

Date: 2021-07-12

Subject: Heritage Heights Secondary Plan (Areas 52&53) – Proposed Policy and Street Standards

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Recommendations:

1. That the report titled Heritage Heights Secondary Plan (Areas 52&53) – Proposed Policy and Street Standards, to the Planning and Development Committee Meeting of July 26, 2021, be received;
2. That staff be directed to host a statutory public meeting in September 2021, to receive public input on the proposed policy and street standards for the Heritage Heights Secondary Plan;
3. That staff be directed to consult with the Region of Peel and the Province of Ontario as it pertains to Interim Control By-Law 306-2003 as well as transportation corridor protection policies, and report back to a future Planning and Development Committee meeting with recommendations for consideration by Council; and
4. That Brampton City Council requests, through Regional Council, that Regional Staff be directed to update the detailed design work currently being undertaken on Bovaird Drive, west of Mississauga Road to implement the cross-section for Bovaird Drive that is included in the Heritage Heights Secondary Plan policy.

Overview:

- Following Council's endorsement of the Heritage Heights Conceptual Land Use Plan in 2020, staff have been working with technical teams, landowners, relevant agencies and stakeholders to evaluate the technical merit of the plan and develop the draft Secondary Plan policy framework.

- The Heritage Heights Secondary Plan ('HHSP') advances policies that will promote healthier living by encouraging physical activity (walking, cycling and recreating) as well as social and economic exchange.
- The HHSP has been circulated internally to staff departments, to organized landowners groups as well as Planning and Development staff at the Region of Peel. Staff is recommending that a Statutory Public Meeting be held in September, 2021 to consider the draft policies and provide an opportunity to receive formal comments.
- An Environmental Assessment (EA) for the widening of Bovaird Drive west of Mississauga Road is currently being undertaken by the Region of Peel. There is recognition by City and Region staff that the trajectory of this project is inconsistent with the urban vision for Heritage Heights put forth in the HHSP. Staff are requesting direction to proceed with the section contained within the HHSP.
- Staff are of the opinion that it would be appropriate to begin conversations with both the Region and the Province to determine a path forward (on lands outside of the technically preferred route for the GTA West corridor) to modify the Interim Control By-Law that currently prohibits development in Northwest Brampton.

Background:

At the July 27, 2020 meeting of Planning and Development Committee, motion number PDC089-2020 was carried that included the following direction:

1. That the staff report re: Conceptual Land Use Plan – Heritage Heights Secondary Plan (Areas 52 & 53) – Ward 6 (R 154/2020) to the Planning and Development Committee Meeting of July 27, 2020, be received;
2. That Council endorse the Heritage Heights Concept Plan and direct staff to continue to engage relevant stakeholders, adjacent municipalities, other levels of government and the public to continue to refine the plan and advance the policy framework that will implement the principles of the concept plan as part of the Heritage Heights Secondary Plan; and
3. That Council direct staff to work with the Mayor and Members of Council to engage the Province to seek provincial support for the Heritage Heights concept plan and make adjustments to the GTA West Corridor and Transmission Corridor planning as appropriate through the Heritage Heights community;

Current Situation:

Following Council's endorsement of the Heritage Heights Conceptual Land Use Plan in 2020, staff have been working with technical teams, landowners, relevant agencies and stakeholders to evaluate the technical merit of the plan and develop the draft Secondary Plan policy framework. The following is an update on work that has been undertaken:

Heritage Heights Secondary Plan

The Heritage Heights Secondary Plan ('HHSP') framework, (attached hereto as Appendix 1) serves as a blueprint for future growth and redevelopment of lands collectively referred to as Heritage Heights. The drafting of this policy is the first step in transforming the Heritage Heights vision to reality.

The HHSP advances the vision that Council endorsed for Heritage Heights - a model compact, mixed-use and walkable community, that promotes health and wellbeing, where businesses and culture will thrive and that will respond positively to Council's declared Climate and Health Care emergencies. The HHSP creates the framework for a complete community, (as directed by Provincial Planning Policy) that follows the following principles:

- Walkable communities for people to gather, recreate, live and work;
- Compact development with a variety of housing typologies;
- Sustainable and resilient plans, technologies, and design approaches;
- Leverage arts and culture to showcase Brampton's diversity and attract investment;
- Respect and conserve the natural and cultural heritage of the area, creating an authentic destination for local and regional visitors;
- Foster a competitive environment for employment and economic development;
- Physical, mental, and social wellbeing should be planned for and prioritized through the design of people-centric spaces that are safe and attractive for all ages; and
- Natural and man-made open spaces should be integrated into the design of neighbourhoods, while being sensitive to existing ecological systems.

