



DATE: June 5, 2018

REPORT NO. CD2018-071

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 [x]

2.0 TOPIC: Official Plan Review – Status Update and Request for Alternative Intensification and Density Targets [Financial Impact – None] (CD2018-071)

3.0 RECOMMENDATION

- A. THAT Staff Report CD2018-071 regarding Official Plan Review – Status Update and Request for Alternative Intensification and Density Targets, which includes the Executive Summary of the Draft Study entitled “*Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs*”, prepared by SGL Planning and Design et. al., attached as Appendix A, BE RECEIVED; and,
- B. THAT the alternative intensification and density targets for the City of Brantford as recommended in Report CD2018-071 be ENDORSED by Council; and,
- C. THAT Council DIRECT Planning Staff to submit a request to the Province for permission from the Minister of Municipal Affairs to use the alternative intensification and density targets for planning purposes in the City of Brantford.

4.0 PURPOSE

Report CD2018-071 provides a status update on the Official Plan Review, and presents the analysis undertaken to support alternative intensification and

density targets proposed for the City of Brantford. The analysis is part of the ongoing Municipal Comprehensive Review process that will result in a new Official Plan for the City of Brantford. As directed by the Growth Plan for the Greater Golden Horseshoe, Council must request written permission from the Minister of Municipal Affairs to use the alternative targets, which are a key input to the Municipal Comprehensive Review, and specifically the Land Needs Assessment component of the process. The supporting rationale for the proposed alternative targets is outlined in Section 8.0 Analysis of this Report, and provided in more detail in **Appendix A**, the Executive Summary of the Draft Study entitled “*Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs*”. Due to its size, the full Draft Study is available under separate cover, on-line at [www.brantford.ca/Projects Initiatives Official Plan Review/Envisioning Brantford MCR Part 1 Draft Report.pdf](http://www.brantford.ca/Projects_Initiatives_Official_Plan_Review/Envisioning_Brantford_MCR_Part_1_Draft_Report.pdf) Permission to use the alternative targets is required to finalize the Land Needs Assessment and complete other components of the Municipal Comprehensive Review, including the Settlement Area Boundary Expansion into the Municipal Boundary Expansion Lands.

5.0 BACKGROUND

5.1 The Official Plan Review

The Official Plan is a key policy document that guides how and where the City of Brantford will grow and intensify. The City’s current Official Plan was adopted by Council and approved by the Province of Ontario in 1987, and has since been subject to over 200 amendments. Sometimes the document is amended through the development application process to provide appropriate policy or land use designation for development that was not anticipated when the Official Plan was prepared. Sometimes City-initiated amendments are required to update the Official Plan, to ensure it is consistent with the most recent Provincial Policy Statement (2014) issued under the *Planning Act*, or to conform to new and/or updated Provincial plans and policies, such as the Growth Plan for the Greater Golden Horseshoe.

In addition, the City must also review the Official Plan every ten years in accordance with the *Planning Act*. Previous City of Brantford Official Plan Reviews were conducted in 1993 (Amendment 49), 1999 (Amendment 84), and 2006 (Amendment 125). The most recent Official Plan Review was initiated in 2013, with the intent to create a brand new Official Plan, replacing instead of amending the current document. After the release of a Draft Official Plan (Version 1, July 2016), the process was put on hold while the Municipal Boundary Adjustment Agreement between the City of Brantford and the County of Brant was finalized and approved by the Province. The Official Plan Review was also delayed in view of proposed changes to the Growth Plan for the Greater Golden Horseshoe, issued by the Province in draft form in May 2016. The Official Plan Review resumed in 2017, and requires some significant changes to the July 2016 Draft Official Plan. It must now incorporate the 2,719 gross

hectares added to the City through the Municipal Boundary Expansion which came into effect on January 1, 2017, and the new Official Plan must conform to the updated Growth Plan that was finalized and came into effect on July 1, 2017.

The result of an Official Plan Review, being either a new Official Plan or an Official Plan amendment, is to be adopted by Council and subsequently approved by the Province (Minister of Municipal Affairs) under Section 26 of the *Planning Act*. The City of Brantford is a single-tier municipality in the “outer ring” of the Greater Golden Horseshoe. For upper- or single-tier municipalities in the Greater Golden Horseshoe, the process involves a Municipal Comprehensive Review conducted in accordance with the Growth Plan (2017). The new Official Plan, once approved by the Province and in effect, would then be in conformity with the Growth Plan (2017) and deemed to have fulfilled the comprehensive review requirements of the Provincial Policy Statement (2014).

5.2 Growth Plan for the Greater Golden Horseshoe (2017) and the Municipal Comprehensive Review Process

The Growth Plan for the Greater Golden Horseshoe creates a common framework for managing the population and employment growth that the Plan projects for each upper- and single-tier municipality in the Greater Golden Horseshoe. Growth Plan policies provide the overarching strategy for where and how growth should be accommodated while protecting the agricultural system and natural and cultural heritage resources. The updated Growth Plan (2017) has increased the minimum intensification target for the Built-Up Area and the minimum Designated Greenfield Area density target to be established in the Official Plan, but also allows for Council to request alternative intensification and/or density targets. Alternative targets must be justified through the Municipal Comprehensive Review process, requested via Council resolution, and permitted by the Minister of Municipal Affairs.

The number of Growth Plan policies that explicitly specify that they can only be implemented through a Municipal Comprehensive Review (MCR) has also increased. An MCR is defined in the Growth Plan (2017) as:

“A new official plan, or an official plan amendment, initiated by an upper- or single-tier municipality under Section 26 of the Planning Act that comprehensively applies the policies and schedules of this Plan.”

A new official plan, or official plan amendment that comprehensively updates an existing official plan, initiated under Section 26 requires Provincial approval.

In order to comprehensively apply the Growth Plan policies and schedules, the MCR process is broad and encompasses many interrelated components that have been or will be addressed through the Official Plan Review. It includes background research studies, public consultation and policy formulation for the resumed Official Plan Review, as well as updating where necessary the work undertaken to support and develop the Draft Official Plan (Version 1, July 2016).

Growth Plan policies requiring implementation through the MCR process include the following policy topics:

- Integrated planning to establish an Urban Structure that prioritizes where growth will be directed and concentrated in strategic growth areas within the municipality and to determine how it will be serviced. The resumed Official Plan Review is building upon and refining where necessary the Urban Structure set out in the Draft Official Plan;
- Submitting a request for alternative intensification and/or density targets, and/or requesting a change to the Downtown Urban Growth Centre boundary;
- Implementing an employment strategy that includes establishing a minimum employment area density target;
- Land needs assessment undertaken in accordance with the methodology established by the Province;
- Employment area conversions or policy to permit major retail in employment areas;
- Settlement area boundary expansion; and,
- Refinements to the Provincial Natural Heritage System mapping and/or the Provincial Agricultural System mapping.

The Province released draft technical guidance documents in March 2018 to support Growth Plan implementation. “The Municipal Comprehensive Review Process” guidance document notes that:

“the policies that require implementation through a municipal comprehensive review (MCR) cannot be implemented independently. This means that they can only be implemented through a new official plan or an official plan amendment that completes the comprehensive application of the policies in the Growth Plan, 2017.”

As such, the MCR related policy topics noted above cannot be implemented in a piecemeal way independent of an Official Plan Review. For example, an official plan amendment for employment area conversion will not be approved by the Province outside of the broader MCR process including an employment strategy and land needs assessment.

