

#### THE CORPORATION OF THE CITY OF BRAMPTON

# **BY-LAW**

Number \_\_\_\_135-88

Nu	mber133-00	
the	nunity Improvement Project	
	e Official Plan for the City of Brampton Plannicelating to community improvement in the municip	
Brampton, pursuant to By-law 134-88, on	S the Council of The Corporation	passed
a by-law has been provide for the prepare	S, under Section 28(4) of the <u>Planning Act, 1980</u> passed under Section 28(2) thereof, the Councaration of a plan suitable for adoption as a country improvement;	cil may
AND WHEREAS	S such á plan has been prepared;	
NOW THEREF Brampton ENACTS as fo	OR the council of the Corporation of the collows:	Cit <del>y</del> of
Improvement Pro	provement plan for the Brampton Central Area Co ject Area, prepared by the City's Planni rtment in January, 1988, and attached as Schedu hereby adopted.	ing and
	eby authorized and directed to make an applicated Municipal Affairs for approval of this co	
READ a FIRST, SECOND	and THIRD TIME, and PASSED, in OPEN COUNCIL,	
this 13th	day of June , 1988.  KENNETH @ WHILLANS - MAYO	OR .

LAW DEPTI SRAMPTON

DATE PIX 2

LEONARD/J. MIKULICH - CLERK

10/88/7

#### APPENDIX A

BY-LAW NO. 135-88

COMMUNITY IMPROVEMENT PROJECT PLAN
FOR
THE DOWNTOWN BRAMPTON B.I.A.
COMPREHENSIVE PROGRAM
AND
STREETSCAPE IMPROVEMENTS
P.R.I.D.E. 1987/1988

CITY OF BRAMPTON
PLANNING AND DEVELOPMENT DEPARTMENT
MARCH, 1988

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#### 1.0 Introduction

This document provides information on the third phase of a long range comprehensive revitalization program for the Downtown Business Area which began in 1985 with streetscape improvements and the development of additional public parking capacity under the auspices of the C.A.I.P. program. Unlike these initial projects which addressed immediate, short term requirements, this stage encompasses a fully developed program of major seed projects including a new City Hall, intermodal transit terminal, multi-level parking and several large private commercial redevelopments as well as further streetscape improvements and extensive road reconstruction and park redevelopment.

The project area is situated in the central business district of the old Town of Brampton. As in many older towns in Ontario, commercial activities are promoted by a Business Improvement Area Association as designated by Municipal By-law 220-76. Since its inception in 1976, this organization has attempted to maintain its traditional share of retail trade in the Brampton area through public relations, sales promotions and aesthetic improvements. Although these initiatives have succeeded in slowing the decline of retail commercial activity, until recently, the prospect remained for continuing deterioration.

The City's recent decision to construct a new City Hall and two multi-level parking structures in the area has caused a dramatic reversal in this traditionally negative outlook. Retail and Office vacancy rates have decreased significantly over the past two years and renewed investor interest is very much in evidence in the area. One new office/retail development has recently been completed and three more are scheduled for construction in 1988. The onus is now on the City to improve the supporting infrastructure and public facilities which are required to sustain this growth.

#### 2.0 Goals and Objectives

#### 2.1 Goals

The Downtown Revitalization Program is focused on the attainment of several principal goals, namely:

- Restoration of the business community to its former vitality and importance within the Region;
- o Stabilization of Realty Tax Base within area, and
- o Provision of an acceptable standard of public services and amenities.

#### 2.2 Objectives

In an effort to achieve the above noted goals the City will endeavour to:

- e Improve the retail mix with an emphasis on specialty shops as prescribed in the Central Area Secondary Plan;
- a Improve access to the area through better roads, parking, public transit and pedestrian amenities;
- e Expand local customer base by encouraging large office/institutional redevelopment, and
- enhance recreational aspects of the area through aesthetic streetscape improvements and new attractions in local parks.

#### 3.0 Selection of the Area

#### 3.1 Boundaries of the Project Area

The project area is defined by the boundaries of the Four Corners Business Improvement Area as designated by By-law No. 220-76 with the exception of a deviation along Wellington Street west of Main Street to include Gage Park. (See Schedule A, Appendix A).

#### 3.2 Geographic, Socio-Economic and Physical Considerations

The Project area comprises the commercial core of the former Town of Brampton and the recently designated Brampton Central Planning Area. As such it is a major focus of commercial activity in the City. In recent years however, the area's inability to compete with new suburban shopping centres has resulted in a general deterioration in commercial viability with its attendant problems.

