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Date November 19, 2020 **Report No.** 2020-139
To Chair and Members
Committee of the Whole – Community Development
From Paul Moore
General Manager, Community Development

1.0 Type of Report

Consent Item
Item For Consideration

2.0 Topic **Envisioning Our City: 2051 – The New Official Plan for the City of Brantford [Financial Impact – none]**

3.0 Recommendation

- A. THAT Report 2020-139, Envisioning Our City: 2051 – The New Official Plan for the City of Brantford, which includes the “*Municipal Comprehensive Review – Final Addendum Report, November 2020*”, prepared by SGL Planning and Design, attached as Appendix A, BE RECEIVED; and
- B. THAT Council ADOPT the new City of Brantford Official Plan – Envisioning Our City: 2051, attached as Appendix B to Report 2020-139; and
- C. THAT the By-law to adopt the new City of Brantford Official Plan – Envisioning Our City: 2051 BE PRESENTED to City Council for adoption in January 2021; and
- D. THAT Planning Staff BE DIRECTED to submit the Council-adopted City of Brantford Official Plan – Envisioning Our City: 2051 to the Province of

Ontario for final approval in accordance with Section 17(22) of the *Planning Act*; and

- E. THAT in accordance with Section 26(7) of the *Planning Act*, Council DECLARES to the approval authority, being the Minister of Municipal Affairs and Housing, that the Council-adopted City of Brantford Official Plan – Envisioning Our City: 2051:
- i. conforms with provincial plans or does not conflict with them, as the case may be,
 - ii. has regard to the matters of provincial interest listed in Section 2 of the *Planning Act*, and
 - iii. is consistent with policy statements issued under subsection 3(1) of the *Planning Act*; and
- F. THAT the Comprehensive Block Plan Terms of Reference, attached as Appendix C to Report 2020-139, to guide and assess future Block Plan applications within the lands that are subject to block planning in the new City of Brantford Official Plan – Envisioning Our City: 2051, BE ENDORSED; and
- G. THAT the Urban Design Manual, attached as Appendix D to Report 2020-139, to guide and assess future development proposals and applications in the City of Brantford, BE ENDORSED; and
- H. THAT the Infrastructure Staging Report, attached as Appendix E to Report 2020-139, to guide the provision of infrastructure and services within the expansion lands, BE ENDORSED.

4.0 Purpose and Overview

4.1 Purpose

The purpose of this Report is to present to Council for consideration, Envisioning Our City: 2051 – The New Official Plan for the City of Brantford. The new Official Plan will replace the current Official Plan with updated land use policies and schedules (maps) and includes the municipal boundary adjustment lands transferred to the City from the County of Brant in 2017. Once Council adopts the new Official Plan, it will be sent to the Province for final approval before coming into effect.

This Report also seeks Council's endorsement of additional supporting documents that will assist City Staff and development proponents when implementing the new Official Plan and considering future development

applications. These documents include the Comprehensive Block Plan Terms of Reference, Urban Design Manual and Infrastructure Staging Report.

4.2 Overview

The new City of Brantford Official Plan – Envisioning Our City: 2051, attached as **Appendix B**, is a key policy document that guides how and where the City of Brantford will grow and intensify to the year 2051. It includes an expanded Settlement Area to accommodate future urban growth in new greenfield areas, while also supporting intensification, infill and redevelopment within the City's established urban area. It also provides new rural/agricultural policies for lands outside of the Settlement Area. The new Official Plan, described in greater detail in Section 8.2.1 of this report, is designed to facilitate managed growth that supports complete communities and diverse economic opportunities, protects the natural environment and cultural assets, and contributes to a prosperous future in Brantford.

The new Official Plan is the culmination of an Official Plan Review process that commenced in 2013. As part of the process, a Municipal Comprehensive Review (MCR) was undertaken to prepare the new Official Plan in conformity with the Growth Plan for the Greater Golden Horseshoe, as amended (Growth Plan), and other Provincial requirements. Over the past eight years, Planning Staff have worked closely with other City Staff and the consultant team to advance the Official Plan, taking into account the municipal boundary adjustment and repeated changes to the Growth Plan and other applicable provincial policy including the Provincial Policy Statement (PPS) which was also amended in 2020. Public consultation and engaging with local First Nations have also been ongoing components of the Official Plan Review program.

In accordance with Amendment No. 1 to the Growth Plan (effective August 28, 2020), the new Official Plan accounts for a future population of 165,000 residents and employment of 80,000 jobs by the year 2051. The earlier draft version of the Official Plan, released on June 30, 2020, for a public and agency commenting period over the summer (June 2020 Draft Official Plan), was based on a different scenario that included 163,000 residents and 79,000 jobs by 2041, as per the applicable forecasts in the previous version of the Growth Plan. To accommodate that growth, the June 2020 Draft Official Plan included an expanded Settlement Area as determined through the MCR process and endorsed by Council in April 2019. To account for the amended forecasts to 2051 in the amended Growth Plan, an addendum to the MCR was prepared, entitled *"Envisioning Brantford – Municipal Comprehensive Review – Final*

Addendum Report, November 2020” (MCR Addendum Report). Given the forecasts in the August 2020 Growth Plan, additional analysis was required. Consequently, the Settlement Area expansion lands have now increased from the 796 net hectares endorsed by Council in April 2019 to 891 net hectares to be approved in the new Official Plan. This is discussed further in Section 8.1 of this Report and in the MCR Addendum Report attached as **Appendix A**.

Additional supporting documents have also been developed to assist City Staff and development proponents when implementing the new Official Plan and considering future development proposals and applications. These documents are listed below:

- Comprehensive Block Plan Terms of Reference, discussed in Section 8.2.2 and included as **Appendix C**;
- Urban Design Manual, discussed in Section 8.2.3 and included as **Appendix D**; and
- Infrastructure Staging Report, discussed in Section 8.2.4 and included as **Appendix E**.

The Official Plan and supporting documents can also be found on the Official Plan Review project webpage at www.brantford.ca/officialplanreview.