Higher order transit is a central organizing element to the HHSP, with a total of three Major Transit Station Areas proposed along Heritage Heights Boulevard. The goal for Heritage Heights is to create a complete community that minimizes the need to travel long distances to undertake daily needs. When longer trips are required, transit has been designed in such a way as to be convenient and easily accessible to the entire community, translating to expected higher transit modal splits than most areas in Peel.

The HHSP advances policies that will promote healthier living by encouraging physical activity (walking, cycling and recreating) as well as social and economic exchange. It will be a place where kids can safely walk or ride their bikes to school, where the majority of daily trips can be undertaken on foot and where there will be a critical mass of people to support small business. It is by deliberate design that Heritage Heights will be one of the more vibrant communities in Brampton.

The HHSP has been informally circulated City departments, organized landowners groups and Region of Peel Planning Staff. A summary of comments received to date through this informal circulation is attached as Appendix 2. Staff will address all comments received as well as all future comments through formal circulation. Staff are recommending that a Statutory Public Meeting be held in September to consider the draft policies and provide an opportunity to receive additional formal comments. In the interim, the entire policy package will be posted to the project website so it is easily accessible by the public. Staff will continue to engage with relevant stakeholders to advance and refine the HHSP. The HHSP includes a total of 11 schedules. It is anticipated that subtle changes will be made to these schedules as work advances. While subtle refinements to the HHSP are anticipated as staff respond to formal comment, staff are comfortable that the direction outlined in the HHSP is advanced to a stage where a public meeting is appropriate.

Growth Management

The HHSP area is to be planned to accommodate approximately 124,000 people and 43,000 jobs. It is difficult to predict when build out will be complete as it is impossible to predict market conditions 30 years out, however, there is an eagerness to see the community completed within the 2051 time horizon. The Provincial Growth Plan sets targets, requiring a minimum of 150 to 160 residents and jobs combined per hectare for areas served by Regional Mobility hubs, as well as light rail transit or bus rapid transit. Outside of higher order transit areas, the current minimum Greenfield target is 50 residents and jobs combined per hectare. The HHSP far exceeds provincial minimums, achieving 180 persons plus jobs per hectare. These targets are reasonable, responsible and more sustainable for the City of Brampton. Discussions with Schools Boards are ongoing to determine the number and location of future school sites within Heritage Heights to support the proposed population.

An overall Staging and Sequencing Strategy will be developed for the HHSP to guide infrastructure investments to ensure prudent rollout of necessary infrastructure to support the community as it develops.

Subwatershed Study

On March 30, 2021, an updated Subwatershed Study (SWS) Phase 1: Characterization was presented to the SWS Technical Advisory Committee (TAC) made up of experts from the City, Region of Peel, Credit Valley Conservation Authority as well as additional stakeholders and consultants. Following that meeting, the City hosted a virtual Land Use Planning Workshop on April 30, 2021 to solicit input on a range of environmental and water resources related matters, focused on their influence on the Natural Heritage System (NHS) and Storm water Management (SWM) components of the Preliminary Land Use Concept. The objective of the Workshop was to obtain insights from a cross-section of TAC members on specific matters to consider in refining/updating the Preliminary Land Use Concept related to water and environmental systems, in advance of the Detailed Impact Assessment to be completed as part of SWS Phase 2 work.

Attendees at the workshop were requested to provide written comments following the workshop on matters related to the range of NHS and water resources related topics discussed at the workshop. Input ranged from feature specific refinements, (including annotated maps) to land use considerations and associated principles of environmental planning.

Currently, input is being reviewed and the SWS Team is conducting technical analyses of the water resource systems, (surface and groundwater modelling) stream networks (HDF's and Regulated features) and the Natural System (NHS). This work will run through the summer of 2021 and be presented to the TAC in late summer/early fall. Once feedback is provided on the Detailed Impact Assessment, the SWS Team will move to Phase 3: Management Strategies and Implementation.

It is important to note that while the schedules associated with the HHSP (contained within Appendix 1) show a refined NHS, the final width and delineation of features may change as the SWS study advances through future phases. Based on the Workshop, the land use plan and transportation network experienced minor changes to mitigate more obvious impacts to the NHS. The current refined plan is attached hereto as Appendix 3. The NHS depicted in the refined land use schedule is subject to refinement as more information becomes available through the SWS.

Heritage Heights Community Energy Plan (CEP)

The City wide Community Energy & Emissions Reduction Plan (CEERP) is Brampton's climate mitigation strategy. It provides a plan to achieve a clean, sustainable and resilient energy future in Brampton by focusing on energy efficiency, sustainable transportation and sustainable energy supply and distribution. With these, and the broader sustainability objectives of the CEERP in mind, following Council's endorsement of the Heritage Heights Plan in July, 2020, staff commenced a Community Energy Study to inform the HHSP.

