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PLANNING, DESIGN & DEVELOPMENT COMMITTEE

Subject: **Recommendation Report**
Brampton's Response to the Provincial Growth Plan – Official Plan
Amendment

DATE: May 17, 2010

Contact: Janice Given, Manager, Growth Management and Special Policy (905-874-3459)

Overview:

- The purpose of this report is to provide an overview of key components of the final *Growth Plan* Official Plan Amendment; a summary of public and stakeholder feedback; staff responses to the comments; and, seek Council's direction to prepare the final *Growth Plan* Official Plan amendment along with direction on appealed sections of the 2006 Official Plan;
- In April 2007, Council approved the City's *Growth Plan* work plan which included a comprehensive public awareness and engagement strategy, including over 500 participants and, a series of comprehensive discussion papers;
- In the Fall 2009, the draft *Growth Plan* Official Plan amendment was released and a statutory Public Open House, Public Meeting and Special Council Meeting were held;
- The final Official Plan amendment incorporates the following key modifications from the first draft *Growth Plan* Official Plan amendment:
 - A re-enforcement of the City's sustainable City Structure policies;
 - Policies to guide proposals for residential intensification outside of the key areas of intensification including mandatory compliance with the City Structure policies;
 - Comprehensive employment land conversion policies;
 - Policies directing that additional employment land needs to be designated;
 - Special Study areas are added/revised for portions of Secondary Plan Areas 47 and 49;
 - Direction on appropriate land uses within the Bram East Secondary Plan Area for lands which are currently deferred and appealed;
 - Revisions to policies related to employment lands within the North West Brampton Urban Development area.

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Recommendations:

1. **That** the report from Janice Given, Manager - Growth Management and Special Policy, Planning, Design and Development Department dated May 3, 2010, to the Planning, Design and Development Committee meeting of May 17, 2010, re: **“Recommendation Report – Brampton’s Response to the Provincial Growth Plan – Official Plan Amendment”** and attachments, be received;
2. **That** a residential use may be considered as part of a mixed-use development on lands designated Business Corridor (designation currently appealed to the Ontario Municipal Board) on the site located at Queen Street East and McVean Drive, as proper consideration has been given to the conversion of employment lands through a comprehensive review undertaken as part of this *Growth Plan* amendment process;
3. **That** a residential use may be considered on lands south of Ebenezer Road and east of Nexus Avenue on lands designated Business Corridor (currently appealed to the Ontario Municipal Board) as consideration has been given to the conversion of employment lands through a comprehensive review undertaken as part of the *Growth Plan* Amendment process;
4. **That** staff be directed to prepare the necessary documents in order for Council to adopt the *Growth Plan* Official Plan amendment at their meeting of June 9, 2010;
5. **That** staff be directed to prepare a document that includes the recommendations on those parts of the 2006 Official Plan that have been appealed to the Ontario Municipal Board and that this document be formally considered for endorsement by Council together with the adoption of the *Growth Plan* Official Plan Amendment, and shall include the following key recommendations:

Bram East Appealed/Deferred Lands

- That the lands within the Bram East deferral/appealed area generally be designated Business Corridor and Office except as noted below.

Queen/McVean

- The addition of a Special Policy to enable the consideration of a future amendment to the Official Plan to permit a residential use on lands designated Business Corridor (appealed) at the northeasterly intersection of Queen Street and McVean Drive, provided the proposed mixed-use development continues to provide at least the amount of employment that would otherwise be accommodated on the site if the residential use were not included;

Ouray Developments Inc.

- That the lands at the southeast intersection of Nexus Avenue and Ebenezer Road (northerly block), may be designated Residential on

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Schedule A to the City's Official Plan, *General Land Use*, subject to the addition of a Special Policy on this block and the northeasterly intersection of Nexus Avenue and Fogal Road (southerly block);

- A recommendation that adds a Special Policy to both parcels noted above, owned by Ouray Developments Inc. to:
 - Permit residential development on the northerly block containing a mix of residential densities and high quality built form, landscaping and architectural details;
 - Incorporate some employment uses on the northerly block, potentially in the form of live-work units and a mixed-use building;
 - Require that the Secondary Plan and Zoning by-law be updated on the southerly parcel to the satisfaction of the City in conjunction with the approval of the implementing zoning on the northerly block for residential; new provisions on the southerly block shall include the accommodation of higher density employment uses;
 - Acknowledge that the southerly block, designated Business Corridor, may be considered for residential uses following a municipal comprehensive review, provided the Official Plan policies for employment land conversion can be met;
 - Require that the municipal comprehensive review take into account the City-wide need and objectives for accommodating employment growth to 2031, consideration of the outcomes of employment land studies in Secondary Plans across the City and the nature of the employment development contemplated for the lands south of Fogal Road;
 - Permit the residential uses on the southerly block to be approved without an amendment to Part 1 of the Official Plan, subject to satisfying the above requirements.

TRCA Lands

- A recommendation that the deferral/appeal of the Land Use Designation remain on lands owned by the Toronto Region Conservation Authority located at the northwest and southwest intersection of Queen Street and McVean Drive.
6. **That** following Council's approval of the Growth Plan Official Plan Amendment, staff be directed to review the floodplain and open space zoning respecting passive and active recreation uses to ensure consistency with proposed Growth Plan Official Plan Amendment and report back to Council with a Zoning By-law Amendment;
 7. **That** staff be directed to review and amend the City's Secondary Plans to ensure compliance with the amended Official Plan with respect to the *Growth Plan* and to report back to the Planning, Design and Development Committee with a proposed work plan;

8. **That** Planning and Economic Development staff be directed to conduct a detailed review of the City's employment policies to identify strategies dealing with the policies, zones and implementation mechanisms to best further the City's long term vision for viable, prosperous employment lands of quality design;
9. **That** staff be directed to prepare master plans for the intensification corridors, mobility hubs and major transit station areas, to determine and refine, among other items, heights and densities within these areas and report back to the Planning, Design and Development Committee with a proposed work plan and scope of work including a recommended prioritization of the master plans;
10. **That** this report be forwarded to the Region of Peel, City of Mississauga and, Town of Caledon for information.

Background:

On June 16, 2006 the *Growth Plan for the Greater Golden Horseshoe (Growth Plan)* which was prepared under the *Places to Grow Act*, 2005 came into effect. The *Places to Grow Act* requires municipalities to amend their Official Plans to conform to the *Growth Plan* within three years (June 2009). The City of Brampton has undertaken a comprehensive conformity exercise which has been supported by Council throughout the process. In April 2009, Council authorized staff to request an extension to the *Growth Plan* conformity deadline from the Province to the end of 2009 (per resolution C056-2009). In June 2009, the Province granted the City's request.

The primary purpose of this report is to provide an overview of the key components of the final *Growth Plan* Official Plan Amendment. This report also includes a summary of public and stakeholder feedback on the draft *Growth Plan* Official Plan amendment tabled at the October 5, 2009 Public Meeting, including staff responses to the comments.

Finally, this report seeks Council's direction to prepare the final *Growth Plan* Official Plan amendment for consideration at the June 9, 2010 meeting.

Current Situation:

In April 2007, Council approved the City's *Growth Plan* work plan (per resolution C097-2007), which included the steps, stakeholders, roles and responsibilities necessary to achieve *Growth Plan* conformity. Council considered reports in March and April 2009 which provided a status update on the City's *Growth Plan* conformity exercise and recommended the release of several *Growth Plan* discussion papers. In September 2009 Council authorized the draft *Growth Plan* Official Plan amendment to be released to the public and authorized the scheduling of the statutory Public Open House and Public Meeting which were subsequently held on September 24, 2009 and October 5, 2009 respectively. In February 2010, Council considered a report on the findings and recommendations of the *Market Demand and Development Feasibility Study for*

Brampton's Employment Lands and provided direction on policies to be incorporated into the final *Growth Plan* Official Plan amendment. Appendix I provides a summary of key events which occurred as part of the City's conformity exercise.