5.0 Background

The City of Brantford is required to prepare an Official Plan, in conformity with the Growth Plan for the Greater Golden Horseshoe, and consistent with the Provincial Policy Statement (PPS) issued under the *Planning Act*. Brantford’s current Official Plan was adopted by Council and approved by the Province of Ontario in 1987.

The current Official Plan has since been subject to over 200 amendments, including three formal reviews completed in 1993, 1999 and 2006. The City is required to periodically review the Official Plan and amend it as necessary to maintain conformity and consistency with updated Provincial legislation, regulations, policies and plans such as the Growth Plan and the PPS. The Official Plan is also amended through the development application process, to provide appropriate policy and/or land use designations for development that were not anticipated when the current Official Plan was prepared over 30 years ago.

The Official Plan Review began in 2013 and it was recognized at that time that the current Official Plan is cumbersome and needed to be replaced by a new, streamlined document with updated and reorganized policies. Instead of amending the current document again, Planning Staff developed the first draft of a new Official Plan which was released for public and agency comment in July 2016. However, the process was put on hold while the municipal boundary adjustment between the City of Brantford and the County of Brant was awaiting Provincial approval, and due to changes to the Growth Plan proposed by the Province in draft form in May 2016.

The Minister of Municipal Affairs and Housing signed a Restructuring Order in December 2016, approving the City's annexation of 2,719 hectares of land from the County of Brant for future growth, effective January 1, 2017. The annexed lands remain subject to the County of Brant Official Plan and Zoning By-law until they are incorporated into the City's new Official Plan and Zoning By-law. In addition, the Province issued the new Growth Plan for the Greater Golden Horseshoe in May 2017, when the Official Plan Review was restarted.

To support the preparation of the new Official Plan, technical analysis was undertaken in accordance with the Municipal Comprehensive Review process set out in the Growth Plan and other Provincial guidance documents. The consulting team retained to complete this work includes the following firms and disciplines:

- SGL Planning and Design Inc.: *land use planning; land needs assessment; urban design and project management;*
- The Planning Partnership: *land use planning; public and stakeholder consultation;*
- Cushman & Wakefield: *residential, commercial and employment supply and demand; land needs assessment;*
- Dillon Consulting: *transportation modelling, demand management and impact assessment; transit, pedestrian and cycling networks;*
- GM Blue Plan Engineering Consultants: *water, wastewater and stormwater servicing;*
- Plan B Natural Heritage: *natural heritage management and policy; environmental impact assessment;*

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- Ecosystem Recovery Inc.: *geomorphology and erosion assessment; water resource system management;*
 - ASI (Archaeology Services Inc.): *cultural heritage and archaeology; First Nations consultation;* and,
 - AgPlan: *agricultural impact assessment.*

The Municipal Comprehensive Review (MCR) assessed how Brantford could accommodate the population and employment growth projected by the Growth Plan. It included a land needs assessment that determined how much growth could be accommodated within the current Settlement Area, confirmed that an expansion of the Settlement Area is required, and identified the amount of land to be added to the Settlement Area. This analysis was documented in the MCR Part 1 Report, *Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Land Needs.* A land evaluation was then undertaken to determine where the Settlement Area should be expanded. This work was documented in the MCR Part 2 and MCR Part 3 Reports, *Envisioning Brantford – Municipal Comprehensive Review – Part 2: Settlement Area Boundary Expansion and Envisioning Brantford – Municipal Comprehensive Review – Part 3: Preferred Settlement Area Boundary Expansion and Preliminary Land Use and Transportation Plan.* The preliminary land use and transportation plans evaluated in the MCR Part 3 Report provided input to the development of the policies, land use designations and schedules contained in the new Official Plan.

A draft Official Plan, and the additional supporting documents including the draft Comprehensive Block Plan Terms of Reference, draft Urban Design Manual, and draft Infrastructure Staging Report, were released on June 30, 2020 for a public and agency commenting period until the end of August. Two weeks prior to the release of the June 2020 Draft Official Plan, the Province proposed Amendment No. 1 to the 2019 Growth Plan and a new Land Needs Assessment Methodology. As a result, the June 2020 Draft Official Plan included notation to acknowledge the pending Growth Plan amendment, and that the Draft Official Plan would need to be revised, to extend the plan horizon from 2041 to 2051 and adjust the population and employment forecasts. Planning Staff and the consultant team were committed to moving the new Official Plan forward to completion and commenced the required analysis in response to the proposed changes to the Growth Plan. An addendum to the MCR was prepared to account for the revised land needs assessment and related adjustments to the Settlement Area boundary once the Growth Plan amendment and new

methodology came into effect on August 28, 2020. The effect of comments received on the draft documents, and the outcome of the MCR Addendum Report, are discussed in Sections 7 and 8 of this Report.

A more detailed summary of key steps undertaken to complete the MCR and prepare the new Official Plan, as reported to Council throughout the process, is provided in **Appendix F** to this Report.

6.0 Corporate Policy Context

Completion of a new Official Plan that includes the municipal boundary adjustment lands transferred to the City from the County of Brant in 2017 is a corporate priority. Together with other associated City-wide growth management plans (e.g. Transportation Master Plan and Master Servicing Plan), the new Official Plan will support the City's growth and optimization of its infrastructure, while protecting and enhancing heritage and natural assets. In addition to facilitating intensification within the Built-up Area in a manner that ensures that neighbourhoods in established areas are vibrant, safe and attractive, the new Official Plan will accommodate future population and employment growth in additional Designated Greenfield Areas and Employment Areas within an expanded Settlement Area.

The City-wide growth management plans will provide input to the next Development Charges By-law Study and Fiscal Strategy for funding the City's share of related costs for the critical infrastructure that is required to support the development of the Settlement Area expansion lands.

