

**Date:** 2023-07-31

**Subject:** **Information Report - Major Transit Station Areas (MTSAs), Draft *Brampton Plan* Policies, City-wide**

**Contact:** Michelle Gervais, Policy Planner, Integrated City Planning

Claudia LaRota, Supervisor/Principal Planner, Integrated City Planning

**Report Number:** Planning, Bld & Growth Mgt-2023-708

**Recommendations:**

1. That the report from Michelle Gervais, Policy Planner, Integrated City Planning to the Planning and Development Committee Meeting of August 28, 2023, re: **Information Report - Major Transit Station Areas (MTSAs), Draft *Brampton Plan* Policies, City-wide**, be received;
2. That staff be directed to include the proposed MTSA policies and schedules as part of the future Official Plan Amendment recommending adoption of *Brampton Plan*; and
3. That the City Clerk be directed to forward a copy of the Information Report and Council resolution to the Region of Peel.

**Overview:**

- **Major Transit Station Areas (MTSAs) are lands generally within a 500 to 800 metre radius (a 10 minute-walk) of a transit station or stop, primarily located along existing or planned rapid transit corridors, such as a GO rail line, Light Rail Transit (LRT) or Bus Rapid Transit (BRT).**
- **Brampton has a total of 27 MTSAs classified as either “Primary” or “Planned” per the Region of Peel’s Official Plan (ROP).**
- **Initiation of technical studies to inform the full build out of MTSAs is underway, those being – servicing, transportation, heritage and office market forecasts.**

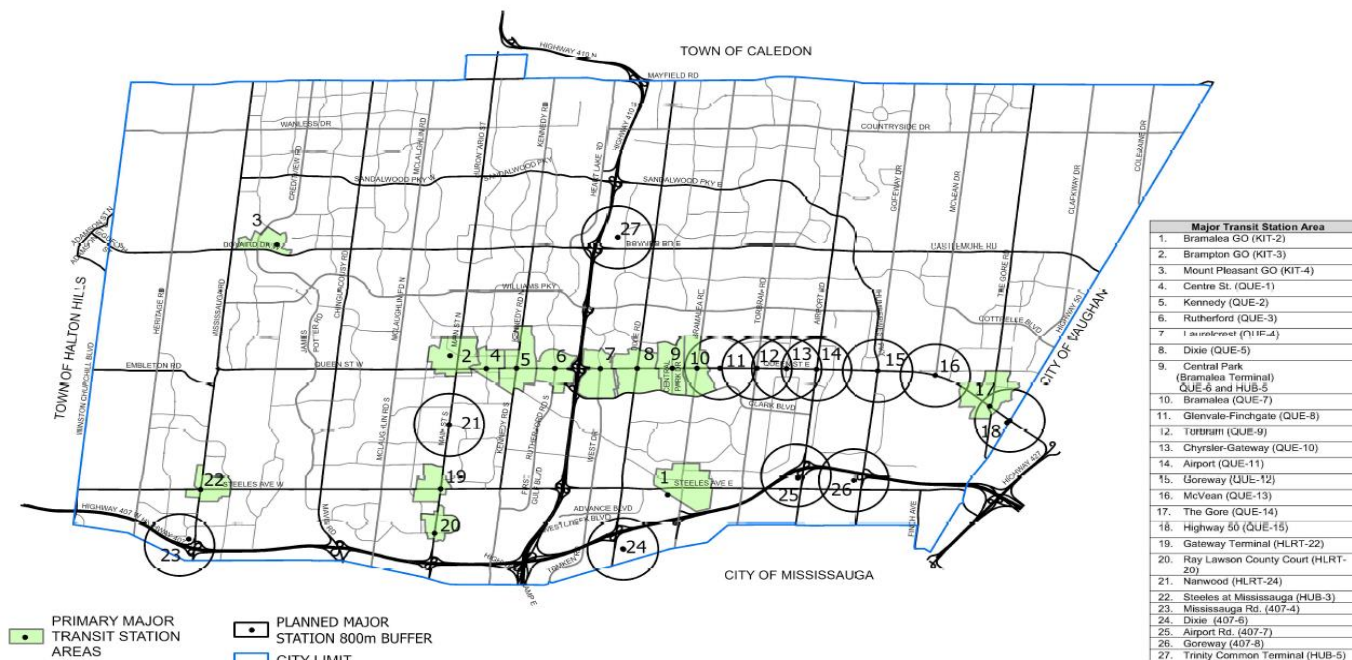
- The Region of Peel has indicated there is a servicing capacity issue for most of Brampton's "Primary" MTSA's. A full water-supply and sanitary servicing capacity analysis is being undertaken by the Region based on the potential density calculations that Brampton staff have provided to the Region for each "Primary" MTSA.
- The transportation networks in MTSA's will be designed to favour, facilitate and encourage healthier and more sustainable travel mode choices as an alternative to the private automobile – such as walking, cycling and transit – and enable mobility for people of all ages and abilities.
- The City of Brampton would require 729,000 sq.m (7,850,000 sq.ft.) of new office gross floor area (GFA) to accommodate office employment to 2051. This would represent a 92% increase in the City's office GFA base over the next 30 years.
- Over the long term, the City should plan to achieve a target that includes a larger portion of major office employment (MOE) in the office-focused MTSA's, which include Steeles at Mississauga, Ray Lawson, Bramalea GO and The Gore.
- Presently, Brampton's activity ratio is approximately 32% and therefore findings of the office market forecast help to ensure that Brampton residents have access to a variety of jobs.
- At the time of writing this report, the City has received a total of 93 development applications in the "Primary" MTSA's – each at different stages of review and approval. Given the uncertainty of some of the development applications moving forward to actual construction, the proposed MTSA land use schedules included in Attachment 1 currently reflect those development proposals that have received Council approval and building permits.
- As Council has not made a decision on development applications that are "in-review", the proposed MTSA land use schedules may not necessarily align with privately initiated amendments. Pending the outcome of the development application review process and Council's decision on privately initiated amendments, the land use schedule can be amended to reflect future changes.
- To provide a level of flexibility and support achieving the City's housing target along with mixed-use communities, lands designated 'Office Mixed-Use' on the proposed MTSA land use schedules may also contain mid-rise or high-rise residential uses, subject to providing the appropriate ratio of employment and residential use.
- It is intended that the proposed MTSA policies and schedules will be incorporated into *Brampton Plan* that will be forwarded to Council for adoption on November 1, 2023.