6.0 CORPORATE POLICY CONTEXT

6.1 Shaping our Future: Brantford's Community Strategic Plan 2014-2018

Completing the Official Plan Review is a Strategic Action identified in the Community Strategic Plan 2014-2018. It is linked to other Strategic Actions to review and implement the Transportation Master Plan and the Water, Wastewater and Stormwater Master Servicing Plan under the Community Strategic Plan's goal of "Managed Growth and Environmental Leadership." This work supports the following long-term desired outcome: "Brantford will be known for managing growth wisely, ensuring optimization of its infrastructure while protecting and enhancing our heritage and natural assets."

7.0 INPUT FROM OTHER SOURCES

The work plan for the Official Plan Review includes a series of Public Information Centres for the purposes of sharing information and gathering feedback and input from the public and development stakeholders throughout the process. The following Public Information Centres have been held thus far:

- *PIC #1 – Monday September 11, 2017, Brantford & District Civic Centre Auditorium*
The purpose of PIC #1 was to inform those in attendance about the Official Plan Review and opportunities to stay involved, and to answer questions about its components and the process. Over 100 people attended this event.
- *PIC #2 – Thursday November 16, 2017, North Park Collegiate & Vocational School*
Over 80 people attended this presentation about the ongoing Official Plan Review, Transportation Master Plan and Master Servicing Plan. Following the presentation, attendees were asked to join and move among five discussion group tables: Draft Official Plan; Housing, Intensification and Growth Options; Employment; Transportation Master Plan Update; and Master Servicing Plan Update. Input and feedback received was recorded in a brief summary report available on the City website.
- *PIC #3 – Thursday May 17, 2018, Brantford & District Civic Centre Auditorium*
The proposed alternative targets for intensification in the City's Built-up Area and for density in the City's Designated Greenfield Area were presented, along with results of the draft Land Needs Assessment and the evaluation of alternative settlement area boundary expansion options. Topic based discussion tables included Agriculture, Archaeology, Environment, Land Use, Transportation, Water and Wastewater Servicing and Stormwater. Over 80 people attended this event.

In addition, City staff has engaged local First Nations community representatives to keep them informed and obtain feedback about the Official Plan Review:

- November 29, 2017 – Meeting with the Mississaugas of the New Credit First Nation Department of Consultation and Accommodation, in New Credit;
- December 19, 2017 – Meeting with Six Nations of the Grand River Consultation and Accommodation Process (CAP) Team, in Ohsweken;
- May 18, 2018 – Planning Staff attended the Six Nations of the Grand River Community Awareness event held at the Six Nations Tourism Centre, to share information with the broader community in attendance. (Planning Staff hope to attend a similar community event with the Mississaugas of the New Credit First Nation later in June.)

Planning Staff and the project consultants have also been consulting with the Province. The draft contents of the Draft Study (*“Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs”*), including proposed alternative intensification and density targets, were discussed at a meeting hosted by the City on April 9, 2018, with representatives from the Ministry of Municipal Affairs Western Municipal Services Office and the Ontario Growth Secretariat. The Provincial representatives encouraged the City staff and its consultants to complete the supporting analysis being undertaken through the Study and to submit it with the future request for permission to use alternative targets.

Planning Staff continue to work in coordination with the Public Works Department and Finance Department as the findings from the Municipal Comprehensive Review components will be used to inform other city-wide master planning initiatives, including the Transportation Master Plan and the Master Servicing Plan, as well as the Development Charges Study. The MCR studies and future draft Official Plan will be circulated to other City departments as the process continues.

8.0 ANALYSIS

The Draft Study, *“Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs”*, prepared by SGL Planning and Design et. al., provides the analysis undertaken to support the alternative intensification and density targets proposed for the City of Brantford. The Draft Study’s Executive Summary is attached as **Appendix A** to Report CD2018-071. Due to its size, the full Draft Study is available under separate cover, on-line at www.brantford.ca/Projects/Initiatives/Official_Plan_Review/Envisioning_Brantford_MCR_Part_1_Draft_Report.pdf. The full Draft Study includes an intensification strategy, an analysis of

the designated greenfield area supply, preliminary housing strategy and employment strategy to provide the rationale for the alternative targets. It is built upon the urban structure set out in the Draft Official Plan (Version 1, July 2016) that identifies the Strategic Growth Areas within the City. Although the Provincial guidance documents state that requests for the Minister to permit an alternative target should occur prior to undertaking a land needs assessment, the Draft Study includes a land needs assessment prepared in draft form in order to test the alternative targets and assess how they can be achieved while still conforming with the Growth Plan. It is understood that this draft land needs assessment cannot be finalized until permission to use the alternative targets is granted.

8.1 Growth Plan Forecasts and Targets

The Growth Plan (2017) forecasts a population of 163,000 persons and employment of 79,000 jobs within the City of Brantford by the year 2041. This growth would add 61,290 new residents and 34,110 new jobs to the 101,710 existing residents and 44,890 existing jobs accounted for in the 2016 Census (adjusted for net census undercoverage).

The Growth Plan sets targets to support an intensification first approach to accommodating growth. The targets are meant to slow the outward expansion of settlement areas, thereby protecting farmland, water systems and natural heritage resources. They promote more compact, transit-supportive development to support the more efficient use of land and infrastructure. As such, the targets are key determinants of land need and are also used to help determine the planned capacity of settlement areas for the purposes of infrastructure planning.

Targets applicable to the City of Brantford, the specific areas within the City where they are measured, and proposed alternatives where applicable, are discussed below:

8.1.1 Intensification Target – Built Up Area

The Built-Up Area was delineated by the Province when the first Growth Plan for the Greater Golden Horseshoe was established in 2006. It represents the part of the Settlement Area that was developed, or built-up, in 2006, and is illustrated in the map in **Appendix B**. At that time, the City was required to achieve an intensification target of 40% by the year 2015 and each year thereafter. Under the updated Growth Plan (2017), the City is required to set a minimum intensification target in the new Official Plan directing at least 50% of all residential development within Brantford to the City's Built-Up Area, in each year until 2031. By the year 2031 and each year thereafter, the minimum intensification target is to increase to 60%. The City may request an alternative target through the municipal comprehensive review process. The current target of 40% will remain in place until the new Brantford Official Plan is in effect.

The preliminary housing strategy contained in “*Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs*” examined past intensification results in Brantford. As shown in Table 1, 1,922 units have been developed in the Built-Up Area since 2007, accounting for 46% of the 4,158 units built throughout the City. Table 1 below also shows that since 2015, the City has met the Growth Plan intensification target of at least 40% of residential development occurring each year within the Built-up Area in 2015 and 2017, but not 2016.

Table 1, Housing Units in Brantford and the Built-Up Area (BUA), 2007-2017

Year	Housing Units Built		Intensification Rate
	in Brantford Total	in the BUA only	
2007	516	211	41%
2008	430	135	31%
2009	280	146	52%
2010	391	202	52%
2011	336	160	48%
2012	319	173	54%
2013	315	146	46%
2014	305	104	34%
2015	608	403	66%
2016	232	69	30%
2017	426	173	41%
Total	4,158	1,922	46%

The number of total housing units built each year in Brantford is relatively low compared to other municipalities in the Greater Golden Horseshoe, particularly those in the Greater Toronto and Hamilton Area. Due to the fewer number of housing projects, the intensification rate of residential development in the Built-Up Area can be skewed by one or two developments. This was the case in 2015 when 305 apartment units in two new buildings accounted for most of the new housing units in the Built-Up Area. Nearly half (49%) of the units constructed in the Built-Up Area during 2007-2017 period were apartment units, with 30% being in single- and semi-detached dwellings and duplexes, and 21% being townhouse dwellings. However, the apartment construction has been limited, with only the two new buildings (previously noted) constructed with more than 100 units, and most containing less than 50 units. Of the 934 apartment units constructed in the Built-Up Area in the past 11 years, half are contained in just four new buildings.

