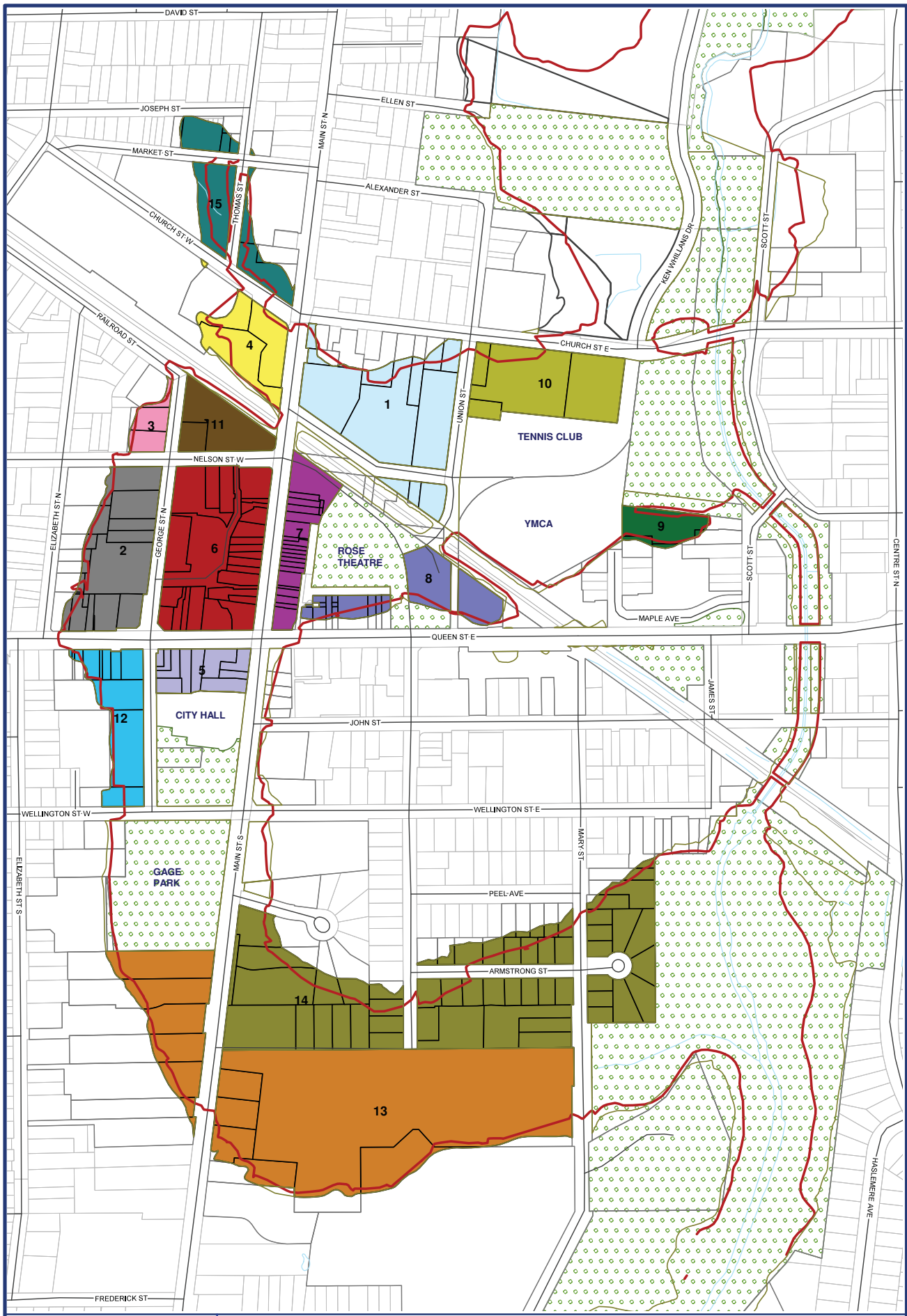
An analysis was undertaken to compare the development scenarios arising from permitting development in the SPA based on a risk management approach reflecting the area's flooding constraints (*Refer to Section 5.0: Risk Assessment*). Additionally, a comparison between the total population and employment growth forecasted for Brampton's Urban Growth Centre, to what may be absorbed by the portion of the UGC within the SPA was assessed. In addition, an assessment of the development opportunities that exist for the City of Brampton's Downtown SPA has been undertaken with the benefit of a detailed built-form review and 3-dimensional modeling work. The following summary will focus on those portions of the SPA that can provide a safe alternate access to address safety requirements for flood events.

6.3.1 Unconstrained Development Scenario

An initial assessment of the Special Policy Area's maximum development capacity was undertaken based on the development capacity of the area without specific consideration of the area's potential floodplain limitations. The study area is defined by the SPA's floodplain limits, the regulatory floodline boundary of the Etobicoke Creek, as determined by the consultant Aquafor Beech through their *2006 Downtown Drainage Study (Part 1: Flood Risk Assessment)*.

Development capacity forecasts were prepared for various block areas throughout the SPA. Regulations in the existing Zoning Bylaw that applies to the lands such as floor space indices (FSI's) ranging between 4 and 6 were applied to each of the block areas within the Central Area Mixed Use designation. **Refer to Map 3: Downtown Brampton Special Policy Area-Development Potential.**

Table 3 below, *Maximum Unconstrained Development Capacity of the Downtown Special Policy Area*, identifies the maximum development capacity of the SPA. The SPA lands within the regulatory floodline could increase from an estimated 2006 population of 497 units, 1,240 people, and 2,500 employees to a 2031 total of 2,650 units, 6,000 people, and 9,000



BRAMPTON
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PLANNING, DESIGN & DEVELOPMENT

0 50 100 150
Metres

Drawn By: TD
Date: 2011 08 03

**Map 3 - Downtown Brampton
Special Policy Area -
Development Potential**
Aug 03, 2011

Source: Regulatory Floodlines Provided
by TRCA, July 2006

- REGULATORY FLOODLINE
- PARKS
- RAILWAYS
- STREETS
- WATER FEATURES

| | | |
|---|----|----|
| 1 | 6 | 11 |
| 2 | 7 | 12 |
| 3 | 8 | 13 |
| 4 | 9 | 14 |
| 5 | 10 | 15 |

employees. This would result in a net growth of 2,153 units, 4,760 people, and 6,500 employees. .