7.0 Input From Other Sources

7.1 Community and Stakeholder Input

On June 30, 2020, a complete Draft Official Plan (June 2020 version) was released for a two month public and agency commenting period, along with the Draft Block Plan Terms of Reference, Draft Urban Design Manual and Draft Infrastructure Staging Report. Comments received on the June 2020 Draft Official Plan by the August 28 2020 deadline have been summarized in the comment/response summary matrix provided in **Appendix G** to this report. Copies of those comments, as well as additional comments received and considered since the deadline, have been provided to Council under separate cover. Overall, a primary concern has been the extent of the Settlement Area expansion into the municipal boundary expansion lands (formerly part of the County of Brant prior to 2017), as well as the application of the Core Natural

Areas Designation and Adjacent Lands Overlay on specific properties. These issues are discussed in more detail in Section 8 of this Report.

Before the June 2020 Draft Official Plan was issued, a Public Information Centre (PIC) planned for April 2020 was cancelled due to the impacts of the global Covid-19 pandemic. In its place, a document entitled *Overview of Proposed Land Use Designations – April 2020* was released to provide preliminary information about the proposed Official Plan’s urban structure, density and intensification targets, and proposed land use designations, including their delineation on draft schedules (maps). In addition, since the current Official Plan Review resumed in August 2017, a series of Public Information Centres (PICs) were held for the purposes of sharing information and gathering feedback and input from the public and development stakeholders. These events were coordinated with the other master plan processes including the Transportation Master Plan and the Master Servicing Plan. A summary of the seven PICs held between September 2017 and February 2020 is included in **Appendix F** to this Report.

7.2 First Nations Input

Six Nations of the Grand River and Mississaugas of the Credit First Nation have been advised of each Public Information Centre (PIC) and other public meetings held throughout the Official Plan Review, and were provided with the April 2020 Overview of Proposed Land Use Designations. More directly, Planning Staff have met with First Nations’ community representatives to keep them informed and invite comments on the process summarized below:

- Meeting with Six Nations of the Grand River Consultation and Accommodation Process (CAP) Team, in Ohsweken on December 19, 2017, and in Brantford at the Visitor and Tourism Centre on January 10, 2019;
- Meeting with the Mississaugas of the Credit First Nation Department of Consultation and Accommodation, in New Credit on November 29, 2017 and January 16, 2019;
- Planning Staff attended Community Awareness fairs held at the Six Nations Tourism Centre in May 2019, and at New Credit in June of 2018 and 2019, to share information with the boarder community in attendance at these open events;

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- On June 25, 2020, a project update and overview of the Draft Official Plan was provided in an online virtual meeting format (due to the Covid-19 epidemic), to the Six Nations of the Grand River Consultation and Accommodation Process (CAP) Team.

7.3 Corporate, Agency and Group Input

Throughout the Official Plan Review process, Planning Staff have worked closely with Public Works Staff who have led the Transportation Master Plan (TMP) and Master Servicing Plan (MSP) projects. The Official Plan Review consulting team includes joint transportation and servicing consultants with the Master Plans to facilitate exchange of information and shared analysis. For example, transportation and servicing considerations were factors in the intensification analysis, the evaluation of Settlement Area expansion options and land use concepts, and infrastructure strategy conducted through the Municipal Comprehensive Review. Allocation of population and employment growth identified in the MCR land needs assessment was input to the network modelling undertaken as part of the TMP and MSP and will be updated through report addendums to account for the expanded forecast horizon to 2051.

Meetings to discuss the draft Official Plan have included City Staff representing Housing, Parks and Recreation, Development Engineering, Economic Development, Climate Change and Source Water Protection, as well as staff of the Grand River Conservation Authority.

Planning Staff have also consulted with Provincial Staff throughout the Official Plan Review process. The discussions have focused on the draft land needs assessment and related alternative intensification and density target requests, and the various amendments to the Growth Plan for the Greater Golden Horseshoe and other applicable provincial policy and legislative changes that have occurred.

Over the course of the Official Plan Review, Planning Staff have met with various committees including the Planning and Economic Development Advisory Committees and the Downtown Business Improvement Area (BIA). More recently, virtual presentations on the June 2020 Draft Official Plan were made to the Brantford Home Builders Association on July 15, 2020, and the Municipal Heritage Committee on August 10, 2020.

On September 28, 2020, a targeted workshop was held with development industry representatives who had provided comment on the June 2020 Draft Comprehensive Block Plan Terms of Reference, to discuss the proposed block

plan process and their professional experience with Block Plans, potential benefits and/or issues in preparing Block Plan applications. The results of this consultation are outlined further in Section 8.2.2 of this Report.

The updated Official Plan, and updated drafts of the Comprehensive Block Plan Terms of Reference, Urban Design Manual and Infrastructure Staging Report, were released for public review on October 22, 2020, along with the draft MCR Addendum Report. The documents were referenced in the public notices issued on October 16 and 20, 2020, regarding the November 5 Public Open House and the November 19 Statutory Public Meeting.

Planning Staff also provided a presentation to the Boundary Lands Task Force on November 6, 2020.

8.0 Analysis

8.1 Completion of the Municipal Comprehensive Review – Final Addendum Report

As previously noted in Section 5 of this Report, two weeks before the June 2020 Draft Official Plan was released, the Province proposed an amendment to the Growth Plan for the Greater Golden Horseshoe as well as a new Land Needs Assessment Methodology. Once those changes came into effect on August 28, 2020, additional analysis was completed to account for the new population and employment forecasts to 2051. This resulted in an addendum to the Municipal Comprehensive Review, entitled “*Envisioning Brantford – Municipal Comprehensive Review – Final Addendum Report, November 2020*” (MCR Addendum Report), prepared by SGL Planning and Design Inc., and attached as **Appendix A** to this Report. The MCR Addendum Report updates the land needs assessment contained in the MCR Part 1 Report and determines how much additional land can be added to the Settlement Area as a result of the changes to the Growth Plan. It also recommends where the additional land need has been allocated within the revised Settlement Area boundary now included in the new Official Plan. The Settlement Area is where urban land uses may be designated, in Community Areas and Employment Areas. Community Areas are where people live and work and include residential, institutional, and commercial uses as well as parks and mixed-use land uses which typically include residential uses in combination with compatible non-residential uses. Employment Areas provide jobs in clusters of business and other economic activities such as manufacturing, warehousing, offices and associated retail and ancillary facilities.