The 2016 census identified 39,230 housing units in the City. The Draft Study, entitled “*Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs*”, has determined that an additional 26,810 housing units are required to accommodate the 2041 population forecast of 163,000 residents in Brantford. To achieve 60% intensification, approximately 16,000 of those additional housing units would be directed to the Built-up Area. To determine if that degree of

intensification is feasible for Brantford, the Draft Study also includes an intensification strategy that assessed the potential for intensification within the Strategic Growth Areas identified in the Urban Structure proposed in the Draft Official Plan (Version 1, July 2016). These areas include the Downtown Urban Growth Centre, and mixed-use designations in the Major Commercial Centre nodes and Intensification Corridors that will support the achievement of the intensification target and are recognized as a key focus for development. These areas are shown on the map in **Appendix C**. The intensification potential was based on the draft policies addressing the type, scale and form of development envisioned for these areas, in three scenarios. The capacity of vacant sites and approved but not yet built developments within the Built-up Area's existing neighbourhoods, and second units within existing housing in those neighbourhoods, were also considered.

The intensification strategy found that the range of capacity in the Built-Up Area varies based on many assumptions, from a low of approximately 4,500 to a high of 16,435, reaching the 16,000 units required to achieve 60%. However, the Draft Study (*"Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs"*) cautions that it cannot be expected that all assumptions on supply will come true by 2041 for every potential site so that the higher end capacity can be reached. At that level of intensification, most of the new units in the Built-Up Area will be in apartments, which is nearly double the 7,900 apartment housing units existing in all of Brantford as of the 2016 census. Although the City has achieved a 46% intensification rate from 2007-2017, that has occurred primarily through the construction of single-detached dwellings, townhouses, small apartment conversions and small new apartments. As the larger vacant sites in the Built-Up Area have been developed over the past 11 years, future intensification would need to shift to development and redevelopment of smaller sites and opportunities more suited for medium and higher density apartments. A scenario heavily focused on higher density development to achieve the required Growth Plan (2017) intensification target is not likely to be achieved in Brantford, particularly in the earlier years of the planning horizon given the slow absorption of apartment units in the City. Therefore, the following alternative Intensification target for the Built-Up Area is proposed:

- From the new Official Plan's approval date, each year to 2031 – 45%;
- By the year 2031 and each year thereafter – 50%.

As shown in Table 2, this alternative target would require 12,500 units to be developed in the Built-Up Area to the 2041 planning horizon.

Table 2, Forecast Housing Units in Brantford and the Built-Up Area (BUA) to 2041

Planning Period	Housing Units Forecast		Intensification Rate
	in Brantford Total	in the BUA only	
Current to Official Plan approval	1,875	750	40%
Official Plan approval to 2031	14,380	6,470	45%
2031 – 2041	10,555	5,275	50%
Total	26,810	12,495	

It should be noted that to achieve this alternative target, a significant shift toward more medium and higher density housing is still required in Brantford. The Growth Plan (2017) sets out a series of criteria to be met to support an alternative intensification target. The Draft Study (*“Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs”*) addresses the specific criteria to provide additional rationale for the proposed alternative, which is summarized below:

- The proposed alternative target improves upon the in-effect intensification target;
- It is appropriate given the size and capacity of the Built-Up Area as determined through the intensification strategy, which accounts for existing infrastructure and services, as well as existing planning approvals;
- It considers the actual achieved rate of intensification, which has been achieved though low absorption, small intensification projects, and a greater share of ground-related housing than can be expected in the coming years;
- The proposed alternative target results in further diversification of the housing mix with increased townhouse and apartment development, graduated to respond to the limited but growing demand for multiple-unit housing, which supports the achievement of complete communities.

8.1.2 Designated Greenfield Area Density Target

The existing Designated Greenfield Area (DGA) includes the area within the current Settlement Area boundary that is not part of the delineated Built-up Area. In calculating the required minimum density in the DGA, the Growth Plan permits the exclusion of designated Employment Areas, protected natural heritage features, cemeteries, railway and hydro corridors, and the Highway 403 right-of-way. The existing DGA in Brantford excluding those features is illustrated on the map in **Appendix D**. The current minimum DGA density target of 50 residents

and jobs per hectare will remain in place until the new Brantford Official Plan is in effect. From that point in time onward, the Growth Plan (2017) requires that the DGA be planned to achieve a minimum density target of 80 residents and jobs per hectare by the year 2041. The City may request an alternative target through the municipal comprehensive review process.

The preliminary housing strategy contained in the Draft Study, *“Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs”*, assessed the existing DGA density and opportunity to increase it. It reviewed recent construction, current development approvals and applications not yet built, and the capacity of other vacant land within the DGA. It also considered infrastructure constraints that may affect capacity. The current minimum density target of 50 persons and jobs per hectare is not reflected in what has been built to date in the DGA, largely due to the addition of Tutela Heights from Brant County. Tutela Heights is a low density area built with partial municipal services (municipal water and private septic systems). The current density of the existing and planned DGA, including Tutela Heights, is 43 persons and jobs per hectare. However, when considering only the registered and draft approved plans of subdivision that are not yet built, current development applications and vacant site potential, the density target of 50 persons and jobs per hectare is being achieved. The potential to increase the planned density on the vacant lands with no current application could provide an additional 540 housing units and increase the density of those lands to 53.7 persons and jobs per hectare. Based on this analysis, the Growth Plan (2017) density target of 80 residents and jobs combined per hectare is not considered feasible for Brantford. Therefore, the following alternative DGA density target is proposed:

- From the new Official Plan’s approval date, each year to 2031 – 57 residents and jobs combined per hectare;
- By the year 2031 and each year thereafter – 60 residents and jobs combined per hectare.

The Growth Plan (2017) sets out a series of criteria to be met to support an alternative DGA density target. The Draft Study (*“Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs”*) addresses the specific criteria to provide additional rationale for the proposed alternative, which is summarized below:

- The proposed alternative target improves upon the in-effect density target;
- It will result in a more compact built form that is appropriate given Brantford’s historical housing mix predominated by single-detached housing, the slow rate and small size of townhouse and apartment construction projects, the current low densities in the built portions of the DGA, and lack of major transit facilities;

- The proposed alternative target accounts for lands built and planning matters that are approved and in effect in the existing DGA, including the lower density Tutela Heights area and registered and draft approved plans of subdivision;
- The increased density will require a greater diversification of the housing mix in future development areas, with increased shares of townhouse and apartment units.

8.1.3 Urban Growth Centre Density Target

The Growth Plan requires that the Downtown Brantford Urban Growth Centre (UGC) be planned to achieve a minimum density target of 150 residents and jobs per hectare by the year 2031. There is no opportunity to request an alternative UGC density target. The current density of the Downtown Brantford Urban Growth Centre is 55 persons and jobs per hectare based on 2,644 residents and 4,565 jobs within 130 hectares. The intensification strategy in the Draft Study (*“Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs”*) also looked at the ability of the Downtown Brantford Urban Growth Centre to achieve the density target of 150 persons and jobs per hectare, which would require an additional 12,290 persons and jobs in the UGC. This amount of intensification is an aggressive addition as only 232 units have been developed in the Downtown Brantford Urban Growth Centre over the past ten years, with 60% of those units created in conversions of existing space. Therefore, a revised UGC boundary may be proposed through the MCR process to result in a more achievable level of growth required to meet the required density target. Based on a reduced area of 104 hectares currently housing 1,779 residents and 4,300 jobs, an additional 9,539 persons and jobs would be required to achieve the target of 150 residents and jobs per hectare by 2031.