*Table 3: Maximum Unconstrained Development Capacity of the
Downtown Special Policy Area*

| Total Residential Units | Total Population | Total Employment | Gross Total Floor Space (m ²) |
|-------------------------|------------------|------------------|---|
| 2,650 | 6,000 | 9,000 | 463,293 |

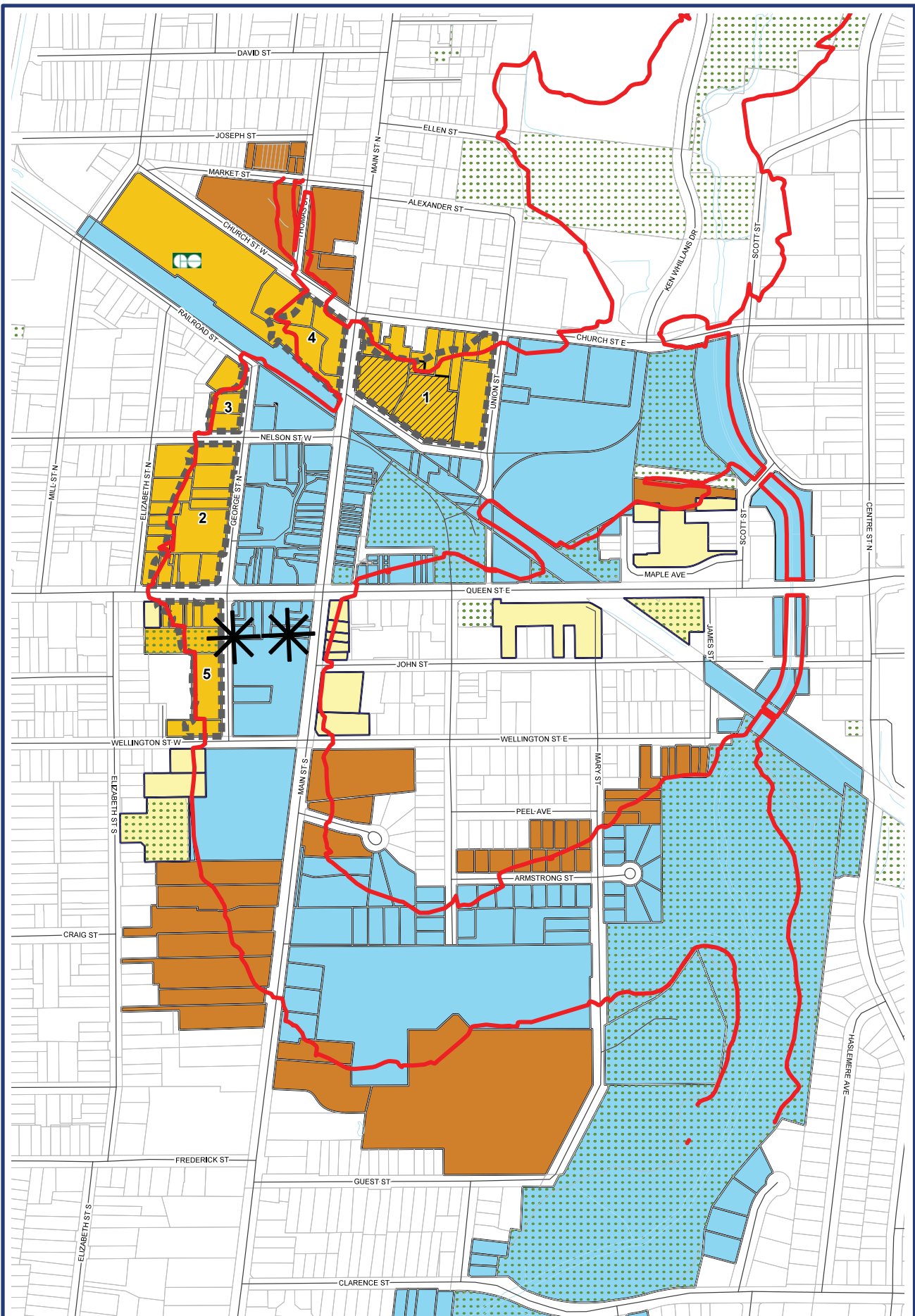
For more detailed calculations please refer to Appendix B: *Downtown Development Potential within Special Policy Area No. 3 Calculation Table.*

6.3.2. Constrained Development Scenario

A second analysis was undertaken to reflect a more detailed development capacity of the SPA in relation to the existing floodplain constraints. The assessment is based on a review of the potential built form of five development blocks¹. Calculations were undertaken for the potential population and employment generation of the development blocks. **Refer to Map 4: Downtown Brampton Special Policy Area- Properties with Alternative Access Potential.**

Based on modeling work, the development potential of those properties within the SPA that could potentially provide an alternate safe access is approximately **2,830 residents, and 1,359 employees**, within the 3A policy area as shown on Table 4 below. **Refer to Figure 5: Potential Built Form & Emergency Access Plan.**

¹ Calculations were not prepared for block five as it is the location of the City Hall expansion site. No residential growth is currently envisioned for block 5 lands.














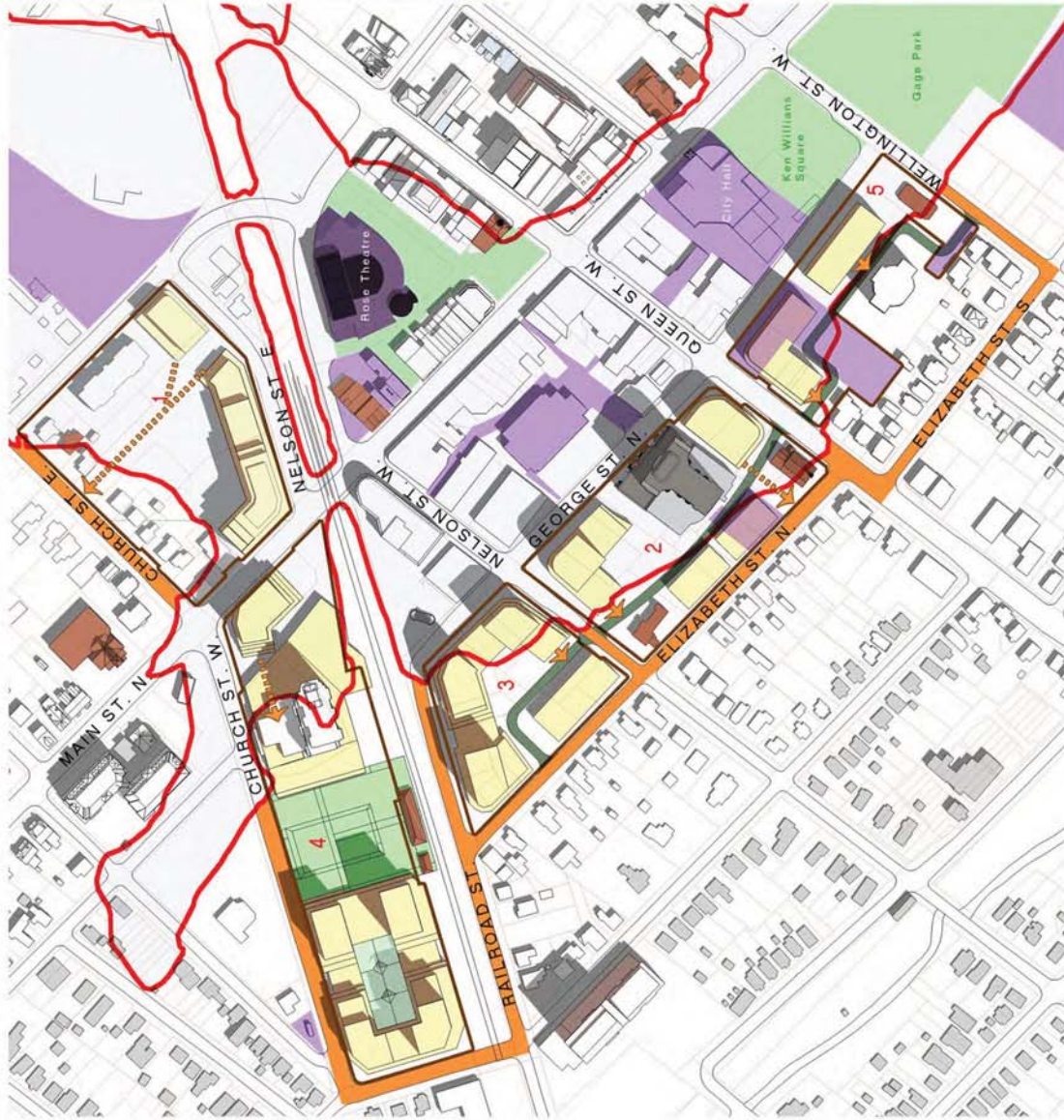
-  REGULATORY FLOODLINE
-  WATER FEATURES
-  PARCEL FABRIC
-  C01E06.051
-  AREA NUMBER - REFER TO TABLE
-  SPECIAL AREA OF INTEREST
-  CITY OWNED LAND PARTIALLY OR COMPLETELY OUTSIDE REGULATORY FLOODLINE
-  PARCELS WITH LESS THAN 25% OF BUILDING IN FLOOD PLAIN
-  PARCELS WITH ALTERNATIVE ACCESS POTENTIAL
-  PARCELS WITH ALTERNATIVE ACCESS POTENTIAL BUT LIMITED RE-DEVELOPMENT POTENTIAL
-  OTHER PARCELS AFFECTED BY FLOODLINE