## Background:

Major Transit Station Areas (MTSAs) are being planned to create a compact urban form with a diverse mix of land uses, varied housing types, tenures, and affordability, and with employment and amenities in close proximity to support existing and planned transit and active transportation infrastructure.

There are 27 MTSAs in Brampton located along existing or planned higher order transit corridors (Kitchener GO line, Hurontario/Main LRT, Queen Street BRT and Highway 407 transitway). Of the 27 MTSAs in the Region of Peel's Official Plan (approved by the Province in November 2022), 14 are classified as "Primary" with delineated boundaries (shown in green on **Map 1**) and 13 as "Planned," without delineated boundaries (shown as circles on **Map 1**).

**Map 1 – MTSA Location and Classification**



## May 17, 2023 Council Adopted Official Plan Amendment 2006-247

Brampton Council adopted an Official Plan Amendment (OP2006-247) on May 17, 2023 which added a number of short-term MTSA policies to the current "in-force" Official Plan. The purpose is to better guide development and land use decisions in MTSAs as the detailed planning and technical studies for "Primary" MTSAs are being completed, and until the new *Brampton Plan* is in effect. OP2006-247 delineates the Protected ("Primary") MTSAs identified in the ROP and identifies the minimum planned density (number of residents and jobs, collectively, per hectare) for each "Primary" MTSA. OP2006-247 also

included the location of “Planned” MTSA’s and several policies to ensure Brampton has the relevant planning framework to manage the ongoing transformation of lands along Brampton’s higher order transit corridors. OP2006-247 was appealed to the Ontario Land Tribunal (OLT). No hearing date has yet to be scheduled.

#### July 31, 2023 Planning and Development Committee Meeting (PDC)

At the July 31, 2023 PDC, the Committee received “*Recommendation Report – “Primary” Major Transit Station Areas – Preliminary Land Use Plans, City-wide*” which included preliminary land use plans for 14 “Primary” MTSA’s. This report also provided direction for staff to hold a statutory public meeting in August 2023 to provide notice of and to seek feedback on the proposed MTSA policies in order to meet Provincial timelines.