City of Brampton Growth Plan Studies

The City's *Growth Plan* conformity work plan included studies in the following focus areas:

- Population and Employment Allocation;
- Residential Land Inventory, Density Analysis and Intensification Opportunities;
- Employment Land Inventory and Analysis;
- Infrastructure Capacity Review;
- Transportation and Transit Master Plan Sustainable Update;
- Natural System and Conservation Policy Review; and,
- Financial and Municipal Management Review.

These studies included background research and analysis, discussion papers and numerous opportunities for public and stakeholder input. The following discussion papers / master plans were released throughout the *Growth Plan* conformity process to inform the City and stakeholders:

- Inventory and Assessment of Intensification Opportunities;
- Assessment of Planned and Potential Growth in Greenfield Areas;
- Employment Land Strategy;
- Market Demand and Development Feasibility Study for Brampton's Employment Lands;
- Natural System and Conservation Policy Review;
- Infrastructure Capacity Review of Utilities and Services within the City of Brampton, and;
- Transportation and Transit Master Plan Sustainable Update, 2009.

The proposed policy directions contained within these discussion papers / master plans were considered in the preparation of the *Growth Plan* Official Plan amendment. The Financial and Municipal Management Review is input into a number of ongoing discussions related to financing growth.

Public Awareness and Engagement Strategy

Brampton's *Growth Plan* conformity exercise was conducted in an environment of extensive public involvement, all part of a comprehensive public awareness and engagement strategy. The public process commenced early in the process and included the following opportunities for public input:

- a Mayor's Town Hall held in February 2008 to inform residents and stakeholders about the steps that the City was taking to conform to the *Growth Plan*;

- an introductory workshop held in April 2008 which provided an opportunity for residents and stakeholders to hear about the intent of the *Growth Plan* and to share detailed comments on the *Growth Plan* key policy areas and their impact on the City;
- three detailed workshops and a Public Information Centre (PIC) were held in the fall of 2008 to focus in greater detail on each of the key policy areas within the *Growth Plan* and the respective studies being undertaken by the City in these areas;
- a PIC held in February 2009 to further discuss the directions of the Transportation and Transit Master Plan sustainable update; and,
- a statutory Public Open House, statutory Public Meeting and statutory Special Council Meeting were held in September, October and December 2009 respectively to obtain public and stakeholder feedback on the draft *Growth Plan* Official Plan amendment.

Over 500 attendees actively participated in the many public engagement opportunities provided throughout the City's *Growth Plan* conformity process. The information provided at these events was well received, and thoughtful, well articulated ideas and discussions were generated, culminating in a successful public awareness and engagement strategy.

To aid in communicating Brampton's response to the *Growth Plan* to the public and stakeholders, communication items, including a brochure and newsletters, were prepared and released at strategic points throughout the process. These communication materials were distributed at key City facilities including recreation centres and City Hall. The City has also utilized its website as a key communication tool by providing information regarding Brampton's response to the *Growth Plan*, including all reports to Planning, Design and Development Committee and all discussion papers. Email notification was also sent to all of those on the mailing list to advise of key events and opportunities for input.

In addition to reaching out to residents and stakeholders, the City, in conjunction with the Region of Peel and as encouraged by the Ministry of Municipal Affairs and Housing jointly reached out to First Nations organizations as part of the Aboriginal Consultation Protocol developed by the Region as part of its Official Plan review.

Draft *Growth Plan* Official Plan Amendment

The draft of the *Growth Plan* Official Plan amendment was released by Council in September 2009. As previously noted, several opportunities were provided for public input on this draft including a statutory Public Open House, Public Meeting and Special Council meeting. Key components of the first draft Official Plan amendment included the following:

- updated population, household and employment forecasts;

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- recognizing intensification as an important part of the City's Growth Management Strategy;
- ensuring that stable residential areas are preserved and requiring measures to ensure that new development is compatible with existing neighbourhoods;
- refined sustainable city structure to emphasize the importance of the key areas of intensification in accommodating higher density development;
- introducing the key areas of intensification which include the Urban Growth Centre in addition to the Central Area; a reclassification of intensification corridors into primary and secondary intensification corridors and a reclassification of transit supportive nodes into mobility hubs and major transit station areas;
- refined policies related to densities and heights in the key focus areas of intensification;
- new chapter devoted solely to policies on the Central Area;
- refined policies related to the conversion of lands designated Business Corridor, Industrial and, Office to non-employment uses;
- refined policies on the North-South Transportation Corridor;
- enhanced policies on active transportation and goods movement;
- updated policies to recognize Brampton's natural heritage system.

Summary of Staff Recommended Changes

The following section provides a summary of key modifications to the final draft *Growth Plan* Official Plan amendment recommended by staff based on input received at the September 24, 2009 Public Open House, October 5, 2009 statutory Public Meeting and, December 7, 2009 statutory Special Council meeting and the internal and external comments received through the circulation of the first draft *Growth Plan* Official Plan amendment.

A track-change version of the final draft *Growth Plan* Official Plan amendment is attached as Appendix 2 to this report. For ease of reference, additions or deletions proposed as part of the first draft are shown in blue text and proposed modifications introduced as part of the final draft *Growth Plan* Official Plan amendment are shown in red text. The final draft *Growth Plan* Official Plan amendment is attached as Appendix 3.

Recommended Resolution of Matters Appealed to the Ontario Municipal Board

In addition, through the City's comprehensive review of the 2006 Official Plan to achieve *Growth Plan* conformity, modifications to policies which are currently before the Ontario Municipal Board are also identified. These suggested modifications are detailed in the track-change version of the final draft *Growth Plan* Official Plan amendment (Appendix 2). Resolution of these items will need to occur through an appropriate Ontario Municipal Board process but would be necessary in order to bring the Plan fully into conformity.

Key Elements of the Final Growth Plan Official Plan Amendment

Intensification

The City used the required *Growth Plan* densities and policy directions together with the City Structure elements contained in the current Official Plan to create an expanded framework for articulating intensity of development in the planned key focus areas of intensification as well as other areas of the City. Policies related to the key areas of intensification are located in section 3.2.2, 3.2.3, 3.2.4 and 3.2.5 of the final draft *Growth Plan* Official Plan amendment.

This framework uses as the basis, the proximity to higher order transit, the Central Area and Urban Growth Centre (UGC), and other infrastructure and services. It allows suitable urban form to be guided to locations with supporting transportation infrastructure, community facilities and compatible surrounding land uses.

The heights, floor space indices and densities in the final draft policies are based on planning and urban design principle and best practices and are intended to serve as guidelines for the built form. In some cases, these policies have been revised from the draft. The final draft amendment includes residential densities for all key areas of intensification as well as for areas outside of intensification areas. In addition, modifications to the maximum permitted heights within the Anchor Mobility Hub (from 20 storeys to 25 storeys) and Major Transit Station Areas (from 8 storeys to 10 storeys) have been incorporated. Table 1 provides a summary of the heights, floor space indices and densities which have been incorporated in revised policy language in the final draft *Growth Plan* Official Plan amendment. Policies related to the key areas of intensification are located in section 3.2.2, 3.2.3, 3.2.4 and 3.2.5 of the final draft *Growth Plan* Official Plan amendment.