FIGURE 5
POTENTIAL BUILT FORM & EMERGENCY ACCESS



| Demo. Block | Potential Developments | | | | | | Within SPA Boundary | | | | | | |
|--------------|------------------------|-----------------|--------------|--------------|-----------------------|--------------|---------------------|-----------------|--------------|-----------------------|------------------------|--------------|--------------|
| | Demo. GFA (sq.m.) | Res. GFA (sq.m) | Res. Units | Population | Commercial GFA (sq.m) | Employees | Total GFA (sq.m) | Res. GFA (sq.m) | Res. Units | Commercial GFA (sq.m) | Population & Employees | | |
| | | | | | | | | | | | Pop. | Emp. | Total |
| 1 | 52,082 | 42,992 | 454 | 1,031 | 9,090 | 303 | 49,450 | 40360 | 444 | 9090 | 1,007 | 303 | 1,310 |
| 2 | 69,283 | 49,670 | 546 | 1,239 | 19,613 | 654 | 62,883 | 43270 | 482 | 19613 | 1,095 | 654 | 1,749 |
| 3 | 61,260 | 50,160 | 551 | 1,251 | 11,100 | 370 | 16,540 | 13232 | 145 | 3308 | 330 | 110 | 440 |
| 4 | 113,974 | 29,351 | 323 | 732 | 84,623 | 2,821 | 19,964 | 15971 | 176 | 8754 | 398 | 292 | 690 |
| Total | 296,599 | 172,173 | 1,874 | 4,253 | 124,426 | 4,148 | 148,837 | 112,833 | 1,247 | 40,765 | 2,830 | 1,359 | 4,189 |

Chart 1 - Potential Built Form, Site Statistics

Calculation Assumptions:

1. The calculations for Block 1 are based on built form of a zoning by-law amendment application which council approved in principle and potential built form on vacant lands.
2. The calculations for Block 2 and Block 3 are based on existing Zoning By-law permissions.
3. The calculations for Block 4 are based on the GO Station Study.

LEGEND

- Potential Built Form
- Demonstration blocks included in this exercise
- Downtown Special Policy Area boundary
- Emergency Access Routes
- City-owned Properties (including Hydro Brampton)
- Proposed Rear Service Lane
- Public Open Space
- Existing Buildings with Heritage Value

Figure 1 - Potential Built Form, Plan View & Emergency Exit, N.T.S.

Table 4: Constrained Development Growth in the Downtown Special Policy Area

| Block | DEVELOPMENT GROWTH IN THE DOWNTOWN SPA | | | | | | |
|--------------|--|-----------------|--------------|-----------------------|------------------------|--------------|--------------|
| | Total GFA (sq.m) | Res GFA (sq. m) | Res Units | Commercial GFA (sq.m) | Population & Employees | | |
| | | | | | Population | Employment | Total |
| 1 | 49,450 | 40,360 | 444 | 9,090 | 1,007 | 303 | 1,310 |
| 2 | 62,883 | 43,270 | 482 | 19,613 | 1,095 | 654 | 1,749 |
| 3 | 16,540 | 13,232 | 145 | 3,308 | 330 | 110 | 440 |
| 4 | 19,964 | 15,971 | 176 | 8,754 | 398 | 292 | 690 |
| Total | 148,837 | 112,833 | 1,247 | 40,765 | 2,830 | 1,359 | 4,189 |

As in the previous scenario, assumptions used in the above calculations include an average unit size of 91 m², and an employee ratio of 30 m² of floor space per 1 employee. An average household size of 2.27 persons was also used. Using the same assumptions as the unconstrained forecast for the balance of the SPA outside the Policy Area 3A for non residential development and assuming no new residential development outside of Policy Area 3A, the 2031 totals for the entire SPA are estimated at 1,700 units, 4000 people and 6,000 jobs.

Figure 5, Potential Built Form & Emergency Access Plan, shows a 3-dimensional modeling of the SPA reflecting the development potential of the identified development blocks. Massing and building heights shown in the 3-D rendering are based on: recently approved development applications for sites affected by the floodplain, development applications that have been approved in-principle, and recent visioning exercises undertaken by the City for the downtown core.

The significance of the properties within the development blocks is that, though partially located within the floodplain, they demonstrate the potential for an alternate safe access. The significance of a property being able to have an alternate, safe access outside of the floodplain above the Regional storm levels is that the access allows residents and emergency responders to enter/exit the site during the event of a major storm at a point above the flood elevation, as required in the Provincial Policy Statement. It should be noted that the assessment of the development blocks is exclusive of the development opportunities that exist for the City Hall

precinct lands (Block 5) which are identified as a Special Area of Interest on Map 3 and referenced as 3B lands within the draft Secondary Plan Amendment, attached hereto. **Refer to Appendix C- Draft Secondary Plan Amendment, Schedule SP 7(C2).**

Comparison of Development Options for the Special Policy Area

As concluded from the first assessment, the maximum unconstrained development capacity of the Special Policy Area is 6,000 people, compared to the second assessment of the SPA's scoped development capacity for only those areas providing an alternate safe access of 4,000 people; this results in a difference of 2,000 people. Refer to Table 5: Comparison of Development Options for the Special Policy Area.

