



Corporate Report

Clerk's Files

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DATE: March 25, 2011

TO: Mayor and Members of Council
Meeting Date: March 30, 2011

FROM: Edward R. Sajecki
Commissioner of Planning and Building

SUBJECT: **Brampton: Responsible Growth Management - Response to the January 16, 2011, Toronto Star Article "A Region's Rise and Sprawl"**

RECOMMENDATION: That the report entitled *Brampton: Responsible Growth Management - Response to the January 16, 2011, Toronto Star Article "A Region's Rise and Sprawl"* dated March 25, 2011 from the Commissioner of Planning and Building, be received for information.

BACKGROUND: Members of Mississauga City Council received in their Council Information Package dated March 4, 2011 a report from the City of Brampton entitled *Brampton: Responsible Growth Management - Response to the January 16, 2011, Toronto Star Article "A Region's Rise and Sprawl."* The Mayor has requested that a summary of the report and staff comments about the article be prepared for Council's consideration.

The Brampton report, attached as Appendix 1, refutes a number of statements made about Brampton's intensification plans as presented in the January 16, 2011 Toronto Star Article, "The Region's Rise and Sprawl" attached as Appendix 2. The Brampton report has also been forwarded to the Town of Caledon, Regions of Peel, York, Halton and

Durham; Metrolinx, Credit Valley Conservation and the Toronto and Region Conservation Authority for information.

COMMENTS:**Toronto Star Article “The Region’s Rise and Sprawl**

The Toronto Star article published on January 16, 2011, argues that the success of the 2006 Places to Grow Plan will depend on planning decisions made in regional and local municipalities over the next 20 years. It implies that municipalities may have too much flexibility in choosing how to accommodate projected population growth and accuses cities like Brampton of continuing to promote horizontal growth or “sprawl”.

On the basis of a comparison of percentage increases in projected population growth in the Greater Toronto Area (GTA), the article concludes that municipalities like Brampton and Mississauga are planning to intensify much less than other municipalities in the region, relative to size. The simplistic methodology paints an unfair characterization of both Brampton and Mississauga and fails to take into consideration historical development patterns, existing and planned transportation infrastructure and population densities within the designated built area in the GTA.

The Toronto Star article incorrectly implies that municipalities have too much flexibility in choosing how to accommodate intensification. The Province, through the Growth Plan, has forecasted a population for the year 2031 for Peel Region at 1,640,000 persons. The Region, through ROPA 24, has allocated a 2031 population of 805,000 to the City of Mississauga. While Mississauga has the land capacity to absorb more population and employment growth as is acknowledged in the article, we are presently bound to use a future population figure of 805,000 for long range planning purposes. All municipalities are similarly bound by the population projections and figures determined by the Province which, we note, are currently under review.

Brampton Response

The Brampton report was prepared to address questionable comments and conclusions in the article about Brampton's commitment to responsible growth management.

Some of the key issues raised in the Brampton report about the article include:

- Any calculations that may have been done by the reporter may have been skewed due to variations in household size between built areas and greenfields because the data assumed that "40% of all population in the region" must be accommodated through intensification, when in fact, it is "40% of all units in the region" that must be accommodated through intensification by 2015;
- The analysis is simplistic in its treatment of all built boundaries as equal and does not take into consideration large conservation areas or the Pearson International Airport lands which can not be used for residential units;
- Comparing the number of units within the built area divided by the built area of land is not a good indicator that sprawl is being avoided; and
- The analysis fails to note that there is no requirement for a municipal intensification target in the Growth Plan - only a regional one. Therefore, the underlying approach – a detailed municipal comparison of intensification rates - fails to acknowledge that there will be variation among cities in the GTA.

Mississauga Initiatives to Support Intensification

The Toronto Star article also goes on to portray Mississauga's future plans as a lost opportunity for urban intensification. It is clear that the author is not aware of all of the significant initiatives City Council has either endorsed or approved, to support intensification and sustainable development.

These include:

- A new action-oriented *Strategic Plan* which envisions Mississauga with the potential capacity to accommodate 1 million people within 40 years;
- Amendments to the Official Plan in 2009 to conform to Provincial Growth Plan. Mississauga was the first GTA municipality to do so;
- A new *Official Plan* with a revised urban structure and designated Intensification Areas where more than 75% of the City's growth is expected to be accommodated and where considerable development capacity exists to accommodate growth beyond 2031. The Plan is predicated on the notion of balanced growth and includes minimum population and employment density targets and ratios for Intensification Areas that sustain higher order transit services and support complete communities;
- A master plan ("Downtown 21") for the transformation of our city centre to a pedestrian-oriented vibrant Downtown Core which could accommodate more than 500 persons plus jobs (ppj) per hectare (202 ppj per acre) whereas the current projections anticipate about 330 ppj per hectare (121 ppj per acre);
- Project design and related technical feasibility studies and associated Environmental Assessment approval process for Light Rail Transit on the Hurontario/Main Street Corridor in conjunction with the City of Brampton and Metrolinx; and
- Visioning and planning for a potential new community for thousands through the redevelopment of the Ontario Power Generation lands in Lakeview.

The above initiatives support population growth that is above and beyond those contained in the Growth Plan forecasts and are not factored into the City's intensification figures. They illustrate Mississauga's commitment to intensifying within its boundaries and attracting more growth. While Mississauga continues to be a focus for investment today our challenge in the future will be attracting growth with high density housing and desirable levels of services and amenities, particularly transit, as we compete with other Urban Growth Centres and greenfields.

The Importance of Supporting Growth

The success of the Places to Grow Plan lies not only with local municipalities and regions but also with the provincial and federal governments. The importance of securing long term sustainable funding to support higher order transit infrastructure and other services that cannot be secured through development charges is critical for already developed cities like Mississauga which must accommodate nearly all of their projected growth in higher density forms within designated Intensification Areas.

Mississauga has consistently raised the issue of funding from the federal and provincial governments for infrastructure that will support compact urban form and the Provincial Growth Plan. In December 2009, City Council adopted Resolution 0307-2009, attached as Appendix 3, which reiterates Mississauga's support for the Growth Plan and outlines City initiatives already implemented or underway to support intensification. If the Growth Plan is to be truly realized on the ground, funding for infrastructure to support growth must also be a financial priority for higher levels of government.

STRATEGIC PLAN: Mississauga's intensification initiatives support all of the strategic pillars for change.

Move: Developing a Transit Oriented City of Mississauga
Belong: Ensuring Youth, Older Adults and Immigrants Thrive
Connect: Completing Our Neighbourhoods
Prosper: Cultivating Creative and Innovative Businesses
Green: Living Green

FINANCIAL IMPACT: Not applicable.

CONCLUSION: Under the leadership of City Council, Mississauga has been at the forefront in its commitment to the Growth Plan's objectives for curbing sprawl. To imply that Mississauga is not taking its fair share of growth is simply inaccurate and not supportable.

ATTACHMENTS: APPENDIX 1: Report from A. Smith, Director, City of Brampton, Planning Policy and Growth Management, Planning Design and Development, dated January 21, 2011, to the Planning, Design and Development Committee Meeting of January 31, 2011 entitled **Brampton: Responsible Growth Management – Response to the January 16, 2011, Toronto Star Article “A Region’s Rise and Sprawl”**.

APPENDIX 2: Toronto Star Article - “**A Region’s Rise and Sprawl**” published January 16, 2011.

APPENDIX 3 Mississauga Council Resolution 0307-2009

Original Signed By:

Edward R. Sajecki
Commissioner of Planning and Building

Prepared By: Paulina Mikicich, Planner, Policy Planning Division

Council

brampton.ca

BRAMPTON
Flower CityCorporate Services
RECEIVED
Council and Administrative Services

REGISTRY NO.

DATE FEB 24 2011

FILE No.

CLERK'S DEPARTMENT

February 15, 2011

Please see Page 2 for Correspondence Circulation:

Re: **Brampton: Responsible Growth Management - Response to the January 16, 2011, Toronto Star Article "A Region's Rise and Sprawl" (File G65)**

The following recommendations of the Planning, Design and Development Committee Meeting of January 31, 2011 were approved by Council on February 9, 2011:

- PDD028-2011
1. That the report from A. Smith, Director, Planning Policy and Growth Management, Planning, Design and Development, dated January 21, 2011, to the Planning, Design and Development Committee Meeting of January 31, 2011, re: **Brampton: Responsible Growth Management - Response to the January 16, 2011, Toronto Star Article "A Region's Rise and Sprawl" (File G65)** be received; and,
 2. That the Mayor and Chairman of Planning, Design and Development Committee request a meeting with the Premier of Ontario, the Minister of Infrastructure and the Minister of Municipal Affairs and Housing to discuss Brampton's Growth Plan implementation and related implications; and,
 3. That this report be forwarded to the Town of Caledon; City of Mississauga, Regions of Peel, York, Halton and Durham, Metrolinx, Credit Valley Conservation and Toronto and Region and Conservation Authority; and,
 4. That staff of the Planning, Design and Development Department and Economic Development and Communications Department prepare a communication strategy whereby the public is kept informed on the progress of Brampton's Growth Management Plan, and a marketing plan for the Downtown and Central Area.
- PDD031-2011
- That the correspondence from John Stillch, Executive Director, Sustainable Urban Development Association (SUDA) dated January 20, 2010, to the Planning, Design and Development Committee Meeting of January 31, 2011, re: **Moving Towards Sustainable Development** be received.

By copy of this correspondence to staff of the Planning, Design and Development Department and Economic Development and Communications Department, it is hereby understood that they will carry out the direction in the above recommendation.

Yours truly,


Chandra Urquhart
Legislative Coordinator
City Clerk's Office
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(PDD/L1/P1)

cc: Mayor Fennell
Regional Councillor Palleschi
J. Corbett, Commissioner, Planning, Design and Development
D. Cutajar, Commissioner, Economic Development and Communications
A. Smith, Director, Planning Policy and Growth Management
T. Upper, Director, Corporate Communications
J. Given, Manager, Growth Management and Special Policy
I. Newman, Chief of Staff, Mayor's Office

Regional Municipality of Peel
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Brampton, ON L6T 4B9

Town of Caledon
Ms. K. Landry, Clerk
P.O. Box 1000, 6300 Old Church Road
Caledon, ON L7C 1J6

City of Mississauga
Attention: Ms. C. Greer, Clerk
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Mississauga, ON L5B 3C1

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Mr. Denis Kelly, Regional Clerk
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Whitby, ON L1N 6A3

Credit Valley Conservation Authority
1255 Old Derry Road
Mississauga, ON L5N 6R4

Toronto & Region Conservation Authority
5 Shoreham Drive
Toronto, ON M3N 1S4

Sustainable Urban Development Association
Attn: Mr. John Stillich, Executive Director
2637 Council Ring Road
Mississauga, ON L5L 1S6



BRAMPTON
Flower City

11-1

Report

Planning, Design and
Development Committee

Committee of the Council of
the Corporation of the City of Brampton

DATE: January 21, 2011

PLANNING, DESIGN & DEVELOPMENT COMMITTEE

FILE: 085 GP

DATE: January 31, 2011

SUBJECT: Brampton Responsible Growth Management
Response to the January 16, 2011, Toronto Star Article "A Region's Rise
and Sprawl"

CONTACTS: John Corbett, Commissioner of Planning, Design and Development
Adrian Smith, Director of Planning Policy and Growth Management

OVERVIEW:

- The purpose of this report is to respond to misleading and incomplete information included in the January 16, 2011, Toronto Star article "The Region's Rise and Sprawl".
- The article incorrectly asserts that Brampton is a hot spot for horizontal growth on rural lands and that Brampton, along with other municipalities such as Oshawa and Mississauga, plans to intensify much less than others in the GTA relative to size.
- These assertions are made on the narrow analysis of one specific set of numeric factors whereas a more thorough evaluation of the factors associated with accommodating growth in the GTA would conclude that Brampton is a model of responsible growth management and is accommodating its full share of intensification as prescribed by the Provincial Growth Plan.
- This report highlights some of the factors which demonstrate Brampton is a model of responsible growth management. As one of the fastest growing cities in Canada, Brampton has:
 - o Completed a comprehensive public planning process that complies with the requirements of the Provincial Growth Plan;
 - o Planned to accommodate its share of overall GTA and Peel growth prescribed by the Province including an additional 285,000 people and 160,000 jobs between 2006 and 2031; and
 - o Planned for intensification that will accommodate over 60,000 people and 80,000 jobs within the 2006 built boundary.

