

**Date:** 2023-01-16

**Subject:** **Recommendation Report – City-Initiated Official Plan Amendment to the Credit Valley Secondary Plan Area 45, Wards 4 and 5**

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**Report Number:** Planning, Bld & Ec Dev-2022-776

**Recommendations:**

1. That the report titled “**Recommendation Report – City-Initiated Official Plan Amendment to the Credit Valley Secondary Plan Area 45, Wards 4 and 5**” to the Planning and Development Committee meeting of April 24, 2023, be received;
2. That the City-initiated Official Plan Amendment, file: Planning, Bld & Ec Dev-2022-776, be approved, on the basis that it represents good planning, including that it is consistent with the Provincial Policy Statement, conforms to the Growth Plan for the Greater Golden Horseshoe, the Region of Peel Official Plan and the City’s Official Plan, for the reasons set out in this report; and,
3. That the amendments to the Official Plan, which are generally in accordance with the attached Appendix C to this report, be adopted.

**Overview:**

- **This report recommends approval of a City-initiated Official Plan Amendment to the Credit Valley Secondary Plan Area 45, to add back lands to the Springbrook Tertiary Plan that were previously removed in 2020, so that further considerations could be made to the increase in height and density for lands fronting onto Queen Street West.**

- **The subject lands are within the Springbrook Special Study Area in the historic hamlet located at the intersection of Queen Street West between Elbern Markell Drive and Creditview Road.**
- **On October 26, 2020, a Modified Tertiary Plan was adopted by Council, excluding lands with frontage along Queen Street West.**
- **A Statutory Public Meeting for the City-initiated application was held on June 6, 2022. There were several members of the public who spoke at the meeting and submitted correspondence on this item.**
- **The objectives of this Official Plan Amendment are to increase densities within the Springbrook Tertiary Plan Area for lands fronting onto Queen Street West and to add these lands back into the Tertiary Plan.**
- **The Official Plan Amendments are consistent with the Provincial Policy Statement, and conform to the Growth Plan, the Region of Peel Official Plan and the City of Brampton Official Plan and draft Brampton Plan.**
- **The proposal is consistent with the Term of Council Priorities supporting “A City of Opportunities” theme.**

### **Background:**

The Springbrook Settlement Area is a historic hamlet located at the intersection of Queen Street West between Elbern Markell Drive and Creditview Road, within the Credit Valley Secondary Plan Area 45. See Appendix A for Site Context Map. Since 2007, the City has been working on studies and implementing policies for the Springbrook area. There were several pauses to the studies due to the widening of Queen Street West and the presence of Redside Dace, an endangered species, in the Springbrook Creek. The Springbrook community is no longer a small hamlet in the City, but is part of a larger connected community on a Primary Urban Boulevard where there is accessible transportation and a planned Brampton Rapid Transit (BRT).

The Springbrook Community Guidelines (2008) are over 15 years old and no longer reflect the vision of the City for this area, nor are the current low densities reflective of provincial direction for the City of Brampton as set out in *Bill 23, More Homes Built Faster Act, 2022*. Additionally, the Functional Servicing Report (Sept 2020) and Background, Analysis and Recommendation Report prepared by WSB Canada (Jan 2019) does not reflect the current densities and growth envisioned for the area. As a result of the changing environment, we must adapt and prepare to meet the demands of a growing City with complete and integrated communities.

On October 26, 2020, a Recommendation Report titled City-initiated Official Plan Amendment to the Credit Valley Secondary Plan Area, implementing the “Springbrook Settlement Area Tertiary Plan” was brought forward for Council’s consideration. The lands with frontage along Queen Street West were excluded and a Modified Tertiary Plan was adopted (attached as Appendix B).

On June 6, 2022, at the Planning and Development Committee meeting, Staff presented a draft City-initiated Official Plan Amendment that proposes to delete the “Springbrook Settlement Area” in the Credit Valley Secondary Plan Area 45, and add these lands back into the “Springbrook Tertiary Plan adopted in 2020” (attached as Schedule SP45(b) in Appendix C). The proposed amendment will help meet the vision for higher densities along Queen Street West and help the City achieve the residential unit targets set by the Province of Ontario as part of the *More Homes, Built Faster: Ontario’s Housing Supply Action Plan 2022-2023*.

### **Current Situation:**

Currently, municipalities are looking at ways in which intensification and infill can be utilized to make more efficient use of lands and resources, in an attempt to create housing that is accessible by all people. This approach is consistent with Provincial direction, such as the *Growth Plan for the Greater Golden Horseshoe*, and conformity to *Planning Act* changes as a result of Bill 23, the *More Homes Built Faster Act, 2022* which allocates a target of 113,000 new homes to be built in Brampton by 2031.