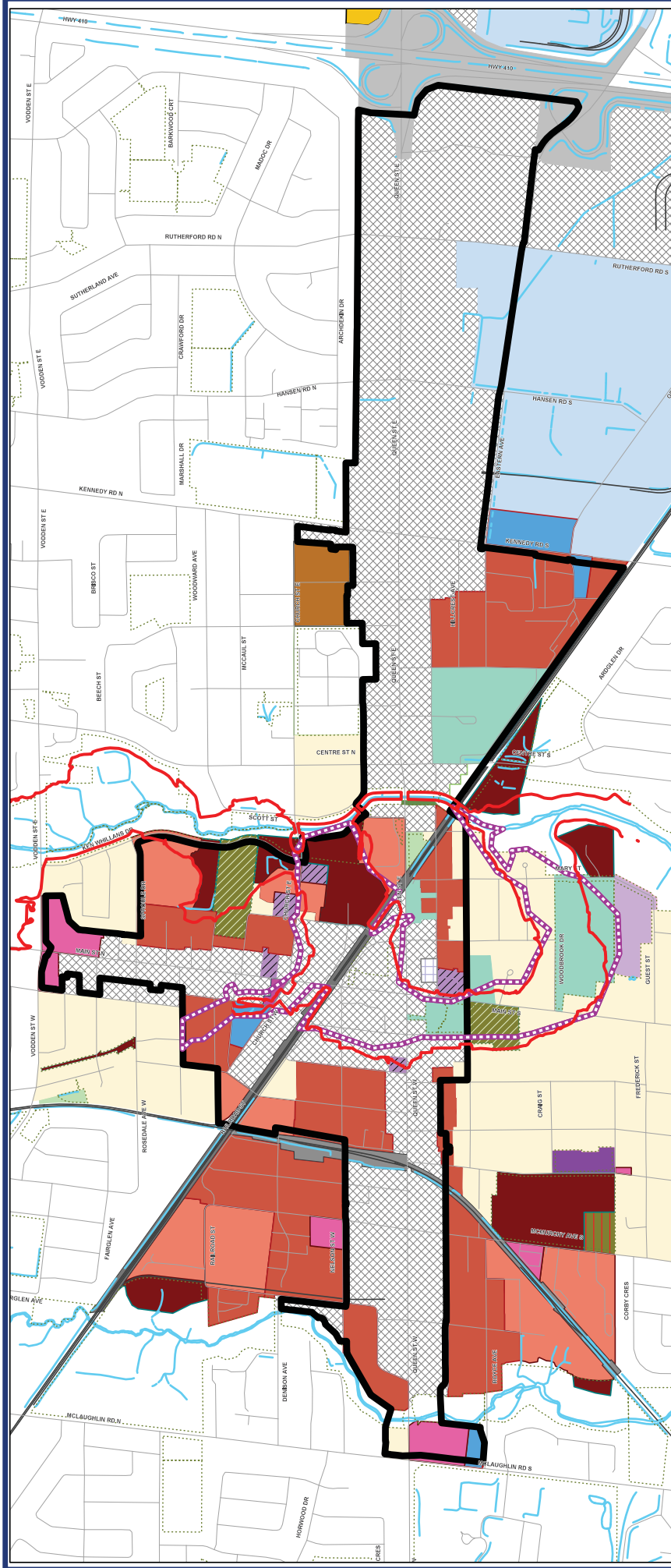
Table 5: Comparison of Development Options for the Special Policy Area

| DEVELOPMENT SCENARIOS | Units | Population | Employment | Population & Employment |
|---|------------|--------------|--------------|-------------------------|
| Current Secondary Plan and Zoning Permissions | 2,650 | 6,000 | 9,000 | 15,000 |
| Constrained Potential-Draft SPA Policies | 1,700 | 4,000 | 6,000 | 10,000 |
| Risk Reduction | 950 | 2,000 | 3,000 | 5,000 |

With respect to employment, the scoped analysis projects approximately 6,000 employees,

6.3.3. Urban Growth Centre Comparison

Map 5, *Urban Growth Centre and Special Policy Area Boundaries*, illustrates an overlay of the floodplain boundary and the Urban Growth Centre's boundary. Brampton's Urban Growth Centre (UGC) is projected to have a total population of 24,500 people and 20,090 jobs by 2031. The growth projections are based on city-wide forecasts prepared by Hemson Consulting as part of the City's Growth Plan conformity exercise. The forecasts have been endorsed by City Council and are based on economic trends and market up-take target assumptions. These forecasts are generally consistent with those contained in the Region of Peel Land Budget in



- URBAN GROWTH CENTRE BOUNDARY
- SPECIAL POLICY AREA
- REGULATORY FLOODLINE *
- STREETS
- RAILWAYS
- WATER COURSES
- PARKS
- CANADIAN NATIONAL RAILWAY
- CANADIAN NATIONAL RAILWAY VALLEY/LAND
- ORANGEVILLE RAILWAY DEVELOPMENT CORPORATION
- HWY 410
- SPECIAL POLICY AREA 5-HIGH DENSITY RESIDENTIAL
- CENTRAL AREA MIXED USE
- CONVENIENCE COMMERCIAL
- HIGHWAY COMMERCIAL
- SERVICE COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- MEDIUM HIGH DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- NEIGHBOURHOOD PARK
- OPEN SPACE
- PARKETTE
- PRIVATE COMMERCIAL RECREATION
- SPECIALIZED PARK
- CEMETERY
- PLACE OF WORSHIP
- PUBLIC SCHOOL
- SEPARATE SCHOOL

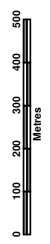
Urban Growth Centre
Area: 216 Hectares
or 534 Acres

Special Policy Area
Within Urban Growth Centre
Area: 21 Hectares
or 52 Acres

Total Special Policy Area
Area: 36 Hectares
or 89 Acres

* Note: Regulatory Floodline as per Aquator Beech Study, October 2006

MAP 4 Urban Growth Centre and Special Policy Area Boundaries



Drawn By: TD
Date: 2011.06.03

support of the Peel Regional Official Plan Review (PROPR) exercise, as articulated in Regional Official Plan Amendment 24.

In accordance with the analysis discussed above, the Special Policy Area’s residential population may grow by 2,760 people over the Places to Grow planning horizon, from a 2009 population of 1,240 to 4,000 people in 2031. The projected residential growth for the SPA area will account for 15% of the total growth in the UGC over this time (see Table 6: Comparison of Special Policy Area and Urban Growth Centre).

The 2031 population forecast of 4,000 people for the SPA reflects the area’s development capacity potential and is based on density targets for the various land use designations within the SPA. Overall, the Special Policy Area accounts for 12% of the total UGC land area (see Table 2). Therefore, the projected share of residential growth of the SPA of 15% of the UGC’s entire residential growth is comparable to the SPA land area proportion of the UGC, 12% of the UGC’s total land area.