Twenty-eight letters of correspondence were received at the July 31, 2023 PDC Meeting in response to the MTSA Recommendation Report. This correspondence can be found online, on the City’s Council and Committee and Agendas webpage: <https://www.brampton.ca/EN/CITY-HALL/MEETINGS-AGENDAS/Pages/welcome.aspx> (refer to the July 31, 2023 PDC 1:00 p.m. agenda – Item 11.3). Additional correspondence to that received at the July 31, 2023 PDC, is included in Attachment 4. Staff’s response to all correspondence received is provided in Attachment 5.

Several changes to the “Primary” MTSA preliminary land use plans have been made in response to the correspondence received. These changes are reflected in the land use schedules attached as Attachment 1.

#### Maximum Building Height Clarification

The Minister of Municipal Affairs and Housing issued a letter dated May 12, 2023 to City of Mississauga Mayor Bonnie Crombie clarifying that there should be no maximum building height restrictions within Protected (“Primary”) MTSA’s. Any height provisions outlined within the City’s general Official Plan and Local Area Plans (Secondary Plans) could remain, however the policies should explicitly outline no restrictions on building heights within the Major Transit Station Areas/ Protected Major Transit Station Areas.

The proposed MTSA land use policies found in Attachment 1 do not include any maximum density or maximum building height policies for lands within “Primary” MTSA’s, however, the draft *Brampton Plan* ‘Neighbourhood’ policies do provide appropriate height ranges for each building typology (e.g. low-rise, low-rise plus, mid-rise and high-rise).

## **Current Situation:**

In addition to the MTSA policies adopted by Council through OP2006-247, the *Planning Act* mandates lower-tier municipalities (such as the City of Brampton) to establish Official Plan policies for “Primary” MTSAs that include authorized land uses and minimum densities required to achieve the overall minimum density targets for each “Primary” MTSA. Brampton’s Official Plan must be amended to include these required policies within one year of the Province’s approval of the ROP (before November 4, 2023).

The purpose of this report is to present proposed MTSA land use policies and schedules that align with Provincial and Regional Plans. The proposed policies establish for each “Primary” MTSA the land uses and minimum development density policies required to achieve the overall minimum density targets outlined in the Growth Plan. The proposed land use policies and schedules are generally based on the preliminary land use plans for the “Primary” MTSAs received by PDC on July 31, 2023.

The proposed land uses and associated policies are intended to guide development within MTSAs to accommodate future growth until 2051 and beyond, with a balance of residents and jobs and through a diverse mix of land uses, housing types, employment opportunities, and amenities.

The proposed land uses and associated policies have been informed by the comprehensive land use planning undertaken during Phase 1 of Brampton’s MTSA Study and comments received from the MTSA technical advisory committee, public stakeholders and the development industry.

Future City-initiated OPAs to supplement the proposed *Brampton Plan* MTSA policies (attached as Attachment 1 to this report) will be required once the comprehensive land use planning by the City has been completed for each “Primary” MTSA. This may include the preparation of a Precinct Plan or a complete City-initiated review of a Secondary Plan area. Future OPAs will amend the applicable Secondary Plans to include policies pertaining to urban design, built form, transportation, active transportation, community services, parks and open space, infrastructure, phasing and implementation. It is intended that future OPAs will be forwarded to Council for adoption in Q2 2024.

## **Proposed MTSA Policies**

Brampton is currently undertaking a review of its new Official Plan (*Brampton Plan*). It is the goal of *Brampton Plan* to support the achievement of complete, transit-oriented developments within its Urban Centres, Boulevards and Corridors, where all “Primary” MTSAs are located. Land use policies (housing, economic development, sustainability,

transportation, cultural heritage, open space, health and infrastructure) to guide growth and transit-oriented development within the City's intensification areas are included in the draft *Brampton Plan*.

To supplement the proposed policies in *Brampton Plan* and to be consistent with the MTSA *Planning Act* requirements, the following is a brief summary of the proposed MTSA policies and schedules to be included in *Brampton Plan* (see Attachment 1):

1. To add MTSA land use, minimum density (floor space index), transportation network, institutional (education facilities), and transition policies to Chapter 4 – Site Area Specific Policies;
2. To add a land use schedule for each “Primary” MTSA (Future Brampton Plan Schedules 13a through 13n); and
3. To add the delineated boundaries of Brampton's MTSA's to future Brampton Plan Schedules 11 (Precinct Plan Areas) and 12 (Site and Area Specific Policies).

