



Report
Staff Report
The Corporation of the City of Brampton
2020-12-07

Date: 2020-11-05

Subject: **Information Report - Brampton Plan Update**

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Report Number: Planning, Building and Economic Development-2020-410

Recommendation:

1. **THAT** the report titled, “Information Report – Brampton Plan Update” to the Planning and Development Committee Meeting of December 7, 2020, be received.

Overview:

- A Special Meeting of Council was held on January 22, 2020 and direction was provided to undertake a comprehensive review of the 2006 Official Plan.
- An extensive review and gaps analysis of relevant background studies and City projects has been completed.
- A policy conformity analysis of the current Official Plan has been completed and will inform policy updates to bring the new Brampton Plan into conformity with provincial and regional planning policy.
- A Community Engagement Strategy has been developed. Engagement was put on hold during the first wave of the COVID-19 pandemic. The strategy has since been updated to reflect current dynamics and is ready to re-launch.
- Detailed growth forecasting that will inform Brampton Plan has been completed. Results indicate that by 2051, Brampton is anticipated to have a population between 1 million and 1.1 million and employment between 328,000 and 400,500, generating an activity rate between 33% and 36%.

Background:

At the January 22, 2020 Special Meeting of Council, Resolution C025-2020 was carried as follows:

1. *That the staff report titled: Brampton 2040 Plan (Official Plan Review) – Work Program (R 1/2020) (File JBA OPR 19), be received; and*
2. *That the work program identified in the above noted report be endorsed as the basis for Brampton's Official Plan Review.*

Current Situation:Brampton Plan Work Program

The work program has five phases that extend over two years to 2022, as outlined below and illustrated in Appendix 1.

Phase 1 – Background Review and Community and Stakeholder Engagement Strategy

- Consolidate background reports
- Prepare a technical memo
- Brampton 2040 Speaker Series
- Community and Stakeholder Engagement Strategy

Phase 2 – Testing the 2040 Vision and Developing Growth Scenarios

- Engagement Series #1 – Testing the Vision and Identifying Data Gaps
- Growth projection verification
- Land Needs Analysis
- Intensification Opportunities Assessment
- Stakeholder Engagement Sessions

Phase 3 – Policy Analysis and Community Structure

- Policy benchmarking and conformity analysis
- Secondary Plan review
- Community Structure review
- Engagement Series #2 – Community Structure Workshops

Phase 4 – Discussion Papers and Policy Recommendations

- Engagement Series #3 – To inform Discussion Papers and Present Draft Policy Directions Report
- Draft Discussion Papers for each core topic area
- Finalize Discussion Papers for online posting
- Draft Policy Directions Report
- Finalize Policy Directions Report

Phase 5 – Drafting the Brampton 2040 Plan

- Draft new OP Schedules
- Prepare Draft OP Chapters
- Engagement Series #4 – Final OP Policies
- Final Draft OP
- Public Meeting
- Final Official Plan Consultation – for Council adoption
- Submit to Region of Peel for approval

Impact of COVID-19 on the Work Plan

As a direct result of COVID-19, the project team has made adjustments to the sequencing of some work. The overall timeline for completion of Brampton Plan is not anticipated to be impacted by COVID-19; however, because of the restrictions around public gathering, the team advanced on technical work while temporarily delaying community engagement.

Work Completed and Work Underway

Brampton Plan Policy Conformity

The legislative and policy context at the regional and provincial levels has seen dramatic change since the last Official Plan Review. This context continues to evolve. Brampton Plan will need to conform to and be consistent with provincial and regional policy and legislation. Some of the key policy changes that will be reviewed and incorporated into Brampton Plan are as follows:

- Updates to the Growth Plan for the Greater Golden Horseshoe, 2020 (Growth Plan);
- Updates to the Provincial Policy Statement, 2020 (PPS);

- Updates to the Greenbelt Plan, 2017;
- Introduction of Bill 108, More Homes, More Choices Act, 2019;
- A recognition that the City is transitioning from suburban greenfield approaches to those of urban intensification;
- A shift in focus towards intensification around Major Transit Station Areas (MTSA's), Gateway Mobility Hubs and Intensification Corridors;
- The Regional OP Review is currently underway. The Region's OP must conform to Provincial Plans by July 1, 2022 and the City has one year following the Region's adoption of its OP to bring the City's OP into conformity with that of the Region.