- **The Provincial Growth Plan calls for a minimum of 40% of growth to be accommodated inside the current built boundary at the regional level. In its Growth Plan amendment, Peel Region is planning to exceed the Province's minimum requirement of 40% intensification and exceed intensification of 50% by 2026.**
- **The Provincial Growth Plan itself plans for the majority of growth (60%) to be accommodated outside current built boundaries. The City of Brampton has forecasted growth of approximately 100,000 jobs and 225,000 people on designated Greenfield lands between 2006 and 2031.**
- **Should places like Peel / Brampton not accommodate Provincially prescribed Greenfield growth, then real sprawl will be encouraged beyond the Greenbelt.**

RECOMMENDATIONS:

1. **THAT** the report from John Corbett, Commissioner of Planning Design and Development and Adrian Smith, Director of Planning Policy and Growth Management re: **Brampton: Responsible Growth Management Response to the Toronto Star Article "A Region's Rise and Sprawl"**; be received;
2. That the Mayor and Chairman of Planning Design and Development Committee request a meeting with the Premier of Ontario, the Minister of Infrastructure and the Minister of Municipal Affairs and Housing to discuss Brampton's Growth Plan implementation and related implications; and,
3. **THAT** this report be forwarded to the Town of Caledon; City of Mississauga; Regions of Peel, York, Halton and Durham; and Metrolinx.

BACKGROUND:

On January 16, 2011, the Toronto Star published an article titled "The Region's Rise and Sprawl" (see Appendix 1). The article provides the author's analysis of growth projections and discusses Growth Plan implementation for municipalities across the GTA. One of the assertions in the article is that Brampton is a hot spot for horizontal growth on rural lands and that Brampton, along with other municipalities such as

Oshawa and Mississauga plans to intensify much less than others in the GTA, relative to size.

At the City of Brampton Planning Design and Development Committee on January 17, 2011, City staff was directed to provide a report as soon as possible to Council or Committee in response to the Toronto Star article (Resolution PDD019-2011 Appendix 2).

CURRENT SITUATION:

As directed, this report provides a City Planning staff response to misleading and incomplete information included in the January 16, 2011, Toronto Star article. The report highlights some of the factors which demonstrate Brampton is a model of responsible growth management despite being one of the fastest growing cities in Canada.

The Toronto Star article does contain some specific factual and policy interpretation inconsistencies which are documented in Appendix 3 to this report. Particularly concerning are the assertions that Brampton is a hot spot for horizontal growth on rural lands and that Brampton, along with other municipalities such as Oshawa and Mississauga, plan to intensify much less than others in the GTA, relative to size. These assertions are made based primarily on a narrow analysis of one specific set of numeric factors the author creates, called an intensification index (the number of new units planned within a current built boundary divided by the total area of the current built boundary).

A more thorough evaluation of the factors associated with accommodating growth in the GTA, Peel and Brampton would conclude that Brampton is a model of responsible growth management. The discussion below provides highlights of such factors organized under the following headings:

- The Context for Growth in Peel and Brampton;
- Brampton Planning for Intensification;
- Brampton Planning for Designated Greenfields;
- Brampton Planning to Protect Natural Areas;
- Brampton Planning for North West Brampton; and,
- Brampton Planning for Jobs and the Economy.

The Context for Growth in Peel and Brampton

It is important to note that since Peel was created, the Province, through its various regional planning exercises has envisioned and supported extensive urban growth in Peel. This is reflected in the original sewer and water servicing plans that were designed to accommodate the full development of Mississauga and Brampton, unlike other Regions where expensive and complicated servicing expansions are required to accommodate development. This has had the effect of focusing growth in Peel where no such long term servicing constraints exist.

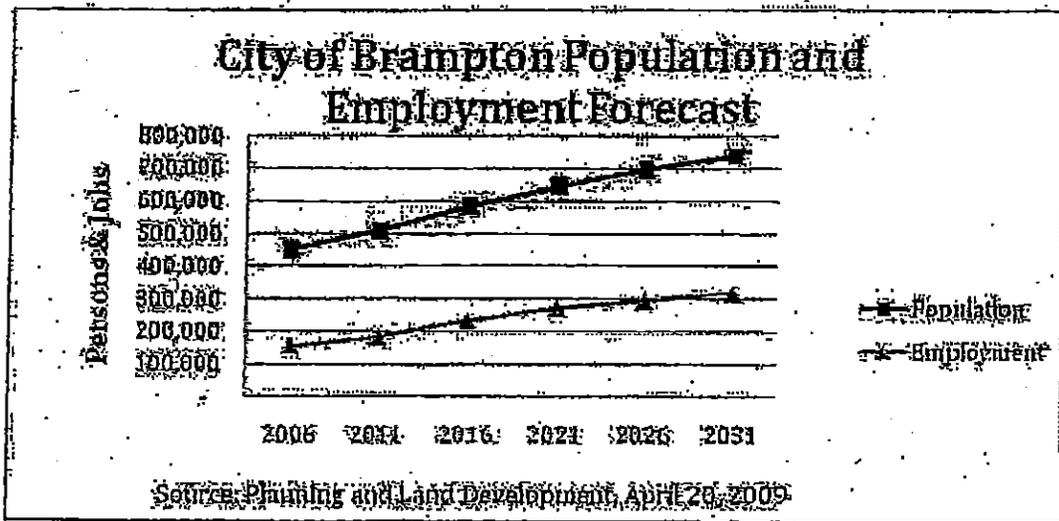
The Toronto Star article has not addressed the different complexity for municipalities based on the overall quantum of growth they will be required to accommodate to meet the Provincial Growth Plan targets and the availability of infrastructure. Brampton is compared to Markham which has benefit of an extension of the Yonge Street subway planned within the timeframe of the Growth Plan. This level of transit infrastructure is a prerequisite to support intensification beyond that planned in Peel. The Growth Plan does not contemplate such infrastructure in Peel.

The City of Brampton has undertaken an extensive planning, visioning, technical and public consultation process in response to the Provincial Growth Plan. The work has been carried out in consultation with Peel Region, Mississauga and Caledon. A number of public events, stakeholder sessions, meetings of Committee and Council, and wide distribution of background papers were a part of that process as outlined in more detail in Appendix 4. The results of the City's Growth Plan work were incorporated into OPA 2006-43, adopted by City Council in June 2010, now being considered by the Region of Peel for approval.

As prescribed by the Growth Plan, Peel must accommodate an additional 430,000 people and 287,000 jobs, along with meeting minimum targets for intensification and density applied at a regional level. The discussion that follows in this Report is based on the extensive background material prepared by the City of Brampton as part of the Growth Plan compliance exercise which included a 2031 population forecast of 738,000 people. Region of Peel Official Plan Amendment Application 24 (ROPA 24), adopted by Regional Council, reduces that forecast for Brampton to 725,000 people but recognizes that planning for communities should be undertaken on the basis of the ultimate planned development potential for a community.

With a total projected growth of over 285,000 people and 160,000 jobs between 2006 and 2031 in both the built-up area and Designated Greenfields, Brampton is by far taking more overall growth than any other lower-tier municipality in the GTA other than Toronto. In housing growth alone, Brampton is expected to accommodate 90,000

additional residential units. The next closest growth in housing is in Vaughan, with 65,000 units.



Brampton is essentially adding a City the size of existing Markham (2006 population 272,000) to its urban fabric. This scale of growth, given the available infrastructure in Peel, must reasonably entail both development within the current built-up area and the designated Greenfield area identified by the Province. A table with some comparable growth forecasts from across the GTA is provided in Appendix 5 showing that Brampton is required to accommodate a significant portion of GTA growth to meet Provincial Growth Plan targets with 2006 to 2031 population growth over 100,000 people more than cities such as Vaughan, Markham, Hamilton and Milton and 200,000 more than cities such as Whitby, Oakville, and Oshawa.

The need for the GTA, Peel Region and Brampton to accommodate such growth flows in large part from Federal immigration policy. Of the 240,000 immigrants to Canada per year, approximately 100,000 have destined to the GTA over the past 10 years. Peel has traditionally accommodated approximately 25% of this significant growth. Such macro-level growth planning is fundamental to ensuring the long-term economic prosperity of Canada, Ontario and the GTA.

As the second highest growth municipality in Canada between 2001 and 2006, behind only Calgary, Brampton has initiated a number of innovative growth management tools and programs over the past seven years. These include an annual cap on development approvals (a maximum of 5,500 residential units), exemptions from the annual development cap for intensification areas such as Mount Pleasant and the Central Area, Block Planning processes to ensure comprehensive master planning of new

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communities, and detailed growth management review of each development approval to ensure growth is carefully co-ordinated with infrastructure delivery.

Provincial policy requires that municipalities accommodate a range and mix of housing types and affordabilities. If communities such as Peel and Brampton do not accommodate a reasonable proportion of all types of housing including lower-density product, the forces of supply and demand will inevitably raise the cost of housing in the GTA and contribute to "leap frog" development in municipalities beyond the Greenbelt. For reasons such as these, Provincial Policy requires municipalities to plan for a three-year supply of land approved for housing and a 10-year supply of land designated for housing.

Brampton Planning for Intensification

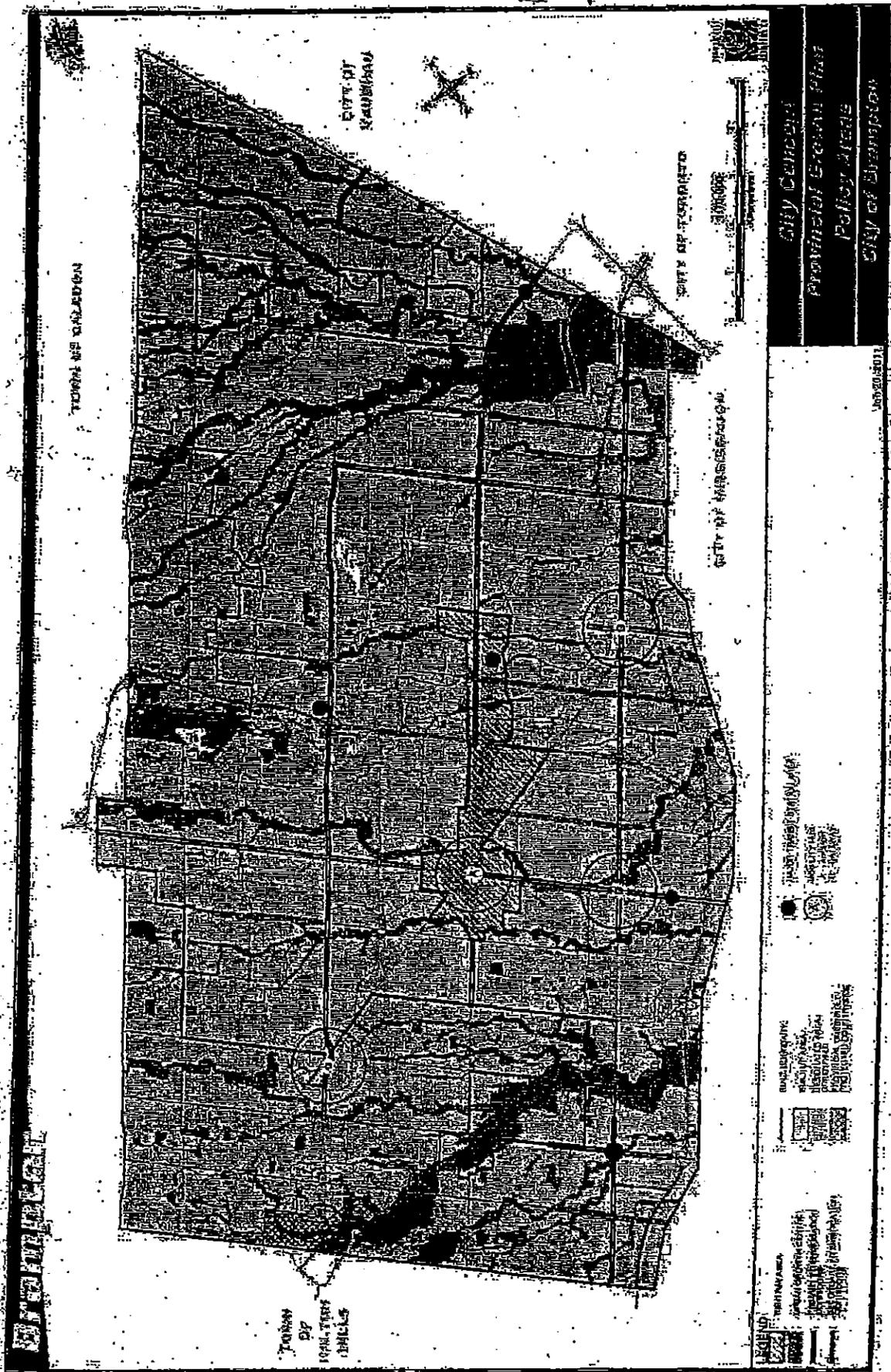
The Provincial Growth Plan calls for a minimum of 40% of growth to be accommodated inside the current built boundary at the regional level. In its Growth Plan amendment, Peel Region is planning to exceed the Province's minimum requirement of 40% intensification and exceed intensification of 50% by 2026. Given the allocation of growth to Peel and Brampton, not all of the growth can be accommodated within the built boundary. The City Concept map on page 7 of this Report shows the 2006 built boundary for Brampton and other key Growth Plan policy areas in the City.