#### *Authorized Use of Land*

Draft *Brampton Plan* includes land use policies for several of the proposed land use designations shown on the proposed MTSA land use schedules (Attachment 1), such as Neighbourhoods (Low-Rise, Low-Rise Plus, Mid-Rise and High-Rise), Mixed-use Areas, Employment (Industrial, and Institutional), Natural Heritage System, Parks and Open Space and Community Hubs. The proposed *Brampton Plan* land use policies will apply to the associated land use designations shown on the proposed “Primary” MTSA land use schedules. For the remaining MTSA land uses (listed below), this report outlines the proposed “Primary” MTSA policies to be added to Chapter 4 - Site and Area Specific Policies of *Brampton Plan*.

1. Mixed-Use Areas (Mid-Rise, High-Rise and Downtown Mixed-Use)
2. Office Mixed-Use
3. Employment (Prestige Industrial)
4. Transit Station
5. Landscape Buffer
6. Height Transition Area
7. Proposed Public or Private Street Network
8. Mid-Block Connection

#### *Minimum Densities*

To meet the MTSA requirements of the *Planning Act* and to ensure the desired built form is delivered in Brampton's MTSA's, minimum density policies (expressed as floor space index) are proposed for residential and non-residential land uses in *Brampton*

*Plan.* The minimum densities will be applied on a site-specific basis. Table 1 below summarizes the minimum floor space index (FSI) for each land use designation:

**Table 1: Minimum Floor Space Index (FSI)**

<b>Land Use Designation</b>	<b>Minimum FSI</b>
Neighbourhoods (Low Rise)	0.25
Neighbourhoods (Mid Rise)	0.5
Neighbourhoods (High Rise)	2.5
Neighbourhoods (Institutional)	No Minimum
Mixed-Use (Downtown Mixed-Use)	0.25
Mixed-Use (Low-Rise)	0.25
Mixed-Use (Mid-Rise)	0.5
Mixed-Use (High-Rise)	2.5
Employment (Industrial, Prestige Industrial)	0.25
Office Mixed-Use	2.5

### *Transportation Network*

The transportation networks in MTSA's will be designed to favour, facilitate and encourage healthier and more sustainable travel mode choices as an alternative to the private automobile – such as walking, cycling and transit – and enable mobility for people of all ages and abilities. To that end, planning and development within MTSA's will be based on the principles of transit-oriented development (TOD), where active transportation is supported through safe, well-designed and direct connections between and amongst uses and high order transit stations. The complete transportation network policies are provided in Attachment 1.

### *Institutional (Education Facilities)*

In consultation with the Dufferin Peel Catholic School Board and the Peel District School Board, they have requested the following policy be applied to the MTSA lands:

*“The City will work in collaboration with the school board(s) to determine the need for educational facilities and a school block, if required. The location and size of a school facility will be confirmed through the review of development applications. Integrating schools and other community infrastructure with other uses will be assessed by the school board(s) to determine the viability of pursuing innovative approaches in the designs of schools and associated child care facilities.”*

This language is incorporated into the MTSA policies provided in Attachment 1.

## *Transition*

The purpose of the transition policies is to provide a specific framework for existing low-rise commercial, retail and industrial uses to operate or expand, while ensuring redevelopment, reconstruction or expansion of existing uses does not inhibit or preclude desirable and planned future development or redevelopment within MTSA's in accordance with the MTSA land use designations. The MTSA transition policies are provided in Attachment 1.

## *Density and Housing Units:*

Based on the proposed MTSA land use schedules, full build-out densities were projected up to the 2051 planning horizon for each MTSA to show how the minimum density targets required by the Growth Plan will be achieved for each "Primary" MTSA. Most of the "Primary" MTSA's significantly exceed the Province's minimum density targets. The final MTSA projected densities and an analysis of how Brampton's "Primary" MTSA's will assist in achieving Brampton's Municipal Housing Pledge to deliver 113,000 new housing units by 2031 will be provided in the future Recommendation Report to be brought to PDC and Council in conjunction with the adoption of *Brampton Plan*.

