

Appendix 4 – Planning Analysis

Overview:

The proposed Official Plan Amendment has been reviewed and evaluated against the *Planning Act*, Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, the Region of Peel’s Official Plan and Brampton’s Official Plan.

Planning Act – Section 2:

The *Planning Act* is the provincial legislation that sets the rules for land use planning in Ontario. Part 1, Section 2 of the Act includes matters of Provincial Interest, which the Council of a municipality must have regard to. The proposed Official Plan Amendment has regard to, among other matters, the protection of ecological systems, including natural areas, features and functions (Section 2 a), the adequate provision of a full range of housing (Section 2 j); and the appropriate location of growth and development (Section 2 p).

The proposed Official Plan amendment will optimize the use of vacant lands that are located within Brampton’s Designated Greenfield Area, which will contribute to the creation of complete communities and will permit a full range of housing types on lots that are less than 2.0 acres (0.8 hectares) in size. The “Open Space” designation on the undeveloped lands will remain to ensure the protection of the City’s natural heritage system.

Provincial Policy Statement (PPS), 2020

The PPS provides policy direction on matters of provincial interest related to land use planning and development that support our collective well-being, now and in the future, which are intended to be complemented by local policies addressing local interests.

The proposed Official Plan Amendment is consistent with the following sections of the PPS:

1.0 Building Strong Healthy Communities

Ontario's long-term prosperity, environmental health and social well-being depend on wisely managing change and promoting efficient land use and development patterns. Efficient land use and development patterns support sustainability by promoting strong, liveable, healthy and resilient communities, protecting the environment and public health and safety, and facilitating economic growth.

1.1.1 Healthy, liveable and safe communities are sustained by:

a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term

1.1.3.1 Settlement areas shall be the focus of growth and development.

1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources

1.1.3.6 New development taking place in *designated growth areas* should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, *infrastructure* and *public service facilities*.

1.4.3 Planning authorities shall provide for an appropriate range and mix of *housing options* and densities to meet projected market-based and affordable housing needs of current and future residents of the *regional market area* by:

- b) permitting and facilitating:

- 1. all *housing options* required to meet the social, health, economic and well-being requirements of current and future residents, including *special needs* requirements and needs arising from demographic changes and employment opportunities; and

- c) directing the development of new housing towards locations where appropriate levels of *infrastructure* and *public service facilities* are or will be available to support current and projected needs; and

- d) promoting densities for new housing, which efficiently use land, resources, *infrastructure* and *public service facilities*, and support the use of *active transportation* and transit in areas where it exists or is to be developed.

1.6.3 Before consideration is given to developing new *infrastructure* and *public service facilities*:

- a) the use of existing *infrastructure* and *public service facilities* should be optimized

1.8.1 Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the *impacts of a changing climate* through land use and development patterns which:

- a) promote compact form.

There is clear direction in the above noted policies to move away from estate residential lots within settlement areas and to promote development that is more compact and makes efficient use of infrastructure and public service facilities on full municipal services. The proposed Official Plan amendment to redesignate the undeveloped lands from “Estate Residential” to “Residential” is consistent with the policy directives of the PPS as it will focus growth and development within Brampton’s settlement area and it will allow for a

full range of residential uses on lots that are less than 2.0 acres in size. The proposed amendment allows a greenfield area in Toronto Gore to be used more efficiently while at the same time optimizing the existing infrastructure and public service facilities that are available in this area of Brampton.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 (Office Consolidation)

The undeveloped lands located in the southern quadrant of Toronto Gore are within the “Designated Greenfield Area - Conceptual” on Schedule 2 – A Place to Grow Concept of the Growth Plan for the Greater Golden Horseshoe (2020).

The policy directive of the Growth Plan is to build more compact and complete greenfield communities in order to reduce the rate at which land is consumed. Complete communities are to be designed to meet people’s needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, *public service facilities*, and a full range of housing to accommodate a range of incomes and household sizes. The emphasizes is on optimizing the use of the existing urban land supply to make better use of our existing infrastructure and public service facilities, and less on continuously expanding the urban area.

The Growth Plan provides direction to plan for a range and mix of housing options, including additional residential units and affordable housing and, in particular, higher density housing options that can accommodate a range of household sizes in locations that can provide access to transit and other amenities.