A summary of the City's population and employment forecasts distributed by the Growth Plan policy areas is provided in Table 1.

Table 1: Growth Plan Compliance with Population and Employment Forecasts											
Growth Plan Policy Area	Employment - Brampton Forecast				Population - Brampton Forecast				Greenfield Demand		
	2006	2031	2006-2031 Growth	2006-2031 Growth	2006	2031	2006-2031 Growth	2006-2031 Growth	2031 Greenfield People & Jobs (PPJ)	Developable Greenfield (ha)	Brampton 2031 PPJ (ha)
Urban Growth Centre	11,420	20,089	8,670	62,000	6,120	23,500	18,380	58,370			
Inside Built Boundary (excl. UGC)	188,860	392,180	203,320		141,170	482,780	341,610				
Outside Built Boundary	5,600	306,490	300,890	100,290	5,490	231,140	225,650	225,650	337,630	661	51
Grand Total	195,880	518,760	322,880	162,290	152,770	738,420	584,630	584,630			

Based on City of Brampton Growth Plan Policy Areas with 2001 Topsoil of 231,100 people and 318,000 jobs.

417



Brampton

Town of Guelph

City of
Mississauga

City of Toronto

City of Mississauga

5000m

LEGEND

- Residential
- Industrial
- Commercial
- Community
- Parks

LEGEND

- Water
- Highway
- Light Rail
- Transit

LEGEND

- Green Space
- Urban Growth Boundary
- Urban Service Area
- Urban Growth Boundary

City of Brampton
Provincial Growth Plan
Policy Areas

2011-2014

Long preceding the Provincial Growth Plan, Brampton planned for extensive intensification within its built boundary, especially in Downtown Brampton and the Queen Street Corridor. In Downtown Brampton more than \$340 million has been invested in public/private dollars over the past 20 years in addition to the \$280 million being spent to implement Züm, the City's bus rapid transit infrastructure designed to accommodate and encourage intensification in the City's core.

Downtown Brampton is identified as an Urban Growth Centre (UGC) in the Growth Plan and an Anchor Mobility Hub in the Metrolinx Regional Transportation Plan. Accordingly, as part of the Growth Plan process, the City has planned to achieve the Growth Plan target of 200 people and jobs per hectare for a total of an additional 18,400 people and 8,700 jobs by 2031.

In terms of Downtown intensification, Brampton has gone to extensive lengths to encourage high-density development by offering financial incentives in the form of partial Development Charges reimbursements for a commitment of over \$28 million. This is facilitated through the adoption of a comprehensive Community Improvement Plan under the Ontario Planning Act.

Notwithstanding financial incentives from the City to support intensification in the Downtown, only very recently have some new developments actually taken advantage of those incentives. This, in part, is a result of land economics where the costs of more intensive development in an existing built-up area must compete with both the lower costs of greenfield development plus market place competition from sites in older established municipalities (i.e. Toronto / Mississauga) with higher levels of existing infrastructure and amenities. The market in Brampton is still a maturing market for higher density development.

Further complicating such City efforts, in recent years the Province of Ontario has intervened with a new restrictive and uncertain process required for approval of intensification proposals within Brampton's Downtown Special Policy Area, whereas the City has long established Secondary Plan policies that deal with the area. Although this area is protected by the Etobicoke Creek By-pass Channel built in the 1950's, the Special Policy Area is in place to address flooding risks for events that exceed 1 in every 350 year frequency.

In addition to the Downtown Urban Growth Centre, Brampton has also planned to accommodate more than 95,000 people and jobs in a number of intensification Corridors, Mobility Hubs, Major Transit Station Areas and the balance of the City's Central Area, resulting in a combined total of an additional 60,000 people and 60,000 jobs within Brampton's current built boundary. This forecast is based on a comprehensive review of intensification potential co-ordinated with infrastructure

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planning (i.e. Zūm). For example, extensive work has been carried out jointly by Brampton, Mississauga and Metrolinx to plan for light rail transit along the Hurontario / Main Street Corridor between Port Credit and Downtown Brampton. Planning is underway to accommodate an additional 100,000 people and 50,000 jobs in Brampton and Mississauga along this corridor.

Specific intensification efforts are focused on identifying/examining appropriate locations for intensification. For example, opportunities exist for intensification on older retail sites along higher order transit routes where high density / mixed use developments could be accommodated on under-developed lands such as surface parking lots. The Shoppers World site located at Steeles Avenue and Hurontario Street is a specific site identified by the City as a significant intensification opportunity. However, the owner of this land has opposed efforts to move in this direction in the near-term, favouring expansion of lower intensity single-story single-use development based on market opportunity and competitiveness objectives. The landowner's position was supported by the Ontario Municipal Board (see OMB Decision Appendix 6).

The City's Growth Plan compliance exercise has been broadly supported by the community given the emphasis on accommodating intensification within the Downtown, Central Area, intensification corridors and transit areas. However, specific intensification proposals frequently generate significant resistance from area residents. There should be more support from the Province in such instances to implement the Growth Plan through such means as public education, site-specific implementation support from Provincial staff, long-term sustainable funding for resources and infrastructure to support planned intensification and tools such as conditional zoning.

Brampton Planning for Designated Greenfields

As noted above, Peel Region is expected to exceed the minimum Growth Plan target for development within the built boundary. Given the allocation of growth to Peel and Brampton, not all of the growth can be accommodated within the built boundary. The Provincial Growth Plan itself plans for the majority of growth (60%) to be accommodated outside current built boundaries. It follows that high-growth municipalities like Brampton will be developing within both the current built boundaries and the Designated Greenfield Area to accommodate provincial growth targets.

If the Provincial Growth Plan did not plan for development in Provincially designated Greenfields in municipalities like Brampton, additional unplanned growth would likely "leap frog" to places like Brantford, Peterborough and Barrie resulting in real urban sprawl beyond the provincial Greenbelt. The City of Brampton has forecast growth of

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approximately 100,000 jobs and 225,000 people on designated Greenfield lands between 2006 and 2031.

In providing for grade-related housing, over the years Brampton has provided innovative housing types that are denser and more affordable and deliver efficient use of land including zero lot line units, zipper lots, quattro units and others. Brampton's most recent example of planning for a new Greenfield community is the Mount Pleasant Community, a master planned community adjacent to the existing Mount Pleasant GO Station. It represents a model plan for a sustainable Greenfield community bringing together key elements of sustainability around the natural environment, transportation system and land use in a community that will soon be home to over 40,000 people in a variety of low to high-density housing forms. Additional details of this community are discussed in the following sections of this report. Table 3 provides a comparison of densities of some newer communities in the GTA.

Table 3: Net Residential Density of Development for Select Recent and Planned Residential Areas (net being only private residential lands excluding all local roads, parks, schools, etc.)		
Municipality	Area	Density
Mississauga	Churchill Meadows (largely built now)	32.3 uph
Milton	Bristol Survey (largely built now)	34.9 uph
Milton	Sherwood Survey (planned, partially built now)	35.4 uph
Oakville	North Oakville (planned area just beginning development now, excluding the high density corridor on Trafalgar Road)	35.5 uph
Vaughan	Velour Village (fully developed)	31.0 uph
Vaughan	Planned new greenfield areas	36.4 uph
South Simcoe County	Recent Subdivisions mostly in Bradford-West Gwillimbury and Innisfil	22.2 uph
Brampton	Mount Pleasant Secondary Plan Area (planned not yet built)	40.9 uph
Brampton	Castlemore Crossing (Under construction)	30.3 uph

Source: Hemson Consulting and City of Brampton

Brampton Planning to Protect Natural Areas

The article also implies that Brampton intends to pave over what remains of rural lands, whereas, Brampton has actually comprehensively planned to protect and enhance its natural areas. More than 5000 acres of Brampton's natural heritage system (valleylands, woodlots, wetlands) are currently protected through public ownership. The City has, to date, identified a total of over 11,300 acres of natural areas to be protected

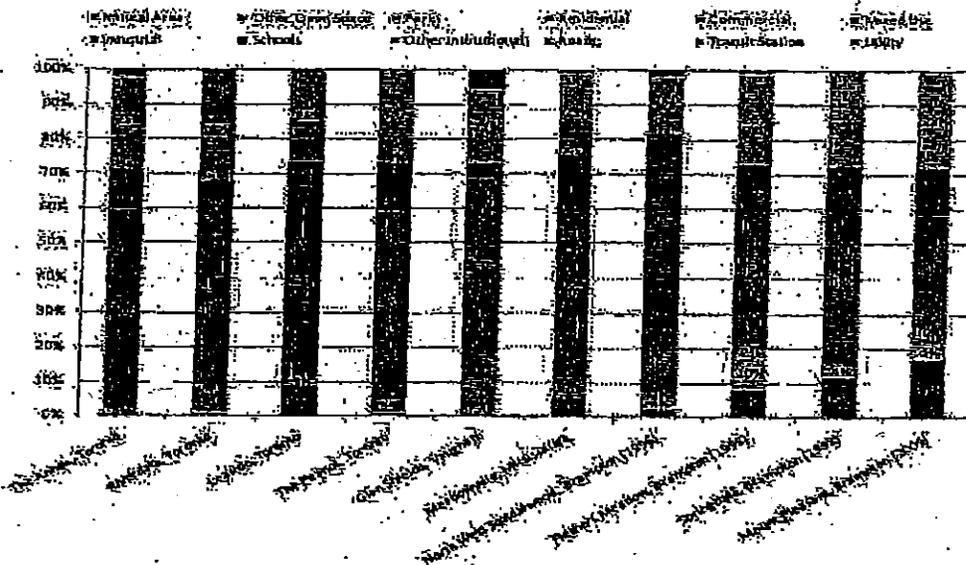
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across the City. At over 17% of the City's total land area, Brampton will have protected one of the largest natural heritage systems within a fully urbanized area.

