

**Date:** 2021-07-06

**Subject:** **INFORMATION REPORT: BRAMPTON PLAN**

**Secondary Title:** Discussion Papers: Growth Management, Employment & Retail, Urban Design, Open Spaces & Recreation – City Wide

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**Report Number:** Planning, Bld & Ec Dev-2021-809

**Recommendation:**

1. THAT the report titled: Information Report: Brampton Plan – Discussion Papers: Growth Management, Employment & Retail, Urban Design, Open Spaces & Recreation – City Wide, to the Planning and Development Committee Meeting of July 26, 2021, be received.

**Overview:**

- The Planning Act requires municipalities to update their Official Plans no less frequently than ten years after a new plan comes into effect and every five years thereafter.
- A comprehensive review of Brampton’s Official Plan is being undertaken to ensure conformity and consistency with provincial and regional legislative and policy frameworks as well as to align cross-departmental plans and strategies.
- Three discussion papers are attached that provide ideas pertaining to Growth Management, Employment & Retail, Urban Design, Open Spaces & Recreation that will evolve to become the basis for new policy direction in Brampton Plan.
- Brampton Plan is proposed to be completed by Q2 of 2022.

**Background:**

The current City of Brampton Official Plan (the Official Plan) was adopted by Council in 2006 and approved by the Ontario Municipal Board in 2008. In October 2013, City staff received direction from the Planning, Design, and Development Committee to initiate a scoped review of the Official Plan. However, in 2017, the scoped review was put on hold pending the outcome of the “Living

the Mosaic – Brampton 2040 Vision” (the 2040 Vision) process. Commencing in Fall 2017, the 2040 Vision process broadly engaged residents and stakeholders across the community to foster public discussion about the future of Brampton. Following this extensive engagement, the City’s 2040 Vision was endorsed by City Council in June 2018.

The City’s Official Plan Review was subsequently re-launched in Fall 2019 to build on the work completed through the 2040 Vision, and to prepare a new Official Plan (hereinafter referred to as ‘Brampton Plan’) to guide growth and development over the next 30 years. At the January 22, 2020 Special Meeting of Council, Motion 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.

### What is an Official Plan?

An Official Plan is developed under a framework established by the Province of Ontario to ensure that short and long-term growth is coordinated in a manner that meets local social, economic, built and natural environment needs and aspirations. Municipal Official Plans must be consistent with and conform to Provincial and Regional Plans, including, but not limited to, the ***Provincial Policy Statement, A Place to Grow: Growth Plan for the Greater Golden Horseshoe***, the ***Greenbelt Plan***, and the ***Region of Peel Official Plan***. These overarching policy documents provide direction to the City on land use planning matters. Official Plan policies establish:

- How to promote economic development and develop community improvement initiatives;
- How to protect and conserve cultural heritage resources;
- How to protect and enhance the city’s environmentally sensitive areas;
- Where new housing, industry, offices and shops will be located;
- What community services, such as roads, transportation, utilities, parks, trails and schools will be needed to accommodate growth and develop healthy and sustainable communities; and
- Where, and in what order, different parts of the community will grow.

The development of Brampton Plan offers an opportunity to adopt a contemporary and strategic set of policies that will guide growth and development over the 2051 planning horizon and direct physical change and its effects on the social, economic, built, and natural environment of the city.

### Brampton Plan Program

The Brampton Plan process will be completed across five phases. An overview of the project timeline, including the purpose of the different phases is presented below. Each phase of this project is associated with major deliverables and tailored consultation and engagement tactics. The comprehensive Brampton Plan work program includes the following phases:

#### **Phase 1 – Background Review & Community Engagement Strategy**

- To introduce the project to the community and undertake a review of relevant background information.

#### **Phase 2 – Test the Vision & Development Growth Scenarios**

- To assess and identify growth scenarios to contribute to the development of population and employment forecasts.

### **Phase 3 – Policy Analysis and Community Structure**

- To review existing Official Plan policy and confirm conformity with Provincial and Regional policy and plans. An updated community structure was proposed and community and stakeholder meetings were held to obtain feedback on the draft community structure.

### **Phase 4 – Discussion Papers and Policy Recommendations**

- To prepare Discussion Papers to organize City priorities regarding emerging planning issues and report back on community feedback. A Policy Directions Report will be prepared to assess new and emerging planning policy and research on directions for the policies and schedules of Brampton Plan.

### **Phase 5 – Draft New Official Plan**

- To undertake the technical writing, reviewing, testing and implementation of updates to Brampton Plan based on work completed to-date.

## **Current Situation:**

### What is a Discussion Paper?

The current phase of the Brampton Plan process includes the release of seven topic-based discussion papers that align with the themes and findings of the Brampton 2040 Vision. The papers are meant to get people thinking about some key ideas and directions that will help guide the policy direction phase of the process.