Despite the success of the first two phases of the Commercial Area Improvement Program in addressing short term, site specific deficiencies, the Central Area remains vulnerable to chronic economic and physical decline. It has become apparent that a more comprehensive approach to revitalization is required to ensure the long term, pervasive economic well-being of the Central Area.

The need for comprehensive community renewal in the Central Area can be defined relative to the following factors:

- e economic stability;
- development potential;
- o servicing;
- e community identity; and,

e building conditions.

#### 3.2.1 Economic Stability

The City of Brampton Official Plan identifies the Central Area as a principal node of retail/commercial activity. However, a comprehensive retail study undertaken by Larry Smith and Associates as a background study to the formulation of the Official Plan identified a number of trends relative to the economic stability of the Central Area. In particular:

- the Central Area is the fourth largest retail node in the City in terms of gross leasable area (7% of all retail floor space in the City);
- a comparatively low proportion of retail floor space is devoted to comparison goods, or department store type merchandise; and,
- e the Central Area has the smallest primary trade area of any of the competing concentrations in the City.

Given the relative dominence of convenience goods and its restricted primary trade area, the Central Area is functioning primarily as a local convenience centre.

There are also a number of other indicators which reveal the general economic instability of the Central Area. For example, in 1986 the business turnover rate exceeded 20%. An inventory of office space in 1984 revealed a 12% vacancy rate. 2

Between 1977 and 1981 (the most recent commercial floor space inventory), the project area experienced a 11.6% decline in the amount of actively used retail space.

<sup>1.</sup> Source: City of Brampton Business Improvement Area Assessment Reports.

<sup>2.</sup> Source: Brampton Central Secondary Plan Area Concept Plan August, 1984.

Considering the current economic profile of the Central Area, it is evident that this locality is not functioning with the retail/commercial prominence envisaged by the Official Plan.

It is evident that a comprehensive revitalization program is required to promote the resurgance of the Central Area as a principal focus of retail/commercial activity in the City.

#### 3.2.2 Development Potential

As part of the background studies to the formulation of the Brampton Central Secondary Plan in 1981, a projection of additional retail space requirements was undertaken for the project area. Based on future population growth and an estimate of the likely order of retail space per capita, this study projected a modest increase of 6,317 square metres of gross leasable floor area by 1991. This rate of growth is obviously insufficient to meet the City's objectives of restoring the retail primacy of the Central Area. The primary constraints affecting development potential in the downtown relate to:

- the weak competitive position of the Central Area relative to other regional commercial nodes (Brampton Shoppers World and Bramalea City Centre);
- o the lack of diverse resident population; and,
- the existing insufficient store mix and presentation that is required to stimulate consumer attraction and hence desireability for further developments.

<sup>1.</sup> Source: Brampton Four Corners Revitalization Study Appendix 1: Growth Potentials for the Four Corners Woods Gordon 1981.

To address those concerns, and stimulate development potential, the Brampton Central Secondary Plan<sup>1</sup> identified "Seeding Project Sites" (Figure #1) which have particular potential for comprehensive large scale redevelopment due to factors such as:

- their relatively large size; and,
- o ownership by either the City or a relatively small number of property owners.

It is the intent of the City to develop these sites, (not to the exclusion of other areas in the Central Area) for a mix of retail, office, residential and institutional purposes. It is anticipated that the comprehensive redevelopment of these sites will provide a catalyst to overcome the apparent competitive disadvantages for development in the Central Area.

#### 3.2.3 Servicing

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Servicing constraints have, to a large extent, restricted redevelopment efforts in the Central Area. Those servicing constraints relate primarily to:

- o roadway capacity;
- e parking;
- o pedestrian amenities; and,
- o transit facilities.

<sup>1.</sup> Approved by City Council in June of 1985 and the Minister of Municipal Affairs in October of 1986.

With respect to roadway capacity, the existing street network is designed to accommodate a much lower density of development than what is currently envisaged for the Central Area. This constraint can be quantified in terms of:

- roadway widening requirements for major arterials serving the downtown (in particular Main Street South); and,
- e operational improvements to enhance traffic circulation, including roadway resurfacing, re-signalization and intersection improvements.

Detailed transportation planning and engineering studies are required to identify specific strategies to improve roadway capacity. Remedial transportation strategies should be funded and undertaken expeditiously if the City is to be successful in attracting the form of development desired for the Central Area.