Community energy planning considers all local energy flows that impact activities within a community. Through community energy planning, solutions are identified to increase efficiency from supply through to distribution and end-use. Improved energy efficiency and alternative energy sources can reduce overall energy costs for residents and local businesses, as well as lower greenhouse gas (GHG) emissions.

From an emissions perspective, community energy planning places an emphasis on reducing energy related emissions. Energy related emissions arise from the heating and cooling of homes and buildings, the powering of industries and the movement of people and goods. Community energy planning may also consider measures that address non-energy related sources of emissions, e.g., local opportunities for waste-to-energy or methane-to-energy.

The Heritage Heights CEP will consider Scope 1 and Scope 2 emissions as defined below:

- **Scope 1** – All direct emissions from the activities occurring within the boundaries of the HHSP area, including fuel combustion on site and transportation; and
- **Scope 2** – Indirect emissions from electricity purchased and used within the boundaries of the HHSP area.

Scope 1 and 2 emissions represent approximately 70 to 75% of a community's emissions.

The Heritage Heights CEP will consider opportunities for non-energy related emissions mitigation, including but not limited to carbon sequestration and other land use measures, increased anaerobic treatment of bio-waste, reduced fugitive emissions and reduced process emissions. Carbon sequestration measures can include urban forestry, urban farming, green roofs, naturalization, and natural heritage protection. A co-benefit of sequestration measures can be the ambient climatic effects that shade, solar energy reflection and transpiration have on energy use.

The CEP is progressing well and it is anticipated that final recommendations of the study will inform the development of the energy and sustainability policy section of the final HHSP.

Transportation Study

The goal of the Heritage Heights Transportation Study is to ensure that transportation, land uses and economic development are being considered in a holistic manner such that the resulting community achieves the desired outcomes of the HHSP.

In a deviation from other plans, the HHSP places the human being at the centre of the planning and decision-making process and not the automobile. This fundamental change affects the plan's street network, scale, and multimodal nature, as well as the land use placement, mix, density, and value. The plan recognizes the economic, environmental, health, equity, and quality of life shortfalls of conventional planning that is primarily concerned with vehicle throughput, and,

instead, employs practices that are proven to achieve better outcomes on all fronts. In other words, the HHSP diverges from a suburban, low-density, dendritic street hierarchy-based plan to promote an urban, network-focused approach to transportation and human mobility. The transportation foci of the suburban model were high speeds, level of service for motorists, and the separation of land uses. The transportation foci of the HHSP are place-making, quality of life, climate resilience, human health, modal choice, convenience, equity, safety, comfort, and integration with land uses.

This urban, network-based plan outperforms the suburban model in accommodation of growth, job creation, and quality of life metrics such as natural conservation and access to parks, schools, goods and services for people of all ages and abilities. This change in planning is timely considering the growing support and need to address the health and climate emergencies and simultaneously do better economically. Furthermore, it is timely to prevent adverse impacts that the proposed Highway 413 could cause to Brampton by perpetuating suburban sprawl.

Foundational Elements – Boulevard and Rail Line

Heritage Heights is bisected in an east-west direction by a commuter rail line that connects to downtown Toronto and Waterloo and myriad of places in between. The rail's central location combined with the anticipated population and mix of non-residential and employment uses in Heritage Heights, create a strong argument for the addition of a proposed regional mobility hub along the line as it crosses Heritage Heights. Access to commuter rail has additional benefits to the environment, quality of life, equity, and regional access.

An alignment was developed for the proposed Highway 413 that bisects Heritage Heights in a north-south direction. The highway is likely to result in a variety of negative consequences related to sustainability, car dependency, health, and public costs over time. The alignment can be reimagined to facilitate effective, sustainable and community-oriented transport. Heritage Heights is six kilometres long (north-south) and only 2.75 kilometres wide (east-west); a north-south boulevard with a transitway running down the middle will create a conveniently located, transit-oriented, central spine for the development of Heritage Heights. The transitway would accommodate the proposed regional mobility hub. The idea of a boulevard was selected over other street types because it is urban, civically impressive/attractive, multimodal (across and along), and provides great addresses/edges/access for businesses, institutions, and homes. There is flexibility for Caledon to extend the transitway and a parallel road along the old 413 alignment to connect to a future series of relatively independent places/nodes or whatever Caledon decides is their desired development future. The transitway would accommodate the long-haul trips.