### Purpose of a Discussion Paper

Building on the work completed during the 2040 Vision, as well as in 2019 and 2020, a number of discussion papers have been prepared to guide more focused subject matter reviews as part of developing Brampton Plan. The entire process can be considered a funnel. In the beginning, during the visioning part of the process, the community put forward their ideas and aspirations for Brampton. While never losing site of the community aspirations contained within the 2040 Vision, discussion papers begin to merge those aspirations with technical reality and planning conformity. Continued community engagement is critical through this and all future steps of the process so we maintain true to the 2040 Vision.

The topics of the seven discussion papers are identified below:

1. Arts and Cultural Heritage
2. Attainable and Supportive Housing
3. Natural Environment, Climate Change and Resiliency
4. Implementation of Growth Management Framework and Official Plan Structure
5. Employment and Retail
6. Transportation and Connectivity
7. Urban Design, Open Spaces and Recreation

### Growth Management Framework and Official Plan Structure Discussion Paper

This Discussion Paper, attached hereto as **Appendix A**, examines the Growth Management Framework and Official Plan Structure and is intended to be an opportunity to engage in a discussion on key growth-related issues that should be considered in Brampton Plan. This discussion paper introduces five growth management strategic directions as follows:

1. Establish a Growth Management Framework and policies to guide secondary level planning;
2. Ensure municipal infrastructure, including transit and municipal services, is foundational to the establishment of the City Structure and intensification hierarchy;
3. Encourage intensification and support infill through a variety of planning tools and mechanisms;
4. Provide opportunities for Brampton residents to live closer to facilities and services that meet their daily needs and ensure they are supported by walkable communities, jobs, active transportation linkages and connectivity across all travel modes; and
5. Provide opportunities for Brampton residents to connect and be active in their community and to reflect Brampton's diversity and characteristics.

#### Employment and Retail Discussion Paper

This Discussion Paper, attached hereto as **Appendix B**, examines the Employment and Retail landscape of the City of Brampton and issues, including positive and disruptive economic impacts related to labour force demand, industrial, office and retail space requirements, as well as long-term employment land needs for the Region of Peel and City of Brampton. Some of the main recommendations are as follows:

1. Plan to reduce out-commuting and encourage more live/work opportunities:
  - a. Consider policy enhancements to strengthen the City's ability to accommodate employment uses/sectors associated with structural changes in an evolving economy; and
  - b. Include Official Plan policies that work together with Council's economic development initiatives to support the City's overall economic competitiveness and growth objectives.
2. Plan employment growth in concert with transit investments:
  - a. Explore opportunities to increase employment through intensification on employment land and commercial sites;
  - b. Protect employment areas to ensure the diversity of the city's employment base; and
  - c. Develop a local conversion policy framework that builds on the Region policy framework and assists with the Region's review of potential conversions.
3. Plan for a competitive office market:
  - a. Prioritize planning efforts for major office around areas with existing or planned high-order transit; and
  - b. Leverage key innovation and education synergies by providing connectivity to major office nodes.

4. Update the commercial policy framework to facilitate complete communities supported by alternative modes of transportation:
  - a. Create a mixed-use (commercial-residential) hierarchy that is aligned to a centres and corridors policy approach, based on densities.

#### Urban Design, Open Space and Recreation Discussion Paper

This Discussion Paper, attached hereto as **Appendix C**, examines Urban Design, Open Spaces & Recreation, and is intended to generate discussion around places and spaces that enable active and healthy living, promoting excellence in urban design and design practices that celebrate the city's diversity while contributing to resiliency in the face of a changing climate. Some of the main recommendations are as follows:

1. Align urban design, open spaces and recreation with the new City Structure:
  - a. Develop urban design and built form policies and guidelines that correlate to the various areas of the City Structure (e.g., urban centres, town centres, etc.);
  - b. Establish performance standards to avoid shadow and wind impacts from development to ensure a minimum number of hours of sunlight on parks and important open spaces;
  - c. Align urban design policies with sustainability, public health and transportation policies to support the establishment of 20-minute neighbourhoods;
  - d. Urban design policies should recognize clusters of tall buildings at major centres;
  - e. Investigate opportunities to retain properties in strategic locations in the vicinity of Centres and Corridors; and
  - f. Strengthen policies regarding the placement, design and maintenance of parks and open spaces to support the protection and enhancement of the natural heritage system.
2. Create a vibrant public realm:
  - a. Promote a more comfortable and vibrant public realm that encourages people to congregate and celebrate diversity and incentivizes active transportation;
  - b. Create direct connections to transit stops, mobility hubs, transit stations and transportation corridors using a walkability and accessibility lens; and
  - c. Incentivize walking and cycling to transit facilities through public realm improvements and providing cycling facilities at transit stations and buildings.
3. Promote contemporary approaches and new design solutions in the public realm, streetscape and park design:
  - a. Collaborate with the Region to ensure the design of Regional roads support the development of complete streets and complete communities;
  - b. Promote opportunities for urban agriculture broadly across the city through policies for building design, land use and to promote a sustainable food system for Brampton;
  - c. Explore opportunities to use underutilized space such as redundant vehicle lanes, leftover road segments and other spaces to improve the public realm;

- d. Create policies that emphasize the importance of expanding the urban forest through new trees in the parks, streetscapes and other public spaces; and
- e. Incorporate policies to reinforce Brampton's Eco Park Strategy principles to inform the design and operation of parks, including LID measures.