## Planning Applications:

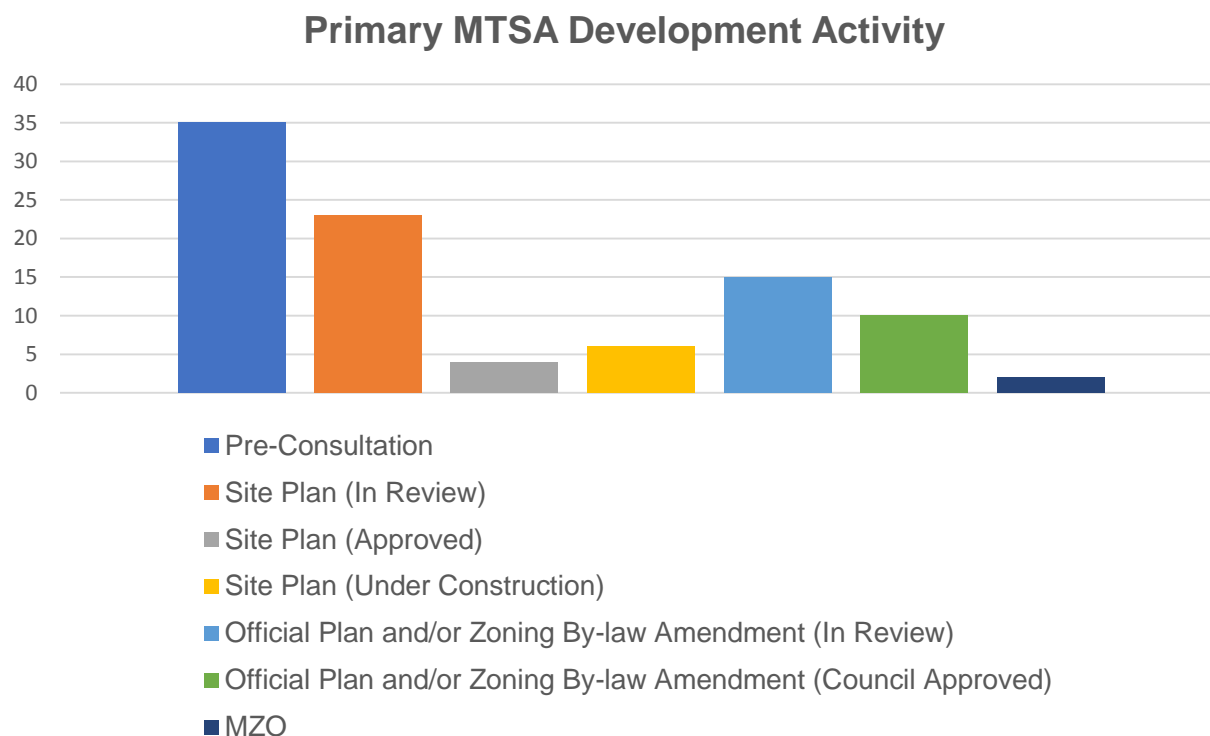
At the time of writing this report, there are 93 applications in the "Primary" MTSA's and two Minister Zoning Orders (MZOs). The Development Activity maps found in Attachment 3 show the status ("In Review" or "Approved") of all active Official Plan and/or Zoning By-law Amendments and Site Plan applications within 13 of the 14 "Primary" MTSA's. Laurelcreek MTSA is not included as there are no active development applications.

Active development applications in the "Primary" MTSA's include:

- 35 Pre-Consultation Applications;
- 33 Site Plan Applications (in various stages);
- 25 Official Plan and/or Zoning By-law Amendment Applications (in various stages); and,
- 2 MZO requests.

The graph below summarizes development activity, by status, within "Primary" MTSA's.





Given the uncertainty of some of the development applications moving forward to actual construction, the proposed MTSA land use schedules included in Attachment 1 currently reflect the land uses of the development proposals that have received Council approval, and those receiving building permits. As Council has not made a decision on development applications that are “in-review”, the proposed MTSA land use schedules may not necessarily align with privately initiated amendments.

If a development application is approved by Council prior to *Brampton Plan* being adopted, the proposed MTSA land use schedules will be amended accordingly to reflect Council’s decision. All applications received and/or deemed complete prior to *Brampton Plan* being adopted will continue to be processed, and staff will work with applicants to prepare amendments to the MTSA land uses/policies, if necessary, to reflect future Council decisions.

#### Technical Studies Findings:

Four technical studies – Master Transportation Study, Master Servicing Plan, Cultural Heritage Assessment Report and an Office Market Review are being undertaken as part of Brampton’s MTSA Study. To date, only the Office Market Review has been completed.

