

**Date:** 2022-05-02

**Subject:** **Draft Brampton Plan (Official Plan)**

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**Report Number:** Planning, Bld & Ec Dev-2022-491

**Recommendations:**

1. That the report titled: Draft Brampton Plan (Official Plan), to repeal and replace the City of Brampton's current Official Plan, to the Planning and Development Committee Meeting of May 30, 2022, be received; and
2. That Planning, Building and Economic Development Department staff be directed to report back to Planning & Development Committee with the results of the Public Meeting and final recommendations.

**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.
- Brampton Plan builds on the foundation of the 2040 Vision.
- Five phases of review have taken place over the past two years to prepare the Draft of Brampton Plan (new Official Plan).
- Community Engagement has occurred throughout the COVID-19 Pandemic to create the plan, with two Open Houses recently held on May 18<sup>th</sup> and 19<sup>th</sup>, 2022.
- A Special Meeting of Council is scheduled for June 29, 2022 for Council to consider Brampton Plan

**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:

### Policy Context

Official Plans are developed under a framework established by the Province of Ontario to ensure that short-and long-term growth is coordinated in a manner to meet local social, economic, built and natural environment needs and aspirations. Municipal Official Plans must be consistent with the ***Provincial Policy Statement, 2020*** (PPS, 2020) issued under the ***Planning Act***, and must conform to, or not conflict with any applicable Provincial and Regional Plans, including the ***A Place to Grow: Growth Plan for the Greater Golden Horseshoe, including amendment 1, 2020 (the Growth Plan)***, the ***Greenbelt Plan***, and the ***Region of Peel Official Plan***, as they relate to the City of Brampton.

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 Work Program

The work program to create the Draft Brampton Plan document consists of five phases extending over two years, from January 2020 to June 2022, as outlined below and illustrated in Appendix 1. The City is currently at the Public Meeting stage noted in Phase 5.

#### Phase 1 – Background Review and Community and Stakeholder Engagement Strategy

- Consolidate background reports;
- Prepare a technical memo;
- Brampton 2040 Speaker Series; and
- 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; and

- Stakeholder Engagement Sessions.

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

- Policy benchmarking and conformity analysis;
- Secondary Plan review;
- Community Structure review; and
- 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; and
- Finalize Discussion Papers for online posting.

#### 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; and
- Submit to Region of Peel for approval.

The following are technical highlights pertaining to background work conducted for Brampton Plan.

#### **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 2040 Vision and ultimately the development of Brampton Plan. Attached as Appendix 2 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.

#### **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. 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) – Reflects 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. In the coming weeks, Peel staff will be working with Hemson to update the detailed SGU forecasts to reflect the approved Regional Official Plan. These adjustments will not impact the overall approved 2051 allocation of population and employment to the lower-tier municipalities.
3. Scenario 3 (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, and 10.6% between 2016 and 2021, 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 300,000 to 400,000 between 2021 and 2051.

### **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).

Attached as Appendix 3 is the Land Needs and Growth Forecasting work.

### **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;
- Introduction of Bill 109, the More Homes for Everyone Act, 2022;
- 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; and
- Regional Council approval of the Region's Official Plan.

The project team has undertaken a thorough review of the current Official Plan and have prepared a Policy Conformity Matrix that informed discussion papers and policy development in later phases of the Brampton Plan process. A copy of the Conformity Matrix is attached as Appendix 4.

### **Discussion Papers**

Building on the work completed during the 2040 Vision, as well as the work conducted in earlier phases of the Brampton Plan work program, a number of discussion papers were prepared to guide more focused subject matter reviews. While never losing site of the community aspirations contained within the 2040 Vision, discussion papers began to merge those aspirations with technical reality and planning conformity.

Seven Discussion Papers were prepared on the following subjects:

1. Arts and culture;
2. Attainable and Supportive Housing;
3. Natural Environment, Climate Change and Resiliency;
4. Growth Management Framework;
5. Employment and Retail;
6. Urban Design, Open Spaces and Recreation; and
7. Transportation and Connectivity.

Discussion Papers are attached as Appendices 5 through 11.