The most recent example of Natural Heritage System (NHS) planning in Brampton is the Mount Pleasant community which reflects an evolution and advancement in how to identify, plan for, protect, restore and enhance the natural environment in communities based on a "Linked Green Blocks" approach. The currently fragmented natural features in Mount Pleasant will be connected by robust natural corridors along the restored riparian linkages of East Huttonville Creek and the Fletcher's Creek headwater tributaries. Natural features and habitat cover enhancements are proposed and appropriate buffers are included between significant environmental features and "hard" urban uses. Local and regional linkages beyond the community are planned for and the system provides for net gains in environmental features coverage due to improved watercourse systems, preservation of sensitive features including the habitat of endangered species, consolidation of habitats and added diversity.

Existing natural features within Mount Pleasant cover approximately 6% of the landscape, and the future Natural Heritage System will be approximately 17% of the community, not including other open space such as parks, open space, and stormwater management ponds. Specific natural feature restoration and creation will enhance wetland cover from 5.7 ha to 42 ha, and to increase interior forest habitat by 9 ha (through reforestation of corridors and restoration areas) representing a nearly seven-fold increase. A comparison of land use areas from a variety of communities is provided in Table 2.

Table 2: Community Comparison of Land Use Areas



Brampton Planning for North West Brampton

The Toronto Star article criticizes the 2006 planning process that brought all of Brampton into the urban system including North West Brampton. That process was endorsed by all stakeholders including the Region of Peel, Province of Ontario, the Sierra Club of Canada and the Ontario Municipal Board as good planning and as necessary to proactively undertake comprehensive environmental and infrastructure planning in order to properly manage the growth planned for Peel Region in the coming decades. Those planning processes are now appropriately underway in a proactive way to accommodate growth in compliance with the Provincial Growth Plan.

One of the areas brought into the urban boundary during the 2006 process is the area surrounding the new Mount Pleasant GO Station. The Mobility Hub Community around the GO Station is within the designated Greenfield and has been planned to accommodate 100 people and jobs per hectare, double the Growth Plan target for Greenfields. It is now under construction as a model of mobility hub development incorporating a transit-friendly mixed-use community that benefits from the early delivery of mobility hub infrastructure due to \$23 million in combined Federal Infrastructure Stimulus, Provincial and municipal funding.

In fact, the overall Mount Pleasant Community north of the Mobility Hub Community is planned to achieve a density of approximately 60 people and jobs per hectare. As noted above, this is accomplished while increasing the size of the Natural Heritage Area of the Community from what exists today (approx 6%) to 17% of the total area of the community.

Brampton Planning for Jobs and the Economy

In addition to population growth, Brampton is planning to accommodate a significant number of new jobs. Up to 90,000 of those new jobs will need to be accommodated on currently vacant or new Greenfield employment areas. Development beyond the currently built-up areas will be fundamental to providing job growth for Brampton residents and to support economic / job growth in the GTA and the Province. The employment areas of Brampton are considered part of the Pearson International Airport employment complex, one of the most significant economic engines in Canada.

In a recent report published by Statistics Canada, at \$360 million, Brampton had the third highest rate of non-residential construction activity in the GTA between Jan-Nov 2010 behind Vaughan (\$370 million) and the City of Toronto (\$2.9 billion) and ahead of Mississauga, Markham, and Oakville.

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At \$234 million, Brampton had the second highest level of commercial/office/retail development activity in the GTA behind the City of Toronto.

There are 8000 business establishments in Brampton employing over 170,000 workers. Brampton is home to many multi-national corporations including Chrysler Canada which employs 2900 people over two shifts.

Residential growth and intensification is only part of the equation. Municipalities must also plan for growth in the number of jobs and high quality jobs targeted at strategic market sectors. Planning for jobs is critical for economic growth, quality of life and helps reduce inter-municipal commuting thereby easing the strain on transportation infrastructure and reducing greenhouse gas emissions. To be ultimately successful, a municipality must align residential growth planning with employment growth planning, including the appropriate mix of housing options to attract and retain major employers. In terms of economic development and job growth, GTA municipalities are competing against other growth centres across North America and even globally.

CORPORATE IMPLICATIONS:

Accommodating Brampton's growth in accordance with the provisions of the Provincial Growth Plan crosses all aspects of the Corporation. Therefore, the City's Growth Management Program has been integrated into the annual budget process for both operating and capital expenses including an annual update of the City's 10-year capital budget forecast. Given that the tools provided by the Province for municipalities to fund growth (i.e. the Development Charges Act) do not fully fund the costs of growth, the City monitors and adjusts programs and plans based on corporate implications of growth on a continuous basis. In addition, Brampton has on numerous occasions asked the Province to amend its legislation and programs to better fund the costs of growth.

CONCLUSION:

The Toronto Star article titled "The Region's Rise and Sprawl" provides the author's analysis of growth projections and discusses Growth Plan implementation for municipalities across the GTA. This Report highlights some of the factors which demonstrate Brampton is a model of responsible growth management despite being one of the fastest growing cities in Canada.

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Respectfully submitted,

~~Adrian J. Smith, MCIP, RPP~~
 Director of Planning Policy and
 Growth Management

~~John B. Corbett, MCIP, RPP~~
 Commissioner of Planning, Design and
 Development

Appendices:

- Appendix 1: Toronto Star Article "A Region's Rise and Sprawl", January 16, 2011
- Appendix 2: Resolution P00019-2011 directing staff report in response to Toronto Star Article of January 16, 2011.
- Appendix 3: Factual and Policy Interpretation Errors - Toronto Star Article: The Region's Rise and Sprawl; January 16, 2011
- Appendix 4: Summary of Key Events: Brampton's Growth Plan Conformity Exercise
- Appendix 5: Summary of Selected GTA Growth Plan Forecasts
- Appendix 6: Ontario Municipal Board Decision July 20, 2010 File #1090364-1388688 Ontario Ltd.



Appendix 1: Toronto Star Article "A Region's Rise and Sprawl", January 16, 2011

Back to The region's rise and sprawl

The region's rise and sprawl

January 15, 2011

Phinjo Gombu

Smart growth — or outsmarted?

Ontario won international kudos four years ago for Places to Grow, a revolutionary scheme to curb urban sprawl. But it's the nitty-gritty decisions being made in places like Brampton and Markham that will show over the next 20 years whether the plan succeeded.

These two communities have taken very different paths toward meeting the goals set out in Places to Grow, a master strategy for managing population growth intelligently and preserving as much green space as possible.

The contrast is just one of the revelations in a groundbreaking Star analysis of growth plans recently unveiled by the GTA's four regions and 25 municipalities. These plans represent the last best chance to break the stranglehold of ad hoc development that has brought traffic congestion that costs the regional economy \$8 billion a year — and led to a deteriorating quality of life.

Compare:

Markham hired a high-profile visionary, California-based "new urbanist" Peter Calthorpe, to design communities with densities approaching that of downtown Toronto. It pioneered the idea of suburban intensification, redeveloping areas already built on.

The town also engaged in audacious debates about whether it should urbanize thousands of hectares of prime agricultural land just because it could — and chose not to.

Brampton, meanwhile, is plowing ahead with plans that will make it the hot spot for horizontal growth — a.k.a. sprawl — in the Greater Golden Horseshoe. Its plans will end up paving over what remains of thousands of hectares of rural land within the city limits, just as neighbouring Mississauga did.

Municipal governments and developers often point out that traditional suburban development — spread-out, detached-home neighbourhoods whose residents depend on their cars — remains popular, and lucrative. But attitudes are changing as people realize that sprawl also makes it tough to create environmentally and socially sustainable communities with features such as rapid transit.

"Smart growth" is the new buzzword across the GTA. Among other things, it means "intensifying" — building more densely within currently built-up areas.

A key requirement of the province's big-picture plan is that at least 40 percent of all population growth in each region must be accommodated through intensification.

But that will happen unevenly. The Star's analysis shows that maturing cities such as Brampton, Ottawa and Mississauga plan to intensify much less than others in the region, relative to size.

But there's good news, too: Land-needs forecasts show that in 20 years there will still be 36,320 hectares left of "white belt," rural land that is neither part of the protected Greenbelt nor slated for development.

It's all part of a high-stakes game involving huge profits for developers and a boost in tax base for cities. Some 100,000 people arrive here every year. Where will they live?

To analyze what's happening, the Star began with looking at the population targets the province allocated to each of the regions (Halton, Peel, York, Durham, Toronto) — the number of newcomers it expects them to absorb between now and 2031 — and then looked at how those phantom newcomers were being allocated.

Each city is expected to take a certain number of those people. Each then must decide on the number of housing units needed to accommodate them, and create a budget for the amount of land needed for new homes and workplaces.

York University environmental studies professor Mark Winfield, who sits on a provincial smart-growth advisory panel and studies urban sustainability, said the Star's analysis — the first of its kind — raises important questions about how the 2006 Places to Grow plan is playing out.

"On the surface, (the plan) may have given municipalities too much flexibility and enabled some of them to deviate less from the traditional path than the plan sought to and they needed to," said Winfield.

"You've got some strong responses in places like Markham. Toronto itself has stepped up. But in other places the response is somewhat weaker," said Winfield, after poring over the Star's numbers. "Mississauga is quite striking."

"You clearly have leaders thinking in a more ambitious and creative way, and you have others who are basically wedded to the sprawl model and trying to respond to the province within that framework."

Brampton, Winfield points out, pre-empted the growth plan by designating the entire area inside its city limits for urban expansion — including vast stretches of farmland — so it wouldn't have to justify allowing new growth outside what's termed the "urban boundary."

Mississauga, with little room left to expand, plans to absorb just 107,000 more people, a 15 per cent increase, by 2031. By contrast, Toronto is taking on a 23 per cent increase; Markham 55 per cent and Vaughan 68 per cent.

In raw terms, Mississauga is adding only eighty more housing in its built-up areas than Vaughan, Markham or Brampton, although it has a much larger area than the others to which it could direct that growth.

Ontario Infrastructure Minister Bob Chiralli says he is aware the situation in Mississauga and Brampton "has to be watched very carefully."

But it's still early, he says, as municipalities bring their plans into conformity with Places to Grow. He adds that the province won't hesitate to intervene — as it did when it quashed Durham Region's controversial expansion plans in Pickering — if local plans don't meet the guidelines. (So far, York Region's plan is the only one the province has officially approved.)

Winfield said the province still needs to do a deeper analysis that looks at what's happening across the GTA, not just the densities being planned, but also the population allocations and the kind of communities being planned.

He says it's time to assess the impact of the province's massive interventions in regional planning, including creating the Greenbelt — which made a huge swath a no-go zone for developers — and Places to Grow, which oversees what's left.

More questions than answers are emerging as the local plans appear, the Star found. For instance, Markham may be planning one of the densest suburban communities in North America, but that project depends on public transit, including an extended Yonge subway and light rail, that the province hasn't committed to paying for.

And big questions remain about how and when fast-growing edge cities like Milton will pay for infrastructure, like hospitals and transit.

Managing growth is a complex problem.

Critics say Places to Grow is forcing too much growth to places not ready for it, while too little is directed toward places that can and should take on more.

Take Mississauga, for example: The city hopes to meet the goals while treading gingerly — building intensively in designated urban growth centres and along so-called "nodes" and "corridors," but avoiding destabilizing neighbourhoods and angering residents who don't want towers in their backyards.

Two years ago, a senior planner in Mississauga said the city could easily accommodate double the 100,000 newcomers Peel Region has as a goal — or even triple that, if market demand develops and the province revisits its forecasts.

But recently, John Calvert, another Mississauga planner, was more circumspect about how many more people his city could take on.

"I don't know, we haven't done the studies because (the region) are telling us, 'You are not getting any more,'" said Calvert. "So, why would we study it at this point, above what's been allocated by the region?"