Table 1 – City of Brampton Intensification Policy Direction

Intensification Area	Policy Directions				
	Mixed Density	Planned FSI	Residential Density	Height	Bonusing Encouraged*
Central Area	None specified	To be determined in the Secondary Plans			Yes
Urban Growth Centre (UGC)	200 ppj/ha	n/a	> 200 u/ha	Min. 4 storeys Max. varies as per Secondary Plans	Yes
Anchor Mobility Hub	Highest combined ppj/ha in the UGC	4.0	> 200 u/ha	4-25 storeys	Yes
Gateway Mobility Hubs	100-150 ppj/ha	3.0	> 200 u/ha	3-25 storeys	Yes
Primary Intensification Corridors	n/a	1.5	> 200 u/ha	2-10 storeys	Yes
Secondary Intensification Corridors	n/a	1.0	> 200 u/ha	2-8 storeys	No
Major Transit Station Areas	n/a	1.5	100 u/ha	3-10 storeys	No
Outside of Intensification Areas	50 ppj/ha in greenfields	n/a	50 u/ha	Max. 4 storeys	No
		<2.0	<200 u/ha		No

* Bonusing is encouraged in accordance with the provisions of the *Planning Act*

Another key change which has been included in the final draft *Growth Plan Official Plan* amendment is a refinement of policies which provide direction on proposals for residential intensification outside of the key areas of intensification. The first policy establishes a threshold of four storeys or 50 units per net hectare for residential development outside of the key areas of intensification (proposed policy 3.2.7.3). To ensure that the City Structure is maintained, proposals outside of the key areas of intensification which are in excess of four storeys or 50 units per net hectare, will only be considered if the City determines that they do not contravene the City Structure. If it is determined that the City Structure will be maintained, proposals in excess of these provisions are required to demonstrate the proposed development’s ability to meet the criteria listed within this policy. These criteria are as follows:

- The development is consistent with the general intent and vision of the applicable Secondary Plan;
- The development contributes to the City’s overall housing mix;
- There is a need for the development to meet the population and employment forecasts set out in Section 2 of this Plan;
- The development forms part of an existing or planned Complete Community with convenient access to uses which serve the day-to-day needs of residents such as commercial, recreational and institutional uses;
- There is sufficient existing or planned infrastructure to accommodate the development;

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- That the development has primary access to an Arterial, Collector or Minor Collector Road;
- That the site is in close proximity to existing or planned higher order transit and maintains or improves pedestrian, bicycle and vehicular access;
- That the form of development is compatible and integrates with adjacent land use and planned land use, including lot size, configuration, frontages, height, massing, architecture, streetscapes, heritage features, setbacks, privacy, shadowing, the pedestrian environment and parking;
- That the proposal meets the required limits of development as established by the City and Conservation Authority and that appropriate buffers and sustainable management measures are applied, if necessary, in order to ensure the identification, protection, restoration and enhancement of the natural heritage system;
- That the proposal maintains transition in built form through appropriate height, massing, character, architectural design, siting, setbacks, parking and open and amenity space;
- That, where possible, the proposal incorporates sustainable technologies and concepts of low impact development, including measures to mitigate the impacts of the development. This should include the submission of a storm water management plan acceptable to the City and Conservation Authority, which identifies the required storm drainage system and potential impacts on downstream watercourses (proposed policy 3.2.7.4).

A policy which guides the degree to which increased heights and densities may be considered has been included. The degree to which increased heights and densities may be considered is dependent upon the proposed development's ability to meet the criteria established in the policy previously outlined (proposed policy 3.2.7.5). Staff believes that this approach ensures City Structure is maintained while allowing consideration of proposals for increased height and density outside of the key focus areas of intensification where they are suitably located, subject to detailed planning review and public consultation.

Royalcliff Ontario Municipal Board Decision

Given the recent decision by the Ontario Municipal Board with respect to the Royalcliff /Lake Path Holdings Inc. development, the significance of and need for mandating compliance with the City Structure policies as set out in the final *Growth Plan Official Plan* amendment has been emphasized. It provides a framework for directing high density development towards key intensification areas where transit infrastructure and other key services are located and protects stable residential neighbourhoods.

In addition, on April 28, 2010 Council directed staff to review the City Structure policies of the Official Plan to ensure wording is included that emphasizes that development proposals that conflict with the City Structure should not be approved. Specifically, proposed policy 3.4 below mandates compliance with the City Structure and protection of stable residential neighbourhoods.

"3.4 To mandate the principles of the City Structure and to ensure that stable residential neighbourhoods are maintained, development proposals deemed by Brampton City Council to be incompatible with the City Structure upon thorough examination of City-wide land uses, infrastructure, and environmental, municipal and financial considerations, shall not be approved, notwithstanding any site specific mitigation that may be proposed with respect to localized impacts."

Employment

At the February 2, 2010 Planning, Design and Development Committee meeting the *Market Demand and Development Feasibility Study for Brampton's Employment Lands* discussion paper was tabled. Subsequent to this discussion paper being tabled, Council provided policy direction on several matters related to the City's employment lands. Given the direction provided at the February 2010 Council meeting, staff is recommending that the following be incorporated into the final *Growth Plan* Official Plan amendment:

- a policy which acknowledges that the City will need to accommodate an additional 70,000 to 90,000 jobs on existing vacant and newly designated employment lands to accommodate the City's employment growth to 2031. This policy recognizes that the designation of these additional lands will occur as part of the City's five year Official Plan review process and as part of the secondary planning processes;
- a policy that states that future employment lands in North West Brampton and North East Brampton will be targeted for higher order, higher density employment uses and that lower density employment uses, such as warehousing and distribution will be discouraged;
- a policy that states that future employment lands in North West Brampton will be strategically positioned adjacent to future transportation and transit infrastructure;
- lands currently designated Industrial and Residential east of Clarkway Drive in Secondary Plan Area 47 be designated a Special Study Area, the purpose of which will be to encourage higher density employment uses and, through the secondary planning process, evaluate the viability of the lands currently designated Residential for employment, to help address the City's future employment land needs.
- Lands within the Airport Road North Special Study Area (within Secondary Plan Area 49) be designated Business Corridor and Special Study area to guide the Secondary Plan in ensuring an appropriate mix of employment and commercial uses within this area.

Conversion Policies

Since the release of the first draft *Growth Plan* Official Plan amendment, policies regarding the conversion of employment lands have been further clarified and refined. On lands designated industrial or office, an amendment to permit a non-employment use (which includes residential, retail in excess of 1,000 square metres or, non-ancillary uses) requires a municipal comprehensive review.

In recognition that some non-employment uses are already permitted on lands designated Business Corridor, two policies have been added to the final *Growth Plan* Official Plan amendment relative to non-employment uses in Business Corridors to provide flexibility to meet the City's intent for these mixed employment and commercial designations but also to meet *Growth Plan* requirements related to employment land conversions. The first policy applies in cases where an Official Plan amendment is being sought to permit a use which is currently not permitted in the Business Corridor, Industrial or Office designations (which includes residential or non-ancillary uses). In these instances, a municipal comprehensive review would be required to determine compliance with the conversion policies before the application could proceed.

The second policy applies in cases where an amendment to the Secondary Plan only is being sought to permit a use or expand the proportion of a non-employment use otherwise permitted in the Official Plan. This would allow the City to fully review those instances where commercial uses are permitted in the Secondary Plan up to a specified amount or proportion and where requests are made to increase the proportion, the loss of potential employment land is fully considered. In these instances a study is required to be submitted to the City demonstrating that the criteria listed in this policy have been met. However, a full municipal comprehensive review is not required in this case.

Bram East Employment Land Deferrals and Appeals

As part of its *Growth Plan* conformity exercise, the City of Brampton has undertaken a review of employment lands in the Bram East Secondary Plan Area which comprise approximately 112 net hectares, generally located along Queen Street, between McVean Drive and Highway 50. The review was intended to address the long term viability of the lands for employment uses given market demands and the City's employment land budget. The review also sought to address the outstanding appeals and deferral of some of the Bram East lands.

During the 2006 Official Plan Review process, a Business Corridor designation was proposed for most of the Bram East employment area, with the exception of several properties located near the area's periphery, for which a Residential designation was proposed. However, the Bram East employment area is the subject of an outstanding appeal that was filed in response to the adoption of the 2006 OP. An appeal was filed by 802158 Ontario Limited and Queen/ 50 Developments Inc, owners of a site located at the southwest corner of Highway 50 and Queen Street. Prior to Council adoption of the 2006 OP, the landowners submitted a development application to have their lands

redesignated *Regional Retail*. The owners later filed an appeal to the Ontario Municipal Board to *Schedule 1: City Concept* and *Schedule A: General Land Use Designation* of the 2006 OP regarding the designation of their lands to *Business Corridor*, pending the City's review of their development application. As part of the appeal, the landowners requested that the extent of the appeal be expanded to reflect the boundary of all the Bram East Business Corridor lands. It should be noted that the initial development application which was submitted to the City received approval in principle by Brampton Council in 2008.