Parking accessibility and capacity, as discussed in the Community Improvement Plan for C.A.I.P. 1984/1985 is also considered a serious constraint to commercial growth in the area. Although the C.A.I.P. project resulted in the development of 45 new public parking spaces there remains a great deal of customer dissatisfaction with the availability of convenient parking. Transportation studies undertaken in 1976 and 1981 both identified the general demand for more parking capacity but more importantly, the need for the correct apportioning of available spaces between short and long term use.

Existing pedestrian amenities include aging concrete sidewalks and a number of ill-defined walkway connections to parking facilities which are characterized by an uneven walking surfaces, insufficient lighting and unattractive or non-existent furnishings. Most sidewalks along Main Street have now been reconstructed and refurnished under the auspices of C.A.I.P. 1983/1984 and it is the desire of the B.I.A. that this treatment be continued along all other sidewalks within the area where practical.

In terms of transit facilities, the current transit terminal site, located between George and Main Streets, is considered insufficient to serve the multi-modal transportation needs of the Central Area. To facilitate redevelopment, improved terminal facilities are required to accommodate;

o increased ridership;

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- greater demand in the number of routes or frequency of service; and,
- e growing need for multi-modal links between various forms of public and private transport.

This will entail expanded facilities, and relocation to a more appropriate site to accommodate the Central Area's transit requirements.

#### 3.2.4 Community Identity

The City of Brampton has grown dramatically over the past number of years. This growth has increased the population and geographic expanse of the City. Residential and associated commercial and institutional growth has, in fact, been defused over all the former townships which now comprise the City (former Townships of Chinguacousy, Toronto Gore, and the Towns of Mississauga and Brampton). As a result, the Central Area has lost, to a large degrée, the community identity required to sustain its retail, cultural and institutional prominence. Accordingly, any redevelopment plans comtemplated for the Central Area must incorporate cultural recreátional and institutional components to strengthen its identify within the City as a whole.

As noted previously, the Brampton Central Secondary Plan has provided for this form of development through the designation of the project seeding sites.

#### 3.2.5 Building Conditions

As the original townsite of Brampton, the Central Area contains a number of very old buildings interspersed with recent redevelopments of varying forms and styles. Having been historically situated in the former flood plain of the • Etobicoke Creek and constructed to structural standards, many of the older buildings are Consequently, redevelopment of unsuited for renovation. the area will continue to focus on new building construction rather than renovation except for buildings which have been designated under the Ontario Heritage Special efforts will be required by the City to Act. assure that the form and design of new developments are compatible with the several outstanding Heritage buildings which give the area its unique historical character.

#### 4.0 THE COMPREHENSIVE PROGRAM

As indicated in the previous section, the Brampton Central Secondary Plan suggests several sites for potential seeding projects which could become the catalysts for revitalization of the area. Over the past few years, several conceptual redevelopment schemes have been considered for these sites; however, until recently no serious proposals have emerged.

In August, 1984, after several years of discussions concerning expansion of administrative facilities, City Council approved a call for proposals from the land development industry to either construct a new City Hall or expand the existing building. Because of significant community support for investigating potential City Hall sites in the Central Area, three of the seven proposals received were for City owned property at Main Street South and Wellington Street. Following extensive public input and debate, Council at its meeting of February 2, 1987 accepted a proposal by the Inzola Consortium, a group of local developers, for the above noted site in the Central Area.

The selected scheme features a new City Hall as well as privately funded commercial redevelopment on the other two major seeding project sites which were identified in the secondary plan. In addition to these three building construction projects, an array of ancilliary works will be required including:

- o the relocation of the transit terminal;
- e roadway reconstruction;
- e the continuation of the streetscape redevelopment program; and,
- park improvements.

These initiatives, and the seeding projects are summarized on Figures 1a, 1b and 1c,. A key map is provided on Figure 2.

It should be noted that all of the proposed projects are located within the Community Improvement Policy Area, as designated in the City's Official Plan.

#### 4.1 Renewal Program Details

The proposed comprehensive renewal program consists of seven distinct components; namely:

- the new City Hall;
- Queens Square development;
- Nelson Square redevelopment;
- Intermodal Transit Terminal Expansion and Relocation;
- Roadway Improvements;
- Streetscape Reconstruction, and
- o Park Redevelopment.

These components entail significant financial participation on behalf of the private sector, the City, and other public agencies where applicable.

#### 4.1.1 City Hall

The proposal features a 7 storey building with 150,000 square feet of office space and three levels of underground parking for 420 cars. The building will occupy most of the available site and will command a prominent position at the south entrance to the Downtown Area. The historic Gage and Cenataph parks immediately to

the south and the Peel County Courthouse to the east provide an aesthetically ideal setting for the City's administrative headquarters.