And therein lies the rub.

Peel, like the other regions, has to ensure that 40 per cent of future population growth comes through in-fill. It's become a bit of a numbers game as to how its three municipalities achieve that.

The key point is that, together, they can't absorb more new population than the province allotted to Peel. So if Mississauga builds more homes and takes in more people, fewer homes can be built in Brampton and Caledon, either within built-up areas or on virgin land zoned for development.

Meanwhile, Brampton, whose own studies show it can do more to intensify, is competing against itself. The city — both to satisfy the industry and to rake in more development fees — also wants to put more housing out on rural land that speculators are holding.

Mostly-rural Caledon wants a share of growth to boost its tax base.

To keep all three municipalities happy, they've devised a compromise scenario to put to the province: Caledon gets some growth, Brampton and Mississauga take on less intensification than they could — yet together they still manage to meet the province's targets.

Some planners and politicians say the 40 percent intensification target is just too radical for suburban cities accustomed to sprawling out endlessly.

Others, given how much sprawl has happened already, say the density targets aren't high enough, and that Mississauga, along with Brampton and Oshawa, should be required to take on more growth than current plans call for.

"We needed to be more ambitious," Winfield says.

Planners in Mississauga and Durham insist they've proposed reasonable plans. "It's not just simple math, it's community building," said Roger Saunders, a senior planner with Durham. "We're trying to plan for a reasonable way in which these communities will evolve into more dense urban communities."

A big wild card is Toronto, which is taking on the lion's share.

In the past decade, Toronto has added 100,000 new housing units, more than the total housing stock in Pickering, Ajax and Whitby combined (94,075 units) — nearly all in apartment-form buildings.

If the market for apartment-style homes grows, planners say, green areas slated for development could go unpaved longer than expected, well beyond the 2031 horizon.

Against this backdrop, the province faces immediate challenges from developers and speculators who discover the land they've invested millions in has been excluded from the plans. (See next page.)

Jeffrey Davies, a prominent lawyer who has acted for the development industry, compares wrestling with all these forces to the challenge faced by a "python about to try and swallow an elephant."

"The python is the (planning system) and the elephant is the accumulation of all the appeals" that can be expected to pop up at the Ontario Municipal Board, Davies said.

But Chianelli is unperturbed. The province, he says, isn't worried about appeals, because charting a sustainable future for the fastest growing mega-region in North America — the Greater Golden Horseshoe — is just too important.

That the province rejected a 1,000-hectare expansion in Pickering and is willing to take on Durham Region at the OMB is proof "that it is serious about curbing sprawl," he says.

"I think there should be a very clear message to the regions that we mean business."

Statistical analysis was aided by Andrew Bailey and Hidy Ng

Appendix 2: City of Brampton Council Resolution PDD019-2011

PDD019-2011 That the discussion at the request of City Councillor Grant Gibson, to the Planning, Design and Development Committee meeting of January 17, 2011, re: **Toronto Star Article: A Region's Rise and Sprawl** be received; and,

That staff review the Toronto Star article that was published in the Toronto Star on January 16, 2011 with respect to Regional Growth and Sprawl in the GTA; and,

That the Region of Peel, City of Mississauga and Town of Caledon be contacted for comments on the article, and a report be prepared with input from the Region of Peel, City of Mississauga and Town of Caledon in response to the article, to be presented as soon as possible to a future Council or Planning, Design and Development Committee meeting.

Carried

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Appendix 3**Factual and Policy Interpretation Review - Toronto Star Article: The Region's Rise and Sprawl; Jan 16, 2011**

- In the text on the first page, an error of fact states that "40% of all population growth in each region must be accommodated through intensification". In fact, 40% of all units must be accommodated; any calculations that may have been done by reporter using population would be skewed due to the variation in household size between built areas and Greenfield areas
- The analysis in the article is simplistic in its treatment of all built boundaries as equal – a more precise analysis should account for major items such as Heart Lake Conservation Area, Claireville Conservation Area, Provincial Highways, Parkway Belt West, etc as is the case in Brampton or areas like the Pearson International Airport lands in the case of Mississauga.
- Page A7: the article says that Brampton "pre-empted the growth plan by designating the entire area inside its city limits for urban expansion.so it wouldn't have to justify allowing new growth outside ..the urban boundary." This urban area expansion process was initiated in 2000 and was approved by the Province after the release of the growth plan, and clearly demonstrated the need to provide land to accommodate the significant number of units assigned to Brampton.
- Under Section "How We'll Grow", part 3: The facts about how much land is designated Greenfield (8979) and Built Zone (17869) are correct. The portrayal of the Greenfield area as an "expansion of the built zone" is misleading. The Province identified Brampton's Greenfield area and no permissions are required to build within the Greenfield area; 60% of all new units in Peel after 2015 are permitted to be built within the greenfields. The statement "Brampton is the GTA City set to grow outwards the most" is very misleading without acknowledging that the Brampton has been identified through the Provincial forecasts distributed to area municipalities, to grow by 90,000 units by 2031. This far exceeds all other municipal growth scenarios (next closest is Vaughan with 63,000 units). This is why NW Brampton had to be brought in to the urban area.
- "How Each Municipality Plans to Expand" and the box entitled "The Numbers" assign value to remaining White Belt and Greenbelt Land. It is not stated that not all municipalities have such lands within their boundary to begin with so their retention is misleading. The red and purple pie charts on the graphs appear to demonstrate municipal intensification rate, with Brampton generally correct, at around 35%. What is not noted is that there is no required nor logical individual municipal intensification rate, only a regional intensification rate (40% of new units starting in 2015). This highlights an overall flaw in the logic of the article filled with detailed municipal comparisons- the targets and goals of the growth plan are regional in nature, acknowledging that variation will occur among municipalities.
- The Section "How the land Divides" has a misleading premise: That the higher the Intensification Index (number of units in the built area divided by the built area land), the better sprawl is being avoided. This is not a true indicator without factoring in a number of other variables, including: how much Greenfield land is designated to accommodate growth, how much White Belt is to be used for growth (Millon, Markham, Vaughan) etc.
 Apart from the fact that this index is not a good indicator of sprawl, its results (nor any of the measures documents) do not support the comment: "Brampton, meanwhile is plowing ahead with plans that will make it the hot spot for horizontal growth-aka sprawl...". By the results of the index, this comment ought to be attributed to others

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**Appendix 4 Summary of Key Events:
Brampton's Growth Plan Conformity Exercise**

Date	Key Events
April 2007	Report to PDD/Council -- endorsement of Brampton's response to the Growth Plan work plan
October 2007	Report to PDD/Council -- endorsement of consultant retained to conduct employment, intensification, greenfield and forecast Growth Plan component studies
November 2007	Growth Plan Steering Committee Meeting #1
February 2008	Mayor's Town Hall Meeting Focus group meeting on employment
March 2008	Focus group meeting on residential intensification
March 2008	Growth Plan Steering Committee Meeting #2
April 2008	Introductory Growth Plan Public Workshop
May 2008	Report to PDD/Council -- Preliminary City-wide Population and Employment Forecasts
Spring 2008	Consultant retained for Infrastructure Growth Plan component study
June 2008	Status report to PDD/Council -- endorsement of Urban Growth Centre boundary Consultant retained for Transportation and Transit Master Plan (TTMP) Sustainable Update Preliminary City-wide population and employment forecasts considered by PDD/Council
September 2008	TTMP Sustainable Update EIC #1
September 2008	Growth Plan Steering Committee Meeting #3
October 2008	Workshops held on <i>Creating Compact, Vibrant and Complete Communities</i> , <i>Supporting a Strong and Competitive Economy</i> , and <i>Protecting Natural Resources</i>

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Date	Key Events
January 2009	FTMP Sustainable Update Status report to PDD/Council
February 2009	FTMP Sustainable Update PIC #2
March 2009	<p>Status Report to PDD/Council – endorsement of Growth Plan discussion papers to be released for public review and comment</p> <p>Growth Plan discussion papers on employment intensification, greenfields and natural systems / conservation released</p>
April 2009	Status Report to PDD/Council – direction to undertake Market Demand and Development Feasibility Study of employment lands
May 2009	Revised City-wide population and employment forecasts considered by PDD/Council
July 2009	<p>Growth Plan discussion paper on infrastructure released</p> <p>Recommendation report on FTMP Sustainable Update to Council</p>
August 2009	Growth Plan Steering Committee Meeting #4
September 2009	<p>PDD/Council authorizes release of the draft Official Plan amendment</p> <p>Statutory Public Open House held</p>
October 2009	Statutory Public Meeting held
December 2009	Statutory Special Council meeting held
February 2010	Release of Market Demand and Development Feasibility Study for Brampton's Employment Lands
April 2010	Growth Plan Steering Committee Meeting #5
May 2010	PDD/Council endorse OPA and give direction to prepare the OPA for adoption
June 2010	Council Adoption of Growth Plan OPA 2006-048

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Appendix F

Summary of Selected GTA Growth Plan Forecasts Dec 2010					
Municipality	Region	Total Growth Plan (2006 to 2031)	2006 total pop.	2031 total pop.	2006 to 2031 growth
Markham	York	95,740	278,800	428,590	149,790
Whitchurch-Stouffville	York	12,110	26,150	60,600	34,450
Richmond Hill	York	38,300	378,950	242,800	68,850
Vaughan	York	103,900	243,700	418,800	175,100
TORONTO	Toronto		2,610,800	3,080,000	469,200
Brampton (City Forecast)	Peel	182,890	453,090	738,830	285,630
Mississauga	Peel	85,000	698,000	808,000	107,000
Caledon	Peel	27,000	50,000	110,000	60,000
Milton	Halterton	86,000	56,000	288,000	182,000
Oakville	Halterton	45,000	165,000	255,000	90,000
Pickering	Durham	95,720*	87,838*	225,670*	137,832*
Whitby	Durham	30,860*	111,184*	192,860*	81,676*
Ajax	Durham	14,480*	90,167*	137,670*	47,503*
Clarington	Durham	15,845*	77,820*	140,340*	62,520*
Oshawa	Durham	22,820*	141,590*	197,000*	55,410*
Hamilton			504,559	660,000	155,441

*Compiled by City of Brampton Planning Staff Dec 2010

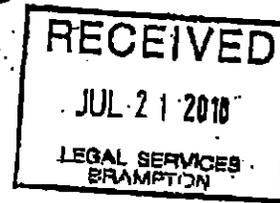
*Based on available data, 2011 forecasts used in place of 2006 forecasts.

ISSUE DATE: July 20, 2010



Ontario

Ontario Municipal Board
Commission des affaires municipales de l'Ontario



PL090364

IN THE MATTER OF subsection 41(12) of the *Planning Act*, R.S.O. 1990, c. P. 13, as amended

Subject:	Site Plan	CC: Paul Snape
Referred by:	1388688 Ontario Ltd.	Kelly Yerra
Property Address/Description:	499 Main Street South	
Municipality:	City of Brampton	
OMB Case No.:	PL090364	
OMB File No.:	PL090364	

IN THE MATTER OF subsection 45(12) of the *Planning Act*, R.S.O. 1990, c. P. 13, as amended

Applicant and Appellant:	1388688 Ontario Ltd.
Subject:	Minor Variance
Variance from By-law No.:	270-2004
Property Address/Description:	499 Main Street South
Municipality:	City of Brampton
OMB Case No.:	PL091116
OMB File No.:	PL091116
Municipal No.:	A09-070

APPEARANCES:

Parties

1388688 Ontario Ltd. (RioCan Real Estate Investment Trust)

City of Brampton

Counsel

Joel D. Farber and
Orit Aliael-Sinai, student-at-law

Steven J. O'Melia and
Leanne Kenning, student-at-law

DECISION DELIVERED BY SUSAN de AVELLAR SCHILLER AND PARTIAL ORDER OF THE BOARD

Preliminary Matters

The City of Brampton adopted Interim Control By-law 127-2009. The By-law affected, among others, certain lands of 1388688 Ontario Ltd. [RioCan]. RioCan

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PL090364

appealed that By-law to this Board. RioCan also filed a referral to this Board under Section 41(12) of the *Planning Act* dealing with its proposed site plan and an appeal under 45(12) of the *Planning Act* dealing with its request for minor variances to the City of Brampton Zoning By-law. At a pre-hearing conference in these matters, the Board administratively grouped all three appeals for hearing together and a single Issue List was developed to deal with these three matters.