The Bram East employment area is also the subject of a deferral. In May 2007, Aird & Berlis, legal counsel for Castlepoint, the owners of the lands located at the southeast corner of Ebenezer Road and Nexus Road, submitted a request to the Region of Peel to defer the approval of *Schedule A: General Land Use Designation* of the 2006 Official Plan, given the impact to their property (as shown in Appendix 5). The intention of the request was to allow sufficient time for the landowners to contemplate a preferred designation of their lands in consultation with the City. The deferral request was supported by Regional and City staff. The deferral currently applies to all the lands within Bram East for which a Business Corridor and Office Node designation was proposed in Schedule A. A further review regarding recent requests for development of the subject lands is provided later.

As part of its review, the City retained Hemson Consulting Ltd. to assess the City's employment land demand and supply to 2031. The report, *City of Brampton Employment Land Strategy: Analysis and Strategic Directions Discussion Paper for Public Review*, was completed in November 2008. The review examined potential for employment uses in Bram East. The Hemson study concluded that although a number of parcels in Bram East had already been developed with commercial uses that overall;

- the conversion of employment lands to non-employment uses should be prohibited;
- the current supply of the City's designated employment lands should be protected, given the shortfall of designated land, and;
- that additional employment lands would be required to be designated to accommodate approximately 76,000 employment land jobs City-wide.

In June 2009, the City retained Cushman, Wakefield, LePage to undertake a peer review of the Hemson Consulting Ltd. employment study. The review was based on a market demand perspective. Generally, the report supported the findings of the Hemson Consulting Ltd. study that additional employment land is required to meet the City's forecasted employment growth to 2031. With respect to the Bram East Business Corridor area, the findings of the Cushman, Wakefield, LePage report indicated that employment land employment in Bram East could support the City in achieving its overall employment land needs to 2031. However, the value of some parcels of employment lands for traditional employment uses (i.e. manufacturing, warehousing, and logistical uses) was questionable due to the existing fragmentation of the types of employment uses within the area. Development applications approved for much of the

area to date have been primarily for commercial and retail uses, such as banquet facilities, supermarkets, and convenience retail stores.

As a result of these studies, staff recommends that the Business Corridor designation generally be retained for the Bram East lands, as proposed in the 2006 Official Plan, subject to some detailed recommendations for certain individual properties. It is intended that the recommendations flowing from the *Growth Plan* Amendment process relative to the appealed lands be presented to Council and further directed to the Ontario Municipal Board as part of the 2006 Official Plan appeal hearings.

In addition, the following directions on specific Bram East properties are discussed below.

1. TRCA Lands Located at the Corner of McVean Drive and Ebenezer Road.

One of the properties that warranted separate consideration is land owned by the Toronto & Region Conservation Authority, which is part of the Claireville Conservation Area and is located at the northwest corner of McVean Drive and Ebenezer Road. The land located at the northwesterly corner of Queen Street and McVean Drive was proposed to be redesignated *Residential* in 2006, a change from the 1993 OP designation, *Business Industrial*. Currently, the TRCA is undertaking an update to its 1997 Management Plan for the Claireville Conservation Area. Brampton staff have been monitoring the progress of the Management Plan and presented a staff report and recommendations at the February 1, 2010 Planning, Design & Development Committee Meeting. Subsequently, Council passed a resolution in response to the Management Plan that the City of Brampton request TRCA to defer approval of the Draft Claireville Conservation Area Management Plan Update until a Strategic Vision for Claireville is adopted and that City staff work with the TRCA to ensure the Management Plan appropriately reflects the City's management, operational, and programming proposal for Claireville.

On April 30, 2010, the TRCA Board of Directors formally identified Claireville as an "urban forest", banning further development. This "nature first" philosophy forms part of the TRCA and City's strategic vision which will help inform the CCA Management Plan. Accordingly, Brampton staff recommend that the appealed land use designation for those TRCA lands shown in Appendix 4, (including those lands on the southwesterly leg of the Queen Street/McVean Drive intersection), be resolved in conjunction with the Conservation Authority's Management Plan update process currently being monitored by the City's Environmental Planning division. Staff will report back to Council on a recommendation for resolving the appeal of these lands following the completion of the Management Plan and proposed strategic visioning exercise.

2. Lands Located at the Southeast Corner of The Gore Road and Ebenezer Road

Lands bounded by Ebenezer Road, The Gore Road, Fogal Road and Nexus Avenue (as shown in Appendix 5) were proposed to be designated *Residential* in the 2006 Official Plan. Currently this area is zoned for industrial uses; however, since 2000, various Committee of Adjustment applications have been submitted to the City by commercial tenants seeking to expand the existing commercial development permissions of this site, which have generally received approval. A pre-application was recently received for the rezoning of several properties along the block's The Gore Road frontage to permit additional retail uses. However, staff has indicated that the extent of the requested retail uses would exceed that which would be appropriate outside of a District Retail designation. As well, a municipal comprehensive review would be required given the site's existing *Business Industrial* designation within the City's 1993 Official Plan.

The 2006 Official Plan review process proposed a *Residential* designation for these lands; the 1993 OP designation of these lands was *Business Industrial*. As a result of the City's review of employment lands, it is concluded that these lands should remain as *Business Corridor* and establish the direction for continued employment uses on the site. The *Mixed Industrial-Commercial Secondary Plan* designation envisages a mix of industrial and commercial uses which staff believes offers sufficient opportunities for a range of commercial uses without completely changing the planned function for the lands and eliminating all employment land employment uses. Brampton staff recommends that the Ontario Municipal Board be advised that Council is recommending a *Business Corridor* designation for these lands.

Employment Land Conversions

1. Northeast Corner of McVean Drive and Queen Street

Recently, the City of Brampton received a pre-application for a mixed-use development for a property located at the northeast corner of McVean Drive and Queen Street (shown in Appendix 6). The subject site is within the Bram East Business Corridor lands which are subject to the appeal. The property fronts onto Queen Street, an *Intensification Corridor* in the Official Plan. The pre-application proposes a mixed-use, multi-phased development consisting of live-work units, a hotel, office building, high-density residential buildings, restaurants and various community space features. The development would require an amendment to the City's Official Plan to permit the residential use and additional height and density than what is currently permitted in the Secondary Plan.

The site is located within an employment area as defined by the *Growth Plan* however, in addition to the employment uses proposed, residential uses are also proposed, a non-employment use. The *Growth Plan* permits the conversion of employment areas to non-employment uses only through a municipal comprehensive review and subject to

satisfying a series of criteria. As the current proposal includes residential uses, the *Growth Plan* criteria for the conversion of employment lands would need to be satisfied to entertain this proposal. The conversion criteria within the *Growth Plan* are as follows:

- There is a need for the conversion;
- Brampton will meet its employment forecasts;
- The conversion will not adversely affect the overall viability of the employment area, growth targets and other policies of the Plan;
- Existing or planned infrastructure will be available to accommodate the conversion;
- The lands are not required over the long-term for employment purposes, and;
- Cross-jurisdictional issues have been considered.

City staff find that the *Growth Plan* conversion requirements can be satisfied by the proposed development. The residential uses integral to a mixed use development as proposed would not compromise the ability of the site to accommodate employment uses as permitted in the Business Corridor designation. The achievement of the City's employment forecasts would not be jeopardized by the proposed development with residential uses. Based on the City-wide average of 38 jobs per hectare, this site could generate approximately 150 jobs under the Business Corridor designation. The high density, mixed-use proposal is expected to generate jobs well in excess of these numbers.