It is the City's intention to proceed with this project as quickly as possible with a view to occupying the building within three years.

#### 4.1.2 Queens Square

The existing City owned Queens Square site which presently provides 215 public parking spaces is to be redeveloped into 3 levels of underground parking for a total yield of 600 spaces. The development consortium would be given development rights above ground for approximately 35,000 square feet of commercial and 15,000 square feet of office space in a retail village pedestrian oriented complex.

#### 4.1.3 Nelson Square

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The existing privately owned surface level parking lot is to be redeveloped for a 3 level above ground parking structure to be owned by the City and a commercial/office complex of similar proportions to the Queens Square project to be owned by private development.

#### 4.1.4 Intermodal Transit Terminal

Two adjoining properties acquired by the City for parking development under C.A.I.P. 1984/1985 have been selected as the site of an intermodal transit terminal at Géorge Street North and Nelson Street West. This facility would replace the existing bus terminal on the proposed City Hall site and would be directly linked by a pedestrian tunnel under the C.N. rail line to the GO station

immediately to the north. The feasibility of a combined intermodal terminal and office commercial development at the above noted location is presently being studied.

#### 4.1.5 Roadway Improvements

In 1987, preparatory work proceeded for the widening to four lanes of Main Screet South from Wellington Street to the Etobicoke Creek in 1988. This will remove a serious "bottle neck" which has restricted vehicular movement through the Central Area for many years. Furthermore, the firm of Marshall Macklin Monaghan was retained in 1987 to update their earlier traffic and transit study completed for the Central Area in 1983. While concluding that the existing street system has the basic capacity to handle the new development, the consultant has identified the need for certain intersection improvements, road resurfacing and the removal of all on-street parking. was noted that removal of on-street parking would be adequately offset by the new off-street multi-level parking capacity which will be generated in conjunction with the new City Hall and the other two commercial redevelopment projects.

In addition to improvements required on the main street, resurfacing and new lighting is required on McMurchy Lane to provide a satisfactory access to the Nelson Square parking facility. This project will be concurrent with work on the parking structure which is scheduled to be completed in June, 1988.

#### 4.1.6 Streetscape Reconstruction

Because of the B.I.A.'s positive response to the initial streetscape redevelopment project on Main Street, it is

the City's intention to continue the same sayle of treatment throughout the where Central Area conditions permit. As in the first phase, works would include complete decorative sidewalk and streetlighting reconstruction along with trees new and While the typical street frontages would furniture. receive the established standard of upgrading, special design will be required in the various walkways and to the redevelopment sites compatibility with building architecture and special user requirements in these areas.

#### 4.1.7 Park Redevelopment

Cenotaph Park is bounded by Main Street to the east, Wellington Street to the south, George Street to the west and the future City Hall to the north. For many years, this highly manicured open space has provided the backdrop to the Old Town of Brampton's War memorial as well as a quiet picturesque environment for passive recreation activities in the Downtown area. This role is expected to change dramatically with the large influx of municipal employees and visitors to the new City Hall.

The existing park consists mainly of grass and ornamental planting and significant modifications will be required if the anticipated increase in users is to be accommodated. Accordingly, a number of alterations are being considered, namely, the construction of new walkways, a paved assembly area, a fountain and the installation of new lighting, site furniture and plant material. These improvements are considered to be of lower priority than the streetscape project and would not likely be undertaken until most of the streetscape work is completed.

Gage Park is another mature passive park on the south side of Wellington Street immediately to the south of Cenotaph The principal point of interest is a recently refurbished historic bandshell which is utilized regularly for concerts in the summer but has had little use during the rest of the year. To capitalize on the attactive winter setting in this park and in view of the assured increase in potential park users, an artificial ice rink encircling the bandshell and new decorative tree lighting are presently under consideration. These recreation features along with the improvements to the adjacent Cenotaph Park will provide a significant new attraction for the Downtown and an ideal foreground to the new City Hall.

#### 4.2 Staging, Financing and Administration

Features of the various projects described in the previous section of the project plan and their proposed staging and financing are summarized in Figures 1a, 1b and 1c "Program Summary". Staging and financing is proposed as follows:

#### 4.2.1 Staging

The City recognizes that a redevelopment program of this magnitude could have serious negative short term impacts on the area through disruption of vehicular and pedestrian movement and displacement of existing parking. Although phasing strategies have not been finalized, it is expected that construction of the new parking structure on the Nelson Square site will commence in January, 1988 and should be completed first to temporarily accommodate the parking displaced while redevelopment proceeds at the City Hall and Queens Square sites.