At the outset of the hearing, RioCan brought a motion asking the Board to find that Interim Control By-law 127-2008 was *ultra vires* the City of Brampton's powers under Section 38(1) of the *Planning Act*. The Board's Decision on this matter was issued separately for case PL090548 on February 28, 2010. This is the Board's Decision on the site plan referral and the application for minor variance. Only the two Parties were in attendance; there were no Participants in this matter.

Background

RioCan owns an established, successful 22.7 hectare Regional Retail shopping facility in Brampton, known as Shoppers World. It is located at the northwest corner of the intersection of #10 Highway, which runs north-south, and Steeles Avenue, which runs east-west. South of Steeles Avenue, #10 Highway is known as Hurontario Street. North of Steeles Avenue at this location it is known as Main Street. Although not located within the City's central area, the parties agree that #10 Highway is a major arterial at this location and an intensification corridor.

Adjacent to the west of the site are high-density residential units. The southwest corner of the site has a bus transit terminal on lands leased from RioCan. The City has expropriated lands at the southeast corner of the site, at the intersection of Main Street and Steeles Avenue, for a new bus transit terminal to replace the one at the southwest.

The RioCan site is bordered on the north by Charolais Boulevard, with low-density residential units to the north of Charolais Boulevard. As a result of the configuration of the subdivisions north of Charolais Boulevard, no homes front on Charolais Boulevard. A gas station is at the northeast corner of the RioCan site, at the

intersection of Main Street and Charolais Boulevard. The lands with the gas station are under separate ownership and not part of Shoppers World.

Shoppers World is one of only three Regional Retail sites in the City. This is an older facility that is largely single-storey, with a two-storey portion at the north end. The two-storey portion was purpose-built for The Bay department store and has been empty since 2007. RioCan has tried, without success, to secure tenants for this vacant two-storey space.

The shopping centre has 188 tenants and is predominantly retail with government, legal, medical, and dental office space, a private educational academy and a fitness club. There are five major tenants: Zellers, Canadian Tire, Oceans Fresh Supermarket, Winners, and Staples/Business Depot. The parts of the shopping centre that house each of these major retailers include signage style, lettering and colours consistent with their respective corporate branding.

The shopping centre has 71,632m² of gross leasable space. Excluding the purpose-built two-storey space for The Bay, there is only 159m² of vacant space. The two-storey portion vacated by The Bay represents 12,820m² of space, with a footprint of about 6,410m².

The Proposal

RioCan proposes to demolish the two-storey space and replace it with 7,340m² of which about 6,733m² would be added to the north end of the enclosed shopping centre. A freestanding Beer Store of about 607m² would be located at the northwest corner of the site. The proposal before the Board deals with the northern part of the enclosed shopping centre and its site. The proposal includes improvements to entrances to the enclosed shopping centre building, improved landscaping and pedestrian walkways, and adjustments to some of the parking areas.

The current enclosed shopping centre design is characterized by strong, clean, simple lines that include large areas of relatively blank wall. The proposed changes include the introduction of glazing, canopies, some building articulation, and variety in colour and texture on the building faces.

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PL090364

This is not a proposal to demolish and redevelop the entire site. It is a limited proposal to renovate and reinvigorate the northern end of the existing shopping centre. The overwhelming majority of the enclosed shopping centre structure, and of the site as a whole, is not included in this proposal. RioCan has submitted a site plan that deals with the area it is proposing to reinvigorate.

The City opposes the proposed site plan, asserting that it does not meet provincial and City policies and plans for intensification and urban design.

In addition to site plan approval, RioCan is seeking two minor variances from the Zoning By-law.

The first variance is for a 3m setback from the rear lot line where the By-law requires a 21m setback.

The second variance deals with parking. RioCan wishes to reduce the parking on site and change the parking requirement from a set number of spaces to a ratio of parking spaces to commercial floor space.

The Board heard from four witnesses called by RioCan:

- Mr. Harry Froussios, a full member of the Canadian Institute of Planners and Registered Professional Planner in Ontario;
- Mr. Stefan Wisnowski, the RioCan Director of Planning for Ontario, Quebec and the Maritimes;
- Mr. John Barrington, a traffic planner who is a member of the Institute of Transportation Engineers; and
- Mr. Leon Lubelski, an architect registered to practice in Ontario.

The Board heard from two witnesses called by the City:

- Mr. Allan Parsons, a full member of the Canadian Institute of Planners and Registered Professional Planner in Ontario; and

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- Mr. Alexandru Taranu, a full member of the Canadian Institute of Planners and Registered Professional Planner in Ontario and architect registered to practice in Ontario.

The Merits

Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe, and the City of Brampton Official Plan:

The City of Brampton Official Plan is a recent Official Plan. Adopted by Council in October, 2008, it was approved in part by an Order of this Board in 2008. At the time of this hearing, certain sections of the Official Plan remained under appeal but none of these appeals were those of RioCan in respect of the subject lands.

The Official Plan reflects the intention of both the Provincial Policy Statement [PPS] and the Growth Plan for the Greater Golden Horseshoe [GGH] in calling for appropriate intensification, transit supportive development, facilitating employment opportunities and creating balanced and sustainable communities. In discussing concepts for a sustainable city, the Official Plan, at section 3.1, identifies the desirability of:

...A robust commercial and employment land use strategy that promotes economic stability, vitality and diversity and caters to the changing needs of the market and the residents of Brampton...

The Official Plan identifies the intersection of #10 Highway and Steeles Avenue as a Transit Supportive Node, which the Plan describes at section 3.2.2 as a centre:

...with an existing or planned concentration of development that ...[is]...typically mixed use in nature with higher densities, ... well served by good transportation infrastructure including road and transit facilities... [A transit node represents an area] where the City intends to direct higher density forms of development, capitalizing on existing or planned infrastructure... [emphasis added by the Board]

...Each node will have its own development parameters in terms of uses, scale, mix, and densities, as prescribed by the respective secondary plan...

Main/Hurontario Street is identified as an intensification corridor. Intensification corridors are intended to accommodate transit supportive development. Transit supportive development is envisioned as higher density development that is typically mixed use commercial and residential. The Official Plan recognizes that there is existing development and existing development permissions along intensification corridors that may not immediately equate to the mixed use vision articulated above. As such, the Official Plan contains two very important caveats of direct relevance to the consideration of the site plan matter before the Board. Specifically, the Official Plan states, at section 3.2.4:

...Promotion of these [Intensification] corridors for higher density mixed-use development will require re-visiting of the City's secondary plans and possibly amending the land use and planning policies. Their transition is intended to be gradual and will require a longer time frame to achieve the intended results... [emphasis added by the Board]

The Official Plan establishes a hierarchy of retail uses, with the highest being Regional Retail. The Official Plan designates the subject lands Regional Retail. While the section of the Official Plan dealing with retail generally includes references to retail in mixed use form with residential uses, section 4.2.9.4 deals specifically with Regional Retail and does not include residential uses as permitted uses in Regional Retail centres. Section 4.2.9.5 contemplates the possibility of residential uses being integrated into Regional Retail areas:

...If provided for in multi-use plans adopted as a component of a relevant Secondary Plan...

The applicable Secondary Plan does not contemplate residential uses on the subject site.

The site is zoned C3. The permitted uses in this zone do not include any residential uses.

Considerable time was spent at the hearing on the question of whether the proposed changes to the Regional Retail facility constituted intensification and were therefore consistent with the PPS and conformed to the Growth Plan. The City submits that what is proposed is not intensification because the resulting square metres of

development are less than what currently occupies the site. RioCan submits that the proposals do constitute intensification in that the empty retail space to be demolished is both unused and unusable for its intended commercial retail purpose.

The City led no evidence to counter RioCan's evidence that the space to be demolished was purpose built for a particular tenant that is no longer on the site. Nor did the City lead any evidence to dispute RioCan's evidence that RioCan undertook a fair, reasonable, and appropriate search for a tenant for the space but had been unable to find any takers. Further, the City led no evidence to suggest that the proposed changes to the built form of the Regional Retail facility did not respond to "changing needs of the market" as submitted by RioCan and as envisioned by the Official Plan, or that the new construction would not result in additional commercial tenants with concomitant additional employment on site. This is not a case where a landlord has allowed space to fall into disrepair and made no genuine effort to find appropriate tenants for the space.

Both the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe emphasize the importance of economic activity and employment. The PPS states, at section 1.3.1 that economic development and competitiveness shall be promoted by:

...providing for an appropriate mix and range of employment ... to meet long-term needs...[and]...providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses...
[emphasis added by the Board]

Section 2.2.5.1 of the Growth Plan, in dealing with major transit station areas and intensification corridors, states that they will be:

...designated in official plans and planned to achieve...increased residential and employment densities that support and ensure the viability of existing and planned transit service levels...[and]... a mix of residential, office, institutional, and commercial development wherever appropriate...

What the Growth Plan does not say is that every individual site within these major transit station areas and intensification corridors must include all of these uses and that any application to amend a planning instrument must include necessary

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amendments to permit this full range of uses. In this case, RioCan is increasing the employment density on the site in keeping with the intention of the Growth Plan.

Having regard to the requirements of section 3(5) of the *Planning Act*, the Board finds that the proposed site plan is consistent with the Provincial Policy Statement, conforms to the Growth Plan for the Greater Golden Horseshoe, and conforms to the City of Brampton Official Plan.

Urban Design:

The Urban Design sections of the Official Plan dealing with transit oriented development in section 4.10.3.3 functionally equate transit oriented development with mixed use development and specifically reference density designations in units per acre to support transit. Section 4.10.3.4 that deals with mixed use development emphasizes the desirability of mixed use development at focal points, gateways, and designated nodes and corridors, and notes the interrelationship between the support of transit and mixed use.

The City's witnesses clearly see the subject site as a candidate for mixed use, transit supportive redevelopment. In a February 12, 2009, Site Plan Report, City staff stated:

...it is clear that the subject site has a tremendous opportunity to accommodate *Transit Oriented Development* that calls for:

- a) Mixed-use development
- b) Higher Density
- c) Pedestrian-friendly design
- d) Superior urban design
- e) Place making
- f) Integrated transit terminal
- g) Compatibility and connectivity with surrounding neighbourhoods
- h) Creative parking strategies that reduce the sense of auto domination...

While a long term vision for this Regional Retail site may include a transit supportive redevelopment concept that results in much higher densities with mixed commercial and residential uses on the site, there is no application now before the Board to amend the Official Plan, the applicable Secondary Plan, or the Zoning By-law to accommodate any mixed use residential and commercial development on the subject site. As noted above, the Official Plan for the City is recent and it did not alter the designation of the subject lands as Regional Retail, nor did it add residential uses as permitted uses within the Regional Retail designation.

The urban design concerns articulated by the City need to be placed in a proper context. There is a fully functioning, successful, robust Regional Retail shopping facility that remains untouched by this site plan proposal. There is no dispute between the Parties that the vast majority of the site will remain as it now is and is not subject to this site plan matter. In reviewing this application, City urban design staff concluded that:

"...the existing [Regional Retail shopping facility] displays many weaknesses that include:

- a) poor market image
- b) no visible and clear entrance to the building
- c) no sense of place and lack of community character
- d) lack of landscaping on the site
- e) unfriendly walking environment, and weak pedestrian connections
- f) unattractive built form character..."