Within the City's Official Plan, the Business Corridor designation permits a range of business, service, and institutional uses. The proposed development will not affect the overall viability of this employment area, as a significant share of development on the site will be attributed to employment uses, and therefore do not compromise the long-term requirement of the lands for employment uses. The site is also currently serviced, and infrastructure requirements will be further considered through the processing of the application. Cross-jurisdictional uses have also been considered; the site is not bounded by a municipal boundary and no significant impacts to adjacent municipalities arising from the development have been identified. A letter has been sent from the applicant to the Region of Peel outlining the intent of this proposal and the Region has been engaged in pre-application discussions. To ensure that a minimum amount of employment is provided as part of the development of this site, a Special Land Use Policy is recommended to be added which would ensure the delivery of the employment uses as part of the final approvals of a development application. This application may proceed through the approvals process, which includes opportunities for public comment, on the basis that the conversion tests have been satisfied.

2. Southeast Corner of Ebenezer Road and Nexus Avenue

A request was received by the City from Ouray Developments Inc. to redesignate lands designated Business Corridor (appealed), located near the southeast corner of Ebenezer Road and Nexus Road (as shown in Appendix 7). The site is located on two parcels of land located east of Nexus Road, separated by a stormwater management

pond. The Business Corridor designation of these lands was deferred by the Region and has since been included in the area appealed to the OMB. The proposal contemplates the development of townhouses on both parcels, and a small mixed-use building, as well as live-work units.

The *Growth Plan* criteria for the conversion of employment lands to non-employment uses would need to be satisfied to permit a change in land use to residential. Staff has reviewed the proposal and is not prepared to support residential uses on both parcels at this time. Conversion of the northerly block to permit residential uses may be rationalized given the proximity to surrounding residential and commercial uses, and the valley. The appropriateness of this site for employment land employment has been diminished by the development of the adjacent lands to the west for commercial uses. Further, given the range of uses permitted on the site, it is not certain that the type of employment that would be developed on the northerly block would add to the employment land employment budget, and the site is not needed to meet the combined employment targets for the City, as many opportunities exist to provide population serving employment. With respect to the other conversion criteria, the lands are currently serviced, and therefore infrastructure exists to accommodate the proposed development. Cross-jurisdictional issues have been considered and no significant impacts to adjacent municipalities have been identified. Therefore, the proposed special policy dealing with these lands indicates that the tests for conversion have been satisfied.

Staff has determined that while the conversion of the northerly block may be appropriate, the conversion of the southerly block is not as clearly justified at this time. Staff finds that the southerly parcel could remain suitable for employment uses given its proximity to Highway 50 for access and exposure, and the adjacency of the employment lands south of Fogal Road. Further intrusion of residential uses on the southerly block could have an adverse impact on the viability of the lands south of Fogal Road and further diminish the opportunities for employment yields in this area. Both employment lands studies recognized the need to maintain existing employment lands generally and to designate additional lands to meet the City's long term needs. One of the studies provided detailed comments regarding the impact of the existing retail development on the ability of these vacant parcels to successfully develop these lands for employment purposes. Even the existing zoning on the subject site allows both employment land employment uses such as manufacturing, warehousing, printing establishment, and a range of service commercial and retail uses. However, having considered the City's shortfall of employment land, implications for other sites both in the area and across the City, as well as acknowledging the challenges imposed by some of the existing development, staff believes an opportunity exists to identify a suitable range of higher density, high quality employment uses that could be suited to this site.

The proposed Special Policy accepts the request to convert the northerly block and to allow it to be designated Residential, provided the residential development is of a high quality and includes a mix of densities, and provided some employment uses are included on the site, potentially in the form of live-work units and a mixed- use building

on Ebenezer Road. Concurrently with the rezoning of the residential parcel, the policy requires the rezoning of the southerly parcel to accommodate higher density employment land employment, and minimizing the retail uses.

The Special Policy further elaborates on the future opportunities for reconsideration of the southerly block through another municipal comprehensive review. The next municipal comprehensive review is anticipated with the City's 5 year review of the Official Plan, anticipated for 2011, or as otherwise directed by Council. At that time, the review would take into consideration updated employment data, including the findings of the employment reviews in the various Secondary Plans, and taking into account the status and nature of the development of employment lands south of Fogal Road.

The recommendation to the Ontario Municipal Board, therefore, is that the northerly block of land may be permitted to be designated Residential and that a special policy be added to both the northerly and southerly blocks, as outlined above.

Transportation

The Halton-Peel Boundary Area Transportation Study (HP-BATS) has progressed since the release of the first draft of the *Growth Plan* Official Plan amendment which incorporated the Transportation and Transit Master Plan Sustainable Update findings and recommendations. The findings and recommendations of HP-BATS were considered by the Planning, Design and Development Committee at their meeting on April 19th, 2010. The proposed policies and modifications to relevant Official Plan schedules, including a symbol change for the North-South Transportation Corridor, and modifications to existing policies to recognize that the Halton-Peel freeway will be a higher order transportation corridor which should ultimately reside within the jurisdiction of the Region of Peel or the Province, as proposed in the first draft *Growth Plan* Official Plan amendment are consistent with the findings of the HP-BATS.

As these policies are currently appealed to the Ontario Municipal Board resolution of these items will need to occur through an appropriate Ontario Municipal Board process but would be necessary in order to bring the Plan fully into conformity.

Population and Employment Forecasts

In May 2009 Council endorsed Hemson Consulting Ltd.'s 2009 forecasts for use in completing the City's *Growth Plan* studies and also requested that the Region of Peel use these same forecasts in furthering its preparation of Regional Official Plan Amendment 24 (ROPA 24).

In July 2009, the Region of Peel released its Regional forecasts as part of ROPA 24. Brampton Council considered a staff report on ROPA 24 in September 2009 wherein Council recommended that the forecasts contained within ROPA 24 were premature pending the completion of the employment land studies. A subsequent report was considered by Brampton Council in March 2010 which supported Brampton's 2009

forecasts based on the employment land studies and reiterated concerns with the proposed forecasts set out in ROPA 24. In this report, Council directed that Brampton staff continue to use the Hemson 2009 forecasts for detailed planning studies since these forecasts represents the best available analysis of the potential to achieve Growth Plan intensification and density objectives in Brampton.

On April 22, 2010, Regional Council approved ROPA 24 which included the following forecasts for the City of Brampton:

Table 2 – Comparison of ROPA 24 and City of Brampton 2031 Forecasts

Brampton Population	2031
ROPA 24 Forecast	725,000
Brampton Forecast – Hemson 2009	738,000
Difference	-13,000
Brampton Employment	
ROPA 24 Forecast	312,000
Brampton Forecast – Hemson 2009	318,800
Difference	-6,800

In addition to the forecasts noted above, ROPA 24 also includes a policy which allows forecasts beyond 2031 to be used not only for Regional infrastructure studies but also for community planning by local municipalities, provided the objectives and intent of the *Growth Plan* and Regional Official Plan are maintained.

At the Region of Peel Intermunicipal Planning Sub Committee Meeting of April 1, 2010 the Committee approved a recommendation which acknowledges that the City of Brampton 2031 population forecast of 738,000 be considered for incorporation by the Region of Peel into the Regional Official Plan following the Provincial update to the *Growth Plan*.

It should be noted that the Ministry of Finance released its Ontario Population Projections for 2008-2036, for Ontario and each of its 49 census divisions, late in the fall of 2009. These forecasts include a 2031 population for the Region of Peel close to 2.1 million where as the Growth Plan has a 2031 Region of Peel forecast of 1.64 million. In addition, the Province has also begun to review the forecasts contained within the *Growth Plan*.

Given all of this information, this final *Growth Plan* Official Plan amendment includes the same forecasts from ROPA 24 as well as a new policy which indicates that these forecasts have been incorporated to comply with ROPA 24 but to achieve the City's vision, alternate forecasts are needed and that a further amendment to the Official Plan will occur following the Provincial update to the *Growth Plan*.

Public, Stakeholder and Agency Submissions

In response to the circulation of the draft *Growth Plan* Official Plan amendment the City received thirty-three (33) submissions from the public, stakeholders and agencies. These comments and the City's responses are summarized in Appendix 8 to this report and the original submissions are attached as Appendix 9. Comments were generally focused in three main areas: intensification; employment, and; transportation. This section will provide an overview, by key topic area, of the key comments received and provide staff's general response to the comments.

