

REPORT

Planning, Design & Development Committee

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

Date: May 30, 2005

File: P25 OF

Subject: **INFORMATION REPORT**

Brampton Official Plan Review - Retail Policy Review Study

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OVERVIEW:

- This Information Report presents the Brampton Official Plan Review - Retail Policy Review Study prepared for the City by Malone Given Parsons.
- Staff propose to present the Retail Policy Review Study for input and comments the public and stakeholders before proceeding to revise the Official Plan.
- The Retail Policy Review Study concludes that the existing retail/commercial space and major commercial nodes in Brampton generally reflect the existing commercial hierarchy of the Official Plan.
- In some instances, the commercial designations and the associated policies in the Official Plan are not consistent with the functional commercial hierarchy that has evolved in Brampton since the current Plan was approved by Council in 1993.
- The Malone Given Parsons study recommends the following strategic directions to update the retail policies of the City's Official Plan:
 - Clarify and refine the existing commercial hierarchy of the Official Plan.
 - Identify in the Official Plan the general locations for future Regional and District Retail designations.
 - Limit commercial uses within industrial designations.
 - Consolidate the many commercial designations in order to provide consistency in all new secondary plans and provide a flexible framework that will recognize commercial trends and accommodate future growth.

RECOMMENDATIONS:

1. **THAT** the Staff Report dated May 30, 2005 entitled "Information Report, Brampton Official Plan Review - Retail Policy Review Study" and attachment (File P25 OF) be received;

2. **THAT** staff be authorized to release the Brampton Official Plan Review - Retail Policy Review Study prepared by Malone Given Parsons for public consultation and that the City consult with relevant stakeholder groups through a workshop session to receive comments on the Retail Policy Review Study before proceeding to revise the Official Plan;
3. **THAT** staff be directed to report back to Planning, Design and Development Committee with results of the consultation, and final recommendations on changes to the retail section of the Brampton Official Plan; and,
4. **THAT** the City Clerk be directed to forward a copy of this report and Council resolution to the Regions of Peel, York and Halton, the City of Toronto, and to the area municipalities of Mississauga, Caledon, Halton Hills and Vaughan for their information.

BACKGROUND:

The purpose of this staff report is to advise the Planning, Design and Development Committee of the results of the Retail Policy Review Study, which forms part of the City's ongoing Official Plan Review.

The Retail Policy Review Study was carried out in two phases. Phase I of the study provides a review of the existing planning, commercial, and market context and forecasts retail/commercial space needs in Brampton to 2031. Phase II of the study recommends strategy for adjustments to the retail policies and commercial hierarchy provided in the Official Plan and allocates retail demand to growth areas based on commercial trends and the recommended strategy. The attached Executive Summary prepared by Malone Given Parsons proposes policy options that strategically respond to future retail development within Brampton, considering retail demand and trends in the retail space market in the Greater Toronto Area. The Executive Summary and the full version of the final Retail Policy Review Study is recommended for release for public consultation before staff proceed to revise the Official Plan. The Phase I and Phase II reports of the Retail Policy Review Study are available in the City's Planning Design and Development Department for review.

The retail policies of the Economic Base Section of the Official Plan were crafted in the early 1990's when new retail formats, such as power centres and entertainment centres were beginning to emerge in the Greater Toronto Area. These policies also reduced the potential range of commercial uses permissible within and peripheral to employment areas in order to channel strategic commercial uses into the Central Area. Over the past ten years, the approach to retailing has changed significantly and retailing continues to restructure. As such, there is a need to assess the effectiveness of the Official Plan's retail policies in response to emerging trends in retailing. In recognition of this need, City Council adopted Resolution 266-2002 in July 2002, which directed staff to review the retail policies of the Official Plan as one of the focus areas of the current Brampton Official Plan Review.

CURRENT SITUATION:

Retail Policy Review

The Retail Policy Review comprises four main components:

- A review of the policies respecting retail strategy in the provincial, regional and local context;
- A review of the retail policies of eleven other municipalities in Ontario to identify “best practices”;
- An overview of retail space trends, retail space inventory, retail space demand and directions of growth; and,
- Recommendations on possible directions with respect to amending the retail policies and commercial structure of Brampton’s Official Plan on the basis of analysis in the context of the foregoing components of the review.

Policy Context

Provincial Context

The existing retail policies of Brampton’s Official Plan are intended to fit within the context of enabling Provincial legislation and policies, notably the *Planning Act* and the *2005 Provincial Policy Statement*.