The current and proposed boundaries of the Downtown Brantford Urban Growth Centre are illustrated in **Appendix E**. The proposed changes, which will be considered through the ongoing Official Plan Review, can be summarized as follows:

- The revised boundary has removed areas that can be characterized as more stable residential areas with less intensification potential than the balance of the mixed-use and/or vacant Urban Growth Centre lands.
- CN Gore Park was removed at the northern periphery as it is not a development site. Similarly, Shallow Creek Park and the adjacent residential area on the west side of Alfred Street was removed as this area has lower intensification potential and relates better to the residential area to the east rather than Downtown.

- The areas removed may still intensify, as part of the overall more modest intensification in the established residential neighbourhoods, rather than as part of the Urban Growth Centre.
- A few properties would be added to the revised UGC boundary on the east side of Clarence Street at Nelson Street, to include commercial properties that have greater redevelopment potential for mixed use development.

8.1.4 Employment Area Density Target

The Growth Plan requires that an Employment Area density target be established through the municipal comprehensive review process but does not specify a minimum target. The employment strategy contained in the Draft Study, entitled “*Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs*”, identifies a density target of 23 jobs per gross hectare in Employment Areas. It determined this density by reviewing current job density and the nature of future employment in Brantford. It includes an assessment of growth by sector, including population-related employment (i.e. jobs in commercial, service, educational, institutional and government sectors that serve residents and visitors) that will locate primarily within community areas, future jobs that will locate in Employment Areas (i.e. industrial type employment land employment, plus a small share of population-related employment to serve businesses and workers in industrial areas), major office employment directed to the Urban Growth Centre, and employment in the rural area. Lands currently designated for employment land employment (i.e. business parks and industrial areas) in Brantford are illustrated on the map in **Appendix F**.

8.2 Next Steps after Confirming Alternative Intensification and Density Targets

8.2.1 Finalizing the Land Needs Assessment

The City requires permission from the Minister of Municipal Affairs to use the alternative intensification and density targets, which are a critical input to finalizing the Land Needs Assessment. The final standard Land Needs Assessment Methodology for the Greater Golden Horseshoe, issued by the Province on May 4, 2018, must be followed to assess the quantity of land required to accommodate the Growth Plan’s population and employment forecasts for Brantford, and determine the amount of land required for community and employment areas.

The City’s Draft Land Needs Assessment indicates an additional 506 hectares of community lands and an additional 336 hectares of employment lands are required to accommodate the 2041 population and employment forecasts, to be located through a future Settlement Area Boundary expansion into the Municipal Boundary Expansion Lands. The amount of land required ($506 + 336 = 842$

hectares) is less than the total 1,090 hectares of land available in the Municipal Boundary Expansion Lands. The available land excludes from the total 2,719 hectare Municipal Boundary Expansion Lands, 270 hectares that are already part of the Settlement Area (as they were in County of Brant), 980 hectares in the Natural Heritage System, and 360 hectares in the Trigger Lands which are the last priority areas for expansion. These areas are illustrated on the map in **Appendix G**. The amount of land needed is now less than anticipated at the time of the municipal boundary expansion due to the increased intensification and density targets being applied through the new Growth Plan (2017) and the proposed alternative targets, resulting in less land being required. Should the alternative targets ultimately approved by the Province for Brantford be different, these areas will be revisited.

8.2.2 Settlement Area Boundary Expansion and Employment Conversions

The draft Settlement Area Boundary Expansion analysis has evaluated 18 sub-areas within the Boundary Expansion Lands using a series of principles and criteria to determine where the Settlement Area should be expanded in accordance with the Growth Plan. The principles and criteria considered include Agriculture, Archaeology, Environment, Land Use, Transportation, Water, Wastewater and Stormwater Servicing. The most preferred Community/Neighbourhood lands and most preferred Employment Area lands, identified in the analysis at this time, are illustrated in **Appendix H**. These areas will be evaluated in greater detail as the Official Plan Review continues.

The employment strategy contained in the Draft Study, “*Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs*”, also considers where the conversion of Employment Areas to other land use designations in the new Official Plan would be appropriate.

In accordance with the Province’s technical guidance document for conducting a municipal comprehensive review, settlement area boundary expansions and employment conversions are to be determined after undertaking the land needs assessment. Planning Staff will provide more detail on these components of the municipal comprehensive review process, conducted thus far in draft form, in a future report as the draft land needs assessment is finalized based on approved intensification and density targets.

9.0 FINANCIAL IMPLICATIONS

There are no financial implications related to the Recommendations in Report CD2018-071.

10.0 CONCLUSION

Report CD2018-071 recommends that Council direct Planning Staff to submit a request to the Province for permission from the Minister of Municipal Affairs to use alternative intensification and density targets as input to the ongoing Municipal Comprehensive Review process that will lead to a new Official Plan for the City of Brantford. The proposed targets are a reasonable alternative for the City of Brantford, that are more realistic for the City to achieve, while still meeting the objectives and policies of the Growth Plan. The alternative targets have been determined through the analysis contained in the Draft Study, entitled *“Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs”*. They will result in future growth and development in Brantford that is more compact and efficient than in the past, while reflecting local circumstances.



Alan Waterfield, MCIP, RPP
Senior Policy Planner
Community Development



Nicole Wilmot, MCIP, RPP
Manager, Policy Planning
Community Development



Lucy Hives, MCIP, RPP
Director of Planning
Community Development



Paul Moore, MCIP, RPP
General Manager
Community Development

Attachments:

- Appendix A, Executive Summary to *“Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs”*, prepared by SGL Planning and Design et. al.
- Appendix B, Map of the Delineated Built-Up Area
- Appendix C, Map of Strategic Growth/Intensification Areas
- Appendix D, Map of the Existing Designated Greenfield Area (DGA)
- Appendix E, Map of the Downtown Brantford Urban Growth Centre
- Appendix F, Map of Employment Areas
- Appendix G, Map of the Municipal Boundary Expansion Lands
- Appendix H, Map of the Preferred Community (Neighbourhood) and Employment Lands for Future Settlement Boundary Expansion

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

Bylaw 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

Appendix A

Executive Summary to “*Envisioning Brantford – Municipal Comprehensive Review – Part 1: Employment Strategy, Intensification Strategy, Housing Strategy and Draft Land Needs*”, prepared by SGL Planning and Design et al.

The City of Brantford started its Official Plan Review in 2013. To date, the City has hosted visioning sessions, prepared technical background papers and created a Draft Official Plan (Version 1, issued in July 2016). In 2016, the Official Plan process was put on hold while the Municipal Boundary Adjustment Agreement between the City and Brant County was finalized and pending updates to the Growth Plan for the Greater Golden Horseshoe. The lands transferred to the City are referred to, in this report, as the Boundary Adjustment Lands.

The City of Brantford’s Official Plan Review process was resumed in 2017 and includes a Municipal Comprehensive Review (MCR) as input to the City’s new Official Plan.

This MCR Part 1 Report identifies an alternative intensification target for the delineated Built-up Area and an alternative Designated Greenfield Area (DGA) density target appropriate for the City of Brantford as well as lands to convert from employment use, whether there is a need for a settlement area boundary expansion, and the quantum of that need.

The MCR Part 2 Report will identify what part of the Boundary Adjustment Lands will be included in the settlement area boundary expansion to accommodate the identified need for urban lands.

Later stages of the Official Plan Review process will determine the land uses within the expanded settlement area boundary, as well as the transportation infrastructure, servicing infrastructure, environmental management and urban design guidelines necessary to implement the new urban land uses.