The proposed Official Plan Amendment to redesignate the undeveloped lands in Toronto Gore from “Estate Residential” to “Residential” in the Official Plan will focus growth and development within Brampton’s settlement area. The proposed redesignation will allow the land to be developed more efficiently for a full range of housing types within the City’s Designated Greenfield Area and it allows for the creation of complete communities. The proposed Official Plan Amendment is consistent with the following policy directives of the PPS:

2.2.1.2 Forecasted growth to the horizon of this Plan will be allocated based on the following:

- a) the vast majority of growth will be directed to *settlement areas* that:
 - i. have a *delineated built boundary*;
 - ii. have existing or planned *municipal water and wastewater systems*; and
 - iii. can support the achievement of *complete communities*
- d) development will be directed to *settlement areas*, except where the policies of this Plan permit otherwise.

2.2.1.4 Applying the policies of this Plan to support the achievement of complete communities that (a to c):

- a) Feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services and public service facilities;
- b) Improve social equity and overall quality of life, including human health, for people of all ages, abilities, incomes; and
- c) Provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes.

2.2.7.1 New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that (a to c):

- a) supports the achievement of complete communities;
- b) supports active transportation; and
- c) encourages the integration and sustained viability of transit services.

2.2.7.2 The minimum density target applicable to the designated greenfield area of each upper- and single-tier municipality is as follows:

- a) The Cities of Barrie, Brantford, Guelph, Hamilton, Orillia and Peterborough and the Regions of Durham, Halton, Niagara, Peel, Waterloo and York will plan to achieve within the horizon of this Plan a minimum density target that is not less than 50 residents and jobs combined per hectare.

Region of Peel, Office Consolidation 2018

The undeveloped lands in the southern quadrant of Toronto Gore are designated “Urban System” on Schedule D – Regional Structure and are located within the “Designated Greenfield Area” on Schedule D4 – The Growth Plan Policy Areas in the Region of Peel’s Official Plan. A portion of the undeveloped lands are designated “Core Areas of the Greenlands System” on Schedule A - Core Areas of the Greenlands System in Peel.

The purpose of the Region’s Official Plan is to provide a holistic approach to planning through an overarching sustainable development framework that integrates environmental, social, economic and cultural imperatives to ensure the health and safety of those living and working in Peel.

The 2031 Regional Urban Boundary indicates where urban growth is planned to occur in a phased manner over the longer term. Development and redevelopment within the 2031 Regional Urban Boundary will take place in a timely, orderly and sequential manner, making the most efficient use of available services and prolonging existing agricultural uses. Lands within the 2031 Regional Urban Boundary are identified in the Official Plan as “the Urban System”.

Urban System

The “Urban System” policies that support the redesignation of the undeveloped lands from “Estate Residential” to “Residential” include the following:

- to achieve sustainable development within the Urban System (Section 5.3.1.2);
- to achieve intensified and compact form and a mix of land uses in appropriate areas that efficiently use land, services, infrastructure and public finances while taking into account the characteristics of existing communities and services (Section 5.3.1.4);
- to recognize the integrity and physical characteristics of existing communities in Peel (Section 5.3.1.7);
- direct urban development and redevelopment to the Urban System within the 2031 Regional Urban Boundary, as shown on Schedule D, consistent with the policies in this Plan and the area municipal official plans (Section 5.3.2.2);
- plan for the provision and financing of Regional facilities and services so as to efficiently use existing services and infrastructure, and encourage a pattern of compact forms of urban development and redevelopment (Section 5.3.2.3); and
- direct the area municipalities, while taking into account the characteristics of existing communities, to include policies in their official plans that support the Urban System objectives and policies in this Plan. (Section 5.3.2.6 a)).

Growth Management

To ensure the Growth Plan objectives are achieved, the Region’s Official Plan identifies specific growth management policy areas, such as urban growth centres, built-up areas and designated greenfield areas. Each of these areas has a specific role in managing growth. The growth management objectives and policies that support the redesignation of the undeveloped lands from “Estate Residential” to “Residential” include the following:

- To optimize the use of existing and planned infrastructure and services (Section 5.5.1.5); and
- Develop compact, transit-supportive communities in designated greenfield areas (Section 5.5.2.3).

Designated Greenfield Area

The policy direction of the Growth Plan includes greenfield development that contributes to “complete communities”. Greenfield communities are to also provide for a diversity of land uses, as well as efficiently use available lands and infrastructure. In order to achieve complete communities, the Growth Plan imposes a minimum density target of not less than 50 residents and jobs combined per hectare on greenfield development. Greenfield development within the Region of Peel will be in conformity with the Growth Plan.