The project team has undertaken a thorough review of the current Official Plan and have prepared a Policy Conformity Matrix that will inform discussion papers and policy development in later phases of the Brampton Plan process. A copy of the Conformity Matrix is attached as Appendix 2.

Document Review and Gaps Analysis

In the spring of 2020, the project team undertook a multi-day workshop with staff to debrief and review key City master plans, projects and strategies that have either been completed or that are underway, to determine their relevance to and alignment with the Vision 2040 plan and ultimately the development of Brampton Plan. Attached as Appendix 3 is the Document Review and Gaps Analysis Report. There were 42 key projects identified and reviewed as part of this work. Following the staff workshop, the project team prepared an analysis of all of the work, with an emphasis on the identification of any gaps requiring additional work. This will help the project team understand any additional scope required to complete the work plan.

Land Needs Analysis and Growth Forecasting

The project team has undertaken a detailed analysis of current growth trends and projected this work out to understand what we believe to be realistic growth trends for the City of Brampton to the year 2051. Attached, as Appendix 4 is the detailed Growth Scenario analysis. The analysis set out to understand two scenarios to inform a third "Conformity Scenario" with the Region:

1. Scenario 1 (Current Trends Scenario) – Reflects the long-term population, housing and employment growth outlook for the City of Brampton based on the continuation of real estate market, economic and demographic trends, which have been

experienced throughout the city over the past several decades. Under the Current Trends Scenario, forecast development is anticipated to be weighted towards traditional ground-oriented housing forms and land extensive industrial activities, largely within designated greenfield areas (DGA), reflective of historical development trends.

2. Scenario 2 (Policy Driven Regional Conformity Scenario) – Based on the final Region of Peel population, housing and employment growth allocation, as prepared through the Region's Growth Management Strategy (GMS) and Regional OP Review. Peel Region's current Policy Driven Scenario is referred to as Scenario 16 (revised) and has been updated to reflect Amendment 1 to the Growth Plan.
3. Scenario (Preferred Scenario – Brampton Vision 2040) – Reflects a preferred long-term population, housing and employment growth outlook for the City of Brampton in terms of its future growth rate, built form and location of residential and non-residential development. This scenario embraces economic, planning, financial and infrastructure policy objectives, which embrace the City of Brampton 2040 Vision.

Key Highlights:

Population

- With an average annual population growth rate of approximately 4.0% annually between 2001 and 2016, the City of Brampton has been one of the fastest growing municipalities in Canada.
- By 2051, the City of Brampton's population base is forecast to reach between 1 million (Current Trends) and 1.1 million (Preferred).
- This represents a population increase of 380,000 to 505,000 between 2016 and 2051, or an average annual population growth rate of approximately 1.4% to 1.7%.

Employment

- While the City's employment base has grown steadily over the past 15 years at an annual rate of approximately 2.8%, the rate of annual employment has been slower relative to population. As a result, the City's employment activity rate (ratio of jobs to population) has declined from approximately 37% in 2001 to 31% in 2016.
- By 2051, the City of Brampton's employment base is forecast to reach between 328,000 (Current Trends) and 400,500 (Preferred).

- This represents an employment increase of 136,000 to 209,000 between 2016 and 2051, or an average annual employment growth rate of approximately 1.5% to 2.1%.
- By 2051, the City's employment activity rate is forecast to increase to between 33% (Current Trends) and 36% (Preferred).
- The Preferred Scenario assumes a greater amount of Major Office Employment (M.O.E.) compared to the Current Trends Scenario. In targeting the Preferred Scenario, the City will need to attract a wider-range of sectors in the M.O.E. category.
- Relative to the Current Trends Scenario, the Preferred Scenario assumes a higher yield of Employment Lands Employment (E.L.E.) through higher densities and increased intensification in Employment Areas.

We are planning for a city of 1 million people by 2051. To accommodate this growth in population and associated growth in employment, there are four takeaways:

1. The majority of growth should be directed to the Built-Up Area (BUA) with priority intensification in areas supported by higher order transit, such as Uptown, Downtown, Queen Street and Hurontario Street;
2. Heritage Heights will be the recipient of the majority of growth in the Designated Greenfield Area (DGA) over the next three decades;
3. It is recommended that efforts be made to explore opportunities to increase the density of previously approved projects within the DGA – this applies to all land use categories, with an emphasis on residential, mixed-use and employment; and
4. Gentle intensification, compatible with existing neighbourhood character is anticipated in the BUA, outside of strategic growth areas.