The City of Brampton is in the process of drafting a new Official Plan, which will align to new provincial legislation and direction. The City’s new draft Official Plan – *Brampton Plan* – is proposed to contain policies and direction that will help guide the City’s growth and development. All of Queen Street has been identified in *Brampton Plan* as a Primary Urban Boulevard and Higher Order Transit. Boulevards are vibrant and prominent streets in the city. They provide for a mix of uses and intensity of built form served by higher order transit, while also providing critical connections to the rest of the city and region.

Boulevards are important places for movement, living, and commerce along major streets where re-urbanization and intensification is anticipated and encouraged. Higher Order Transit generally operates in partially or completely dedicated rights-of-way, outside of mixed traffic, and can achieve levels of speed and reliability greater than mixed-traffic transit. Higher order transit (BRT) is planned along Queen Street, from Mississauga Road to Hwy 50, which is an area where higher density land uses can be directed as indicated in Appendix D. In *Brampton Plan*, Primary Urban Boulevards are planned to accommodate low rise plus and mid-rise building typologies (up to 12 storeys in height).

### **Proposal**

This report recommends approval of the City-initiated Official Plan Amendment to the Credit Valley Secondary Plan (Area 45), which proposes to return lands with Queen Street West frontage back into the Springbrook Tertiary Plan Area. Additionally, the Springbrook Settlement Area and Special Study Area will be deleted entirely, and replaced with the Springbrook Tertiary Plan Area. The proposed Official Plan Amendment will introduce two new land use designations and outline policy provisions that will apply to the Springbrook Tertiary Plan Area, as follows:

### ***Medium Density Residential (Mid-Rise)***

This new land use designation will permit mid-rise apartment buildings ranging in height between five (5) to (12) storeys, and commercial uses may be permitted at grade. Lands fronting onto Queen Street West can be developed up to 12 storeys and gradually transition to lower heights when adjacent to existing residential or lands not fronting onto Queen Street West. Additionally, a high quality architectural treatment and streetscape is to be incorporated.

### ***Mixed Use Medium-High Density Residential***

The intent of this new land use designation is to ensure that buildings at the key intersections of Queen Street West with Creditview Road and with Elbern Markell Drive present as a gateway to the Springbrook community. This land use designation shall be developed for mid-rise apartment buildings with a maximum height of 14 storeys, with commercial uses permitted at grade. Mid-rise apartment buildings shall be sited and oriented to address the intersection and contribute to the establishment of a well-structured focal point. Additionally, site design, landscaping and appropriate buffer treatment will be required to establish and reinforce their focal significance.

In order to achieve a superior streetscape, a superior standard of built form is required. This shall include a gradual transition of height, setback, scale and massing along individual streetscapes from low-rise properties, generally guided by the application of an angular plane. The maximum height of Mixed Use Medium-High Density Residential buildings will not exceed the 45-degree angular plane measurement from the low-rise properties (see Appendix E for Neighbourhood Concept and 3D Concept).

### ***Stormwater Management and Servicing***

Since the lands fronting onto Queen Street West will be developed at a higher density than what was envisioned within the WSP Functional Servicing Report (2020) and the Stormwater Management Report (2020), there is a need to comprehensively address servicing capacity for the entire tertiary plan area, based on the new updated population estimates (see Appendix F). As a result, developers within the Springbrook Tertiary Plan Area will have to submit a joint master servicing plan, which demonstrates how stormwater will be managed and how the subject lands will be serviced. Policies have been added regarding the need to have the master servicing plan approved prior to the approval of any applications within the Springbrook Tertiary Plan Area.

To ensure an equitable distribution of costs to undertake the servicing studies, and any infrastructure upgrades if necessary, a policy has been added requiring development proponents in the Springbrook Tertiary Plan Area to enter into a Cost Sharing/Front-End Agreement, or a similar agreement to the satisfaction of the City and the Region.

### ***Transportation***

A key purpose of the Springbrook Tertiary Plan Area is to ensure that a coordinated private or public road network and approach to access is provided, prioritizing opportunities to extend and connect to the existing road network.