### **Draft Brampton Plan (Attached as Appendices 12 and 13)**

### **Testing the Vision**

Brampton Plan builds on the 2040 Vision that was endorsed by Council in May, 2018. Brampton Plan identifies City-Wide Building Blocks that are foundational to the plan. They build upon and modify the 2040 Vision's seven directions, to reflect priorities identified through engagement. The Brampton Plan Building Blocks are as follows:

- Nurturing Strong and Connected Communities;
- Sustainability and Climate Change;
- Jobs and Living Centres;

- Housing and Social Matters;
- Health and Wellness; and
- Mobility and Connectivity.

### **Brampton Plan Structure**

The Plan has been structured around four chapters and associated schedules as follows:

Chapter 1 – Imagining Brampton, describes the vision for Brampton to 2051 and beyond;

Chapter 2 – Shaping Brampton, establishes policies to realize Brampton’s vision;

Chapter 3 – Implementation & Measurement, contains tools to implement Brampton Plan;

Chapter 4 – Site & Area Specific Policies, apply to specific sites or areas in the city; and

Schedules – Sixteen schedules that show where policies apply.

### **Building an Urban City**

Brampton Plan takes an integrated approach to planning and brings together two frameworks, City-Wide Growth Management and Mobility that includes the following:

1. Urban Centres and Boulevards
  - Concentrate density to enable development and redevelopment opportunities.
  - Are envisioned as attractive, vibrant and urban places.
  - Create logical areas of concentration for employment and supportive housing that are well-served by transit.
2. Corridors & Mixed-Use Areas;
  - Corridors are identified along streets served by Rapid Transit networks.
  - Along corridors, a broad mix of uses and more intense built forms are directed.
  - Mixed-Use Areas concentrate a diversity of functions, a higher density of development and mix of uses within Primary Major Transit Station Areas.
3. Neighbourhoods;
  - Reflect new and existing residential, commercial and institutional areas of Brampton, including parks.
  - Reflect a desire to create 15-minute complete neighbourhoods.
  - Contain amenities for day-to-day living close to home.
  - Permit a wide range of uses, with greater heights permitted closer to transit routes.
4. Employment Areas
  - Permit a wide range of uses.
  - Protect from further fragmentation of employment areas.
  - Include Major Institutional uses, such as hospitals and post-secondary Institutions.
  - Seek to improve the City’s activity rate.
  - Permit additional uses along the Rapid Transit Network and within Mixed-use Areas.
5. Natural Heritage System.
  - An interconnected network of natural features.
  - Sets the context for conservation and protection.
  - Will be protected, enhanced, restored and conserved.
  - Provides habitat and ecosystems that extend beyond Brampton.

- Supports the City's ability to adapt to climate change.
6. Mobility
    - Active Transportation Network.
    - Transit Network.
    - Streets Network.
  7. Framework of Heights
    - General framework to direct intensity of development to specific locations within the City, directly linked to the provision of transit.
    - Tallest buildings are anticipated in the Urban Centres – Uptown, Downtown and Bramalea.

The Building Blocks of Brampton Plan flow directly from the key directions as outlined in the 2040 Vision as follows:

1. Nurturing Strong and Connected Communities
  - Urban design policies.
  - Planning for community hubs, services and facilities.
2. Sustainability and Climate Change
  - Supports implementation of the Community Energy and Emissions Reduction Plan (CEERP).
  - Sustainability policies.
  - Prepares the city for climate change and provides direction for climate adaptation.
  - Protects and enhances the urban forest.
  - Considers the role of infrastructure in building a climate-friendly community.
3. Housing and Social Matters
  - Implements Housing Brampton.
  - Establishes ownership and rental housing targets.
  - Establishes policies to encourage missing middle and purpose built rental housing forms.
  - Supports additional residential units and other supportive housing options.
4. Mobility and Connectivity
  - Provides a framework for complete streets.
  - Sets policies for active transportation.
  - Aligns with the City's parking plan.
  - Addresses Vision Zero and Equity in street design.
  - Sets the stage for the future Transportation Master Plan.
5. Health and Wellness
  - Sets a parks hierarchy.
  - Provides a framework for the design and acquisition of parklands.
  - Addresses land use compatibility.
6. Jobs and Living Centres
  - Fosters conditions for innovation and entrepreneurship.
  - Encourages remediation of brownfields.
  - Recognizes the importance of public art.
  - Sets policies to identify, evaluate and conserve Brampton's cultural heritage resources.