8.1.1 Revised Land Needs Assessment

To conform with the amended Growth Plan (August 2020), the new Official Plan extends the planning horizon to 2051 instead of 2041, and adjusts the growth forecasts, which are key inputs to the Municipal Comprehensive Review's Land Needs Assessment (LNA). Instead of a population of 163,000 residents and employment of 79,000 jobs in Brantford by the year 2041, the new Official Plan provides for a population of 165,000 residents and employment of 80,000 jobs in Brantford by the year 2051. These forecasts are set out in Schedule 3 of the amended Growth Plan and were supported by Council through consideration of previous Report 2020-302 (noted in **Appendix F** to this Report). It should be noted that these changes do not mean that Brantford is expected to grow by only 2,000 residents and 1,000 jobs between 2041 and 2051. The *Greater Golden Horseshoe: Growth Forecasts to 2051, Technical Report*, prepared by Hemson Consulting for the Province to determine the new Growth Plan forecasts, stated that the previous 2041 forecasts for Brantford had been overestimated.

The additional 2,000 residents and 1,000 jobs have been accounted for in the revised LNA contained in the MCR Addendum Report. The difference in key inputs and outcome between the MCR Part 1 Report and the updated MCR Addendum Report are highlighted in Table 1, Land Needs Assessment Comparison.

In addition to the revised plan horizon and growth forecasts noted above, the MCR Addendum Report identifies an increase in the amount of land currently designated for employment purposes in the current Official Plan that is to be converted to non-employment land use designations in the new Official Plan, as well as a decrease in the Employment Area supply within the current Settlement Area. These changes also impact the amount of Employment Area to be added to the Settlement Area, which has increased from 336 hectares in the MCR Part 1 Report to 397 hectares in the MCR Addendum Report.

The amount of additional Community Area land has increased from 460 hectares in the MCR Part 1 Report to 494 hectares in the MCR Addendum Report. In total, the Settlement Area expansion lands have increased by 95 hectares of net developable land. This supports Council's direction through consideration of Report 2019-184 in April 2019, "to continually

seek out ways to take in more land' within the Settlement Area, as noted in **Appendix F** to this Report.

Table 1, Land Needs Assessment Comparison

	MCR Part 1 Report	MCR Addendum Report	Variance
<i>Input</i>			
Plan Horizon	2041	2051	
Population Forecast	163,000	165,000	+2,000
Employment Forecast	79,000	80,000	+1,000
Employment Lands to be Converted	66 hectares	98 hectares	+32 hectares
Existing Employment Area Supply	1,451 hectares	1,409 hectares	-42 hectares
<i>Outcome</i>			
Additional Employment Area to be added	336 hectares	397 hectares (383 ha adjusted upward by 14 ha) *	+61 hectares (47 ha adjusted upward by 14 ha) *
Additional Community Area to be added	460 hectares	494 hectares (490 ha adjusted upward by 4 ha) *	+34 hectares (30 ha adjusted upward by 4 ha) *
Settlement Area Expansion Lands	796 hectares (net developable)	891 hectares (net developable)	+95 hectares (net developable)

* The new Land Needs Assessment Methodology issued by the Province on August 28, 2020 provides greater flexibility for accommodating additional land needs. It allows the land area calculated through the methodology to be adjusted upward in a minor way, if necessary, to ensure logical boundaries of the Settlement Area and avoid partial neighbourhoods. The upward adjustments made to the Employment Area (14 ha) and Community Area (4 ha) are noted in Section 8.1.2 below.

It remains the case that less land is required to accommodate Brantford's growth forecast than was anticipated during negotiations for the Municipal Boundary Adjustment Agreement in 2016. This is due to the increased intensification and density targets which direct more of the City's future development to the Built-up Area and Designated Greenfield Area (DGA) already within the current Settlement Area.

8.1.2 Revised Settlement Area Boundary

The MCR Addendum Report recommends where the additional land needs identified in the updated LNA should be located. The revised Settlement Area boundary and additional Employment Area and Community Area within the revised boundary are illustrated in the Revised Settlement Area Map, attached as **Appendix H** to this Report. **Appendix H** also illustrates the Settlement Area expansion that was delineated in the June 2020 Draft Official Plan, which had been determined through the evaluation analysis contained in the MCR Part 2 and Part 3 Reports and was endorsed by Council in April 2019. This endorsement enabled the Official Plan Review and other City-wide master plans to continue. The revised Settlement Area boundary is to be approved through the new Official Plan.

a) Employment Area

The Revised Settlement Area Map (**Appendix H**) shows that the additional 61 hectares of Employment Area noted in Table 1 have been added to the northwest corner of the City, to the west of Golf Road. This addition includes an upward adjustment of 14 hectares in order to round out the Employment Area to the west of Golf Road and to avoid splitting properties.

b) Community Area

The Revised Settlement Area Map (**Appendix H**) shows that the additional 34 hectares of Community Area have been added on the north side of Powerline Road near the eastern City limits. This addition includes a 4 hectare upward adjustment to include the complete neighbourhood block on the north side of Powerline Road east of Park Road. This location builds upon Option 1 that was selected as the preferred Settlement Area in the MCR Part 3 Report and endorsed by Council in April 2019. Given the modest scope of the increase, the rationale to support Option 1 in Report 2019-184 also applies to the revised Settlement Area, as follows:

- Given its proximity to existing services at Powerline Road and Coulbeck Road, these additional lands are within an area that can be serviced through gravity sewer connections and would require less servicing infrastructure facilities, minimizing capital and life cycle maintenance costs for municipal services;

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- It remains the best option to minimize conflict with existing intensive agricultural operations; and
 - It does not require extensive crossing of the Natural Heritage System including Jones Creek or extend into other lands more encumbered with environmental features.