The Tertiary Plan road accesses and network are conceptual, and represent an illustration of a feasible network that best supports the policies and principles of the Tertiary Plan. There will be pedestrian connectivity by trails and a robust sidewalk system leading to natural heritage features, parks, open spaces and public transportation, as seen in Schedule SP45(b) in Appendix C. In addition, if private roads are proposed to replace public roads the applicant(s) shall provide all required public access easements. The final road alignments and accesses to Queen Street West and Creditview Road will be determined as part of the development approval process, demonstrated through the submission of transportation studies for applications within the Springbrook Tertiary Plan Area.

### ***Transit***

There are existing Züm stations that will be maintained until the proposed Brampton Rapid Transit (BRT) is extended to this segment of Queen Street West. Specifically, Queen Street West has been identified as a Primary Urban Boulevard in the *Brampton Plan*, as seen on Appendix D, Schedule 1 City Structure. The proposed increased height and density for lands fronting onto Queen Street West will help support ridership and help create a sustainable transit system.

### ***Urban Design***

Development proponents within the Springbrook Tertiary Plan Area will have to deliver a high quality architectural standard, which is to be ensured by a thorough review and approval of Urban Design Briefs for all Medium Density Residential (Mid-Rise) and Mixed Use Medium-High Density Residential designated areas. In addition, a high quality public realm that is coordinated with the City's Urban Design and Open Space staff, as well as regulated through an approved Urban Design Brief, will be required.

### **Planning Analysis**

The proposed Official Plan Amendment is consistent with the *Provincial Policy Statement (2020)* and is in conformity with *A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)* as well as the *Region's Official Plan (2022)*. The proposed Official Plan Amendment is also generally consistent with Brampton's Official Plan (2006), *Brampton Plan* and appropriately considers matters of provincial interest as set out in Section 2 of the *Planning Act*. For a comprehensive planning analysis, please see Appendix G.

### ***Planning Act***

The Springbrook Tertiary Plan has regard for Provincial interest as set out in Section 2 of the *Planning Act*, in particular:

- The protection of ecological systems, including natural areas, features and functions (Section 2(a)).
- The orderly development of safe and healthy communities (Section 2(h)).
- The adequate provision of a full range of housing, including affordable housing (Section 2(j)).

- The appropriate location of growth and development (Section 2(p)).
- The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians (Section 2(q)).

Bill 23 received Royal Assent on November 28, 2022, and the Province's stated goal is to build 1.5 million homes in Ontario over the next 10 years. Through the related Housing Supply Action Plan, the Province's goal is to achieve a residential unit target of 113,000 new homes to be built in the City of Brampton by 2031, which equates to approximately 400,000 new residents. This 10-year housing target represents an annual average of approximately 11,300 new households, equating to an annual increase in total housing growth nearly three times the City's historical average over past 20 years. This amount of growth was originally intended to be spread out over the next three decades to 2051, which is now expected in the next decade (2031). As a result of Bill 23 and the Housing Supply Action Plan, the City of Brampton must conform to these new provincially-set residential unit targets.

The increased density of the Springbrook Tertiary Plan Area is commensurate with the growth required in other parts of the City to meet the new Provincial requirement. Generally, staff are satisfied that the subject proposal conforms to all applicable policies as outlined in the *Planning Act*.

### ***Provincial Policy Statement (2020)***

Section 3 of the *Planning Act* requires that decisions affecting planning matters "shall be consistent with" policy statements issued under the Act. The *Provincial Policy Statement* (PPS) provides direction on matters of provincial interest related to land use planning and development. The Official Plan Amendment is consistent with the PPS with respect to the land designations, the environment, and housing opportunities.

Staff are satisfied that in particular Sections 1.1.1, 1.1.3.1, 1.1.3.2, 1.1.3.4, 1.4.3, 2.1.1 of the PPS are applicable to this proposal. Staff are generally satisfied that the application is in conformity with all applicable policies, as outlined in the PPS.

### ***A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)***

The provincial Growth Plan includes policy and direction intended to accommodate and forecast growth in complete communities. These are communities that are 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. Generally, staff are satisfied that the subject proposal conforms to all applicable policies, as outlined in the *Growth Plan for the Greater Golden Horseshoe (2020)*.

### ***Region of Peel Official Plan (2022)***

The Region of Peel Official Plan sets the Regional context for more detailed planning by protecting the environment, managing resources, directing growth and establishing a

basis for providing Regional services in an efficient and effective manner. The subject lands are located with the “Urban System” designation in the Regional Official Plan and conform to the related policies with respect to healthy communities, achieving an intensified and a mix of land uses in appropriate areas that efficiently use resources. Generally, staff are satisfied that the subject proposal conforms to all applicable policies, as outlined in the Region of Peel Official Plan (2022).