The *Planning Act* is the principle legislation governing the development of land in Ontario. In respect of the exercise of any authority that affects a planning matter, Section 3 of the *Planning Act* requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act. The Provincial Policy Statement may be complemented by provincial plans or by locally generated plans and policies regarding matters of municipal interest.

The policies of the 2005 Provincial Policy Statement that relate to retail strategy are set out in Section 1.1 – Managing and Directing Land Use to Achieve Efficient Development and Land Use Patterns, and 1.3 – Employment Areas.

Section 1.1.1 of the Provincial Policy Statement states that healthy, liveable and safe communities are sustained by:

- accommodating an appropriate range and mix of residential, employment (including industrial, commercial and institutional uses), recreational and open space uses to meet long-term needs;
- promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term; and,
- promoting cost-effective development standards to minimize land consumption and servicing costs.

As well, the new PPS states that sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years.

The new Provincial Policy Statement as well as the recently released Draft Growth Plan for the Greater Golden Horseshoe prepared under the *Places to Grow Act* (Bill 136) will further strengthen the role of the economy in municipal land use planning. *Places to Grow* recognizes that Ontario and the Greater Golden Horseshoe have been and will continue to be the economic engine of Canada.

Guiding principles in the Draft Growth Plan applicable to retail development are:

- Plan and manage growth to support a strong and competitive economy; and,
- Co-ordinate and integrate the economy, community and the environment through efficient infrastructure, and urban structure that links the region;

The *Planning Act* also requires that a local area Official Plan must conform to the policies of an upper-tier municipality's Official Plan. The elements of the Region of Peel's Official Plan have been largely addressed by the current Brampton Official Plan.

The Brampton Official Plan

An important goal of the Brampton Official Plan is the encouragement of desirable and sustainable economic growth to build a firm foundation for long term prosperity. To attain this goal, the following objectives have been established in the Official Plan:

- To employ more than 60% of Brampton's labour force within the City;
- To achieve an unemployment rate which is less than the Metropolitan Toronto average;
- To develop business growth targets by employment and economic sectors;
- To achieve a commercial/business/industrial assessment ratio of at least 35% of total assessment; and,
- To provide flexible commercial and industrial land use designations and policies to generate a healthy level of economic competition and to maximize the amount of employment and non-residential assessment growth attracted to Brampton.

Based on the above-noted objectives, the Economic Base section of the Official Plan provides a general outline for commercial and industrial development in the City. The basic objectives and policies provided in The Economic Base section of the Official Plan are further refined at

the Secondary Plan level to ensure a consideration and respect for local circumstances such as the permitted range, location, and size of uses.

The following six broad economic base designations are shown on Schedule “A” (General Land Use Designations) of the Official Plan (see Figure 1):

- Central Area;
- Primary Office Node;
- Office Node;
- Regional Retail;
- Business Industrial; and,
- Industrial.

The Central Area

The essence of Brampton’s structure as an urban place is an inter-related pattern of activities and land uses concentrated in terms of variety, scale or specialization at a number of key nodes and areas, with the City’s Central Area being the major location in the City for mixed-use, which is intended to provide a full range of commercial, cultural, civic and entertainment uses and compatible residential uses.

Recognizing that the existing character of much of the Central Area is dominated by space extensive retailing, highway commercial and automotive sales, service and repair uses, the Official Plan provides for appropriate transition policies to be required in the Secondary Plans to achieve a gradual but consistent transition towards the intended higher order and mixed-uses. The Secondary Plan policies for the Central Area are expected to balance the competing objectives of sustaining the interim financial viability of businesses and investments within the Central Area with the ultimate role as a major location within the City for higher order commercial and higher density housing.

The Retail Dominant Sector

The objectives of the Retail Dominant Sector as presented in the Official Plan are:

- To develop a retail and service commercial hierarchy that will promote the efficient distribution of goods and services and satisfy the consumer needs of residents and shoppers while providing local employment opportunities;
- To designate appropriately located multi-purpose retail sites to satisfy the market demand for consumer goods and services;
- To encourage pedestrian-oriented neighbourhood retail establishments in order to reduce automobile dependency;

- To encourage aesthetically pleasing forms of commercial development through the use of urban design and architectural controls in accordance with the Urban Form section of the Official Plan;
- To utilize retail commercial developments as primary structuring elements in local community design; and,
- To minimize negative impacts associated with commercial development on the environment, abutting land uses and on the traffic capacity of the adjacent road network.

In light of these objectives, the hierarchy of retail categories in the Retail Dominant Sector of the Official Plan is defined as Regional Retail and Local Retail. The latter designation consists of District Retail, Neighbourhood Retail and Convenience Retail.