8.2 Overview of the New City of Brantford Official Plan and Related Documents

One of Planning Staff's objectives at the outset has been to ensure that the new Official Plan is clear, concise and easy to read and understand. A conscious effort has been made to not include extracts or phrases that are found in other regulatory documents including the *Planning Act*, the Provincial Policy Statement and the Growth Plan unless they are specifically warranted. The policies that have been developed are intended to provide for some flexibility in terms of guiding the future development of the City and reduce the need for multiple amendments to the Official Plan while at the same time, ensuring that the natural heritage and cultural heritage features in the City continue to be protected and enhanced where possible.

It is important to note that the streamlined approach undertaken to develop the new Official provides a connection to the other City documents but does not seek to duplicate them. As first and foremost a land use plan, the Official Plan contributes to initiatives such housing affordability, by providing opportunity for a broader range of housing types, including additional dwelling units and supportive housing, to be located throughout more areas within the City. To achieve the Official Plan targets for intensification in the Built-up Area and greater density in developing greenfields, a significant shift toward more compact, and mid-rise and high-rise housing forms is required. Economic development and promotion of culture rely on a variety of sites being available for commercial, recreation and cultural activities and employment opportunities. When provided in a mixed use development format promoted throughout the identified Strategic Growth Areas, better connections between where people live, work and play are created to help establish complete communities that support local enterprise and active transportation initiatives and transit use. Cutting down vehicle use and trip lengths can support initiatives to reduce carbon emissions found in the Climate Change Action Plan. Closer connections between a broad range of housing types and activities also facilitate social participation, access to health services and the ability to age in place within the community.

Section 8.2 of this Report provides an overview of the new Official Plan and the accompanying documents, including the Comprehensive Block Plan Terms of Reference, Urban Design Manual, and Infrastructure Staging Report.

8.2.1 Structure and Content of the New City of Brantford Official Plan

The new City of Brantford Official Plan is organized into nine chapters with thirteen schedules as described below:

1. Introduction – The first chapter states the purpose of the Official Plan and provides some guidance for using and interpreting the document.
2. Vision and Guiding Principles – This chapter carries forward the vision and guiding principles developed through the extensive public consultation that led to the July 2016 Draft Official Plan, and reconfirmed during the more recent Official Plan Review public consultation events.
3. Successful Communities – Chapter 3 includes policies related to housing, promoting a strong and healthy economy, ensuring good urban design, protecting cultural heritage resources, and promoting sustainable development and climate change mitigation. It provides reference to other City documents such as the Brantford-Brant Housing Stability Plan, Economic Development Strategy, Municipal Cultural Plan, Urban Design Manual, Heritage Conservation District Plans, Master Plan of Archaeological Resources, Source Water Protection Plan and Climate Change Action Plan.
4. Growth Management – Structural elements of the Official Plan required to accommodate future growth while achieving conformity with the Growth Plan for the Greater Golden Horseshoe are detailed in Chapter 4. It describes the components of the urban structure including Neighbourhoods, Strategic Growth Areas, Employment Areas, Rural/Agricultural Areas and the Natural Heritage System. These components are illustrated on *Official Plan Schedule 1: Growth Management*, which also delineates the Settlement Area, Built-up Area, and Designated Greenfield Area boundaries, as well as the Provincially Significant Employment Zone.

Chapter 4 includes the population and employment growth forecasts and targets for residential intensification in the Built-up Area and the density of residents and jobs in Designated Greenfield Areas.

- Brantford's population is projected to reach 165,000 residents by 2051, an increase of 63,300 people since the 2016 census.
 - Employment is projected to include 80,000 jobs by 2051, an increase of 35,110 jobs since 2016.
 - The intensification target requires a minimum of 45% of all new residential development within the City to occur within the Built-Up Area on an annual basis until 2031. After 2031, the target will increase to 50%. It is set at 40% in the current Official Plan.
 - The Designated Greenfield Area (DGA) is planned to achieve an overall minimum density of 52 residents and jobs combined per hectare by 2051. It is set at 50 residents and jobs combined per hectare in the current Official Plan. This density target is measured over the entire DGA, excluding Employment Areas, Core Natural Areas, cemeteries and rights-of-way for Hwy 403, railways and major utility corridors.
 - Recognizing that some lands within the DGA have already developed at lower densities than the new target of 52, higher density targets of 55 or 60 residents and jobs combined per hectare are required over specific areas where identified on *Official Plan Schedule 2: Designated Greenfield Area Density and Block Plan Boundaries*, to achieve the overall DGA density target of 52.
 - Employment Areas within the DGA shall be planned to achieve an overall minimum density of 25 jobs per hectare by 2041.
5. Land Use Designations – This chapter sets the policy framework for development within each of the identified land use designations. The streamlined approach reinforces the Official Plan as the framework to guide growth, enabling the implementing Zoning By-law to further refine the list of permitted uses in each land use designation. Details of development that can be appropriately regulated through the Zoning By-law have not been included except as necessary to provide direction to the new Zoning By-law. The future City-wide rezoning project will follow the adoption of the new Official Plan.

The land use designations are organized in the following categories linked to the Urban Structure, and illustrated on *Official Plan Schedule 3: Land Use Plan*.

Neighbourhoods:

There are three land use designations within Neighbourhoods, including the Residential, Major Institutional, and Parks and Open Space Designations.

The **Residential Designation** allows for a full range of residential dwelling types and uses intended to serve local residents:

- Low Rise Residential: Single-detached and semi-detached houses, townhouses, and duplex and triplex dwellings up to 3 storeys in height;
- Mid Rise Residential: Townhouses and apartment dwellings between 3 and 6 storeys;
- High Rise Residential: Apartment buildings greater than 6 storeys;
- Additional dwelling units in Low Rise Residential buildings including single-detached and semi-detached houses, street townhouses, and duplex dwellings and accessory buildings (e.g. laneway housing and second suites);
- Communal housing which includes special needs housing and nursing homes;
- Home occupations, live-work units and bed and breakfast establishments;
- Day cares, elementary schools and small scale places of worship; and,
- Neighbourhood supporting uses such as small scale convenience retail and restaurants, banks, health care offices, studios and craftsman shops. They are encouraged to locate on the ground floor below residential units in mixed use developments, and/or clustered to create neighbourhood focal points.