In addition, urban design staff singled out the proposed Beer Store as follows:

"...Building Block F is a franchise prototype of The Beer Store. In order to create a unique character of individual communities, architectural design defined predominately by corporate identity features is strongly discouraged. The design of the proposed franchise building should be consistent with its neighbouring buildings in terms of architectural style, building materials and colours. The extended use of corporate colours should be avoided..."

Taken together, the Board concludes that the City's urban design staff does not support the design of this older, existing Regional Retail shopping facility. But that is

precisely what is there. And what is there complies with the zoning by-law and conforms to the Official Plan. Since the proposal is to reinvigorate a small portion of the site, not to redevelop the entire site, there are obvious and practical limits to the extent of redesign that can be implemented to bring this older, existing facility closer to the City's current apparent vision for a Regional Retail facility. With this in mind, the Board notes the evidence from RioCan that the following have been adjusted in the relatively small area of the site that is the subject of this proposed site plan to respond to concerns expressed by the City urban design staff:

- colours,
- textures,
- glazing,
- canopies,
- additional landscaping, including additional landscape buffering to the high density residential units to the west,
- building articulation,
- screened loading areas,
- clearly defined pedestrian walkways and reduced parking,
- improved facility entrances,
- placement of new construction facing Main Street and Charolais Boulevard closer to each of these streets, and
- modification of the corporate colours and design for the proposed Beer Store.

The Board finds that these modifications represent a reasonable, appropriate and measured response to the urban design criticisms of the proposed site plan.

Minor Variances to the Zoning By-law:

RioCan seeks two variances to the Zoning By-law.

The first variance arises from the zoning by-law definition of frontage. Because of the dimensions of the site, its frontage is south-facing on Steeles Avenue. The proposed Beer Store is to be located at the northwest part of the site and "fronts" on to Charolais Boulevard. The proposed Beer Store is to have a set back of 3m, consistent with the City's preference to have commercial buildings set closer to the street. Charolais Boulevard, however, is considered to be the rear of the site. The zoning by-law requires a 21m setback from the rear lot line, which commonly abuts the rear lot line of another property rather than facing a street. This variance was supported by City staff and authorized by the City of Brampton Committee of Adjustment. No one appeared in opposition to this requested variance.

The second variance deals with parking. The subject site currently has a minor variance that replaced the general parking standard with a set number of parking spaces: 3499. This number is the equivalent of about 1:20.47m² of gross commercial floor area. The proposed changes to the site will result in a reduction to about 3262 parking spaces, or about 1:20.38m². RioCan wishes to replace the set number of parking spaces with a requirement to meet a ratio of spaces to commercial floor space. Specifically, RioCan seeks a variance that imposes a parking standard of 1:21m². This variance was not supported by staff, not authorized by the Committee of Adjustment, and is opposed by the City in this hearing.

The City does not oppose a reduction in parking for this site but wishes to have the parking standard reflected as a specific minimum number. The City's planning witness expressed concern that a ratio standard might result in over development of the site with inadequate parking. The Board is not persuaded by this evidence. The City acknowledges its long term vision for the site as transit oriented development with a reduced reliance on the car. The proposed ratio standard establishes a minimum requirement that self-adjusts as the site is further developed and changes over time as the shopping facility evolves. Redevelopment that involves a change of use would trigger a broader review, including any parking requirements for any uses other than Regional Retail.

The Board finds that each of these two variances is desirable for the appropriate development and use of the land, maintains the general intent and purpose of the official plan and of the zoning by-law, and is minor.

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Additional Landscaping Matters:

During the course of the hearing, it came to the Board's attention that certain landscape features, identified in an existing site plan for the existing facility not subject to this application, had not been installed. RioCan indicated that it assumed ownership of the site sometime after site plan approval and was unaware of deficiencies. RioCan also advised the Board that, once made aware of the City's assertion that there were deficiencies, RioCan asked the City for a list of the deficiencies. The City advised the Board that a review of City files had not yet found the necessary documentation to forward to RioCan. In any event, RioCan assured the Board that it would make good on any deficiencies from earlier site plans if the City would forward documentation regarding the alleged deficiencies to RioCan. The Board was also advised that the City would undertake to provide such documentation as soon as possible.

The Board was also advised that the City had not yet provided RioCan with conditions of site plan approval that would normally be secured through a site plan agreement. Finally, final servicing and grading plans have yet to be filed with the City.

Having regard to section 41 of the *Planning Act*, the Board approves the site plans contained in tabs 1 through 7 of Exhibit 1, as filed in these proceedings. The Board's Order regarding the site plan matter is withheld until the Board is advised by counsel for RioCan and the City that:

1. the servicing and grading plans have been filed with the City and are satisfactory to the appropriate professional City officials;
2. any necessary revisions to the landscape plans are made to denote that trees to be planted along the street will meet the City's standard requirements for street trees; and
3. a site plan agreement has been executed.

If difficulties arise, the Board may be spoken to and this Member remains seized of these site plan matters.

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Having regard to section 45 of the *Planning Act*, the requested variances to reduce the rear yard set back to 3m and alter the parking requirement to the ratio standard of 1:21m² of commercial space are authorized, and the Board so Orders.

"Susan de Avellar Schiller"

SUSAN de AVELLAR SCHILLER
MEMBER



Back to The region's rise and sprawl

The region's rise and sprawl

January 15, 2011 (On-line version)

Phinjo Gombu

Smart growth — or outsmarted?

Ontario won international kudos four years ago for Places to Grow, a revolutionary scheme to curb urban sprawl. But it's the nitty-gritty decisions being made in places like Brampton and Markham that will show over the next 20 years whether the plan succeeded.

These two communities have taken very different paths toward meeting the goals set out in Places to Grow, a master strategy for managing population growth intelligently and preserving as much green space as possible.

The contrast is just one of the revelations in a groundbreaking Star analysis of growth plans recently unveiled by the GTA's four regions and 25 municipalities. These plans represent the last best chance to break the stranglehold of ad hoc development that has brought traffic congestion that costs the regional economy \$6 billion a year — and led to a deteriorating quality of life.

Compare:

Markham hired a high-profile visionary, California-based "new urbanist" Peter Calthorpe, to design communities with densities approaching that of downtown Toronto. It pioneered the idea of suburban intensification, redeveloping areas already built on.

The town also engaged in audacious debates about whether it should urbanize thousands of hectares of prime agricultural land just because it could — and chose not to.

Brampton, meanwhile, is plowing ahead with plans that will make it the hot spot for horizontal growth — a.k.a. sprawl — in the Greater Golden Horseshoe. Its plans will end up paving over what remains of thousands of hectares of rural land within the city limits, just as neighbouring Mississauga did.

Municipal governments and developers often point out that traditional suburban development — spread-out, detached-home neighbourhoods whose residents depend on their cars — remains popular, and lucrative. But attitudes are changing as people realize that sprawl also makes it tough to create environmentally and socially sustainable communities with features such as rapid transit.

"Smart growth" is the new buzzword across the GTA. Among other things, it means "intensifying" — building more densely within currently built-up areas.

A key requirement of the province's big-picture plan is that at least 40 percent of all population growth in each region must be accommodated through intensification.

But that will happen unevenly. The Star's analysis shows that maturing cities such as Brampton, Oshawa and Mississauga plan to intensify much less than others in the region, relative to size.

But there's good news, too: Land-needs forecasts show that in 20 years there will still be 36,320 hectares left of "white belt," rural land that is neither part of the protected Greenbelt nor slated for development.

It's all part of a high-stakes game involving huge profits for developers and a boost in tax base for cities. Some 100,000 people arrive here every year. Where will they live?

To analyze what's happening, the Star began with looking at the population targets the province allocated to each of the regions (Halton, Peel, York, Durham, Toronto) — the number of newcomers it expects them to absorb between now and 2031 — and then looked at how those phantom newcomers were being allocated.

Each city is expected to take a certain number of those people. Each then must decide on the number of housing units needed to accommodate them, and create a budget for the amount of land needed for new homes and workplaces.

York University environmental studies professor Mark Winfield, who sits on a provincial smart-growth advisory panel and studies urban sustainability, said the Star's analysis — the first of its kind — raises important questions about how the 2006 Places to Grow plan is playing out.

"On the surface, (the plan) may have given municipalities too much flexibility and enabled some of them to deviate less from the traditional path than the plan sought to and they needed to," said Winfield.

"You've got some strong responses in places like Markham. Toronto itself has stepped up. But in other places the response is somewhat weaker," said Winfield, after poring over the Star's numbers. "Mississauga is quite striking."

"You clearly have leaders thinking in a more ambitious and creative way, and you have others who are basically wedded to the sprawl model and trying to respond to the province within that framework."

Brampton, Winfield points out, pre-empted the growth plan by designating the entire area inside its city limits for urban expansion — including vast stretches of farmland — so it wouldn't have to justify allowing new growth outside what's termed the "urban boundary."

Mississauga, with little room left to expand, plans to absorb just 107,000 more people, a 15 per cent increase, by 2031. By contrast, Toronto is taking on a 23 per cent increase; Markham 55 per cent and Vaughan 68 per cent.

In raw terms, Mississauga is adding only slightly more housing in its built-up areas than Vaughan, Markham or Brampton, although it has a much larger area than the others to which it could direct that growth.

Ontario Infrastructure Minister Bob Chiarelli says he is aware the situation in Mississauga and Brampton "has to be watched very carefully."

But it's still early, he says, as municipalities bring their plans into conformity with Places to Grow. He adds that the province won't hesitate to intervene — as it did when it quashed Durham Region's controversial expansion plans in Pickering — if local plans don't meet the guidelines. (So far, York Region's plan is the only one the province has officially approved.)

Winfield said the province still needs to do a deeper analysis that looks at what's happening across the GTA, not just the densities being planned, but also the population allocations and the kind of communities being planned.

He says it's time to assess the impact of the province's massive interventions in regional planning, including creating the Greenbelt — which made a huge swath a no-go zone for developers — and Places to Grow, which oversees what's left.

More questions than answers are emerging as the local plans appear, the Star found. For instance, Markham may be planning one of the densest suburban communities in North America, but that project depends on public transit, including an extended Yonge subway and light rail, that the province hasn't committed to paying for.

And big questions remain about how and when fast-growing edge cities like Milton will pay for infrastructure, like hospitals and transit.

Managing growth is a complex problem.

Critics say Places to Grow is forcing too much growth to places not ready for it, while too little is directed toward places that can and should take on more.

Take Mississauga, for example: The city hopes to meet the goals while treading gingerly — building intensively in designated urban growth centres and along so-called "nodes" and "corridors," but avoiding destabilizing neighbourhoods and angering residents who don't want towers in their backyards.

Two years ago, a senior planner in Mississauga said the city could easily accommodate double the 100,000 newcomers Peel Region has as a goal — or even triple that, if market demand develops and the province revisits its forecasts.

But recently, John Calvert, another Mississauga planner, was more circumspect about how many more people his city could take on.

"I don't know; we haven't done the studies because (the region) are telling us, 'You are not getting any more,'" said Calvert. "So, why would we study it at this point, above what's been allocated by the region?"

And therein lies the rub.

Peel, like the other regions, has to ensure that 40 per cent of future population growth comes through infill. It's become a bit of a numbers game as to how its three municipalities achieve that.

The key point is that, together, they can't absorb more new population than the province allotted to Peel. So if Mississauga builds more homes and takes in more people, fewer homes can be built in Brampton and Caledon, either within built-up areas or on virgin land zoned for development.

Meanwhile, Brampton, whose own studies show it can do more to intensify, is competing against itself. The city — both to satisfy the industry and to rake in more development fees — also wants to put more housing out on rural land that speculators are holding.

Mostly-rural Caledon wants a share of growth to boost its tax base.

To keep all three municipalities happy, they've devised a compromise scenario to put to the province: Caledon gets some growth. Brampton and Mississauga take on less intensification than they could — yet together they still manage to meet the province's targets.