It should be noted that the proposed boulevard contrasts with current MTO thinking for the GTA West Corridor. MTO is proposing a limited-access 400 series highway. The highway would be a barrier. It would repel people from living within the area, lower value and quality of life of those in Brampton, and would be anti-transit, prioritizing auto trips through the city. Conversely, the HHSP's boulevard will be a seam and will attract people, increase value and quality of life, and is pro-transit. Furthermore, there was no proposed regional mobility hub included in MTO's thinking. Instead of the foci for planning being around two highway interchanges, the HHSP focus will be around three transit stations and along the boulevard and multiple access points, providing multiple routing options to accommodate both local and regional auto and transit trips.

Street Typologies

There are two types of streets in Heritage Heights: “framework streets” and “non-framework streets.” Framework streets: i) connect places and districts; and ii) serve as emergency vehicle routes. On framework streets, the motor vehicle speeds are enforced via their cross-section design, to which emergency response times are generally indifferent. Examples of cross-section design measures include street trees, narrow lanes, one-lane in each direction, valley gutters between parking rows and general purpose lanes, and textured permeable paving. Non-framework streets are all the other streets in the street network which provide access to houses, businesses, offices, and parks, and are rarely used by emergency vehicles except for local calls. Most streets in Heritage Heights will be non-framework streets. The motor vehicle speeds on non-framework streets are also controlled by their cross-sections which may be augmented by periodic traffic calming measures such as speed humps, cushions, mini-traffic circles, pinch points, and other measures. It is important to note that all streets depicted on the HHSP land use schedules are considered framework Streets. Non-framework streets will be planned for through future precinct planning.

The Transportation Study is employing a connected network of two-lane, framework streets as opposed to a dendritic hierarchy of four and six-lane roads. The result is a more urban, valuable, and comfortably multimodal community, compared to previous suburban sprawl models. The arrangement of the framework streets was purposefully crafted to provide direct routing and parallel network. Typically, a grid iron pattern of streets is desirable. However, with large environmental features to the west and south, and smaller features peppering the site, a modified approach was required. Furthermore, the network was adjusted to maximize access to the boulevard and transit stations.

Transit Stations

The highest order transit station is at the junction of Heritage Heights Boulevard and the rail corridor. Two other major transit stations are planned along Heritage Boulevard, one immediately north of Wanless Drive, and one immediately south of Bovaird Drive. These three transit stations are central to the highest density and mix of land uses on the site. They will also be the most accessible sites in Heritage Heights through the arrangement of the framework streets, trails, separated bike lanes, and sidewalks.

Included within the Transportation Study will be a collection of street cross-sections, a key map and detailed outlines of street design intent. Attached as Appendix 4 are the street cross-sections. Implementation of these street designs will establish Heritage Heights as one of the most progressive and beautiful communities in Southern Ontario. Staff will work closely with the Region of Peel to review the Transportation Study and assess modelling results.

Bovaird Drive Environmental Assessment and 30% Detailed Design.

Included within Appendix 4 is a cross-section for Bovaird Drive, west of Mississauga Road. Prior to undertaking the Heritage Heights plan, the Region of Peel, in collaboration with the City of Brampton, undertook an Environmental Assessment (EA) for the widening of Bovaird Drive west of Mississauga Road. It is apparent that the approach that guided the Bovaird Drive EA and subsequent detailed design is inconsistent with the current planning work for the HHSP. Staff are therefore requesting that direction be provided by Brampton Council, through Regional Council, to modify the current trajectory of the detailed design for Bovaird Drive to be more consistent with

the section contained within this report. This request is being made by City staff at the behest of Regional staff (See Appendix 5).

Infrastructure Servicing Study

The Infrastructure Servicing Study (ISS) that will support the HHSP is intended to confirm the following:

- That the planning area may be serviced through the logical extension of existing and planned infrastructure with a conceptual plan developed to demonstrate same; and
- That there are no significant downstream or off-site constraints which may preclude development, or where such impediments exist, a strategy is developed to address the issue(s).

The ISS will incorporate results from previous studies undertaken in the general vicinity of the subject lands. In particular, the ISS shall provide co-ordination with the findings of the Heritage Heights Subwatershed Study to examine storm water management requirements.

The ISS will:

- 1) identify and describe potential alternative sanitary sewer and water servicing strategies and systems for the subject lands;
- 2) determine the advantages and disadvantages related to environmental and other issues associated with each conceptual alternative servicing strategy and, on the basis of a comprehensive evaluation, recommend the most efficient and cost effective servicing option;
- 3) determine preliminary storm water requirements, including drainage boundaries, the identification of storm water management facilities and their potential location, such that the secondary plan may appropriately identify potential SWM facilities; and,
- 4) identify servicing implementation strategies to be addressed in the subsequent study program, including potential phasing implications, if any.

