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**For Information**

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**REPORT TITLE: Heritage Heights Secondary Plan Process Update**

**FROM: Kealy Dedman, Commissioner of Public Works**

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**OBJECTIVE**

To provide updated information on the City of Brampton Heritage Heights urban boulevard concept as directed by Regional Council.

**REPORT HIGHLIGHTS**

- This report provides a summary of Regional staff's review of the Heritage Heights urban boulevard concept and secondary planning process in response to the October 2020 Regional Council Resolution 2020-861.
  - In March 2021, Regional Council passed a resolution which expressed strong opposition to the province's proposed GTA West highway and requested the province study alternatives, such as Brampton's proposed Urban Boulevard.
  - The City of Brampton held a statutory public meeting on the Heritage Heights Secondary Plan (Secondary Plan) in September 2021 and intend to bring forward the final Secondary Plan to Brampton Planning and Development Committee in March 2022.
  - Regional staff have reviewed the Secondary Plan with a focus on matters of Regional interest and the Region's Official Plan policy framework for North West Brampton including matters related to the GTA West Corridor.
  - The Region and City of Brampton staff have worked together to refine the proposed Precinct Planning policy framework in the Secondary Plan as a means of addressing outstanding matters including ongoing uncertainty around the planning of the GTA West Corridor.
  - The future Precinct Plans will allow for City of Brampton Council approval of the secondary plan in the interim while ensuring outstanding matters of Regional and Provincial interest can be resolved in advance of individual development applications proceeding to draft plan approval.
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**DISCUSSION**

**1. Background**

The Heritage Heights community planning area is located in North West Brampton, generally north of the Credit River valley, south of Mayfield Road, east of Winston Churchill Boulevard, and west of Mississauga Road. It represents an exciting opportunity for residential mixed-use transit oriented, walkable community development while providing major opportunities for inter- and intra-regional transportation connections.

## **Heritage Heights Secondary Plan Process Update**

In August 2020, Brampton Council endorsed a land use concept for Heritage Heights which proposed to replace the highway proposed within the GTA West Corridor, also known as Highway 413, with an Urban Boulevard concept running north-south through the secondary planning area.

On October 22, 2020, Regional Council adopted Resolution 2020-861: “That staff work with staff from the three local municipalities to review the City of Brampton Heritage Heights community planning concept and report back to a future meeting of Regional Council.” Through discussions costing information was also requested including details of how the development charges collected for the North-South Transportation Corridor relate to the Urban Boulevard.

In March 2021, Regional Council approved a resolution that expressed strong opposition to the province’s proposed GTA West highway and included a request to the province to study alternatives to the currently intended highway, such as Brampton’s proposed urban boulevard (Resolutions 2021-291 and 2021-292). In accordance with Provincial policy, planning authorities also have an obligation to plan for and protect planned corridors such as the GTA West Transportation Corridor.

As requested by Regional Council in Resolution 2020-861, this report provides an update on staff’s review of the City of Brampton’s draft technical materials and draft secondary plan policies and requested information on transportation-related development charges in North West Brampton.

### **2. Policy Context**

In 2005, the Region of Peel introduced Regional Official Plan Amendment 15 (ROPA 15) to expand the Regional Urban Boundary to include North West Brampton. Under ROPA 15, the Region’s objectives for North West Brampton include accommodating future growth, protection for a North-South Transportation Corridor to support future travel demand, development of complete, transit-supportive communities, recognition and protection of significant environmental features, ensuring cost-effective provision of infrastructure and orderly development, and protection of provincially significant shale resources in advance of urban development.

Regional staff have worked with City of Brampton staff and understand that new draft policies will be added to the Secondary Plan that will ensure ROPA 15 policy requirements are satisfied prior to development being permitted to proceed in Heritage Heights.