TABLE 6: COMPARISON OF SPECIAL POLICY AREA AND URBAN GROWTH CENTRE-

| Urban Growth Centre | 2006 Residential Population | 2031 Residential Population | Residential Growth Between 2009-2031 | Percentage of Residential Growth |
|--------------------------------|-----------------------------|-----------------------------|--------------------------------------|----------------------------------|
| Special Policy Area within UGC | 1,240 | 4,000 | 2,760 | 15% |
| Remaining UGC Lands | 4880 | 20,500 | 15,620 | 85% |
| UGC Total | 6,120 | 24,500 | 18,380 | 100.0% |

6.4 Flood Proofing & Flood Relief Measures

6.4.1. Flood Protection Measures

The Etobicoke Creek by-pass channel was constructed in the 1950’s in response to flooding in the downtown area. The concrete channel is approximately 600m long and 22m wide, extending from Church Street to the North, and the CN Rail to the South. Since the construction

of the channel, no flooding has been experienced in Downtown Brampton. The by-pass channel also withstood all flooding impacts from Hurricane Hazel in 1954. However, the bypass channel, which is currently under the ownership of the Toronto and Region Conservation Authority, is in a state of disrepair. Previous hydraulic modeling and floodplain mapping have indicated that flooding could potentially spill into the downtown during major events. As such, additional flood protection mechanisms are needed to address new growth in the SPA. Such measures include elevated building structures, floodproofing of doors and walls, and intentional floodable structures, as well as flood relief measures.

The 2006 drainage study undertaken by Aquafor Beach entitled *Downtown Drainage Study- Part 1: Flood Risk Assessment*, identified two types of flood protection for the Downtown floodplain, flood proofing measures and flood relief measures. The findings of the study and study recommendations are provided below:

Floodproofing measures are typically applied on a site-by-site basis and considers factors such as land use, food depth, velocity, emergency access, streetscape and cost. The option assessed included:

- a) Elevated structures, where flood depths and grading requirements are not excessive
- b) Watertight floodwalls
- c) Watertight doors and seals for shallow flood depths and non residential land-uses, and
- d) Intentional flooding for non-inhabitable structures.

With respect to flood relief measures, the study identified four alternatives for reducing or eliminating flooding in the downtown area:

- a) Re-design of the Etobicoke Creek bypass channel
- b) Larger railway openings in the downtown area (construction costs to be determined)
- c) Grading works to create a land form wedge near the Church Street and Ken Whillans Drive intersection (\$2 million estimated construction cost), or
- d) Grading works to widen the Etobicoke Creek floodplain.

Based on the extent of the relief achieved by each option, coupled with associated costs, the study recommended a combined floodplain relief strategy appropriate for the City of Brampton which includes the creation of land form feature, along with grading works to widen the downstream of the Etobicoke Creek floodplain. The creation of a land form feature near Church

Street and Ken Whillans Drive would eliminate the spilling of flood flows from the 350-year storm into downtown Brampton. The study recommends that the construction of new residential units are above the Regional Storm event and flood proofing of all other uses on best efforts basis, subject to urban design standards and technical feasibility was recommended.

6.4.2. Proposed Land Form Feature

The Aquafor Beach study concludes that the construction of a proposed land form feature along Church Street has the potential to eliminate the 350 year storm event flood risks in the Downtown, which has significant implications for how the City and Province can address future growth in the SPA. As such, further investigation of opportunities for a land form feature should be collectively explored by relevant stakeholders.

Currently, the City of Brampton and the TRCA are partnering to develop a Terms of Reference to identify technical solutions for eliminating flood risks in the Downtown. The City is also undertaking a Class Environmental Assessment Study for the proposed Extension of Ken Whillans Drive to increase traffic demands in the area. The EA study also seeks to address downtown drainage improvements through the construction of a proposed land form feature or other channel related works to be located within the project's study area.

. The next phase of the EA is the selection of the preferred solution (s), and associated design alternatives. This EA will be complemented by the technical, design, and land use feasibility work to be undertaken in consultation with TRCA.

6. 4.2. Regional Storm Event

Further consultation with the Toronto and Region Conservation Authority is also required to allow for a coordinated response between stakeholders for the development of a permanent flood relief structure for the downtown core to eliminate risks associated with the Regional Storm event. Should the Regional Storm event be eliminated for all or a portion of the Special Policy Area to the satisfaction of the Toronto and Region Conservation Authority, the City of Brampton, and the Province, then the flood area will have the potential for development in accordance with its underlying land use designations.

6.4.3. Flood Proofing Implementation

The Alterra (11 George Street) project is the primary example of the application of TRCA/MNR policies to a major mixed use development within the floodplain. Other larger buildings such as the Rose Theatre and City Hall do have some measures installed such as barriers to the underground parking garage. However, these did not include residential components.

In comparison, Alterra was required to proceed by way of passive flood-proofing, whereby building entrances were raised above the 1/350 storm level. The developer was also required to provide access to flood-free lands, provide an Emergency Plan for the building, demonstrate that the building can structurally withstand flows, locate habitable space above the Regional Storm level, and provide warning clauses. The following is a discussion of the implications of these measures, if the Alterra is used as a model for resolving technical requirements for developments in the floodplain.

Level of Success

Entrances

In the case of Alterra, the entrances were raised approximately 1.00 metres above the existing grade of the street. A podium area in front of the main building provided for the long ramps needed to achieve accessibility requirements. A street level sidewalk was provided. Effectively, the pedestrian zone/public realm area was split into two levels.

Requiring raised entrances has a number of impacts on the physical function/image of a downtown and may well impact its economic function. Providing a direct grade relationship between the sidewalk area and a building entrance is an important component in a downtown (and for that matter any commercial type development). The following are some further issues:

- A two-level pedestrian level entrance, splits the activity and reduces the flexibility of the public realm.
- Split levels create awkward relationships between pedestrians at street level and people at the podium level. At podium levels 1.0 metres and less this relationship is manageable, however the taller the podium the more awkward this relationship becomes and the greater the sense of differentiation between the street level and podium area. The Main/Nelson proposal is an example of where a large separation

between the entrances and street level creates significant issues in establishing an appropriate public realm.

- Integrating a podium area with the next adjacent development can become problematic. If a podium area is partially on private lands, cross easements may be required. Access for parking garages interrupts the raised area, and making provision for a continuous raised area is impossible. This creates issues in providing a seamless public pedestrian realm along a street.
- The appropriate treatment of the podium wall face has to be addressed. The taller the wall the harder it is to treat appropriately. In the case of Main and Nelson development, a fairly tall wall will be needed.
- It may be impossible to raise entrances on narrower frontages without substantially setting the building façade back from the street line in order to accommodate the ramp. This would create an awkward situation and also disrupt the historic building wall line established along a street.

Accommodating the requirement for raised entrances could result in awkward, unusual and unworkable forms of development, that would detract from the area and work against the broader objectives aimed at the core's revitalization.

It may be easier to accommodate raised entrances for parking garages, as those can be set into the building, however some lot depths may make this option difficult as well as sufficient depth is needed to accommodate the ramp.

For these reasons, with SPA3C along the 2 historical streets (Main Street Queen Street), the City is proposing that existing entrance/grade relationship be maintained to not disrupt the historic built form. Requiring raised entrances will impact on the historic building wall along the street and may make development on narrow frontages unfeasible. **Refer to Figures 6-7: Alterra Development, Refer to Figure 8: Potential Main Street Infill Redevelopment.**

The Implications of Accommodating Raised Entrances to Streetscape and Development

Figure 6: Alterra Development

- 1** Space used for ramp.
- 2** The pedestrian zone/ public realm area is split into two level, which reduces the flexibility of the public realm.
- 3** Access for parking garages and property fabric interrupt the raised podium area, and make provision for a continuous raised area impossible. This creates issues in providing a seamless public pedestrian realm along a street.
- 4** Split levels create awkward relationship between pedestrians at street level and people at the podium level.