The project team has been working closely with the Region of Peel to coordinate forecasting efforts. With respect to population, our Current Trends forecasts are slightly higher than what the Region has been considering, while the Preferred Scenario is significantly higher. The project team believes that the current trends forecasts are conservative in nature and as such are reasonable. We will continue to work with the Region and monitor growth to track progress in relation to population and employment allocations. Historically, Brampton has exceeded population allocations from the Region and with continued close collaboration, a small gap in forecast work that is 30 years out is not overly concerning.

Community Engagement

A detailed Community Engagement Strategy was prepared in March 2020. Community engagement efforts were temporarily placed on hold as a result of COVID-19. We are

now ready to re-launch community engagement efforts and the Community Engagement Strategy has been updated to take into account the implications of COVID-19.

Staff in collaboration with the consulting team have developed a revised Engagement Strategy to accommodate the new realities associated with COVID-19. The strategy outlines our commitment to engaging our community and stakeholders in an inclusive, welcoming, safe, and healthy environment, whether it be online or in person. Engagement phases and objectives of the engagement strategy are as follows:

- **Phase 1:** Informing/Kick-Off - To publicly re-introduce the Brampton Plan project to the community and confirm the Engagement Strategy, to set-up the project website brand and logo.
- **Phase 2:** Outreach - To conduct outreach and inform the community about the Brampton Plan project through a Communications Campaign and Speakers Series.
- **Phase 3:** Consultation and Collaboration on City Structure - To engage the community, staff and stakeholders in the development of the new City Structure upon which the Plan will be built.
- **Phase 4:** Discussing Core Policy Areas through the writing of Discussion Papers - To consult on more specific planning matters that will be analyzed in discussion papers.
- **Phase 5:** Review and Comment on the OP - To introduce and seek feedback on the final policies of the Brampton Plan and build community and stakeholder support on policies being drafted.

In efforts to implement Phase 1 and reintroduce the project to the public, staff will be working with Strategic Communications, to ensure all ongoing and past projects (since endorsement of the Brampton 2040 Vision) will be consistent with the established branding, and attempt to develop a narrative on how these efforts help the Corporation implement the Brampton 2040 Vision. Phase 1 will also include a 'Did You Know?!" campaign that will educate our residents on the Official Plan review process, answering questions about the purpose of an Official Plan, how it affects those who live, work, play and learn in the City in their everyday life, and ultimately improve 'planning' literacy within the City.

The Brampton Plan will deploy diverse, qualitative engagement bridging together online methods and more traditional engagement tactics. This period in time will also present opportunities to engage with and build intimate and safe spaces for underrepresented groups in our community, such as minority and faith-based groups, socio-economically disadvantaged, and transient populations. The timing to launch the Brampton Plan

engagement in 2021 will be responsive to the current directives around engagement as well as sensitivities to a launch, which is responsive to what is happening with the pandemic.

Brampton Plan Structure and Secondary Plan Consolidation

The project team has been reviewing the overall structure of the current Official Plan and is developing a new structure for Brampton Plan. The City of Brampton Official Plan relies on the use of Secondary Plans, Block Plans, and Tertiary Plans to provide more detailed policy direction for development across the city. Secondary Plans apply to specific areas throughout the city, whereas Block Plans apply to sub-areas of predominantly greenfield Secondary Plan areas to provide further coordination and direction for development. Tertiary Plans are even more detailed plans, used on a site-specific basis to provide further guidance on land use and development planning.

The current City of Brampton Official Plan includes 35 Secondary Plans, which are authorized under the *Planning Act*. They cover the entire geography of the city and provide more detailed, area-specific policies to guide development. The City of Brampton has already initiated a Secondary Plan consolidation exercise with the objective of reducing the number of Secondary Plans and this work will inform the Brampton Plan process.

One of the anticipated outcomes of the Brampton Plan process is for the City to shift away from a traditional and lengthy policy document to create a Plan that has a more focused set of priorities City-wide. Brampton Plan is anticipated to be structured to avoid duplication and conflicts with secondary-level planning for detailed land uses. It is anticipated that secondary-level planning will be used to confirm context-specific planning considerations, similar to the approach taken in other larger Canadian municipalities, including the City of Toronto and the City of Edmonton. Furthermore, land use designations in Brampton Plan are anticipated to focus on broad city-wide neighbourhood and employment land designations, allowing for more flexibility, thereby deferring more detailed study, and associated land use designations, to Secondary Plans. This presents an opportunity to greatly streamline the number of land use designations that currently apply city-wide.