A summary of the preliminary work completed by the city’s consultant (Arup) on the Master Transportation Study and Master Servicing Plan is provided below:

### *Master Transportation Study*

Arup is assisting the City in developing land-use and multi-modal transport-network plans for 12 “Primary” MTSAs (excluding Steeles at Mississauga and Bramalea GO MTSAs). Arup is employing a mix of qualitative and quantitative methods with the goal of developing a connected grid network of complete streets prioritizing active transportation to facilitate sustainable mode shift within MTSAs. The analyses serves to help identify opportunities to provide more direct pedestrian and active routes and prioritize locations for supportive infrastructure. To address the results of these analyses, Arup is proposing policies aimed at promoting comfort, safety, and sustainable mode shift. Arup will prepare a summary report documenting the results and recommendations of the complete transportation analysis that will reviewed by the City, in consultation with the Region of Peel.

### *Master Servicing Strategy*

Arup is preparing a stormwater analysis quantifying changes in peak-flow conditions expected to occur from the opening of new public rights-of-way in “Primary” MTSAs. Arup is focusing this analysis on changes occurring on publicly owned lands because private developers are required to manage stormwater to pre-development conditions. To mitigate stormwater run-off from expected increases in impervious area, Arup is proposing adjustments to Brampton’s Complete Streets typologies to include expanded vegetated buffers accommodating the incorporation of bioswales (green stormwater retention). The aim of this analysis and approach is to help minimize the need for additional piped infrastructure. Arup will prepare a summary report documenting this analysis and the results, which will be reviewed by the City, in consultation with the Conservation Authorities.

### *Region of Peel*

The Region of Peel has indicated there is a servicing capacity issue for most of Brampton’s “Primary” MTSAs. A full water-supply and sanitary servicing capacity analysis is being undertaken by the Region based on the potential density calculations that Brampton staff have provided to the Region for each “Primary” MTSA. The analysis by the Region will be consolidated with the results of ARUP’s stormwater analysis. Based on these analyses, servicing policies may be required to be added to the proposed MTSA policies found in Attachment 1.

The final recommendations of the Master Transportation Study and Master Servicing Strategy studies will be incorporated into the future MTSA OPAs.

A summary of the preliminary work completed by the city's consultant (WSP) on the Cultural Heritage Assessment (dated June 2022) is provided below:

### *Cultural Heritage Assessment*

The purpose of the Cultural Heritage Assessment is to identify municipally, provincially, and federally recognized properties within three Study Areas located within the Brampton GO and Centre MTSA's. The draft Assessment includes the following for each Study Area:

- Properties recommended for immediate listing on the City of Brampton's Municipal Heritage Register;
- Properties not recommended for immediate inclusion on the municipal heritage register; and
- Candidates for designation under Part IV of the *Ontario Heritage Act*.

Whilst facilitating development and redevelopment of MTSA's and the achievement of provincial density targets, it is strongly encouraged that formally recognized heritage assets are maintained to the extent possible to uphold the character and historic quality of the neighbourhood and to support a neighbourhood scale that is accessible and welcoming. Even if properties are not retained as residential dwellings, consideration should be given to opportunities for adaptive re-use wherever possible.

All Designated Heritage buildings/properties are protected from demolition as heritage resources as per Part IV of the *Ontario Heritage Act*. Any development or redevelopment on or adjacent to these properties shall require a Heritage Impact Assessment and the review of Heritage Staff and the Brampton Heritage Board to preserve the heritage character of the neighbourhood.

All Listed Heritage Buildings which have been formally evaluated through a Cultural Heritage Review and/or a Heritage Impact Assessment (HIA) for Heritage Designation as per part IV of the *Heritage Act* shall be presented for designation to the Brampton Heritage Board and Council. No demolitions of Listed Properties shall occur until an HIA has been completed.

### *Office Market Review*

Below is a summary of the key recommendations of the Office Market Review of MTSA's prepared by Watson & Associates Economists Ltd.:

- Within the City of Brampton Draft Official Plan (O.P.), major office is defined as "office type employment" that is contained within freestanding buildings more than 20,000 net sq.ft. (1,858 sq.m).