Shale

A moratorium by the Province was in place on development in northwest Brampton between 2006 and 2016 in order to protect shale resources for extraction. During the moratorium, neither the City, nor the Region, received any expressions of interest to pursue aggregate extraction. Following expiration of the moratorium, the Region of Peel proposed a Regional Official Plan Amendment (ROPA 32) to formally delete shale protection policies and permit urban uses. ROPA 32 was appealed to the Land Planning Appeals Tribunal (LPAT) by the Province.

ROPA 32 was ultimately approved through the LPAT and the policy direction and mapping related to shale resource protection areas must be reflected in the Heritage Heights policy framework. The HHSP will also anticipate the need to include appropriate policies, based on studies, addressing potential separation, buffering and mitigation of land uses (if required) adjacent to lands identified as High Potential Mineral Aggregate Resource Area (HPMARA) in the Provincial Greenbelt Plan Area

Zoning, Urban Design and Open Space Guidelines

In parallel with the HHSP, staff are advancing work on Zoning, Urban Design and Open Space Guidelines. These guidelines and standards are intended to articulate expectations around the form and character of the built environment as well as the public realm in Heritage Heights. These documents will build on the City's Sustainable Community Development Guidelines, which provides citywide guidance on Built environment, Mobility, Natural Environment and Open Space, and Green Infrastructure and Buildings. These documents will also address Peel Health requirements of the Healthy Development Assessment required for all secondary planning documents.

Interim Control By-law (ICBL 306-2003)

Interim Control By-Law (ICBL) 306-2003 has been in place in Northwest Brampton since 2003. It restricts development within Northwest Brampton to protect for an eventual transportation corridor. Since the resumption of the Province's Environmental Assessment for the GTA West Corridor, a preferred alignment for the GTA West corridor has been determined (see appendix 6). Irrespective of whether or not a highway or boulevard is constructed along the GTA West Corridor route, there are corridor protection policies in place at both the Regional and City level. Staff are of the opinion that it would be appropriate to begin conversations with both the Region and the Province to determine a path forward to modify the ICBL on lands outside of the area that will need to continue to be protected so that development in Heritage Heights can commence.

Next Steps

Staff will continue to refine the HHSP, taking into account the recommendations of the various technical studies being developed in support of the plan. Staff will also consider the input from other levels of government through formal circulation of the attached policies as well as through feedback provided by the public and relevant stakeholders through statutory and non-statutory forums. Staff are intending to bring forward the final HHSP to Council for consideration of formal approval by year-end 2021.

Corporate Implications:

Financial Implications:

There are no financial implications associated with this report

Other Implications:

Block Plan 51-3 (City File: PRE-2021-0065)

Pursuant to a settlement of OPA-101 before the OMB, the MCN Heathwood and Osmington lands, were removed from the Huttonville North Secondary Plan (Area 52) and the Mount Pleasant West Secondary Plan (Area 53), together known as the Heritage Heights Secondary Planning Area and placed into the Mount Pleasant Secondary Plan (Area 51). OPA 101 contains policy direction for studies and form of development as pre-conditions to future development of the affected lands. The lands have since been sold and the new owners have submitted an application for the lands now referred to as "Mount Pleasant Heights". A pre-consultation

application has been submitted for the area (City File: PRE-2021-0065). Although the lands are technically part of the Mount Pleasant Secondary Plan, the lands have been planned congruently with the Heritage Heights Secondary Plan, and the current submission respects the intent of the Heritage Heights Plan.

Term of Council Priorities:

Term of Council Priorities: The proposed conceptual land use plan for Heritage Heights meets all of the Council Priorities and helps to advance the Brampton 2040 Vision by:

- Creating complete communities
- Prioritizing jobs within centres (Proposed Heritage Heights Town Centre)
- Levering innovative community engagement
- Equalizing all modes of transportation
- Promoting sustainable growth
- Creating streets for people
- Promoting the health and well-being of future residents

Conclusion:

The HHSP has been crafted through a highly transparent and engaging process. It sets the framework for an innovative and forward-looking community in northwest Brampton that will not only exemplify the aspirations of the Brampton community, but also be a model community that demonstrates implementation of Provincial planning policy direction.

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Attachments:

Appendix 1: Draft Heritage Heights Secondary Plan
Appendix 2: Comment Matrix – Informal Circulation
Appendix 3: Refined Land Use Plan
Appendix 4: Street Cross-Sections
Appendix 5: Region Correspondence Regarding Bovaird Drive W
Appendix 6: Heritage Heights ICBL and GTA West