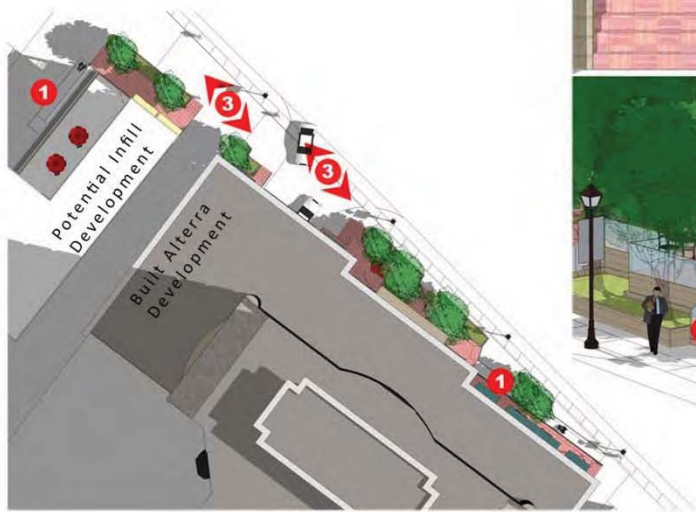


Figure 7: Alterra Development



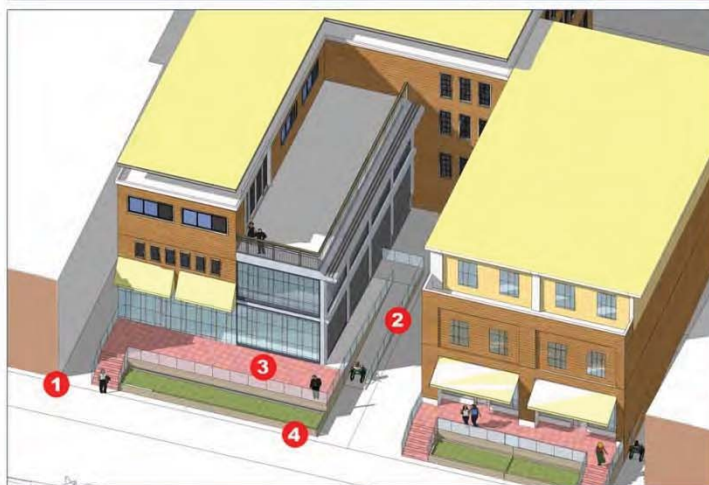
Approved Alterra Development






- 1 A two-level pedestrian entrance splits the activity and reduces the flexibility of the public realm. Requires treatment and screening of wall.
- 2 Split levels create awkward relationships between pedestrians at street level and people at podium level.
- 3 At podium level 1.0 metres and less, this relationship is manageable.
- 4 The taller the podium the more awkward this relationship becomes and the greater the sense of differentiation between the street level and podium area.



Figure 8: Potential Main Street Infill Redevelopment



- 1 The historic building wall line established along street is disrupted by the raised entrances
- 2 On narrower frontages, it is difficult to appropriately integrate the ramp. Ramps will have to be located on the side of building, which creates dead space between buildings and awkward relationship between buildings and street.
- 3 Split levels create awkward relationship between pedestrian at street level and people at the podium level.
- 4 Integrating a podium area creates issues in providing a seamless public realm along street.

-  Existing Buildings
-  Historic Building Wall
-  Potential Infill Redevelopment



Access/Egress to Flood-Free lands

The Alterra development was able to provide a solution for access to flood-free lands with an arrangement with the neighbouring property and access to Elizabeth Street, which is out of the floodplain. The Main/Nelson development proposal also has an ingress/egress solution, having acquired a property on Church Street East, which allows access to flood-free lands.

There are a number of properties on the flood fringe area that could take advantage of similar solutions. This appears to be a workable answer to the requirement for access to flood-free lands and should be established within the policy framework as an acceptable solution.

A further enhancement proposed by the City would be to require a property that has access to flood-free lands to provide reciprocal easements to other landowners for rights of access in flood situations. This would increase the opportunities for developments to have an access solution (i.e. they would not solely have to rely on a co-operative abutting neighbours that are above the floodplain, they could gain indirect access).

The City also views the provision of bridge connections (such as above-ground tunnels which connect buildings), as an appropriate solution to gain access to flood-free lands. This has been integrated into the proposed policies. It would be expected that the bridge connections would be across George Street, allowing access options for lands within SPA 3B and 3C (west of Main Street).

Building Construction

The Alterra project was able to satisfactorily demonstrate that a building could withstand flows and that onerous construction solutions are not needed to address structural issues. For future developments, proponents would have to submit a report to demonstrate that the proposed building is designed to withstand the flows stemming from a flood condition.

The City also included an additional policy requiring main electrical rooms be located on the second floor, or above the Regional Storm level to ensure that this key building component does not sustain damage and that the building can be restored to occupancy quickly after a flood event.

Emergency Plans and Warning Clauses.

The Alterra project was required to provide a building emergency plan and included warning clauses in the agreements of purchase and sale for all prospective purchasers.

The Emergency manual prepared for the Alterra project can be used as a template for future projects that proceed through the proposed process set out in the draft Official Plan documents.

Zoning Requirements

The zoning by-law was required to contain provisions regarding the elevation of building entrances and location of habitable space. This requirement can be carried forward to future development applications in the floodplain.

7.0 Draft Amendments

The revisions to the amendment are intended to address the objectives set out in Section 1.0 of this report, and clarify the policies that govern development/redevelopment in the SPA 3 area. This will allow private owners/investors, the City, Province and other agencies to have a clearer understanding of what is possible from a development perspective and what the requirements will be for a development proposal to proceed.

7.1 Draft Official Plan Amendment (Secondary Plan)

The City of Brampton will work with the Province and the TRCA to implement a technical solution to the 1:350 and Regional Storm event while also pursuing a policy approach for responding to development demands in the Downtown core. The City is seeking to modify its policies as follows:

- An update to the SPA boundary to reflect current hydraulic mapping
- Establishing 3 policy sub areas
- Scoping land use permissions and introduce technical requirements to reduce risk to life and property
- Establishing further details regarding the development review process
- Providing a framework for seeking ultimate flood protection solutions or complete elimination of flooding in the Downtown

As per the City's policy approach for reducing flood risks in the downtown core, the draft secondary plan amendment proposes the designation of three sub-areas to existing Special Policy Area No.3 within Secondary Plan 7. The classification of three sub-areas, 3A, 3B, and 3C (**Refer to Appendix C: Draft Secondary Plan Amendment, Schedule SP 7 (C2)**), will allow for specific secondary plan policies for each of the three areas, reflecting the characteristics and development opportunities tailored to each sub-area.