- The City of Brampton is anticipated to represent 12% of the major office employment (MOE) growth over the next 30 years in the Greater Toronto Horseshoe Area (GTHA).
- The City of Brampton is an attractive market for office development within the GTHA because of its strategic location, access to labour, skilled workforce and transportation connectivity.
- The current office vacancy rate in Brampton is just over 1%, which is below the average GTA office vacancy rate.
- The City of Brampton would require 729,000 sq.m (7,850,000 sq.ft.) of new office Gross Floor Area (GFA) to accommodate office employment to 2051. This would represent a 92% increase in the City's office GFA base over the next 30 years.
- Over the long term, the City should plan to achieve a target that includes a larger portion of major office employment (MOE) in the office-focused MTSA, which include Steeles at Mississauga, Ray Lawson, Bramalea GO and The Gore.
- The four office-focused MTSA are anticipated to accommodate 39% of the City's MOE growth allocation over the 2021 to 2051 period. This equates to approximately 285,000 sq.m (3,068,000 sq.ft.) of new office GFA.
- To deliver the City's MOE growth until 2051, the ratio of jobs to population that is required in each of the four office-focused MTSA is listed below:

<b>MTSA</b>	<b>MOE Jobs:Population</b>
Steeles at Mississauga	6.3:1
Ray Lawson	1.2:1
The Gore	1.0:1
Bramalea GO	2.2:1

- Steeles at Mississauga is anticipated to accommodate the largest share of MOE among the 4 MTSA, with a ratio of 6.3 major office jobs for every 1 new resident.
- As Brampton plans for Employment Areas in an evolving economy, the MTSA should be viewed as key anchors in supporting the evolution of Employment Areas.
- In order to support a vibrant urban setting that will attract office tenants, the City will need to ensure that the MTSA provide a range of amenities that office employees expect.

The proposed Provincial Policy Statement, 2023 removes office and institutional uses from employment areas. It is essential that Brampton maintains land for future office use now that they are proposed to no longer be considered an employment use and do not benefit from the same protection as employment uses. MTSA's in Brampton must be planned for complete communities providing high quality jobs, not just for residential, over the 2051 planning horizon.

To ensure lands are protected for office uses, "Office Mixed-use" land use designations are located on some of the properties within the four office-focused MTSA's. The associated 'Office Mixed-Use' policies found in Attachment 1 implement the findings of the Office Market Review Study, including providing a minimum ratio of MOE jobs to population. The proposed "Office Mixed-use" designation also permits mid-rise or high-rise residential uses, subject to providing the MOE ratio (per site).

A copy of the Office Market Review of MTSA's prepared by Watson & Associates Economists Ltd. is provided in Attachment 6 to this report.

#### Planning Policy Framework:

The proposed MTSA policies provide alignment and conformity with Provincial and Regional plans. These matters will be assessed in more detail as part of the final *Brampton Plan* Recommendation Report to Council. A summary of the planning policy framework is provided in Attachment 2.

#### **Next Steps:**

Following the statutory public meeting and further analysis and consideration of comments received, the proposed land use policies and schedules included in Attachment 1 will form part of *Brampton Plan*, which is targeting presentation to Council for adoption on November 1, 2023.

#### **Public Meeting Notification Area:**

Notice of the proposed MTSA policies was advertised in the Brampton Guardian. This report has also been posted on the City's website.

#### **Corporate Implications:**

##### Financial Implications:

There are no financial implications associated with the proposed MTSA policies.

### Other Implications:

There are no other corporate implications associated with the proposed MTSA policies.

### **Draft Strategic Plan:**

This Information Report and the associated public meeting facilitate compliance with the draft Strategic Plan focus areas of “Growing Urban Centres & Neighbourhoods”, “Transit & Connectivity” and “Environment Resilience & Sustainability”. It is the intent that the proposed MTSA policies will meet the strategic priorities of the draft Strategic Plan, which will be discussed in the future *Brampton Plan* Recommendation Report.

### **Living the Mosaic – 2040 Vision:**

This report is prepared in full consideration of the overall Brampton 2040 Vision.

### **Conclusion:**

In compliance with the requirements of the *Planning Act*, the City is holding a statutory public meeting to present the proposed MTSA land use and minimum development density policies for “Primary” MTSAAs for public review and comment. It is intended that the proposed MTSA land use, minimum density policies, and schedules be included in *Brampton Plan*, which is targeted to go to Council for adoption on November 1, 2023.

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**Attachments:**

- Attachment 1: Draft *Brampton Plan* MTSA Policies and Land Use Schedules
- Attachment 2: Planning Policy Framework
- Attachment 3: “Primary” MTSA Development Activity
- Attachment 4: Correspondence Received
- Attachment 5: Response to Correspondence
- Attachment 6: *Office Market Review of Major Transit Station Areas*  
prepared by Watson & Associates Economists Ltd., August 2023