The Official Plan includes locational criteria to help determine what specific areas within the Residential Designation are appropriate for the different dwelling types and uses permitted, which will be implemented and further refined through the Zoning By-law. Rather than applying minimum and maximum residential unit counts for low, medium and high density development, the Official Plan provides for unit counts that fit within the applicable Low Rise, Mid Rise or High Rise built form, subject to the Zoning By-law regulations, guidelines in the Urban Design Manual, and capacity of infrastructure such as roads and municipal servicing.

Further, within the Residential Designation, additional policies are applied in four sub-categories that provide area-specific detail in the north boundary expansion lands and in Tutela Heights. They are based on the land use plans prepared during the Official Plan Review's Settlement Area expansion evaluation. These categories are illustrated on *Official Plan Schedule 4: Designated Greenfield Area Structure*.

- The **Neighbourhood Corridors** and **Neighbourhood Centres** include the uses permitted in the Residential Designation with the exception of single-detached and semi-detached houses and duplex dwellings. Buildings heights may range from 3 to 6 storeys, except in Tutela Heights where 2 to 4 storey buildings would be permitted in the Neighbourhood Corridors. The Neighbourhood Centres may also be anchored with a grocery store.
- The **Suburban Residential** and **Transitional Residential** areas are applied only in Tutela Heights to address the low density character of existing development. The Suburban Residential area recognizes the existing large lot residential uses serviced with municipal water and private septic systems. The Transitional Residential area is to accommodate fully serviced Low Rise Residential buildings, on larger lots when adjacent to the Suburban Residential area.

The **Major Institutional Designation** includes institutional uses that are of a City-wide or regional scale, including high schools, post-secondary education facilities, hospital, police station, large places of worship and communal housing.

The ***Parks and Open Space Designation*** permits parks of varying sizes, open space linkages that can contribute to a continuous multi-purpose trail network, golf courses, cemeteries and accessory buildings. Some additional parks are also situated within the Core Natural Areas Designation.

Strategic Growth Areas:

The Strategic Growth Areas include three land use designations: the Downtown Urban Growth Centre, Major Commercial Centre and Intensification Corridor Designations. They are the primary focus for intensification and where a mix of uses is encouraged, on individual development sites and within individual buildings.

The ***Downtown Urban Growth Centre (UGC) Designation*** is the City's central focal area for office, institutional, retail and residential uses, cultural heritage and events. It is subject to a minimum density target set by the Province of 150 residents and jobs combined per hectare by 2031. To help achieve the density target, as well as to support the alternative intensification target approved by the Province, the current boundary of the UGC has been reduced in area in the new Official Plan, as per Council direction in previous Report 2020-262 (as noted in **Appendix F** to this Report).

The UGC designation is divided into three precincts to recognize the different characteristics and development potential within the broader Downtown area. The precincts are illustrated on *Official Plan Schedule 5: Downtown Urban Growth Centre*.

- The ***Lower Downtown Precinct*** provides the greatest opportunity for intensive, mid and high rise, mixed use development.
- The ***Historic Mainstreets Precinct*** policies prohibit residential units on the ground floor from directly fronting certain streets to reinforce the continuity of commercial uses along those streets.
- Low-rise residential buildings are permitted among the mix of uses within the ***Upper Downtown Precinct***, reflecting the existing form of development in the Upper Downtown.

Large sites in the **Major Commercial Centre Designation** are permitted to intensify with a broader mix of uses around existing shopping centres and large floor plate retail stores. The **Intensification Corridor Designation** connects the other Strategic Growth Areas in the Downtown and Major Commercial Centres, providing opportunities to create pedestrian and transit supportive development along major roads. Building heights permitted within the Intensification Corridors may vary depending on the character of the area. Some corridors can accommodate greater height and density, while others such as the Brant Avenue Heritage Conservation District and Erie Avenue are subject to height limitations.

Employment Areas:

There are two land use designations in the Employment Areas. The **Prestige Employment Designation** permits manufacturing and research and development facilities within enclosed buildings, limited sales of products manufactured, processed or assembled on the premises, and warehouse and distribution centres. It also permits office uses not greater than 4,000 sq. m. in any building. Some ancillary retail and service commercial uses that support the Employment Area are also permitted.

The **General Employment Designation** permits industrial uses, manufacturing and research and development facilities, warehouse and distribution centres, and outdoor storage yards. Ancillary office space and a more limited range of ancillary retail and service commercial uses that support the Employment Area may also be permitted. Uses that generate emissions such as noise, vibration, smoke, dust or odours are directed to the General Employment Designation, where their activities must be conducted in compliance with applicable municipal and provincial policies and guidelines.

Rural/Agricultural Area:

The **Agricultural Designation** includes lands outside of the Settlement Area Boundary that will be used for agricultural and other rural land uses. Permitted uses include agricultural related uses as well as agri-tourism, home industries and on-farm diversified uses. Residential uses are limited to single-detached dwellings on existing lots of record and farm help houses. Permission to create new lots is limited to protect lands suitable for agricultural production from

fragmentation and the intrusion of non-agricultural land uses, and to support the existing agricultural industry. Further expansion of the Settlement Area into the Rural/Agricultural Area may be considered in the future, when Brantford's land needs exceed the land needs identified in the Municipal Comprehensive Review, and established in the Official Plan, to accommodate the population and employment growth forecasts set out in the Growth Plan.

Natural Heritage System:

The Natural Heritage System includes the Core Natural Areas Designation, surrounded by an Adjacent Lands Overlay. They are illustrated on *Official Plan Schedule 6: Natural Heritage System*.

The **Core Natural Areas Designation** protects significant natural heritage features and their associated ecological functions. It is delineated with a 30 metre buffer to those features, which include significant wetlands, woodlands, valley lands, wildlife habitat including species at risk and rare plants, enhancement and restoration areas. Development within these areas is subject to the results of an Environmental Impact Study. Permitted uses include conservation uses, flood and erosion control, public parks, trails and passive recreation, and existing lawfully established uses, as well as municipal infrastructure projects approved through an Environmental Assessment.