Some planners and politicians say the 40 percent intensification target is just too radical for suburban cities accustomed to sprawling out endlessly.

Others, given how much sprawl has happened already, say the density targets aren't high enough, and that Mississauga, along with Brampton and Oshawa, should be required to take on more growth than current plans call for.

"We needed to be more ambitious," Winfield says.

Planners in Mississauga and Durham insist they've proposed reasonable plans. "It's not just simple math, it's community building," said Roger Saunders, a senior planner with Durham. "We're trying to plan for a reasonable way in which these communities will evolve into more dense urban communities."

A big wild card is Toronto, which is taking on the lion's share.

In the past decade, Toronto has added 100,000 new housing units, more than the total housing stock in Pickering, Ajax and Whitby combined (94,075 units) — nearly all in apartment-form buildings.

If the market for apartment-style homes grows, planners say, green areas slated for development could go unpaved longer than expected, well beyond the 2031 horizon.

Against this backdrop, the province faces immediate challenges from developers and speculators who discover the land they've invested millions in has been excluded from the plans. (See next page.)

Jeffrey Davies, a prominent lawyer who has acted for the development industry, compares wrestling with all these forces to the challenge faced by a "python about to try and swallow an elephant."

"The python is the (planning system) and the elephant is the accumulation of all the appeals" that can be expected to pop up at the Ontario Municipal Board, Davies said.

But Chiarelli is unperturbed. The province, he says, isn't worried about appeals, because charting a sustainable future for the fastest growing mega-region in North America — the Greater Golden Horseshoe — is just too important.

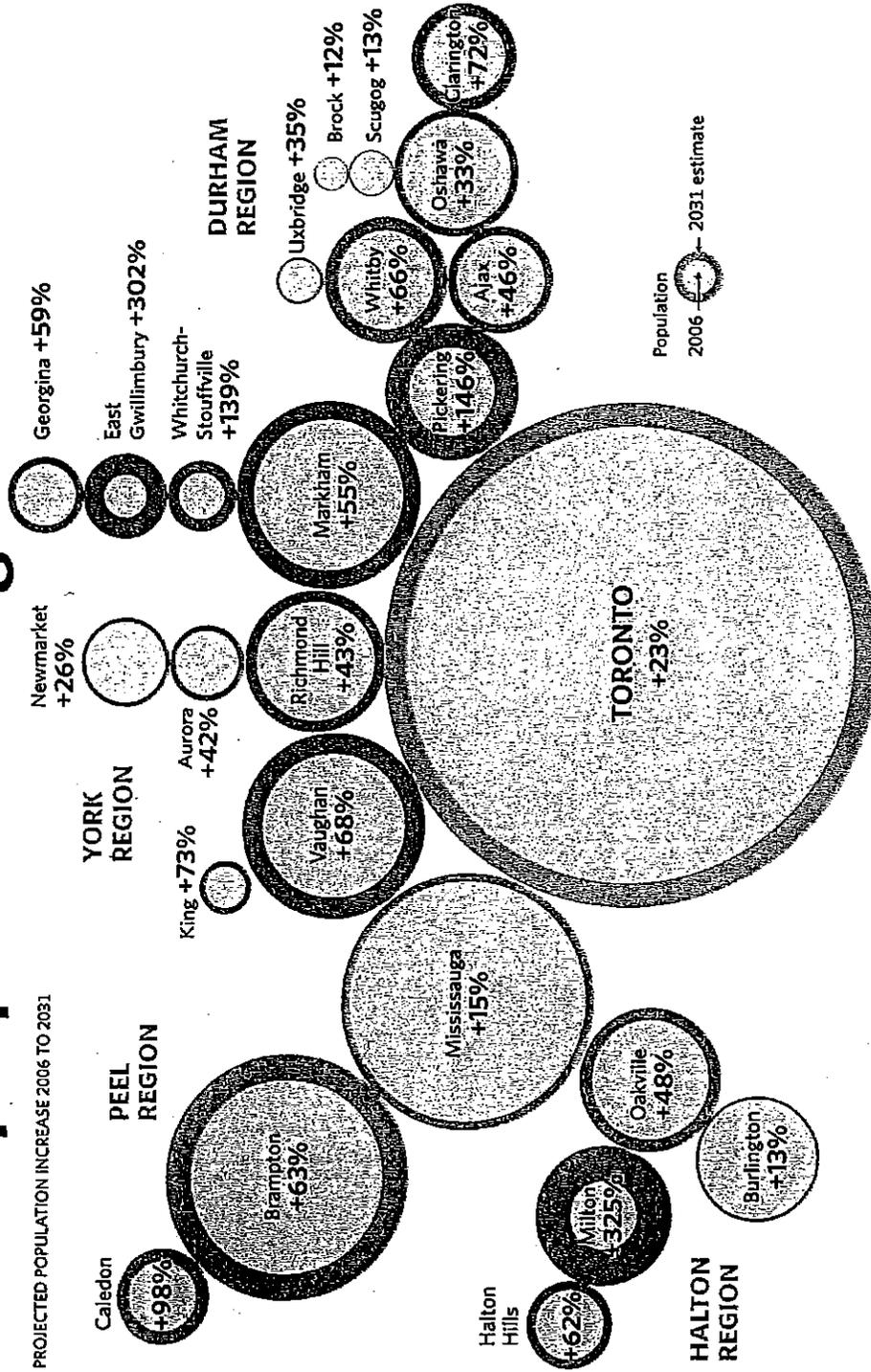
That the province rejected a 1,000-hectare expansion in Pickering and is willing to take on Durham Region at the OMB is proof "that it is serious about curbing sprawl," he says.

"I think there should be a very clear message to the regions that we mean business."

Statistical analysis was aided by Andrew Bailey and Hidy Ng

Where people are moving

PROJECTED POPULATION INCREASE 2006 TO 2031



	GTA	TORONTO	HALTON	PEEL	YORK	DURHAM
2006	5.68 million	2.50 million	457,000	1.21 million	929,900	586,700
2031	7.98 million	3.08 million	780,000	1.66 million	1.5 million	960,000
% increase	+40%	+23%	+71%	+37%	+62%	+64%
Share of GTA increase		25%	14%	20%	25%	16%

GRAPHIC BY CATHERINE FARLEY/TORONTO STAR



OFFICE OF THE MAYOR

December 11, 2009

The Right Honourable Stephen Harper
Prime Minister of Canada
House of Commons
Ottawa, Ontario
K1A 0A6

Dear Mr. Prime Minister:

Re: Funding to address Additional Development in the Urban Growth Centre

The Council of the Corporation of the City of Mississauga at its meeting on December 9, 2009, adopted the enclosed Resolution 0307-2009 requesting financial support from the Province of Ontario and the Government of Canada to address critical infrastructure funding for increased density.

The City of Mississauga has supported the Growth Plan for the Greater Golden Horseshoe and the "Big Move" Regional Transportation Plan which supports the Growth Plan and has designated lands for high density development within the Urban Growth Centre which includes the downtown and along the Hurontario Street Corridor. Further, Mississauga's Official Plan has ensured conformity with the Growth Plan and contains policies that ensure adequate phasing so that development does not occur before community infrastructure and transportation improvements are in place.

Currently, the City of Mississauga is preparing to undertake several major related projects that will transform Mississauga into a transit-oriented City with the Hurontario Street corridor forming the backbone of an enhanced rapid system which will tie together existing and future inter-regional GO Transit Commuter rail stations, the new Bus Rapid Transit (BRT), the waterfront, the downtown and major employment areas as well as provide a link into Brampton. The City of Mississauga is also finalizing the detailed design of the BRT that will connect with the Regions of Halton, Peel and Toronto.

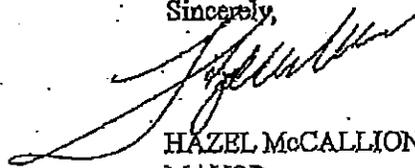


Despite the recent economic downturn, Mississauga Council is still entertaining requests for significant mixed-use developments within the Urban Growth Centre and along the Hurontario Street corridor which support the infrastructure directed to these areas. However, grave concern is expressed with the lack of funding that is available for transit oriented initiatives resulting in the City of Mississauga being forced to make decisions on development applications in the Urban Growth Centre and along the Hurontario Street corridor as they will further impact an already taxed community infrastructure.

Having embraced and implemented the policies and objectives of the Growth Plan and the "Big Move", on behalf of Council and the residents of Mississauga, I urge that we see some action in the form of a business plan which clearly outlines financial support in providing critical infrastructure funding for the increased density.

I look forward to receiving your favourable reply.

Sincerely,



HAZEL McCALLION, C.M.
MAYOR

cc: Mississauga MPs
Chairman Emil Kolb, Regional Municipality of Peel
Members of Council

Enc.

Resolution 0307-2009

0307-2009 Moved by: F. Dale

Seconded by: P. Mullin

WHEREAS in 2005 the Province of Ontario enacted the Places to Grow Act that formed the basis of the Growth Plan for the Greater Golden Horseshoe;

AND WHEREAS the Province of Ontario through Metrolinx prepared 'The Big Move', the Regional Transportation Plan that supports the Growth Plan;

AND WHEREAS the City of Mississauga has supported both the Growth Plan and 'The Big Move' and has recently completed the City's new Strategic Plan which includes developing a transit-oriented city which is in strong alignment with the Growth Plan;

AND WHEREAS Mississauga's Official Plan (Mississauga Plan) currently designates lands for high density development within the Urban Growth Centre, which includes the Downtown, and along the Hurontario Street corridor;

AND WHEREAS Mississauga City Council has adopted Official Plan Amendment 95 (OPA 95) that brings Mississauga's Official Plan (Mississauga Plan) into conformity with the Growth Plan and contains policies that directs growth to intensification areas and ensures that development is properly phased and does not occur before community infrastructure and transportation improvements are in place;

AND WHEREAS Mississauga is preparing a new Official Plan that transforms Mississauga into a transit-oriented city with the Hurontario Street corridor forming the backbone of an enhanced rapid transit system tying together existing and future inter-regional GO Transit commuter rail stations, the new BRT, the waterfront, the downtown and major employment areas, as well as linking into Brampton;

AND WHEREAS Mississauga is finalizing the detailed design of its Bus Rapid Transit Project that will connect Halton Region, Peel Region and the City of Toronto;

AND WHEREAS the Cities of Mississauga and Brampton are working towards completion of the Master Plan and Phases 1 and 2 of the Environmental Assessment process to introduce rapid transit along the Hurontario Street corridor from Lake Ontario to Downtown Brampton which was identified as one of the top 15 transit priorities within the first 15 years of implementation of 'The Big Move';

AND WHEREAS Mississauga is finalizing Downtown 21, a bold Master Plan and strategic plan of action to support the multi-modal transportation initiatives that

are already underway and an urban, green development framework for the downtown Urban Growth Centre;

AND WHEREAS Mississauga City Council has approved several projects in the Downtown and within the Hurontario Street corridor that have been built or are under construction that are of a similar scale and density to those in Toronto's railway lands and along its waterfront;

AND WHEREAS despite the economic downturn of the past year, Mississauga City Council is still entertaining requests for approvals and witnessing construction of significant mixed-use developments within the Urban Growth Centre and along the Hurontario Street corridor which supports the existing and planned infrastructure directed to these areas;

AND WHEREAS Mississauga City Council has expressed grave concern with the lack of funding available for transit initiatives and has been forced to make decisions on applications proposing additional development in the Urban Growth Centre and along the Hurontario Street corridor where the transportation system and community infrastructure is already taxed and unable to sufficiently support additional growth;

NOW THEREFORE BE IT RESOLVED THAT the Province of Ontario and the Government of Canada be advised that the City of Mississauga has embraced and implemented the policies and objectives of the Growth Plan and the 'Big Move' and is now looking for action from the Province of Ontario for a business plan which will clearly outline the financial support in providing critical infrastructure funding for increased density.

Carried
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OPA-0095