### ***City of Brampton Official Plan (2006)***

The Official Plan provides guidance and policies for the future of the City. The proposal is consistent with the Official Plan as it meets the general intent of the plan regarding the type of development, the environmental policies are met, the design of the development is consistent with the policies, and that all of the technical matters have been resolved. An Official Plan Amendments to the Credit Valley Secondary Plan Area 45 is required.

### ***City of Brampton Official Plan – draft Brampton Plan (2022)***

*Brampton Plan* provides comprehensive policies that facilitate land use decision making. The purpose of *Brampton Plan* is to give clear direction as to how physical development and land use decisions should plan to meet the current and future needs of its residents. Generally, staff are satisfied that the subject proposal conforms to all applicable policies as outlined in the Brampton Plan (2022).

### **Community Engagement**

The application was circulated to City Departments and external agencies for comment. Notification was provided to property owners within 240 metres of the subject lands, as well as being published in the Brampton Guardian. A statutory public meeting for this application was held at the June 6, 2022 Planning and Development Committee. Minutes of this meeting are contained in Appendix H. Members of the public delegated at the public meeting and letters of correspondence were also received. Details of the statutory public meeting, including a summary of the issues raised by stakeholders and members of the public, and City staff’s responses are provided in Appendix I. All of the correspondence from developers and concerned citizens is documented in Appendix J. Input from City departments and external agencies is contained in Appendix K.

City and Regional staff have met with the six (6) current development proponents, who are all working to advance applications within the Springbrook Tertiary Plan Area, during February and March 2023. The requirement to submit a joint master servicing plan for the entire tertiary plan area was discussed among the landowners. Since the WSP Functional Service Report did not envision the medium density now recommended for this segment of Queen Street West, a comprehensive updated servicing study to support the new developments in the Springbrook Tertiary Plan Area is to be submitted by the applicants prior to development approval.

## **Corporate Implications:**

### Financial Implications:

There are no financial implications associated with the proposed Official Plan Amendment.

### Other Implications:

No other implications have identified at this time.

## **Term of Council Priorities:**

The Official Plan Amendment and associated public meeting facilitate compliance with the Term of Council Priorities 2019-2022 “A Well-run City (Good Government)” priority, with respect to encouraging public participation by actively engaging the community.

Additionally, this application is consistent with the “A City of Opportunities” theme. It supports the building of complete communities to accommodate growth for people and jobs. The proposed amendments will guide the orderly redevelopment of the Springbrook Tertiary Plan Area as a mixed-use medium density residential area that is pedestrian friendly and transit oriented, and which also recognizes the character of the existing neighbourhood.

The proposal satisfies these priorities by:

- Efficiently using land and resources;
- Directing development to an existing settlement area that is within proximity of existing commercial areas and institutional uses; and,
- Providing opportunities for efficient growth within an existing community.

### Living the Mosaic – 2040 Vision

This report has been prepared with full consideration of Brampton’s Vision 2040, and generally aligns with the vision that Brampton will be a mosaic of complete neighbourhoods and vibrant centres.

## **Conclusion:**

This report recommends that Council enact the City-initiated Official Plan Amendment to the Credit Valley Secondary Plan Area 45 in Wards 4 and 5, implementing the Springbrook Tertiary Plan Area.

The Official Plan Amendment is consistent with the Provincial Policy Statement (2020) and in conformity with the *Growth Plan (2020)*, the *Regional Official Plan (2022)*, the *City’s Official Plan (2020)* and the *Brampton Plan (2022)*. Additionally, the proposed



policies conform to Bill 23, the *More Homes Built Faster Act, (2022)* and will help the City of Brampton achieve the residential unit targets as part of the *More Homes, Built Faster: Ontario's Housing Supply Action Plan (2022-2023)*. The proposal and policies related to these amendments have been taken into consideration and approval of the proposed Amendment is in the public interest. Therefore, it is recommended that Council adopt the Official Plan Amendment attached hereto as Appendix C.

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**Attachments:**

Appendix A:	Site Context Map
Appendix B:	Modified Tertiary Plan
Appendix C:	Official Plan Amendment & Schedules A to D
Appendix D:	Draft Brampton Plan Schedule 1 City Structure
Appendix E:	Urban Design Neighbourhood & 3D Concept
Appendix F:	Updated Population Estimates
Appendix G:	Detailed Planning Analysis
Appendix H:	Minutes PDC June 6, 2022
Appendix I:	Results of Public Meeting and Response to Citizens
Appendix J:	External Correspondences Received
Appendix K:	Internal Commenting Departments & External Agency Comments