In Brampton Plan, it is expected that Secondary Plans will continue to play an important role in determining how the city will evolve over the planning horizon. However, a more tactical approach is required to achieve the style of Official Plan the City is envisioning. It is anticipated that the City's existing Secondary Plans will either be retained and consolidated into Brampton Plan, or removed. Consideration for opportunities to consolidate the Secondary Plans is related to whether the Secondary Plan area has been built-out. This should be a first principle for considering which Secondary Plans can be consolidated under Brampton Plan, particularly in the City's greenfield areas. These

Secondary Plans will have already been largely implemented, and Brampton Plan can be used to provide direction for future development applications. While change will still occur within these ‘former’ Secondary Plan areas, it is anticipated that Brampton Plan will contain relevant policies to manage change and assess future development applications.

Where a Secondary Plan is being prepared, the intent of Brampton Plan will be to identify the Secondary Plan area at a high level, while relying on the individual Secondary Plan to identify specific land use designations and development policies. It is anticipated that Secondary Plans will be required for major growth areas and other strategic locations throughout the city, including the City Centres, Corridors, Town Centres and other specific Nodes. Some of these areas are yet to be determined and will be influenced by future work related to MTSA evaluation, as well as the further refinement of the City Structure.

The City of Brampton is subject to 27 Block Plans which apply to sub-areas of the various Secondary Plans and guide the completion of detailed environmental, servicing, transportation, urban design, and growth management matters. Block Plans are non-statutory documents. The role of Block Plans in Brampton today appears to be largely applicable to greenfield development lands. Given that the city is reaching the extent of its greenfield areas, the need for this level of planning may evolve as the city focuses on intensification and infill within existing built-up areas.

Tertiary Plans in Brampton apply to specific areas of the city to address site-specific matters in relation to the broader area. Tertiary Plans are statutory planning documents that focus on topics such as, but not limited to, land use, the natural heritage system if applicable, patterns of development, development standards, access, rights-of-way, compatibility and urban design. Through the Brampton Plan work, the project team may explore using different language to describe this level of detailed planning, such as “Precinct Plans”.

New City Structure Framework

Brampton will be a city of 1 million people in the not too distant future. To accommodate this increase in population and employment requires a new overarching City Structure that provides guidance on where growth is to be directed. The new structure will take its cues from the structure generated during the Vision 2040 process. The project team will provide a new draft City Structure to Council early in 2021 that will be part of a fulsome community engagement process. The work outlined above pertaining to growth forecasts, Secondary Plans, Block Plans and Tertiary Plans is quite relevant to informing the new City Structure.

It is anticipated that the new City Structure will include a series of ‘networks’ that will highlight the various elements of land use planning (such as centres and corridors, etc.) and broad land use designations (such as neighbourhoods, employment lands, etc.). Brampton Plan will be highly visual, using diagrams, graphics and maps to “tell a story” about how Brampton will evolve over the planning horizon to 2051.

Streamlined Regulatory Process

In addition to undertaking a comprehensive Official Plan Review to implement the 2040 Vision, the City is also well underway with its comprehensive review of the Zoning By-Law. The goal is to create a clearer, simplified regulatory framework. In parallel to the development of Brampton Plan and a new Zoning By-Law, the City is also working on updates to Urban Design Guidelines. Working on all three in tandem will help ensure alignment, constancy and effective use of resources.

Corporate Implications:

Financial Implications:

There are no direct financial implications associated with this report.

Other Implications:

There are no other implications associated with this report.

Term of Council Priorities:

The Official Plan Review is noted as a Term of Council priority under the following:

Council Priority: A City of Opportunities

Strategic Priority: 1.4 Prioritize Jobs Within Centres

Project Number: 1.4.3 Develop a New Official Plan that aligns all master plans with the Brampton 2040 Vision.

Conclusion:

Background analysis work conducted to inform Brampton Plan has positioned the project team well to progress with the next phases of work in the Brampton Plan process. Community engagement will re-launch early in 2021 and will complement the work plan to advance the new City Structure, detailed position papers and ultimately new policy directions that will form the foundation for Brampton Plan.

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Attachments:

- Appendix 1 Brampton Plan Work Program
- Appendix 2 Policy Conformity Matrix
- Appendix 3 Document Review and Gaps Analysis Report
- Appendix 4 Growth Scenarios