7.2. Development Areas

The following provides an overview of the general direction of the three proposed sub-areas. A summary table is also provided as Appendix D.

7.2.1. Development Area 3A

Sub-area 3A lands have been initially identified as having development potential through means of an alternate safe access during a flood event:

- SPA 3A lands are on the fringe of the SPA area and generally have options for access to flood-free areas. Some of the properties are partially outside of the floodplain.
- Policies would support a mix of uses including residential.
- Area would be focus of residential intensification within the SPA 3 lands.
- Caps on development are proposed in SPA 3A
 - 5.0 FSI maximum density
 - Maximum of 1300 Residential units
 - Maximum of 114,000 m² residential gross floor area for all development in area.
- Process/Requirements follows “Alterra” model with submission of technical package (includes engineering study to demonstrate building can withstand floods, draft by-law and warning clauses). Development to provide emergency ingress/egress above Regional storm flood level. Entrances floodproofed to 1/350 level.
- Development may be required to provide reciprocal easements for flood-free access to allow use by other developments. The City may require buildings to be designed to allow access by others.
- Any zoning by-law would include provisions regarding emergency access and floodproofing. No habitable space would be permitted below the Regional Storm level.
- Policy sets out general urban design principles. The design of flood-protection measures are to be attractive and not impair aesthetic/function of streetscape.

7.2.2. Development Area 3B

Sub-area 3B recognizes the civic importance of the City Hall lands and the City’s intent to accommodate additional development within the precinct to address and recognize the long-term significance of the lands for government activity. In concert with “Places to Grow”, the City of Brampton envisions the 3B lands as a centre for mixed uses with an emphasis on civic, cultural and commercial uses:

- Policies are intended to support the City Hall expansion (institutional, office, some commercial, potential residential).

- No specific density or gross floor area limits are proposed to allow flexibility for City Hall redevelopment options.
- Secondary Plan FSI maximum can be exceeded.
- From an approvals standpoint, a proposal needs to meet same requirements as set out in SPA 3A.
- Use of bridge to connect to other buildings/site that has a connection to flood-free lands, is proposed as a potential solution for access.

7.2.3. Development Area 3C

Sub-area 3C includes those lands within the SPA that have more limited residential development opportunities as they generally are entirely within the floodplain and do not provide obvious opportunities for an alternate safe access. There may be a potential to provide a bridge connection to another building that does have access to flood-free lands. The policies would allow for some flexibility in such instances to consider further intensification for residential uses only in accordance with existing zoning permissions. The focus of this policy area is on non-residential development that is lower-scale in nature. While still permitted, the potential for residential development is significantly constrained by the need to achieve in particular, ingress/egress to flood-free lands:

- Lands in this area are generally entirely within floodplain, with limited opportunity to gain access to flood free lands.
- Policies aim to protect existing historic fabric/scale of development.
Policy recognizes that it is important to allow opportunities for revitalization to ensure vitality of area.
- Focus on office, commercial, institutional, cultural (although residential not prohibited).
- Policies intend to give “green light” to non-residential development, subject to appropriate flood risk mitigation measures.
- Support the continued expansion of the transit hub. Additional density for office/commercial uses permitted in conjunction with intermodal transit hub or adjacent to it.
- Development allowed to provide at-grade storefront entrances along Main Street and Queen Street.
- Can replace existing residential without having to achieve ingress/egress requirements above regional storm.

- Development is allowed to achieve existing zoning permissions so long as they achieve the flood risk management requirements set out in the section
- No Provincial approval required for rezoning/development if it addresses the requirements for floodproofing, provision of emergency access for residential uses, habitable space above the Regional Storm elevation etc, as set out in the requirements for Area 3A.

7.3 Zoning Bylaw Amendment

To correspond with the Secondary Plan policy update, a new section to the zoning by-law is proposed that reflects the floodplain development requirements related to provision of emergency access above the Regional Storm event for net new residential uses, that no habitable space be located below the Region Storm elevation, that new buildings be engineered to withstand flooding and flood flows, and that the building be dry passively floodproofed. Non-residential development would not be required to provide for an emergency access, although the building would have to meet the afore-mentioned structural engineering and other floodproofing requirements. Development would be permitted to achieve the existing height permissions if these requirements are met. For lots fronting onto Queen Street and Main Street North, their front and rear entrances can be provided at grade in order to maintain the character of the area.

This by-law would not preclude a landowner from undertaking an individual by-law amendment to achieve Secondary Plan policies including use, height and density if the current zoning does not provide for such at this time, subject to the policy direction provided in the relevant SPA policies. The floodplain requirements would remain as an underlying base to whatever zoning is established. **Refer to Appendix H: Draft Main Street North Development Permit System Zoning Bylaw Amendment.**

7.4. Main Street North Development Permit System

A portion of SPA 3 lies within the proposed Development Permit System Area that the City is developing for Main Street North between Church Street and Vodden Street. The affected area is restricted to lands around Church Street and Thomas Street.

In comments on the Main Street North Development Permit System dated March 9, 2010, MMAH indicated that any change to land uses within the SPA, even if it involves a reduction in development intensity requires Provincial approval. It was recommended that the SPA portion

be removed from the DPS and addressed in conjunction with the proposed amendment to SPA 3.

In order not to delay the eventual approval of the Main Street DPS further, the portion within SPA 3 has been removed and will be dealt with in conjunction with the proposed amendment to SPA 3. The amending documents specific to the Main Street North DPS consist of the following:

Official Plan Amendment

The OPA is technical in nature. As part of implementing the main portion of the DPS, amendments to the Secondary Plan are made to remove lands from Special Policy Area 2 and from the “Central Area Mixed Use” FSI designations found in Appendix A. With the inclusion into the DPS area, the same amendments are made for the portion affected by the floodplain. **Refer to Appendix G: Draft Main Street North Development Permit System Official Plan Amendment.**

Development Permit By-law Amendment

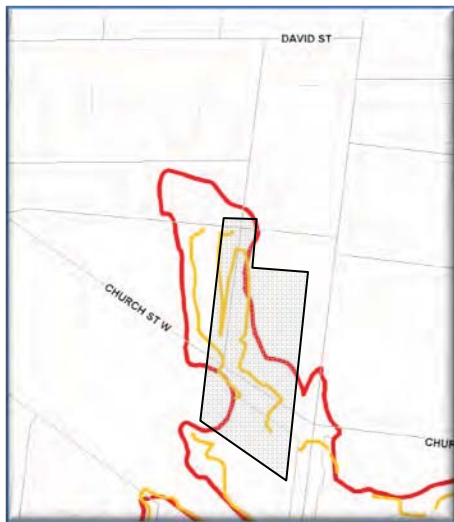
The amendment area consists of five properties. The table below provides an overview of the current uses, land use permissions and proposed permissions for each property:

Table 7: Development Permit Bylaw Amendment Summary

| | Property | Parcel Size (aprox) | Current Use | Current Secondary Plan Designation and Zoning | DPS | | DPS | |
|---|-----------------------|----------------------------|--|---|---|----------|---|----------------------|
| | | | | | Proposed Character Designation | Sub-Area | Overview Permissions | Proposed Permissions |
| 1 | 4 Market Street | 552m ² (0.14ac) | Residential dwelling | Central Area Mixed Use Permitted FSI: <0.2ha=0.75 >0.2ha=2.0 Zoned: R1B (permits single detached dwelling) | Medium Density Transition. | | CMU3-DPS with max building height of 15.5 metres, mix of uses (commercial/residential) | |
| 2 | 171 Main Street North | 0.45 ha (1.1 ac) | 257-unit apartment building with 402 m ² commercial, FSI 5.0, | Central Area Mixed Use Zoned: Residential Apartment B- | <i>Gateway Areas</i> Highest intensity of uses in the Main Street North DPS area are found in the gateway areas. | | CMU2-DPS with max building height of 41.0 metres, mix of uses. Intended to reflect existing building. | |

| | Property | Parcel Size (aprox) | Current Use | Current Secondary Plan Designation and Zoning | DPS | | DPS | |
|---|-----------------------|---------------------|---|---|---|---|----------------------|----------|
| | | | | | Proposed Character Designation | Sub-Area | Overview Permissions | Proposed |
| | | | aprox 640uph | 3378 (R4B-3378) and Service Commercial-3379 (SC-3379) (development approved by way of minor variance) | Typology is mixed use, street related buildings in the form of comprehensive redevelopment of lands (protection of heritage assets continues to be a factor). | | | |
| 3 | 165 Main Street North | 464.5m2 (0.11ac) | 2-storey Law Office in converted residential dwelling | Central Area Mixed Use Permitted FSI: <0.2ha=0.75 >0.2ha=2.0 Zoned: Service Commercial-3379 (SC-3379), maximum height 3 storeys | <i>Gateway Areas</i> Highest intensity of uses in the Main Street North DPS area are found in the gateway areas. Typology is mixed use, street related buildings in the form of comprehensive redevelopment of lands (protection of heritage assets continues to be a factor). | CMU3-DPS with max building height of 15.5 metres, mix of uses (commercial/residential). | | |
| 4 | 159 Main Street North | 734m2 (0.18ac) | Parking lot for law office at 165 Main Street North | Central Area Mixed Use Permitted FSI: <0.2ha=0.75 >0.2ha=2.0 Zoned: Service Commercial-3379 (SC-3379), maximum height 3 storeys | <i>Gateway Areas</i> Highest intensity of uses in the Main Street North DPS area are found in the gateway areas. Typology is mixed use, street related buildings in the form of comprehensive redevelopment of lands. (protection of heritage assets continues to be a factor). | CMU3-DPS with max building height of 15.5 metres, mix of uses (commercial/residential). Continuous building wall along Main Street. Provide transition to heritage building at 165 Main Street North. | | |
| 5 | 151 Main Street North | 0.19 ha (0.49 ac) | Service Station | Central Area Mixed Use Permitted FSI: <0.2ha=0.75 | <i>Gateway Areas</i> Highest intensity of uses in the Main Street North DPS | CMU3-DPS with max building height of 15.5 metres, mix of uses (commercial/residential). | | |

| Property | Parcel Size (aprox) | Current Use | Current Secondary Designation and Zoning | DPS | | DPS | |
|----------|---------------------|-------------|---|---|----------|--|----------|
| | | | | Proposed Character Designation | Sub-Area | Overview Permissions | Proposed |
| | | | >0.2ha=2.0 Zoned Highway Commercial Two (HC2) Small portion zoned Residential Apartment A (R4A) (R4A) 12 permits storeys FSI: 1.0) | area are found in the gateway areas. Typology is mixed use, street related buildings in the form of comprehensive redevelopment of lands. Provision of urban plaza at corner. | | Continuous building wall along Main Street and Church Street. Provide transition to heritage building at 165 Main Street North | |
| | | | | | | | |



The largest parcel in the area (171 Main Street North) is already developed for what would be considered the ultimate use of those lands. The remaining properties have potential for redevelopment. 165 Main Street North has an existing heritage dwelling that the City would wish to see retained in any development scenario. All the parcels are only marginally within the floodplain area. The majority of each parcel is floodfree. The property at 4 Market Street is now entirely outside the floodplain based on the new mapping provided in the spring of 2011 (yellow line on attached figure is the new floodline).

Refer to Appendix H: Draft Main Street North Development Permit System Zoning Bylaw Amendment.

171 Main Street North

8.0 Conclusion

Overall, the intent of the submission package is to amend the City of Brampton's Special Policy Area Secondary Plan Policies to update the policy framework for an appropriate form and scale of development within the City's downtown core. As part of the approval process, the City has, and will continue to collaborate with the Ministry of Municipal Affairs and Housing, the Ministry of Natural Resources, and the Toronto & Region Conservation Authority. Given that the Provincial Growth Plan identifies Brampton's downtown as an Urban Growth Centre, an appropriate balance is required between managing the safety of the public and the protection of property while achieving the growth objectives for the core. In consultation with the Province, the City of Brampton endeavours to establish a viable long-term solution to achieve such a balance.

The key priority for the City is to mitigate risks to the public associated with development. As such, City staff has been directed by Council to work with the Province to determine an appropriate solution for floodproofing the Downtown to the 350 year and Regional storm events through the implementation of a combined strategy that includes both a policy and technical approach to eliminating such risks. The City looks forward to partnering with the Province and Conservation Authority during the next steps of the approval process for amending the Special Policy Area Secondary Plan policies to maximize on the potential of the downtown through the implementation of a creative risk management strategy for the 1:350 and Regional storm events. Such a strategy will build on the risk assessment undertaken in support of this submission. The strategy will include land use policies, flood protection mechanisms, such as flood proofing of buildings, and updates to the City's Emergency Management Plan and Evacuation Plan, as well as flood relief measures, which potentially includes the construction of a permanent land form feature. Given that the existing floodway channel is under the ownership of TRCA, the City will continue to collaborate with the conservation authority, as well as applicable provincial ministries as potential funding sources for achieving the long term objective of eliminating flood risks in Downtown Brampton.

We trust that the submission of the above report and accompanying appendices will provide the Province with a solid basis for assessing the City's request to amend its Downtown Special Policy Area provisions. We look forward to receiving comments on the submission package and working with all stakeholders in developing a creative solution for managing growth within Downtown Brampton.

9.0 Appendices

- A. Downtown Urban Design Vision Study, 2005
- B. Downtown Development Potential Within SPA No. 3 Table
- C. Draft Secondary Plan Amendment and Schedules
- D. Draft Official Plan Amendment Summary Table
- E. Draft Zoning By-law Amendment
- F. Recommendation Report: Proposed Amendment to Floodplain Development Policies – Downtown Brampton Secondary Plan (SP 7) Special Policy Area 3
- G. Draft Main Street North Development Permit System Official Plan Amendment
- H. Draft Main Street North Development Permit System Zoning Bylaw Amendment
- I. Standard Operating Procedure: Downtown Brampton Flood Emergency Response
- J. Calculation Assumptions
- K. Zoning Bylaw 266-2006
- L. Aquafor Beach Downtown Drainage Study Flood Risk Assessment, 2006