## **Implementation and Measurement**

The Implementation and Measurement Chapter sets out how Brampton Plan will be implemented and how the City, public, applicants and agencies are to use the policies. It also provides a framework for the completion of future Secondary Plans and other studies and establishes the foundations for the City's Growth Management program.

## **Community Engagement**

Brampton Plan launched prior to the COVID-19 pandemic. The bulk of the work has; however, been undertaken during the pandemic. As a result, the Brampton Plan team pivoted to a largely virtual format that proved to be quite successful. Some engagement highlights include:

- 3 Town Halls with 600+ attendees;
- 7 Community Focus Group Sessions with 150+ community members and organizations;
- Virtual engagement sessions and Online Surveys for each of the Discussion Papers;
- 15+ Community Presentations;
- Ethnic Radio Station Engagement Sessions;
- Open Houses on May 18<sup>th</sup> and 19<sup>th</sup>; and
- Technical Working Group meetings with Internal and External Stakeholders.

## **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. It is anticipated that a new Draft Zoning By-Law will be ready in Q1 of 2023. A consistent goal for both documents is to create a 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.

## **Planning Act Requirements:**

Pursuant to Section 17 (15) of the *Planning Act*, R.S.O.1990, a statutory public meeting must be held in the course of preparing a plan to provide the public with an opportunity to make public representations on the draft contents. The *Planning Act* identifies that all relevant information and materials, as well as the public notice, needs to be provided to the prescribed public bodies and the public at least 20 days in advance of the public meeting. A copy of the proposed plan has been available on the Brampton Plan website since April 26, 2022 for review and comment, and the notice of public meeting was posted online, printed in the Brampton Guardian, and shared with prescribed public bodies the week of April 25 – 29, 2022. In conformity with Section 17 (19.2) of the Act, any person who attends the public meeting has an opportunity to make a presentation on the contents of the proposed plan.

The City hosted two open houses on May 18 and 19, 2022 to provide further details on the plan and provide an opportunity for the public and stakeholders to ask questions and provide feedback to the City prior to the statutory public meeting. A commenting deadline of June 3, 2022 has been



set, however, any person or public body is able to make written submissions to Council up until the time the plan is adopted.

### Appeal Rights

In accordance with section 17 (36), a person or public body who made oral submissions at a public meeting or written submissions to Council before the plan was adopted, the Minister, or in the case of a request to amend the plan, the person or public body that made the request, may appeal all or part of the approval authority's decision to the Tribunal by filing a notice of appeal with the Regional Municipality of Peel no later than 20 days after the notice is given under section 17 (35) of the *Planning Act*.

### Next Steps

Following the Public Meeting, comments will be consolidated into a revised plan that will be presented at a Special Meeting of Council on June 29<sup>th</sup>, 2022 for Council's consideration. Subject to Council's approval, Brampton Plan will then go to the Region of Peel for formal approval.

### **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:**

Building on the foundation of the 2040 Vision that was endorsed by Council in May of 2018, the process to develop Brampton plan has engaged the community to test the vision and develop policy that will move Brampton in the direction of the 2040 Vision. Following receipt of comments from the Public Meeting, staff will address the comments received and report back with recommendations to the June 29, 2022 Special Meeting of Council.

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**Attachments:**

- Appendix 1 Work Program
- Appendix 2 Documents Review and Gaps Analysis
- Appendix 3 Land Needs Analysis and Growth Forecasting
- Appendix 4 Conformity Matrix
- Appendix 5 Arts and Culture Discussion Paper
- Appendix 6 Attainable and Supportive Housing Discussion Paper
- Appendix 7 Natural Environment, Climate Change and Resiliency Discussion Paper
- Appendix 8 Growth Management Framework Discussion Paper
- Appendix 9 Employment and Retail Discussion Paper
- Appendix 10 Transportation and Connectivity Discussion Paper
- Appendix 11 Urban Design, Open Spaces and Recreation Discussion Paper
- Appendix 12 Draft Brampton Plan
- Appendix 13 Draft Brampton Plan Schedules
- Appendix 14 Statutory Public Meeting Presentation