This report contains an Employment Strategy. The first part of the Employment Strategy in Section 3 assesses the characteristics of the City’s employment sector and the type of employment lands employment anticipated in the future. The strategy divides the existing and future employment into four categories: employment lands employment, population related employment, major office and rural employment. Employment lands employment is anticipated to remain as the largest category to 2041 making up 54% of the employment growth. Employment lands employment is allocated to the City’s Employment Areas. Population related employment growth is proposed to be divided between the Built-up Area and the Designated Greenfield Area with one third being allocated to the Built-up Area and 60% allocated to where the future population growth is allocated. A small portion of the population related employment growth – 10% - is allocated to the Employment Areas to serve the businesses and employees in industrial areas. Major office employment is anticipated to be located in the City’s Downtown.

The Employment Strategy also forecasts an employment density for employment lands employment at 23 jobs per hectare based on current lot coverage, an allowance for long term vacancy due to site configuration and ownership issues, and the evolving nature of employment areas in Brantford. Population related employment in employment areas is forecast to be 64 jobs per hectare.

Section 4 discusses the commercial sector component of the Employment Strategy. It assesses the trends in the retail commercial sector, reviews the current built supply in Brantford and the supply of vacant commercial lands in the City, and forecasts the need for additional commercial space. For the Designated Greenfield Area, the report recommends that the City plan for approximately 23 hectares of commercial lands as part of the Master Plan for the new Community Areas.

Section 5 summarizes the employment conversion component of the Employment Strategy. The Employment Strategy recommends the protection of the two large, newly developing employment areas – Braneida Industrial Park and the Northwest Industrial Park. As well, five smaller, older built industrial areas are to be protected, along with two new employment areas formerly in Brant County that are within the Boundary Adjustment Lands – Hopewell (east of Garden Avenue, north of Highway 403), and Paris Road at Powerline Road.

The Employment Strategy also recommends conversion of lands along Wayne Gretzky Parkway that are currently designated as Mixed Industrial Commercial, serve a commercial function based on existing uses, and have potential as future mixed use sites. The report also recommends conversions of some scattered older industrial sites that are embedded within historic stable residential neighbourhoods and are unlikely to be used for employment purposes in the future. Other lands are recommended for conversion to recognize existing parks and natural heritage features. In total, 66 hectares of land are recommended for conversion.

Section 6 calculates the Employment Area land needs following the Province's Land Needs Assessment Methodology. The draft land needs assessment determined that an additional 336 hectares of land beyond that currently located within the City's existing Settlement Area boundary are required to meet the 2041 employment forecasts.

This report also contains a Housing Strategy. Section 7 sets the basis for the Housing and Intensification Strategies with background on housing conditions and trends in the City. This section describes the amount and type of housing construction in the past 11 years with detail on the small size typical of previous apartment and townhouse developments in Brantford. This Section also describes the rate of development in the Designated Greenfield Area versus the Built-up Area and the characteristics of Brantford's current development applications and approvals. It also includes forecasts of Persons per Unit (PPU) by policy area and unit type.

Section 8 sets out the Intensification Strategy. It assesses the capacity for intensification within the City's Downtown Urban Growth Centre, the Intensification

Corridors, the mixed use Major Commercial Centres and existing residential neighbourhoods. It applies different assumptions for intensification opportunities and assumes a density range of potential development. The report also assesses Transportation and Servicing constraints to intensification within the various intensification areas. The scenarios identify a large capacity range for intensification within the City, which is not significantly different from the high-end intensification range of the 2012 Intensification Strategy.

However, based on the characteristics of the housing stock that has been constructed in the past eleven years, the very slow rate of apartment growth in the Downtown Urban Growth Centre, and the need to achieve the minimum target density in the Urban Growth Centre, the report recommends an alternative graduated intensification target that maintains the current 40% intensification target to 2021, increases it to 45% between 2021 and 2031, and further increases it to 50% between 2031 and 2041. The Intensification Strategy also recommends that apartments be focused into the Downtown Urban Growth Centre to achieve the minimum density requirement, with townhouse forms of intensification primarily focused in the Intensification Corridors, major commercial sites and infill sites in the Neighbourhoods. Some apartments are also anticipated in the Intensification Corridors and major commercial sites. Second units in existing neighbourhoods are also planned to form part of the intensification target.

The Intensification Strategy also recommends that the boundary of the Urban Growth Centre be adjusted. The adjusted boundary reduces the total area of the Urban Growth Centre from 130 hectares to 104 hectares. This results in a total, existing population of 1,779 people and 4,300 jobs. The adjusted Urban Growth Centre boundary would reduce the number of additional persons and jobs required by 2031 in order to achieve the overall density target of 150 persons and jobs combined per hectare within the Urban Growth Centre, from 12,290 to 9,540.

Section 9 sets out the final component of the Housing Strategy with a review of the housing stock proposed and anticipated in the existing Designated Greenfield Area (DGA). The anticipated density of these developments is determined including both people and jobs. The jobs include population related employment on commercial sites, school sites and in home based employment. The Housing Strategy calculated the size of the existing Designated Greenfield Area at 635 hectares after take-outs allowed by the Growth Plan. Based on existing built developments, registered and draft approved plans, current development applications and vacant site potential, the existing DGA could accommodate 25,600 persons in 8,980 units and 1,410 jobs at build out which achieves a density of only 43 persons and jobs per hectare. When the existing built portion of the DGA including the built portion of Tutela Heights are excluded from the density calculation, the planned density on the unbuilt portion of the DGA increases to 50 persons and jobs per hectare.

The Provincial guidelines encourage municipalities to explore opportunities to increase the density in their existing DGA. The assessment looked at increasing the density on