Construction of the City Hall is scheduled to commence during June or July, 1988 with a projected construction period of eighteen months.

Construction of the new intermodal transit terminal would also have to commence as soon as possible in order to clear the present bus terminal site for the City Hall.

Although the precise timing of other works such as roadway and streetscape improvements is not as critical, every effort will be made to minimize disruption of existing commercial activities and to complete all projects within the next three to four years.

#### 4.2.2 Financing

Although the final financial arrangements have not been determined for all of the various projects, the following summary indicates currently proposed sources of funding. Except for the parking components, all City costs will be recovered mainly through City wide realty reassessment. Parking development costs will be recovered primarily through user revenues.

#### City\_Hall

The estimated cost of \$20.2 million will be covered entirely through debentures issued by the City.

#### Queens Square

The parking component with an estimated cost of \$7.45 million will be City owned and is to be financed partially by the Downtown parking reserve fund (generated from existing parking revenues) and partially through

debentures. The commercial/office component is to be entirely financed and owned by the development consortium.

#### Nelson Square

The same arrangements as those for Queens Square apply to this project. The estimated cost of the City owned parking component is \$2.9 million.

#### • Intermodal Transit Terminal

In addition to debenture financing, the City intends to explore outside sources of funding including GO Transit, and the Ministry of Transportation.

#### Roadway Improvements

Roadway and traffic signal improvements will be financed entirely through City debentures with the exception of the resurfacing and new lighting on McMurchy Lane which will be paid for with funds remaining from the C.A.I.P. 1984/1985 parking redevelopment program.

#### Streetscape Reconstruction

It is proposed that the estimated cost of \$1.8 million be shared by the Province, and the City in a ratio which will depend on future Provincial allocations and agreements neogitated with developers. As in the other projects the City's share would be financed through debentures.

#### e Cenotaph Park, Gage Park

The estimated total cost of \$650,000.00 for improvements to these parks will be financed through City debentures

and Provincial assistance which may become available at the time.

#### 4.2.3 Administration

All of the projects within this comprehensive plan which are to be municipally funded (except road improvements) will be coordinated by the office of the Commissioner of Planning and Development. As with previous improvement projects in the Central Area, close liaison will continue with the Downtown B.I.A. on appropriate phasing of streetscape works and to assure that disruptions to business are minimized during construction activities.

The Planning and Development Official will also monitor the progress of the various projects and advise Council as to ongoing funding requirements. If further provincial funding is offered, it is anticipated that for each allocation a new Appendix will be added to the comprehensive plan to provide the required details for the funding agreement.

An amendment shall be required when there are any deletions or additions of projects to this plan. However, prior consultation with the Ministry of Municipal Affairs shall be required prior to the undertaking of such amendments. Minor modifications can occur to the plan without an amendment; however prior consultation with the Ministry shall also be required.

# SEED PROJECTS

**PROJECT** 

CITY

QUEENS SQUARE

NELSON SQUARE

**FEATURES** 

- 150,000 sq.Pt.
  AVAILABLE SPACE
- 420 UNDERGROUND PARKING SPACES
- 2 STOREY LOW DENSITY RETAIL VILLAGE OFFICE DEVELOPMENT
- -- 600 UNDERGROUND PARKING SPACES
- SHOPPING MAILL AND OFFICES
- 280 SPACE ABOVE CROUND PARKING STRUCTURE

TIME

1988 - 1990 \*

1988 - 1993 \*

1988 - 1989 #

OWNER-SHIP

MUNICIPAL

HUNICIPAL PARKING ONLY HUHICIPAL PARKING ONLY

COST ESTIMATE

\$20.2 MILLION

\$7.45 MILLION PARKING ONLY

\$2.9 HILLION PARKING ONLY

# HYPOTHETICAL TIME FRAMES, STAGING DETAILS YET TO BE DETERMINED.

figure lh.

# TRANSPORTATION FACILITIES

**PROJECT** 

NEW TRANSIT TERMINAL ROAD IMPROVE-MENTS

PARKING SPACES

**FEATURES** 

- CLOSE PROXIMITY TO GO TRANSIT STATION
- CENTRAL LOCATION
- INTERSECTION AND ROAD IMPROVEMENTS
- PEDESTRIAN UNDERPASS TO GO STATION
- TRAFFIC SIGNAL ADJUSTMENTS
- SURPLUS PARKING DUE TO SEED PROJECTS TO ADDRESS SHORTAGE
- EXACT AMOUNT AS YET UNDETERMINED.