Intensification

Several comments were received on the draft policies pertaining to heights and densities within the key focus areas of intensification (i.e. Central Area / UGC, intensification corridors, mobility hubs and, major transit station areas). Additional comments were received on the draft policies which provide direction to proposals for residential intensification outside of these key focus areas. With respect to these policies, comments focused on the proposed heights, floor space indices and densities.

Staff Response

The City used the required Provincial *Growth Plan* densities and policy directions together with the City Structure elements contained in the current Official Plan to create an expanded framework for articulating intensity of development in the planned key focus areas of intensification (see Table 1 on page 8 of this staff report).

This framework uses as the basis, the proximity to higher order transit, the Central Area and UGC, and other infrastructure and services. It provides for suitable urban form to be guided to locations with supporting transportation infrastructure, community facilities and compatible surrounding land uses.

The heights, floor space indices and densities in the final draft policies are based on planning and urban design principle and best practices and are intended to serve as guidelines for the built form. In some cases these policies have been revised from the first draft. Policies related to the key areas of intensification are located in section 3.2.2, 3.2.3, 3.2.4 and 3.2.5 of the final draft *Growth Plan* Official Plan amendment.

In addition, policies which provide direction on proposals for residential development outside of the key focus areas of intensification have been clarified, include a requirement to comply with the City Structure and include a list of criteria that each proposal will be evaluated against to determine whether what is being proposed is appropriate for the site and surrounding area. This policy establishes a threshold of four storeys and 50 units per net hectare for residential development outside of the key areas of intensification. Proposals in excess of these must demonstrate that the elements of the City Structure are maintained, and the proposed development is able to meet the criteria listed within this policy.

An additional policy has been included which clarifies that the degree to which increased heights and densities may be considered depends upon the extent to which the proposal meets the criteria. Staff believes that this approach will allow for the city structure to be maintained protecting stable residential neighbourhoods. A detailed discussion on these policies is included on pages 9 and 10 of this staff report.

The City received four submissions from stakeholders requesting consideration of opportunities for intensification within specific areas of the City. Each of these requests was considered in the context of the draft policies which pertain to the key intensification areas as well as the policies which pertain to proposals for residential intensification outside of the key focus areas of intensification.

Following Council's consideration of the *Growth Plan* Amendment, each of these applications will continue their individual processes with the compliance to this Amendment as a key consideration.

Medallion Developments Inc. – 70 Bramalea Road

A submission made by Gagnon Law Urban Planners Inc. on behalf of Medallion Developments Inc. requests consideration of the subject site on Bramalea Road be identified as an important location for intensification. The City has received an application for the development a 6-14 storey terraced building containing 234 residential units and 750 square metres (8,072 square feet of ground floor retail). When combined with the existing Phase I development, there will be a total of 594 residential units. The current proposal is for a floor space index of 2.75 and a residential density of 729 units per hectare (321 units per acre).

Staff Response

The final draft *Growth Plan* Official Plan amendment identifies the portion of Bramalea Road along which the subject site is located, as a Primary Intensification Corridor. Heights along Primary Intensification Corridors may range from 2-10 storeys and proposals shall be designed to achieve a floor space index of 1.5. In addition, the subject site is located within the Bramalea Gateway Mobility Hub where heights may range from 3-25 storeys and proposed developments may be designed to achieve a floor space index of 3.0.

The subject site is located within a focus area of intensification and the current proposed height and density are generally consistent with that which is anticipated within the Bramalea Gateway Mobility Hub. All other planning considerations shall be given through the processing of the application including the impacts on the neighbourhood, and consideration of the adjacent low density residential development.

Metropole Homes – North of Highway 407 Between Chingaucousy Road and Mavis Road

A submission made by Glen Schnarr & Associates Inc. on behalf of Metropole Homes Ltd. requests consideration of the subject site on Mavis Road as an appropriate location for a high density development. The City has received an application for the development of the subject lands for a 305 unit residential development consisting of four townhouse blocks ranging in height from two to three storeys and one apartment building at twenty-four storeys in height. The current proposal is for a floor space index of 3.0 and a residential density of 299 units per hectare (122 units per acre).

Staff Response

The Mavis Road and Highway 407 area is not identified as a key focus area of intensification nor did the City's *Growth Plan* conformity process recommend this area to be identified as a focus area of intensification. While staff acknowledge that the site may be appropriate for some level of residential intensification, the proposed floor space index of 3.0 and height of 24 storeys is excessive given that it does not satisfy all of the criteria within proposed policy 3.2.7.4 and may contravene the City Structure policies. The current proposed density of 299 units per hectare exceeds the targeted densities of 200 units per net hectare within the key intensification areas. In addition, this site is not located within walking distance to transit or other services that would make this a complete community.

Review of this application in the context of proposed policies 3.2.7.4 and 3.2.7.5 would be required to determine what appropriate level of intensification, if any, above four stories and 50 units per net hectare may be suitable given the specific context of these lands.

RG's Group Inc. – North East Corner of McLaughlin Road and Bufford Drive

A submission made by Gagnon Law Urban Planners Inc. on behalf of RG's Group requests consideration of the subject site on McLaughlin Road as an appropriate location for high density development. Within their submission, Gagnon Law Urban Planners Inc. indicates that the applicant is currently contemplating a 27 unit townhouse complex as well as a 225 unit apartment building at 16 storeys in height.

Staff Response

Staff acknowledges that a portion of the subject site is located within the Central Area and as such, this portion of the site would be subject to the Central Area intensification policies outlined in Section 3.0 – Sustainable City Structure of the Official Plan. The remainder of the subject site is not identified as a key focus area of intensification nor did the City's *Growth Plan* conformity process recommend this area to be identified as a

focus area of intensification. While staff acknowledges that the Central Area portion of the site is appropriate for increased density given its location within the Central Area, development of the southern portion of the site would be subject to consideration under policy 3.2.7.4. Although not on a transit corridor, this site does have the advantage of being located close to a commercial area and close to higher order transit on Queen Street. Consideration of some increased density could possibly be given through the processing of the application. Included in the review of this application, the precise boundary of the Central Area would need to be determined together with an assessment of how the development could be integrated within the surrounding community, including an appropriate transition to the adjacent low density uses.

Lindvest Properties (Heart Lake) Limited – 10302 Heart Lake Road (North of Bovaird Drive and the Heart Lake Road Bypass)

A submission made by Glen Schnarr & Associates Inc. on behalf of Lindvest Properties (Heart Lake) Limited requests consideration of the subject site as an appropriate location for high density residential development. The City has received an application for the development of the subject lands for an 846 unit residential development to be contained in four buildings ranging in height from eleven to fifteen storeys in height. The current proposal is for a residential density of 310 units per hectare (125 units per acre).

Staff Response

The subject site is not located within a key focus area of intensification nor did the City's *Growth Plan* conformity process recommend this area to be identified as an intensification area. It is recognized that a number of sites are contemplated for high density residential uses within the vicinity of this site adjacent to highway 410. The proposed density of 310 units per hectare and height of eleven to fifteen storeys are not justified given that they contravene the City Structure and do not satisfy all of the criteria within proposed policy 3.2.7.4. The current proposed density of 310 units per hectare significantly exceeds the targeted densities of 200 units per net hectare within the key intensification areas. In addition, this site does not form part of an existing or planned community nor is it in close proximity to higher order transit.

This application is being proposed in conjunction with two other applications currently before the City in Block Plan Area 4-1. A process to determine the appropriate development of this area (including uses, heights and densities) will be established in accordance with the current policies that apply to this area requiring that a coordinated block plan or tertiary planning process be carried out.

Saberwood Homes – North of Bovaird Drive and Heart Lake Road Bypass

The submission made by Gagnon Law Urban Planners Inc. requests consideration of the subject site as an appropriate location for the development of the subject lands for a 498 unit residential development comprised of 299 townhouse units, 60 semi-detached units and 139 units contained within an eight storey building. The current proposal is for a residential density of 62 units per hectare.