The **Adjacent Lands Overlay** identifies lands within 90 metres of the buffered features in the Core Natural Areas Designation. Permitted uses within the Overlay may include those land uses permitted by the underlying land use designation, as identified on Schedule 3, subject to the results of an Environmental Impact Study when determined necessary through the development review process.

In response to comments received on the Draft Official Plan, it has been clarified that the EIS requirement may be waived in cases where an EIS has already been completed to support existing planning approvals that pre-date the new Official Plan but are as yet to be built.

6. Site and Area Specific Policies – Chapter 6 identifies sites and areas within the City that require additional or modified land use policies or exemptions to address site specific circumstances or conditions. Lands susceptible to flooding or with hazardous slopes are examples of areas

subject to these policies. They are identified on *Official Plan Schedule 7-1: Floodplain*, *Schedule 7-2: Floodplain Breach Zone*, and *Schedule 7-3: Steep Slope Erosion Hazard*. Chapter 6 also includes policies applicable to former landfill sites, identified where known on *Official Plan Schedule 8: Abandoned Landfill Sites*, and lands containing mineral aggregate resource, identified on *Official Plan Schedule 9: Mineral Aggregate Resource Areas*. In addition, lands subject to site-specific modified policies are identified *Official Plan Schedule 10: Modified Policy Areas*.

7. Integrated Transportation System – Chapter 7 links land use planning with the provision of transportation network improvements and enhanced transit set out in the City of Brantford Transportation Master Plan. The network of existing and future roads, bikeways and trails identified in the Transportation Master Plan (2020) is illustrated on *Official Plan Schedule 11: Bikeways and Trails Network Plan*, and *Schedule 12: Road Network*. *Schedule 13, Road Allowance Widening*s, identifies the road segments and associated right-of-way widths that the City can obtain through the development approval process.
8. Servicing Infrastructure and Utilities – Chapter 8 provides policy to complement the more detailed requirements contained in the City of Brantford Master Servicing Plan (2020) for the provision of water, wastewater and stormwater management facilities. It also addresses utilities and transmission infrastructure.
9. Implementation – The final chapter includes policies and directives for how to use specific planning tools to implement, amend and update the Official Plan. This chapter also identifies the types of studies that can be requested as part of a Complete Application (Section 9.11), as required by the *Planning Act*. Some changes to this section have been included to reflect comments received since the draft Official Plan was released in June.

8.2.2 Comprehensive Block Plan Terms of Reference and Related Official Plan Policy

The new Official Plan requires the approval of Block Plans prior to acceptance of development applications in the Block Plan areas identified on *Official Plan Schedule 2: Designated Greenfield Area Density and*

Block Plan Boundaries. The intent of the block plan process is to coordinate the comprehensive development of each block plan area and ensure the alignment of the draft plan of subdivision applications that follow, particularly where there are multiple landowners and/or there is potential for development to be approved through more than one draft plan of subdivision. The purpose of block planning, as stated in the new Official Plan, policy 5.1.f, is to:

- i. “Identify the detailed land use and density distribution, and to ensure that required density targets will be achieved;
- ii. Confirm the boundaries of the Natural Heritage System through an Environmental Impact Study;
- iii. Identify the parkland system, community facilities and active transportation network;
- iv. Identify the detailed road pattern, including Local Roads;
- v. Articulate the details for the provision of water, sewer and storm water management systems in a Block Servicing Strategy;
- vi. Identify network and system connections to properties adjacent to the Block Plan Area; and,
- vii. Form the basis for a Developer’s Cost Share Agreement, where the Block Plan Area includes multiple landowners.

The Comprehensive Block Plan Terms of Reference, provided as **Appendix C** to this Report, was prepared to outline expectations for block plan applications and allow for efficient preparation and review. It sets out a process based on the minimum requirements to complete a block plan. The block plan is a non-statutory document to be submitted to the satisfaction of the General Manager of Community Development. It is used to form the basis for the applications and Council approvals required for the related draft plans of subdivision and amendments to the Zoning By-law and if necessary, the Official Plan. Planning Staff will update the Terms of Reference as necessary to address any implementation and operational issues. More significant changes to the document would require further endorsement by Council.

In response to comments received in regard to the Draft Comprehensive Block Plan Terms of Reference issued on June 30, 2020, and at the

meeting held with industry representatives on September 28, 2020, the draft Terms of Reference has been revised to provide greater clarification and flexibility in regard to study requirements between the block plan process and the draft plan of subdivision process that would follow approved block plans. The Block Plan Terms of Reference outlines the minimum study requirements to support the submission of block plans. However proponents of development have the option to provide more information at the block planning stage in order to expedite the review of future planning applications (e.g. draft plans of subdivision and applications to amend the Zoning By-law). Additional policy was also added to the Official Plan to enable approved block plans to form the basis for minor adjustments to the boundaries of the Natural Heritage System and the existing road pattern identified on the Official Plan schedules without an Official Plan Amendment, subject to the necessary supporting technical studies, to the satisfaction of the City.

8.2.3 Urban Design Manual

The Urban Design Manual, attached as **Appendix D** to this Report, has been prepared to promote high quality design of new buildings and communities that are attractive, sustainable, accessible and functional, in both the public and private realms. It further articulates the vision for the various components of the new Official Plan's urban structure, including residential areas, neighbourhood centres and neighbourhood corridors, the Downtown Urban Growth Centre, major commercial centres and intensification corridors, employment areas and major institutional uses.

Strong urban design guidance is necessary to support intensification and infill development that is compatible with existing development within established urban areas. The Urban Design Manual includes built form guidelines to facilitate development that is appropriate within its surroundings, as well as public realm and private realm guidelines to ensure streetscapes and the spaces between buildings are appropriately addressed. The public realm refers to areas accessible by the general public, such as public streets and sidewalks, parks, squares and municipal parking areas. Portions of the private realm are associated with privately owned properties and may be visible but not necessarily open to everyone.