TIME FRAME

1988 - 1989 \*

1987 - 1991 \*

1987 - 1991 \*

OWNER-SHIP

MUNICIPAL.

MUNICIPAL.

RUNICIPAL

COST ESTIMATE

\$300,000 \*\*

\$550,000 \*\*

EXACT AMOUNT UNDETERMINED

- \* HYPOTHETICAL TIME FRAMES, STAGING DETAILS YET TO BE DETERMINED.
- \*\* ESTIMATES ARE BASED ON CONCEPTUAL DESIGNS SUBMITTED BY THE DEVELOPMENT CONSORTIUM AND / OR CITY OF BRAMPTON.

figure lc

# PEDESTRIAN STREETSCAPING

# PARKS & RECREATION

PROJECT

# SIDEWALK & WALKWAY RECONSTRUCTION

## CENOTAPH PARK REDEVELOPMENT GAGE PARK NEW FACILITIES

### **FEATURES**

- CONTINUATION OF STREETSCAPE IMPROVEMENTS STARTED UNDER C.A.I.P. PROGRAM.
- SIDEWALK RECONSTRUCTION
- NEW LIGHTING
- NEW LANDSCAPING
- NEW STREET FURNITURE
- IMPROVE LANEWAY SYSTEM

- CENOTAPH PARK
- new walkways,
   assembly areas
- new lighting
- new landscape features
- GAGE PARK
- new artificial ice skating rink
- new lighting

TIME FRAME

1987 - 1991 \*

1990 - 1993\*

OWNER-SHIP

MUNICIPAL.

MUNICIPAL

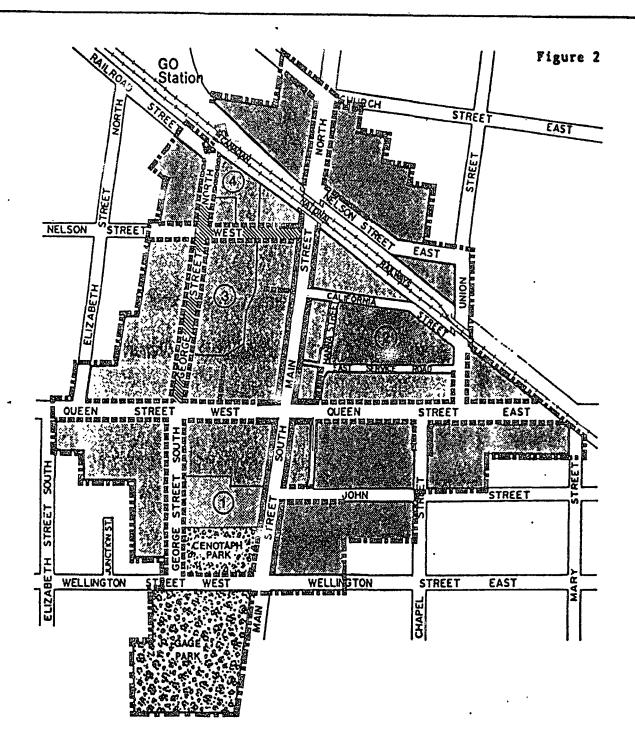
COST ESTIMATE

\$1.8 MILLION \*\*

CENOTAPH: \$450.000\*\*

GAGE: \$200,000\*\*

- \* HYPOTHETICAL TIME FRAMES, STAGING DETAILS YET TO BE DETERMINED.
- \*\* ESTIMATES ARE BASED ON CONCEPTUAL DESIGNS SUBMITTED BY THE DEVELOPMENT CONSORTIUM AND / OR CITY OF BRAMPTON.



#### **LEGEND**

PROJECT AREA

PROPOSED CITY HALL.

PROPOSED INTERMODAL TERMINAL '

BUSINESS IMPROVEMENT AREA

PROPOSED QUEENS SQUARE

PROPOSED STREETSCAPE

COMPLETED STREETS-CAPE WORKS

PROPOSED NELSON SQUARE

PROPOSED ROAD IHPROVEHENTS



# DOWNTOWN REVITAL:ZATION

P.R.I.D.E. PROGRAM

#### **CITY OF BRAMPTON** PLANNING & DEVELOPMENT DEPARTMENT

FEBRUARY,1988

N.T.S.