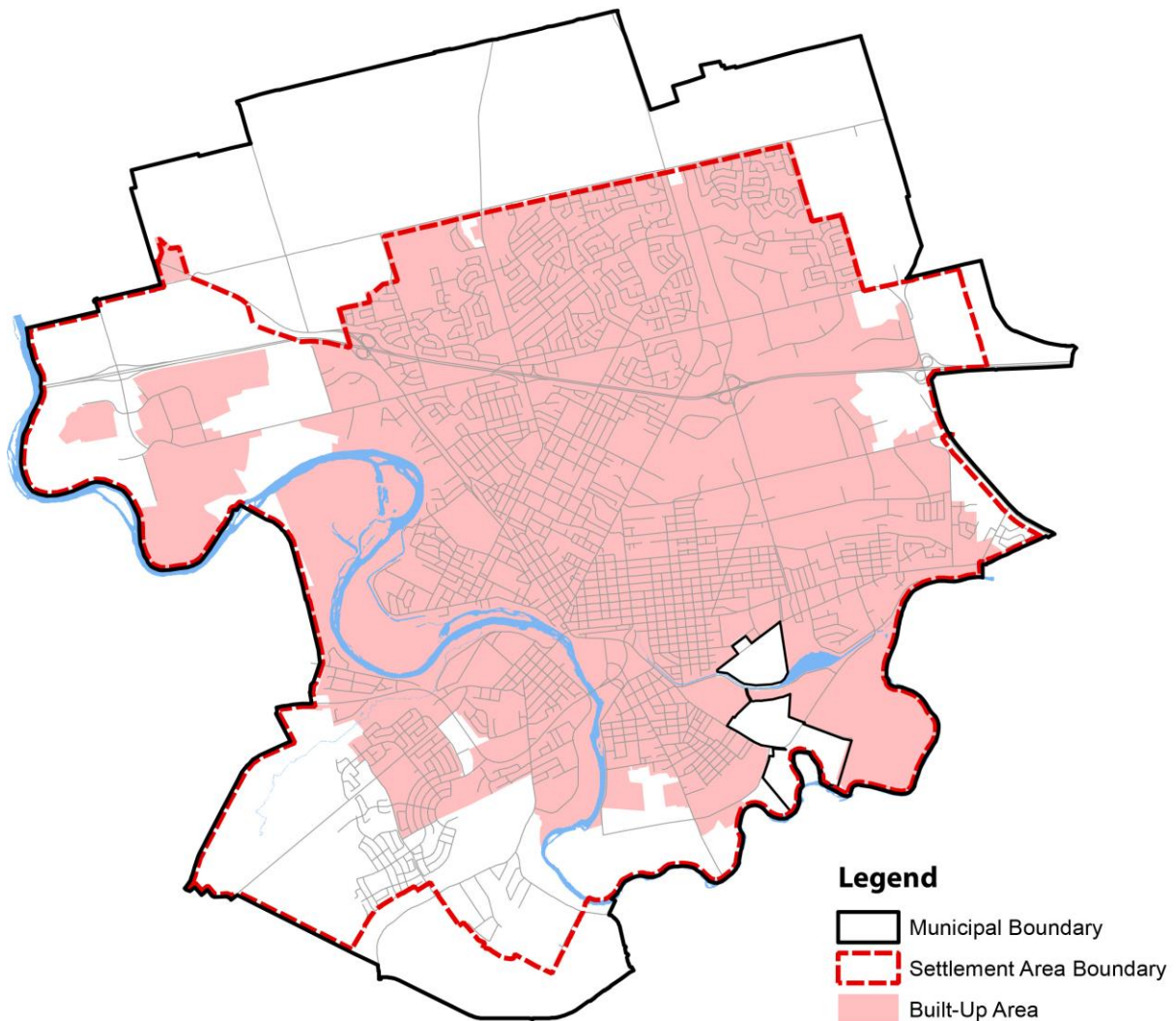
current vacant lands without a current development application and found that an additional 540 units could be accommodated, increasing the DGA density on the unbuilt portion of the DGA to 53.7 persons and jobs per hectare from 50 persons and jobs per hectare. Due to servicing constraints and the interface with existing estate lot development in Tutela Heights, increasing the density on current vacant lands any higher than noted above would be a significant challenge.

Due to the low density approved in registered and draft approved plans, and the characteristics of Brantford's current housing stock, a graduated increase in the City's DGA density is proposed. The proposed alternative target maintains the current density target of 50 persons and jobs per hectare for new development up to 2021. Then, between 2021 and 2031, the density target is proposed to increase to 57 persons and jobs per hectare. Between 2031 and 2041, it increases again to 60 persons and jobs per hectare.

Section 10 calculates the Community Area land needs following the Province's Land Needs Assessment Methodology. The draft land needs assessment determined that an additional 506 hectares of land beyond that currently located within the City's existing Settlement Area boundary are required to meet the 2041 population forecasts.