Staff Response

The subject site is not located within a key focus area of intensification nor did the City's *Growth Plan* conformity process recommend this area to be identified as a focus area of intensification. It is recognized that a number of sites are contemplated for high density residential uses within the vicinity of this site adjacent to highway 410. This site does not form part of an existing or planned community nor is it in close proximity to higher order transit.

It is recognized that this proposal is being considered in conjunction with two other applications currently before the City in Block Plan Area 4-1. A process to determine the appropriate development of this area (including uses, heights and densities) will be established in accordance with the current policies that apply to this area requiring that a coordinated block plan or tertiary planning process be carried out.

Employment

Comments received on the draft *Growth Plan* Official Plan amendment relative to employment were focused on three main areas: the location and distribution of additional employment lands; the proposed North East Brampton Special Study Area, and; the Airport Road North Special Study Area.

Location and Distribution of Additional Employment Lands

As previously noted, two employment land studies were conducted as part of the City's *Growth Plan* conformity exercise. At the time of the release of the draft *Growth Plan* Official Plan amendment the second employment land study had not yet been finalized, and as such, detailed policies related to the designation of additional employment land were not incorporated into the draft *Growth Plan* Official Plan amendment. However, given the findings of the employment land study conducted by Hemson Consulting Ltd., which was released prior to the release of the first draft *Growth Plan* Official Plan amendment, comments were received from Gagnon Law Urban Planners Inc. on behalf of the North West Brampton Landowners and residents within North East Brampton expressing concern with the potential of additional employment lands being designated as part of this process.

Staff Response

Since the release of the draft *Growth Plan Official Plan* amendment, the second employment land study has been completed by Cushman and Wakefield Ltd. This study was tabled at a February 2010 Council meeting where a consistent policy direction regarding the need and location of future employment lands was endorsed by Council.

Direction was provided at the February 2010 Council meeting with respect to this matter. A detailed discussion is on page 11 of this staff report.

North East Brampton Special Study Area

As part of the draft of the *Growth Plan Official Plan* amendment, a Special Study Area was proposed to be added to approximately 110 hectares of land fronting Clarkway Drive in the Highway 427 Industrial Secondary Plan Area (SPA 47) the purpose of which was to acknowledge that an appropriate land use designation (i.e. to remain residential or be designated for employment purposes) would need to be determined pending the outcome of the *Market Demand and Development Feasibility Study for Brampton's Employment Lands* together with the Employment Lands Study (Hemson Consulting Ltd.). Comments were received from Clarkway Drive area residents expressing concern regarding the possibility of these lands being designated for employment purposes.

Staff Response

Direction was provided at the February 2010 Council meeting with respect to this matter. A detailed discussion is on page 11 of this staff report.

Airport Road North Special Study Area

As part of the City's *Growth Plan* conformity exercise, a review of the Airport Road North Special Study Area was conducted to determine the appropriateness of these lands for industrial uses. Comments were received from Candevcon Limited on behalf of Parkmount Building Corporation and Canadian Tire suggesting that lands within this Special Study Area provide limited opportunities for industrial uses but provide significant opportunities for commercial uses.

Staff Response

Given that the findings of the *Market Demand and Development Feasibility Study for Brampton's Employment Lands* with respect to the Airport Road North Special Study Area (within Secondary Plan Area 49) acknowledged that these lands provide challenges in terms of their ability to attract traditional employment land employment.

They further acknowledged that these lands have the potential to accommodate local serving industrial multiples and are also well suited to accommodate population-related employment activity.

Direction was provided at the February 2010 Council meeting with respect to this matter. A detailed discussion is on page 12 of this staff report.

Transportation

The majority of comments received relative to transportation were focused on the North-South Transportation Corridor. Comments from several stakeholders and agencies, including the Town of Halton Hills, the Regional Municipality of Halton, the Region of Peel and, Gagnon Law Urban Planners Inc. on behalf of the North West Brampton Landowners, expressed concerns with including a preferred route for the North-South Transportation Corridor as well as associated policy language recognizing the regional nature of this corridor.

Staff Response

The Halton-Peel Boundary Area Transportation Study (HP-BATS) has progressed since the release of the first draft of the *Growth Plan* Official Plan amendment. The findings and recommendations of this study were considered by the Planning, Design and Development Committee at their meeting on April 19th, 2010. The proposed policies and modifications to relevant Official Plan schedules as proposed in the first draft *Growth Plan* Official Plan amendment are consistent with the findings of the HP-BATS. These policies recognize that the Halton-Peel freeway will be a higher order transportation corridor which should ultimately reside within the jurisdiction of the Region of Peel or the Province. In addition, the HP-BATS will be used by the Regional Municipality of Halton, the Region of Peel, the Town of Halton Hills, the City of Brampton and the Town of Caledon as the basis for resolving various matters before the Ontario Municipal Board and refining corridor protection policies. Further revisions to corridor protection and other policies may result at a later date through these negotiations.

Key Items for Further Study

Through the *Growth Plan* conformity exercise, several opportunities for further study were identified.

- **Existing Secondary Plans** - To ensure that the City's existing Secondary Plans also reflect the final *Growth Plan* Official Plan amendment, it is proposed that after Council's adoption of the Official Plan amendment staff commence with a review and amend, where necessary, existing Secondary Plans and report back to the Planning, Design and Development Committee with a proposed work plan;
- **Employment Lands** - To continue the work that occurred with respect to the City's employment lands as part of the *Growth Plan* conformity exercise, it is recommended that planning and economic development staff conduct a detailed

review of the City's employment policies and zones to implement the City's long term vision for viable, prosperous employment lands of quality design;

- **Intensification Area Master Plans** - Given the intensification hierarchy incorporated into the final *Growth Plan* Official Plan amendment, the mobility hub work being undertaken by Metrolinx, and the Urban Design objectives for these areas, staff recommends that master plans be prepared for intensification corridors, mobility hubs and major transit station areas, to determine and refine, among other items, uses, heights, densities and urban form within these areas and report back to the Planning, Design and Development Committee with a proposed work plan including a recommended prioritization of the master plans.

Implementing the *Growth Plan* Official Plan Amendment

Once approved, the *Growth Plan* Official Plan amendment will be implemented through several mechanisms:

- Within new and existing Secondary Plans as well as through the development of Block Plans;
- Zoning Bylaw;
- Existing and ongoing Master Plans, such as the Transportation and Transit Master Plan;
- Environmental Master Plan – When complete, the City's Environmental master Plan will, among other things, confirm the City of Brampton's leadership role in implementing sustainable urban growth and development; will promote an integrated approach to municipal sustainability and; will incorporate the principles of sustainability into all aspects of municipal administration, operations and growth. The City anticipates commencing with public consultation on the Environmental Master Plan in the near future.

Region of Peel Official Plan Review

Since September 13, 2007 Regional staff has been undertaking a work plan to review the Regional Official Plan, known as Peel Regional Official Plan Review (PROPR). The work plan includes 14 focus areas and incorporates the Region's *Growth Plan* conformity exercise. To date, the majority of the implementing Official Plan Amendments have been considered by Regional Council. The table below provides the status of the Region's Official Plan amendments.

Timing of Region of Peel's Official Plan Amendments

Focus Area	ROPA No.	Initial Report to Regional Council	Council Adoption Date
Sustainability Energy	20	January 22, 2009	May 14, 2009 (Provincial approval granted November 26, 2009)
Air Quality Integrated Waste Management	21A	February 26, 2009	November 19, 2009
Agriculture Natural Heritage	21B	February 26, 2009	May 6, 2010
Transportation Policies	22	March 26, 2009	November 19, 2009
Regional Housing Strategy	23	June 18, 2009	November 19, 2009
Managing Growth Employment and Employment Lands Greenbelt Conformity	24	July 9, 2009	April 22, 2010
Monitoring Housekeeping (Bill 51)	25	September 10, 2009	February 11, 2010
Housekeeping, Transportation Schedules Incentives to Intensification	26	Spring 2010	Spring 2010

Regional Official Plan Amendment 24 (ROPA 24), which was approved by Regional Council on April 22, 2010, included items such as population and employment forecasts and policies related to employment lands, greenbelt conformity, intensification and greenfield development, including greenfield density targets. With respect to greenfield density targets, ROPA 24 includes a policy which requires an analysis to be conducted collaboratively between the Region and area municipalities demonstrating how the Regional forecasts will be planned to contribute to the achievement of the minimum Regional Greenfield density target (50 persons and jobs per hectare). Brampton staff will work with the Region on this item, which will include a review of Brampton's Greenfield lands and environmental take-outs, to ensure that an appropriate greenfield density target consistent with the policy direction set out in Brampton's final *Growth Plan* Official Plan amendment is achieved for the City of Brampton.