The “Designated Greenfield Area” policies that support the redesignation of the undeveloped lands from “Estate Residential” to “Residential” include the following:

- To plan and designated greenfields to contribute to complete communities (Section 5.5.4.1.1);
- To optimize the use of designated greenfield area (Section 5.5.4.1.4);
- Plan to achieve a minimum greenfield density target of 50 people and jobs combined per hectare by 2031, to be measured over Peel’s designated greenfield area excluding major environmental features as defined by the Growth Plan (Section 5.5.4.2.1);
- Development within the designated Greenfield Areas shall be designed to meet or exceed the following minimum densities: City of Brampton: 51 residents and jobs combined per hectare;

Housing

The Region of Peel is committed to achieving a supply of accessible, adequate and appropriate housing of all types, sizes and densities and tenures to meet the existing and projected demographic and housing market requirements of current and future residents.

The “Housing” policies that support the redesignation of the undeveloped lands in Toronto Gore from “Estate Residential” to “Residential”, which will permit a full range of housing types, include the following:

- To provide for an appropriate range and mix of housing types, densities, sizes and tenure to meet the projected requirements and housing needs of current and future residents of Peel (Section 5.8.1.1);
- To foster the availability of housing for all income groups, including those with special needs (Section 5.8.1.2); and
- To foster efficient and environmentally use of land and buildings in the provision of housing (Section 5.8.1.3).

Estate Residential Community

The established estate residential area in Toronto Gore is located within the “Built-up Area” on Schedule D4 and the undeveloped lands in the Toronto Gore neighbourhood are located within the “Designated Greenfield Area” on Schedule D4 in the Region of Peel’s Official Plan.

The Region of Peel’s Official Plan recognizes the Toronto Gore Estate area as a specialized area within the Urban System, and therefore it is not specifically identified as an “Estate Residential Community” in the Region’s Official Plan.

In summary, the proposed Official Plan amendment that redesignates the undeveloped lands in Toronto Gore from “Estate Residential” to “Residential” conforms with the Region of Peel’s Official Plan, as it will focus growth and development within the “Designated Greenfield Area”. The proposed amendment will allow for a full range of housing types to meet the projected requirements and housing needs of current and future residents of Peel. The proposed “Residential” designation will allow vacant lands within a designated greenfield area in Toronto Gore to be used more efficiently and to optimize the existing infrastructure and public service facilities that are available in the area. The proposed

Official Plan amendment also ensures that the future Secondary Plan for the undeveloped lands will consider the characteristics of the established estate residential community when formulating policies pertaining to density and built form.

City of Brampton's Official Plan, Office Consolidation September 2020

The undeveloped lands are designated “Estate Residential” and “Open Space” on Schedule A – General Land Use Designations and “Unique Communities” and “Designated Greenfield Area” on Schedule 1 – City Concept of the City of Brampton’s Official Plan. The Estate Residential designation provides a low density, low intensity form of residential development characterized by large, individual lots that do not require full urban services. It offers a rural lifestyle within an urban setting and adds to the City’s diverse housing choice, as well as a sense of identity. The Official Plan acknowledges that in spite of their appeal, there are constraints to the future development of Estate Residential housing in Brampton. As such, the City does not encourage further expansion of the designated estate residential development areas beyond their current locations. However, the continued but limited development of the balance of the areas designated for Estate Residential, either by a plan of subdivision or consent, is essential to promoting diversity and choice in housing forms in Brampton.

The contiguous undeveloped lands (approximately 80 hectares) located in the southern quadrant of Toronto Gore would constitute as forming the majority of the land referred to as “*the balance of the areas designated Estate Residential*” in Section 4.2.3. Although the Official Plan recognizes the importance of providing estate residential housing to achieve a diverse range of housing in Brampton, there has been a lack of demand for 2.0 acre estate residential lots over the past 20 years (refer to supply and demand analysis included in SGL’s Recommendation Report found in Appendix 3). Given that there is a sufficient supply of estate residential housing and vacant estate lots in Brampton that offer a rural lifestyle within an urban setting, it is appropriate that the undeveloped lands be redesignated to “Residential” to make more efficient use of land, infrastructure and public service facilities, which will help towards reducing the rate at which land is being consumed. The proposed “Residential” designation will permit a full range of housing forms and complementary uses to allow the undeveloped lands to be built as a complete community.

Both the established estate residential area and the undeveloped lands in the southern quadrant of Toronto Gore are designated as a “Unique Community” on Schedule 1 - City Concept of the Official Plan because it offers a rural lifestyle within an urban setting and adds to the City’s diverse housing choice as well as sense of identity. With the proposed amendment to redesignate the undeveloped lands from “Estate Residential” to “Residential”, the “Unique Communities” designation is no longer applicable, as these lands are intended to be developed at similar densities that can be found in other areas of the City and, therefore, would no longer meet the intent of the “Unique Communities” designation. The underlying designations of “Communities” and “Open Space” on Schedule 1 are proposed to remain in place.