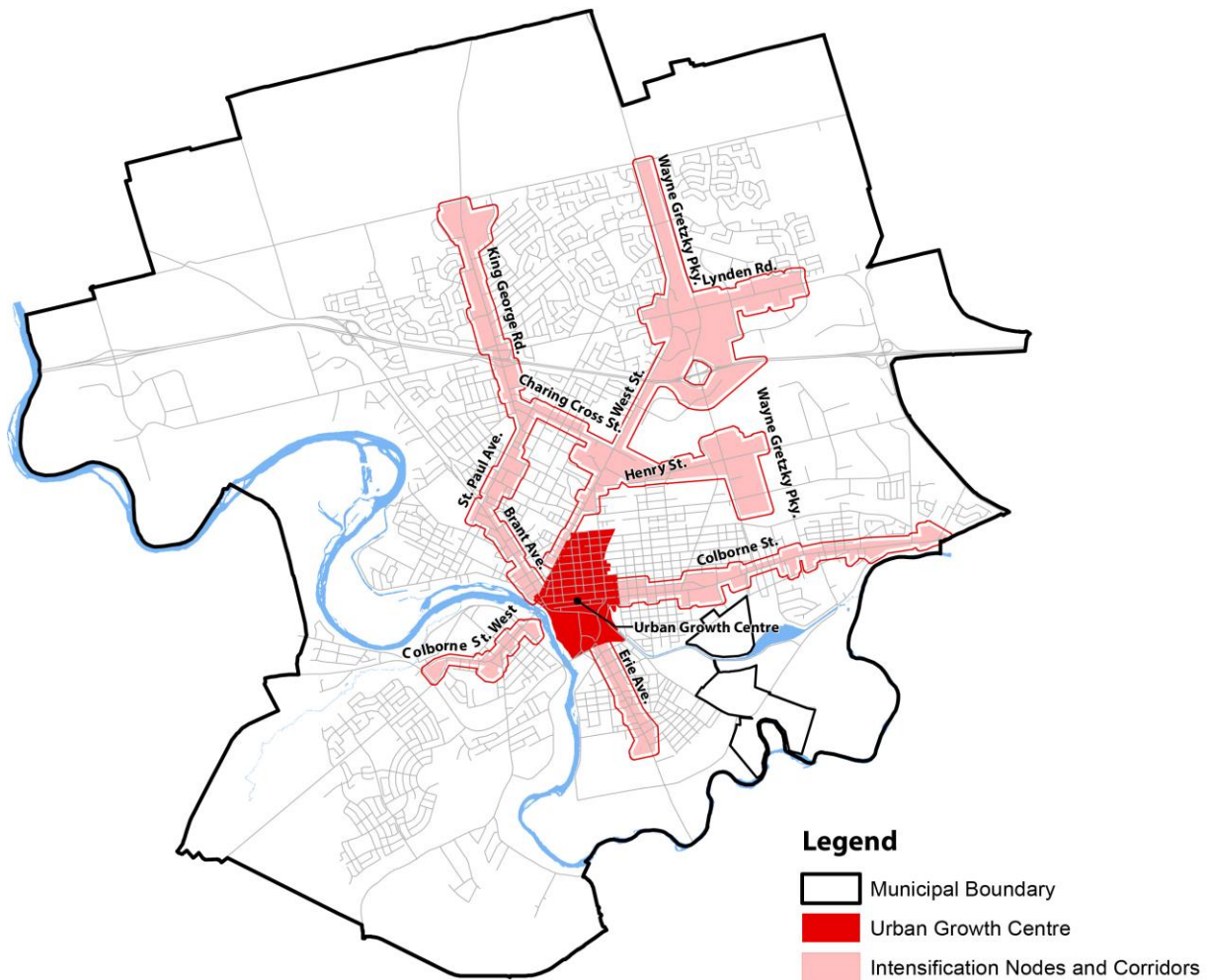
Appendix B

Map of the Delineated Built-Up Area



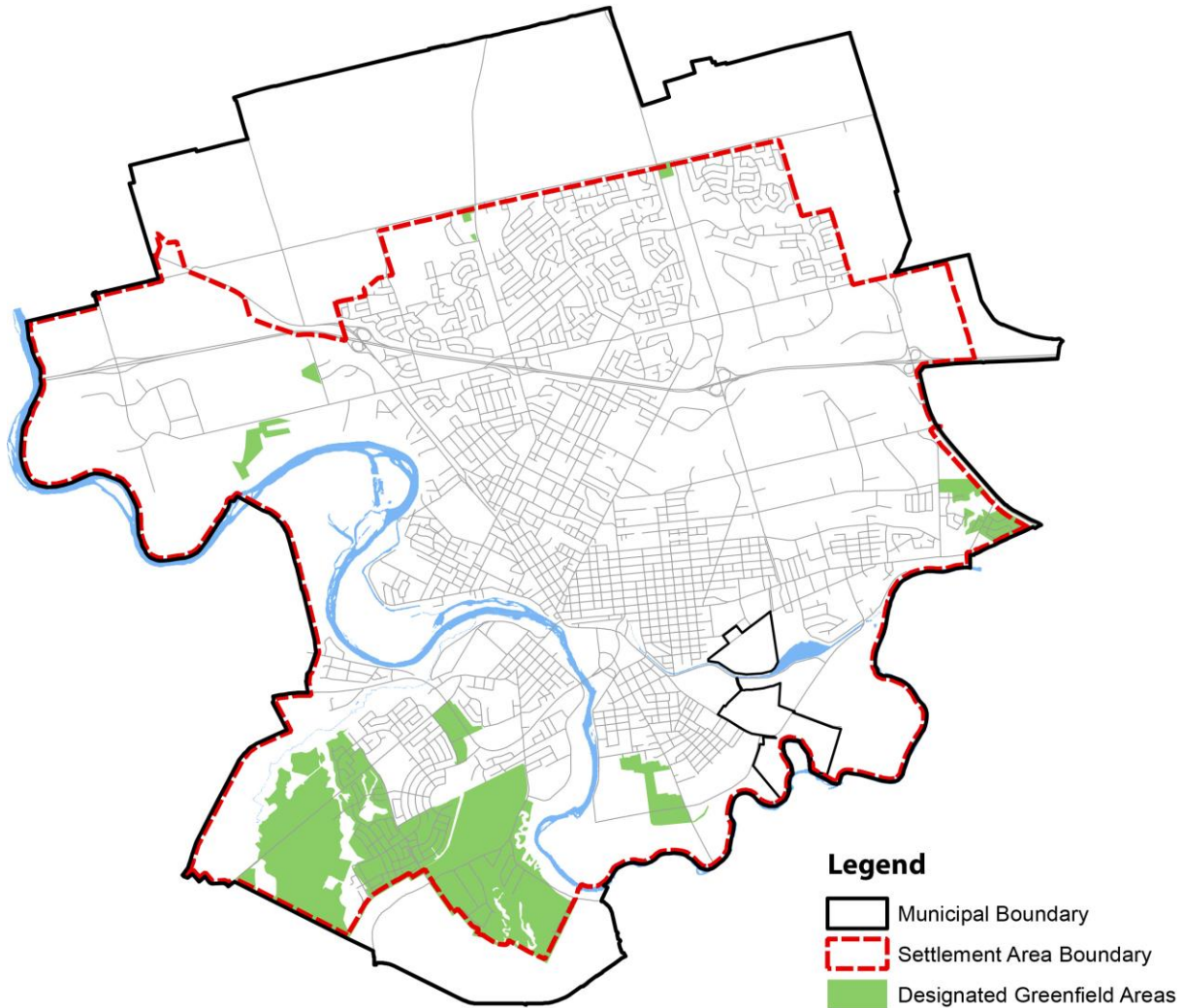
Appendix C

Map of Strategic Growth/Intensification Areas



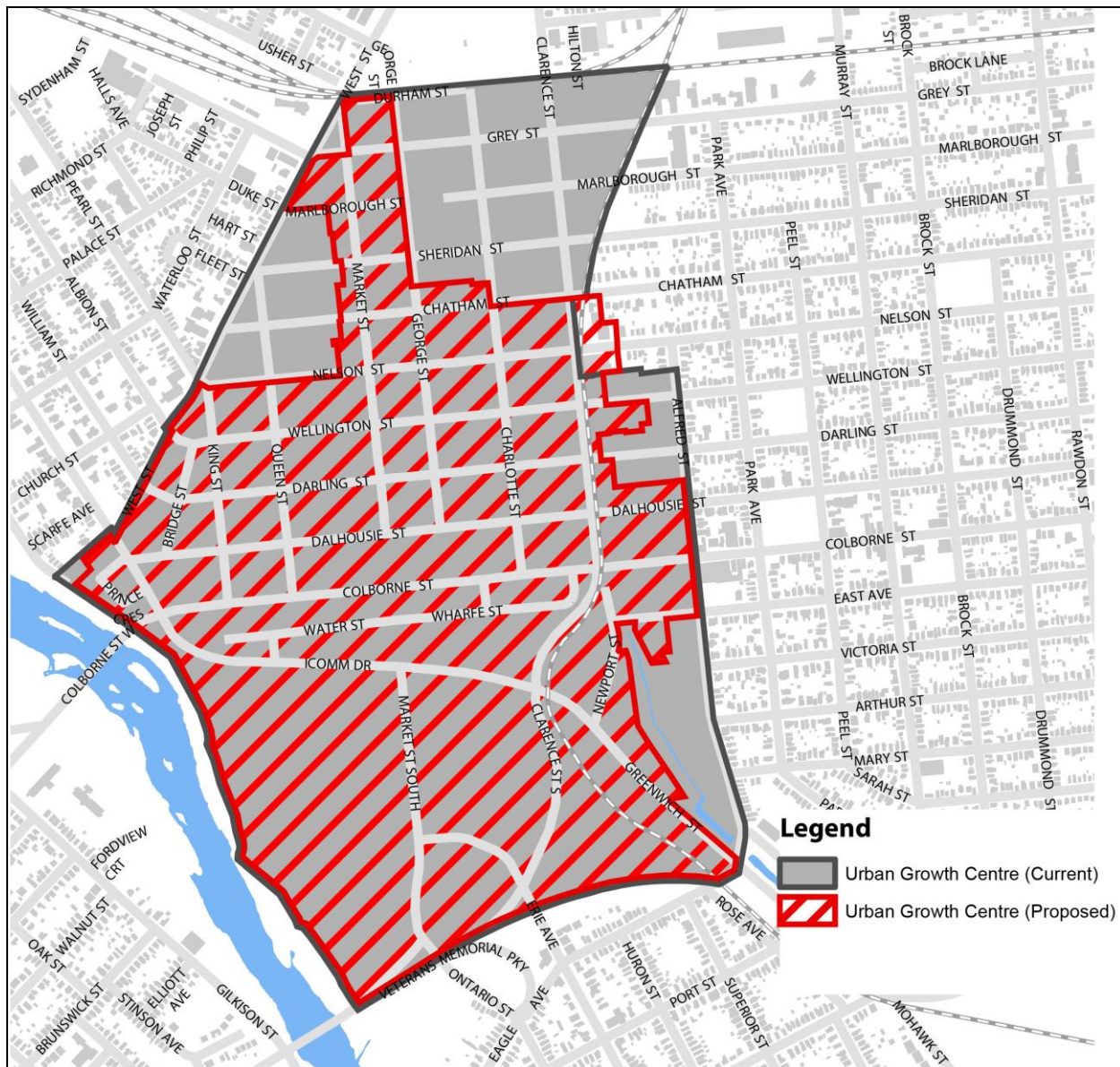
Appendix D

Map of the Existing Designated Greenfield Area (DGA)
(showing where the DGA density target is measured)