Comments received on the Draft Urban Design Manual issued on June 30, 2020, are summarized in the Comment/response summary matrix in

Appendix G. A concern was raised in regard to the applicability of the guidelines. The new Official Plan states that all development shall be consistent with the Urban Design Manual. As defined in Section 1.2.e.ii in the new Official Plan, this means that development shall comply with the guidelines unless there are compelling circumstances that do not permit compliance. Such circumstances would be evaluated during the development application review process.

The Urban Design Manual is a non-statutory document that may be periodically updated in response to new development trends or implementation issues. From time to time, it may be necessary to update the Urban Design Manual. Any such changes that are minor in nature would be addressed with the approval of the General Manager of Community Development. Any significant changes to reflect new policy direction either through Council or from the Province would require further endorsement by Council.

8.2.4 Infrastructure Staging Report

The Infrastructure Staging Report, attached as **Appendix E** to this Report, was prepared to provide a clear outline of the required water, wastewater, stormwater and transportation infrastructure and community facilities necessary to support development within the expansion lands. It was prepared by SGL Planning and Design Inc., GM BluePlan Engineering and Dillon Consulting to summarize the alignment of the Official Plan Review, Master Servicing Plan and Transportation Master Plan as it relates to the expansion lands.

The report serves as a reference document to guide the development process, including the preparation of Block Plans where required. It identifies the various infrastructure requirements within each Block Plan area identified on *Official Plan Schedule 2: Designated Greenfield Area Density and Block Plan Boundaries*, as well as the future employment areas within the settlement area expansion lands. The external infrastructure that is necessary for each block to proceed independently is also identified. Although there is no requirement for the blocks to be sequentially phased, there are some instances where development within a block will rely on infrastructure in an adjacent block. Development proponents may be required to pay for and construct the external infrastructure through the adjacent block(s) in the event that they wish to proceed in advance of the adjacent block(s).

8.3 Next Steps Toward Final Approval and Implementation

Once Council has made a decision to adopt the new Official Plan, an implementing By-law is required. Planning Staff recommend that the By-law be presented at a Council meeting in January 2021, to provide sufficient time to make any final revisions to the new Official Plan that may result from the November 19th Committee of the Whole – Community Development meeting. Within 15 days after the implementing By-law has been passed by Council, a public notice will be issued and the Council-adopted Official Plan will be submitted to the Province for final approval by the Minister of Municipal Affairs and Housing, in accordance with the *Planning Act*. A decision is to be issued within 120 days once the Ministry confirms that the Official Plan and supporting documentation have been received. The Province may approve the Official Plan as it is submitted, request changes be made to it, or modify and approve the modified Official Plan. Pursuant to Section 17(36.5) of the *Planning Act*, the Minister's decision is final as there is no appeal to the Local Planning Appeal Tribunal (LPAT) in respect of a decision of the approval authority if the approval authority is the Minister.

Council is required under Section 26(7) of the *Planning Act* to declare to the approval authority, by resolution, that the new Official Plan conforms with provincial plans such as the Growth Plan for the Greater Golden Horseshoe, has regard for matters of provincial interest, and is consistent with the Provincial Policy Statement. The resolution is provided in recommendation E. of this Report.

In accordance with Section 26(1.1) of the *Planning Act*, the new Official Plan must be reviewed no later than 10 years after it comes into effect, and every 5 years thereafter until it is replaced by another new Official Plan. The new Official Plan may be reviewed and amended more frequently to ensure it continues to conform with Provincial policies, legislation, regulations and plans such as the Growth Plan for the Greater Golden Horseshoe.

Once the new Official Plan has been granted final approval, Planning Staff will work toward completing a new comprehensive Zoning By-law that must conform to the new Official Plan within the three year timeframe set by Section 26(9) of the *Planning Act*. Planning Staff will be reporting back to Council to commence the preparation of a new comprehensive Zoning By-law to replace the City of Brantford Zoning By-law 160-90 and County of Brant Zoning By-law 61-16 (as it relates to the municipal boundary expansion lands) by the end of the first quarter, 2021.

9.0 Financial Implications

There are no direct financial implications associated with the recommendations of this Report. The implications of funding the City's share of infrastructure costs will be examined in the Fiscal Strategy for the Settlement Area Expansion Lands as well as the next Development Charges By-law study.

10.0 Conclusion

The new Official Plan recommended for Council's adoption provides an updated, streamlined approach to guiding future land uses and development in Brantford. It will support the City's growth and optimization of its infrastructure, while protecting and enhancing heritage and natural assets. Upon approval, the new Official Plan will implement the Settlement Area boundary expansion and will conclude a provincial conformity exercise that ensures it conforms with the updated Growth Plan for the Greater Golden Horseshoe, has regard for matters of provincial interest, and is consistent with the Provincial Policy Statement, 2020 under the *Planning Act*.

To support the implementation of the new Official Plan, the Comprehensive Block Plan Terms of Reference will help guide the preparation of Block Plans to co-ordinate the development of new neighbourhoods in the expansion lands. Each Block Plan will illustrate a conceptual master plan layout, determined to be technically feasible in a Block Servicing Strategy. The Urban Design Manual will promote high-quality design of new buildings and the spaces between them throughout the City, and to facilitate intensification and infill development that is compatible with its surroundings. The Infrastructure Staging Report will provide a technical resource to support future development in the expansion lands as Brantford continues to grow.



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Attachments

Appendix A: Envisioning Brantford – Municipal Comprehensive Review – Final Addendum Report, November 2020

Appendix B: Final Draft – City of Brantford Official Plan – Envisioning Our City: 2051

Appendix C: Comprehensive Block Plan Terms of Reference

Appendix D: Urban Design Manual

Appendix E: Infrastructure Staging Report

Appendix F: Official Plan Review Process Summary

Appendix G: Comment/response summary matrix – June 2020 Draft Official Plan

Appendix H: Revised Settlement Area Map

In adopting this report, is a by-law or agreement required? If so, it should be referenced in the recommendation section.

By-law required yes no

Agreement(s) or other documents to be signed by Mayor and/or City Clerk yes no

Is the necessary by-law or agreement being sent concurrently to Council? yes no