In November 2009 Region of Peel Council adopted policies related to Air quality and integrated waste management within ROPA 21 (now referred to as ROPA 21A). In addition, Regional Council directed Regional staff to conduct additional public consultation on the natural heritage and agriculture policies within ROPA 21 (now referred to as ROPA 21B). A main concern expressed by stakeholders with ROPA 21B is current wording of natural heritage policies related to how active recreational uses are dealt with in these areas. In response to these concerns, Regional staff have proposed policies which would allow expansions to existing compatible active recreation uses within the Urban System, with the exception of lands identified as significant wetlands or significant habitat of endangered and threatened species, provided that it has been demonstrated that there will be no negative impacts on the natural features or their

ecological functions and that restoration and enhancement of the Greenlands System and natural hazards are addressed. Brampton Staff have indicated support for this approach and policies have been included in the City's final draft *Growth Plan* Official Plan amendment to reflect this ROPA 21B policy. In fact, the policies proposed in the final draft *Growth Plan* Official Plan amendment recommended by staff go further to identify that a net environmental gain should be the objective, not just no negative impact, when considering an expansion to an active recreational use in a valley corridor (proposed policies 4.5.7.1(ii) and 4.5.7.2)

In addition, several stakeholders (i.e. the Sierra Club of Peel) have raised specific concern with respect to the proposed ROPA 21B policy noted above with respect to the Riverstone Golf Course expansion proposal. Brampton Council has adopted a specific process for considering the Riverstone expansion, which requires City and Toronto Region Conservation Authority (TRCA) approval of environmental studies which would demonstrate net environmental gain.

This report also includes a recommendation that following Council's consideration of the Growth Plan OPA, staff be directed to review the floodplain and open space zoning respecting active and passive recreation to ensure consistency with the Growth Plan OPA and ROPA 21B.

City of Mississauga

On June 10, 2009, Mississauga City Council adopted Official Plan Amendment (OPA) 95 which seeks to bring the City's Official Plan into conformity with the Provincial *Growth Plan*. As part of OPA 95, Mississauga Council adopted city-wide population and employment forecasts for each of the *Growth Plan* planning horizon years of 2011, 2021, 2031.

On December 10, 2009 Regional Council approved, in part, OPA 95. Regional Council deferred its decision on Mississauga's population and employment forecast until the Region approves the regional forecasts. The Region has deemed the City's adoption of its forecast to 2031 premature as Region-wide forecasts for its local area municipalities have yet to be adopted. It is expected that the City of Mississauga will need to revise its *Growth Plan* forecast to reflect the Regional forecasts contained in ROPA 24. The Region has received four appeals in response to its adoption of OPA 95.

Additionally, the City of Mississauga is currently undertaking its mandatory 5-year comprehensive Official Plan Review, which will provide more complete policy directions in the context of a reformatted Official Plan, including additional employment area policies. The first draft of Mississauga's Official Plan was released in April 2010. Staff is currently reviewing the draft.

At its October 20, 2009 Council Meeting, Caledon released Official Plan Amendment 09-226, the Town's Provincial Policy Conformity Amendment. The amendment seeks to bring the Town's Official Plan into conformity with various provincial policies: the Provincial Policy Statement, the *Growth Plan*, the Greenbelt Plan, and the Planning and Conservation Land Statute Law Amendment (Bill 51). An Open House and Public Meeting was held on November 18, 2009, and December 7, 2009, respectively. Council adoption of the amendment is anticipated for early 2010.

Brampton staff brought forward a report on the proposed *Growth Plan* Amendment of Caledon to a Planning Design and Development Committee meeting in January 2010 which indicated that staff had no major concerns with any proposed policies. The recommendations within this report were subsequently endorsed by Council. It is anticipated that the Town of Caledon will bring forward a final amendment for Council consideration in the near future.

Next Steps

Upon direction from Council, staff will prepare the final *Growth Plan* Official Plan amendment for Council's consideration of adoption on June 9, 2010. Following Council's adoption of the amendment, the amendment will be forwarded to the Region of Peel for approval.

Recommended changes to those policies and schedules in the 2006 Official Plan that were appealed to the Ontario Municipal Board will be included as an appendix to the staff report for the June 9 Council meeting. At that time, staff will seek Council's endorsement and direction to staff to submit the changes to the Ontario Municipal Board as the City's position on the resolution of the related matters in the 2006 Official Plan.

Corporate Implications:

As indicated above, once adopted, the *Growth Plan* Official Plan amendment will be implemented through a variety of mechanisms (i.e. Secondary Plans, Block Plans, Zoning-Bylaw, Master Plans) which will require input and coordination amongst many of the City's departments. In addition, the *Growth Plan* Official Plan amendment continues to ensure that planned infrastructure and investment is aligned and focused in areas which are planned for growth, in accordance with the detailed population and employment forecasts.

The *Growth Plan* Official Plan amendment has elevated the need for continued evaluation of the direction of the City's employment, especially given the recent state of the global economy. This evaluation is being done to ensure that the City's employment objectives are met. In addition, the City's *Growth Plan* conformity process has confirmed the need for continued lobbying of changes in relevant legislation, such as

the *Development Charges Act*, and continued financial support through mechanisms such as gas tax, transit and infrastructure funding to bring more equity to taxpayers in growth municipalities so that the economic benefits of growth can be fully realized.

Conclusion:

Since Council's endorsement of Brampton's *Growth Plan* conformity exercise, a comprehensive and successful public awareness and engagement strategy has been conducted which engaged the community in helping to guide growth over the next 25 years. In September 2009 Council authorized the release of the draft *Growth Plan* Official Plan amendment and since that time, the City has been receiving and reviewing public, stakeholder and agency comments on the draft. Staff has prepared this report, including the final *Growth Plan* Official Plan amendment in response to feedback received.

Once approved, the *Growth Plan* Official Plan amendment will be implemented through several mechanisms including new and existing Secondary Plans, Block Plans, the Zoning Bylaw and existing and ongoing Master Plans, such as the Transportation and Transit Master Plan and Environmental Master Plan. In addition, the City's *Growth Plan* conformity process has confirmed the need for continued lobbying of changes in relevant legislation, such as the *Development Charges Act*, and continued financial support through mechanisms such as gas tax, transit and infrastructure to bring more equity to taxpayers in growth municipalities so that the economic benefits of growth can be fully realized.

Upon authorization by Council, the final *Growth Plan* Official Plan amendment will be brought to Council's June 9, 2010 meeting for adoption.


Original Signed By


Original Signed By



Adrian Smith, MCIP, RPP
Director, Planning Policy and Growth
Management



John Corbett, MCIP, RPP
Commissioner, Planning, Design and
Development

Appendices:

- Appendix 1 Summary of Key Events of Brampton's *Growth Plan* Conformity Exercise
- Appendix 2 Track Change Final *Growth Plan* Official Plan Amendment (20 MB file)
- Appendix 3 Final *Growth Plan* Official Plan Amendment
- Appendix 4 Location Map – The Toronto and Region Conservation Authority's Subject Lands

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- Appendix 5 Location Map – Southeast Corner of The Gore Road and Ebenezer Road
- Appendix 6 Location Map – Northeast Corner of McVean Drive and Queen Street
- Appendix 7 Location Map – Southeast Corner of Ebenezer Road and Nexus Drive
- Appendix 8 Summary of Public, Stakeholder and Agency Comments
- Appendix 9 Public, Stakeholder and Agency Submissions

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