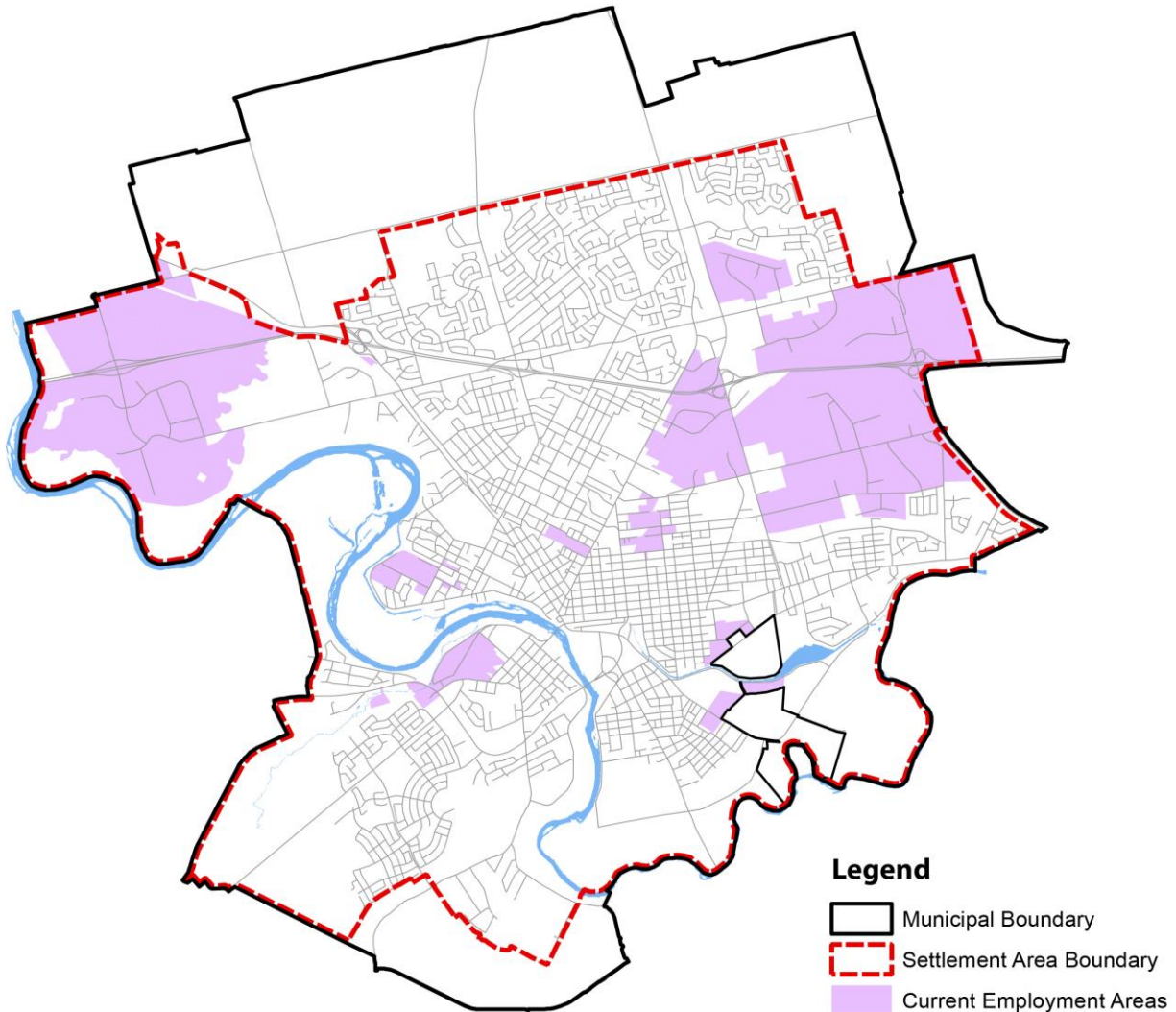
Appendix E

Map of the Downtown Brantford Urban Growth Centre



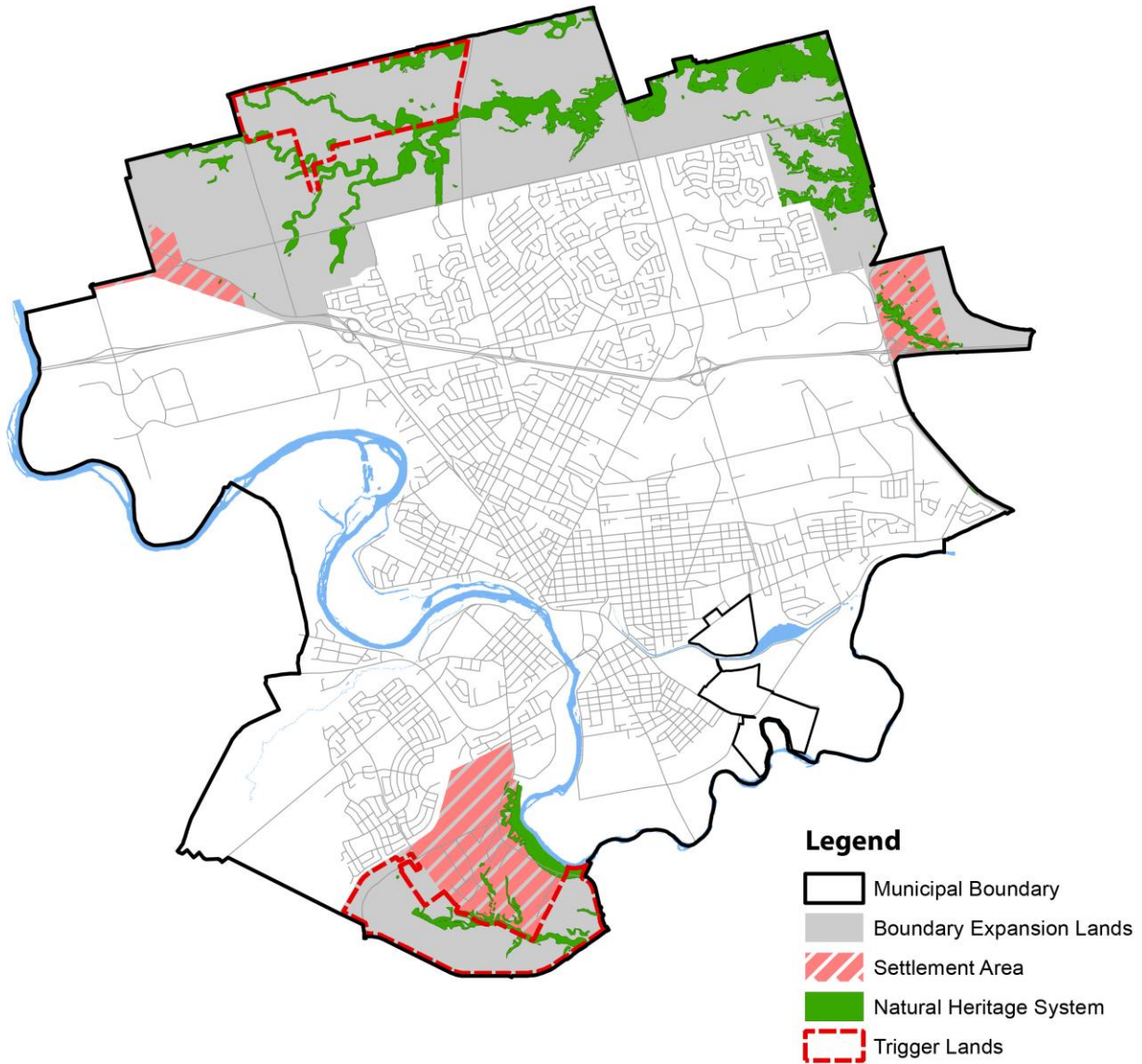
Appendix F

Map of Employment Areas



Appendix G

Map of the Municipal Boundary Expansion Lands



Appendix H

Map of the Preferred Community (Neighbourhood) and Employment Lands for Future Settlement Boundary Expansion