4. Rethink traditional park spaces and hierarchies:

- a. Address parkland distribution targets to achieve various scale and density related requirements;
- b. Consider moving away from cash-in-lieu of parkland and considering linear corridors, smaller hardscaped gathering spaces in urban areas, (such as linear green corridors, naturalized parks, linear retrofits, and hardscaped smaller parkettes and gathering spaces) as constituting parkland dedication;
- c. Prioritize access and connectivity, inclusivity and addressing gaps in the Natural Heritage System and other contiguous green spaces to ensure connectivity and equitable access to parks and open spaces;
- d. Tie the provision of park space to neighbourhood needs;
- e. Connect and manage assets through partnerships (e.g., public utilities, private developments, POPS);
- f. Create policy to help facilitate the inclusion of park/open spaces into urban infill and densification areas in a way that is realistic for constraints in available space;
- g. Redefine parkland distribution targets to facilitate both concentrated larger parks and more frequent alternative park spaces;
- h. Support alternative approaches to connecting and managing assets through partnerships such as along utility corridors and through privately owned publicly accessible open space;
- i. Consider design policies for the public realm which respond to lessons learned from COVID-19, including increased use of open spaces and outdoor recreation amenities, as well as the need for flexible public spaces and programming (e.g., to promote physical distancing); and
- j. Support opportunities with local school boards for programming and use of publicly owned greenspace and shared facilities.

5. Capitalize on new development:

- a. Develop policies for the design of tall buildings;
- b. Consider the recommendations of the Region of Peel's 2014 Affordable Housing Active Design Guidelines and Standards to develop policies that support a high standard of design for affordable housing developments;
- c. Promote a mix of land uses that foster social interaction, facilitate active transportation and community connectivity;
- d. Set community benefits requirements for both parkland and recreation amenities;
- e. Incorporate policies that endorse and align with the Region's Healthy Development Framework and require a health assessment as part of a complete application for planning and development proposals in accordance with ROPA 27;
- f. Establish building and site design policies that support convenient active transportation use, such as the placement and design of bicycle parking, streetscape elements and end-of-trip facilities;
- g. Provide policies that strengthen the City's urban design implementation toolkit, including the need for urban design studies and urban design briefs;

- h. Provide direction on responsibilities for private developers as to how public realm, private amenity space and privately-owned public spaces (POPS) complement the provision of public parks;
  - i. Establish policies for urban plazas and consider it as part of a development's parkland dedication requirement; and
  - j. Consider opportunities to include new City and not-for-profit community services and facilities in mixed-use developments.
6. Support climate change resilience:
- a. Develop policies, procedures and guidelines to evaluate the opportunity to incorporate Low Impact Development (LID) into major City capital projects (roads, parks, streetscape improvements, and buildings) and private development;
  - b. Develop and commence a water efficiency strategy for the City's outdoor amenities including potable water for irrigation;
  - c. Recognize the role that parks and other green spaces, green infrastructure and the urban forest play in providing linkages and ecosystem benefits and services that support public health and a sustainable, liveable city. Aim to protect, maintain and enhance these resources; and
  - d. Consider the impacts of a changing climate in new development and create policies and objectives that direct public realm improvements and built form to contribute to climate change mitigation and adaptation.

This is a starting point for generating discussion about Growth Management, Employment & Retail, Urban Design, Open Space & Recreation. A Policy Directions Report will follow that will outline detailed changes proposed for inclusion in Brampton Plan.

#### Virtual Open House – July 26, 4:00pm to 6:00pm

Prior to Planning and Development Committee (PDC) on July 26, 2021, a virtual Open House will be held to provide an opportunity to share in detail the ideas contained within the three discussion papers and provide an opportunity for the public to provide feedback. Notice for the Open House and PDC meeting was provided via social media pages and the Brampton Plan project webpage: [www.Brampton.ca/BramptonPlan](http://www.Brampton.ca/BramptonPlan).

#### **Corporate Implications:**

#### Financial Implications:

There are no financial implications identified at this time.

#### Other Implications:

Technical policy planning implications associated with the attached discussion papers will be considered and inform a future Policy Directions Report.

#### **Term of Council Priorities:**

Brampton Plan 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 Brampton 2040.

### **Conclusion:**

The attached Discussion Papers pertaining to Growth Management, Employment and Retail, Urban Design, Open Spaces & Recreation are three of seven papers that have been prepared to advance Brampton Plan. The seven Discussion Papers will build upon the work completed in Phases 1-3 of the Brampton Plan process to establish a foundation from which to develop more detailed policy directions. The ideas presented in these three papers will be refined through continued engagement with the public and relevant stakeholders.

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### **Attachments:**

Appendix A – Growth Management Discussion Paper

Appendix B – Employment and Retail Discussion Paper

Appendix C – Urban Design, Open Spaces and Recreation Discussion Paper

Appendix D – Presentation