The redesignation of the undeveloped lands from “Estate Residential” to “Residential” conforms with the “Designated Greenfield Area” designation in the Official Plan. “Designated Greenfield Areas” comprise of lands outside of Brampton’s Built Boundary where new communities will provide a diverse range of land uses and create an urban form that supports walking, cycling and transit.

The Official Plan policies that support the proposed Official Plan Amendment include the following:

- Promote the efficient use of existing City and Regional services and infrastructure (Section 2.4.2 (f))
- The principle of sustainable development represents the foundation of the Official Plan as it continues to guide Brampton’s growth. Sustainable development promotes a holistic approach to planning to achieve a balance between the social and economic needs of the community, and environmental and cultural conservation. To ensure that Brampton will grow in a sustainable manner, the City is committed to plan for compact and transit supportive communities that use resources efficiently and are sensitive to the natural environment (Section 3.0);
- Provide for a range of housing opportunities in terms of dwelling types, densities, tenure and cost to meet the diverse needs of people from various social, cultural and economic background including persons with disabilities (Section 3.1)
- Brampton’s Designated Greenfield Area is comprised of lands outside of the Built Boundary. New communities within the Designated Greenfield Area will contribute to the creation of complete communities by providing a diverse mix of land uses and creating an urban form that supports walking, cycling and transit (Section 3.2.2)
- Brampton’s Designated Greenfield Area forms part of the Region of Peel’s Designated Greenfield Area, which is planned to achieve a density of 50 residents and jobs combined per hectare by 2031. Brampton shall contribute to this target by planning to achieve a density of 51 persons and jobs per hectare over its Designated Greenfield Area by 2031, in accordance with the Growth Plan policies for measuring density (Section 3.2.2.2);
- The City’s new communities will develop in the Designated Greenfield Areas which is a finite land area given that Brampton’s urban boundary extends to the municipal limits. Planning for new communities will be based on an ecosystem approach that integrates social, cultural, environmental and, economic considerations, ensures comprehensive natural heritage system planning and the principles of sustainability (Section 3.2.8);
- Promoting vibrant, sustainable and accessible residential communities which accommodate a variety of housing forms, tenure, a mix of uses, attractive streetscapes, walkable/pedestrian environment, and accessible open space to create an overall high quality public realm (Section 4.2 (i));

- Reduce the cost of providing municipal services in residential areas by promoting efficient land use and layout design (Section 4.2 (f));
- The City shall, for Designated Greenfield Areas that are designated for residential purposes, not permit such lands to be developed for such purposes until a Secondary Plan and a Community Block Plan and associated environmental studies have been formulated for the particular new development area by means of an amendment to this Plan. (Section 4.2.9.2);
- The City shall work with the Region to plan new Greenfield communities at a minimum density of 51 persons and jobs per hectare, a density that supports at least community level transit service (Section 4.5.4.23);
- The City may require a variety of component studies to set out background information and documentation in support of the preparation of a Secondary Plan. Examples of background component studies which may be required in conjunction with the preparation of a Secondary Plan include, but are not limited to, the following: subwatershed management, public health transportation, commercial and industrial allocation, master open space and recreation, urban design and streetscape, heritage, servicing, financial and phasing, community services and residential and housing allocation (Section 5.4.6);
- Schedule "G" to this Plan identifies areas for which Secondary Plans Areas have been prepared or are proposed to be prepared. However, the City retains the flexibility in appropriate circumstances to prepare and adopt a Secondary Plan or an associated Official Plan Amendment for a portion of any such area or for an area combining all or portions of two or more such areas (Section 5.4.10); and
- Secondary Plan(s) shall be adopted for the applicable secondary plan areas shown on Schedule "G" prior to the approval and/or release of development applications that are determined to be premature or which may prejudice or negatively impact future development within the respective secondary plan areas (Section 5.4.12).

Servicing, Transportation, Transit, Active Transportation and Public Service Facilities

As described in SGL's Report (see Appendix 3) and the comments provided by the Region of Peel (see Appendix 8) there are local services, public service facilities and infrastructure that either exist or are planned for to support the development of urban densities on the undeveloped lands.

The Phase 1, 2 and 3 Recommendation Report prepared by SGL includes a high-level review of what the development of urban densities on the undeveloped lands will have on the transportation network and servicing infrastructure, and the adequacy of parks and open space areas. However, it is through the preparation of a Secondary Plan where more detailed background component studies will be prepared, such as subwatershed management, transportation, parks and open space, urban design guidelines, heritage, servicing, financial and phasing, community services, and residential and housing allocation. These background component studies are necessary to prepare the Secondary Plan land use schedules and policies.