The two Regional Retail designations on Schedule “A” of the Official Plan consist of the Highway 410 & Bovaird Area (including the Trinity Common shopping centre) and the Brampton South Area (including the Shoppers World shopping centre) located at the intersection of Highway 10 and Steeles Avenue. The Bramalea City Centre, which is located in the southeast quadrant of Dixie Road and Queen Street, functions as a regional retail centre and is recognized as the eastern anchor of the Central Area.

The Regional Retail and Central Area designations on Schedule "A" of the Official Plan provide for a wide range of retail commercial uses. The Regional Retail policies describe groups of commercial establishments that are generally planned and developed in an integrated manner to provide a wide range of specialized and comparison goods and services to local residents as well as consumers from outside Brampton.

Local Retail uses, such as District, Neighbourhood and Convenience Commercial centers are defined in the Official Plan but not designated on Schedule "A" of the Official Plan. Local Retail uses are designated in the relevant Secondary Plan, as necessary and appropriate in the context of all other objectives and policies of the Official Plan, to either provide service to the surrounding population or to provide service to a broader area or to those passing through the area. Small scale retail/commercial uses that do not fit the definitions of Convenience Retail or Neighbourhood Retail are permitted in predominantly residential Secondary Plans without an amendment to the Official Plan.

The Official Plan permits, in certain circumstances, some retail or mixed-use development in all of the Economic Base designations of the Official Plan. However, such permission will be dependant on the scale of the development and subject to the policies of the Official Plan and to those of the relevant Secondary Plan.

Overview of the Retail Policy Review Study

The purpose of the Retail Policy Review Study undertaken by Malone Given Parsons is to:

- provide a planning policy context for:
 - a) reviewing and adjusting, as appropriate, the retail policies of the Brampton Official Plan, including the evaluation of the retail/commercial land use hierarchy as set out in the Brampton Official Plan, in order that the policies respond effectively to current trends in retailing and provide for the commercial needs to 2031, and;
 - b) adjusting the City's older industrial and commercial secondary plans in order to expand their potential in accordance with the Brampton Official Plan;
- determine whether strategic commercial uses (i.e. entertainment, restaurant campuses, "baby boxes" etc.) should continue to be channelled into the Central Area.

The Retail Policy Review Study consists of two Phases. Phase I of the study provides a review of the existing planning, commercial, and market context and forecasts retail/commercial space needs in Brampton to 2031. Phase II of the study builds on the analysis undertaken in Phase I of the study and recommends strategy for adjustments to the retail policies and commercial hierarchy provided in the Official Plan and allocates retail demand to growth areas based on commercial trends and the recommended strategy.

Review of Other Official Plans

A benchmark comparison of the retail hierarchy and associated policies in the Brampton Official Plan and in the Official Plan of eleven other Ontario municipalities was undertaken as part of the Retail Policy Review Study and is presented on page 2 of the attached Executive Summary.

The review of the retail policies of other municipalities in conjunction with the analysis of Brampton's retail policies in the Malone Given Parsons study helped identify possible directions for staff to consider in revising the retail policies of the Brampton Official Plan.

Retail Trends

In order to identify directions of growth, estimate future retail space requirements and recommend policy adjustments, the Malone Given Parsons study analysed retail trends and undertook an inventory of Brampton's retail space.

Retailing is constantly changing in response to innovations in technology, evolving population demographics, and changing patterns of living in response to work, family and other lifestyles choices. As such, retailing has to be flexible in order to respond to the

changing needs of customers to stay competitive. Generally, the retail trend is towards larger retail formats. The Malone Given Parsons study notes that the emergence of large format, themed stores and power centres and the consolidation of department store anchors have induced mall owners to invest in new mall concepts that include big box retailers and entertainment components such as large-scale movie theatres and theme stores. The study has identified that power centre development has surpassed regional shopping centre development and that power centres feature discount department stores, large supermarkets, big box stores and membership warehouse clubs as well as smaller tenants. A discussion of retail trends is provided in Section 2 of the Retail Policy Review Study Phase II Report, which is available for review in the City's Planning, Design and Development Department.

Retail Inventory

A retail/commercial inventory of gross leasable area in Brampton was carried out in September 2003 as part of the Retail Policy Review Study and is presented on pages 9 and 10 of the attached Executive Summary. According to this inventory the City of Brampton had about 10.5 million sq. ft. gross leasable area of occupied retail/commercial space. About 42% of the retail/commercial space is within lands designated Regional Retail, District Retail, Neighbourhood Retail and Convenience Retail in various parts of the City. The Central Area Mixed-Use designation has about 25% of the retail/commercial space (see page 5 of the Executive Summary).

A map showing the locations of shopping centers and major plazas in Brampton is presented here as Figure 2 and on page 4 of the Executive Summary. Retail Policy Review Study finds that about 70% of Brampton's retail/commercial space is within Central Brampton, which includes the Central Area, Bramalea Residential, Highway 410/Industrial and the Central Brampton retail zones, as shown on this map.

Retail Space Demand

The Malone Given Parsons study finds that the estimated City population of about 680,000 in 2031 warrants an additional retail/commercial space demand of about 10 million sq.ft. According to the study, the demand for additional retail/commercial space is driven mainly by growth expected in Northeast Brampton and West Brampton. An analysis of the retail/commercial demand and directions of growth is provided from pages 8 to 11 of the attached Executive Summary. Potential locations recommended by Malone Given Parsons for future Regional Retail and District Retail centres are shown on Figure 3 and Figure 4.

Recommended Directions for Policy Changes

Based on the findings of the Retail Policy Review Study, Malone Given Parsons have recommended the following six broad directions to adjust and update the retail policy section of the Brampton Official Plan:

- Clarify and refine the commercial hierarchy provided in the Brampton Official Plan based on the size and number of anchors since these are the strategic elements that define market areas as well as commercial role and function;
- Give greater emphasis to place making by emphasizing mixed-use and high standards of urban design;
- Identify the general locations for future Regional and District Retail designations in the Official Plan. Designate one additional regional shopping centre and two to three additional district shopping centres each in Northeast Brampton and West Brampton;
- More explicitly recognize the maturity of the Central Area and the opportunity the Central Area provides to intensify and diversify its land uses. Malone Given Parsons support the Central Area policies that promote a mixed-use area with a full range of uses.
- Limit commercial uses within industrial designations. The study recommends that the retail function of industrial areas should focus on regional serving land extensive warehouse retail, which would not ordinarily locate in Regional Retail or District Retail areas, automotive, entertainment and retail uses ancillary to the industrial use; and,
- Consolidate the many commercial designations within the secondary plans in order to provide consistency in all new secondary plans and provide a flexible framework that recognizes commercial trends and accommodates future growth.

Internal Comments Received

Staff of the Economic Development Office have participated in the review of the Retail Policy Review Study and their comments are generally in support of it.

Proposed Consultation Process

Upon authorization by the Planning Design & Development Committee, the Executive Summary and the full version of the final Retail Policy Review Study will be released for public consultation. Various opportunities will be provided to promote public participation including meetings with City Staff as appropriate, and a workshop session to be held in early August to receive comments and input from the public and stakeholders on the findings and recommendations of the Malone Given Parsons retail study. The stakeholders invited to the workshop will generally include commercial developers, representatives of retail chains and representatives of commercial real estate leasing companies.

Staff will report back to the Planning, Design and Development Committee with results of the consultation and final recommendations on a revised retail policy section of the Official Plan.

CONCLUSIONS

The retail hierarchy provided in the Brampton Official Plan and the associated policies, generally provide an appropriate and flexible policy framework for retail development in Brampton. However, in some instances the commercial designations and the associated policies in the Official Plan are not consistent with the existing commercial uses and the functional commercial hierarchy that have evolved in Brampton since the current Official Plan was approved by Council in 1993.

The Malone Given Parsons retail study has identified the need to clarify and refine the existing commercial hierarchy based on the size and number of anchors since these are the strategic elements that define market areas as well as commercial role and function. There is a need to consolidate the number of retail designations in order to provide consistency in all new secondary plans and to provide a flexible framework which recognizes commercial trends and accommodates future growth.

The Malone Given Parsons retail study supports the mixed-use policies provided in the Official Plan with respect to the Central Area. However, the study proposes that movie theatres be permitted without restriction in commercial designations outside of the Central Area on the basis of the trend towards larger format movie theatres.

In order to provide for the growth and spatial distribution of Brampton's future population, the Malone Given Parsons study proposes to add a regional shopping centre and two to three additional district shopping centres each in Northeast Brampton and West Brampton. The study also proposes to restrict commercial development within Industrial designations to warehouse retail, automotive, entertainment and retail uses ancillary to the industrial use.

The study also recommends that policies within the Official Plan should emphasize the opportunity provided in retail development for place making, and emphasizes the need for high standards urban design in this regard.

Respectfully submitted,

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AGREED,

John B. Corbett, MCIP, RPP
Commissioner,
Planning, Design & Development Department

Dennis Cutajar
Commissioner,
Economic Development and Public Relations

Attachment:

Appendix A: Retail Policy Review Executive Summary

Appendix A

Brampton Official Plan Review Retail Policy Review Study Executive Summary