### **3. Brampton Heritage Heights Proposed Vision**

Brampton’s proposed land use vision for Heritage Heights is intended to facilitate a “model compact, mixed-use and walkable community that promotes health and well being”. The City advises that the community will ultimately accommodate approximately 124,000 people and 43,000 jobs by 2051. Key features include the replacement of the province’s GTA West Highway Corridor with an Urban Boulevard Concept, a new GO Station, a mixed land use framework, three potential future Major Transit Station Areas and a new hospital. Please refer to Appendix I for the Conceptual Cross-Section of the Urban Boulevard, as provided in the draft Heritage Heights Transportation Master Plan.

The proposed Heritage Heights Secondary Plan policy framework would subdivide the secondary plan area into seven Precinct Areas, each guided by a Precinct Plan (see

## Heritage Heights Secondary Plan Process Update

Appendix II). The Precinct Plan policy framework and its significance are discussed in more detail later in this report.

### 4. Regional Review of the Heritage Heights Secondary Plan

Regional staff have reviewed the proposed policies, schedules, and draft technical materials for the Secondary Plan and support the vision and general policy framework for the planning area.

However, a number of matters of Regional interest pertaining to transportation planning, servicing and natural heritage protection will need to be addressed before development proceeds. The principal matters are summarized as follows:

- In order to maintain the safe and efficient operation of the Region's multimodal transportation network, the draft Heritage Heights road network must adequately support anticipated travel demand by ensuring sufficient transportation capacity is accommodated and adequate intersection spacing is provided between Regional intersections; further work is necessary to achieve these objectives.
- The ROPA 15 policy framework requires the alignment, jurisdiction and financing of the North-South Transportation Corridor to be determined to the Region's satisfaction prior to allowing development to proceed in the secondary planning area in order to ensure the transportation system can adequately support future growth; further information is required to determine whether the Urban Boulevard meets this requirement.
- The subwatershed study must be completed to the satisfaction and approval of the Credit Valley Conservation, and the natural heritage system must be designated in conformity with that study.
- Given the significant additional density being proposed, additional water and wastewater infrastructure, currently not included in the Water and Wastewater Master Servicing Plan, would be required to service the proposed Secondary Plan. Trunk-level infrastructure requirements will need to be worked out with Region staff and confirmed through the next update to the Water and Wastewater Master Servicing Plan.

The uncertainty around the GTA West Corridor and other factors affecting North West Brampton, have significantly delayed the City of Brampton's efforts to establish a Secondary Plan policy framework for the Heritage Heights community and resolve many of the outstanding issues and policy requirements, listed above. To assist the City of Brampton in advancing the secondary plan process while ensuring that the above-noted matters of Regional interest will be resolved, Regional staff have worked with the City to include recommended new policies to the Precinct Plan framework, which is discussed in more detail later in this report.

#### *Bovaird Drive*

In addition to the matters noted above, the Secondary Plan's vision for Bovaird Drive (Regional Road 107) is to limit the number of lanes between Mississauga Road and Heritage Road to four lanes, two lanes west of Heritage Road to Winston Churchill Boulevard, and restrict provisions for future widenings. On September 9, 2021, Regional Council received a request from the City of Brampton's Planning and Development Committee to update the Region's detailed design work currently being undertaken on

## Heritage Heights Secondary Plan Process Update

Bovaird Drive, west of Mississauga Road, to implement the cross-section included in the Secondary Plan. Regional staff evaluated the City's request and have concluded as follows:

- According to Regional staff's technical analysis, even with a 50 per cent sustainable mode share, a six lane ultimate cross section will be operating overcapacity by 2041 and further by 2051.
- Given the significant population and employment growth anticipated for North West Brampton, these results remain the same in the "North-South Transportation Corridor/Urban Boulevard", "GTA West Transportation Corridor" and "No GTA West Transportation Corridor" modelling scenarios.
- While truck volumes along this section of Bovaird Drive are currently low, the roadway is one of the Region's few east-west goods movement corridors, provides access to the CN and CP intermodal facilities, and serves as a strategic link in the goods movement network connecting the Region of Peel to the Provincial freeway system through Highway 410, City of Vaughan to the east, and Georgetown and the City of Guelph to the west.

Based on the above, Region staff continue to support advancement of the Region's detailed design of the Bovaird Drive widening project to implement an interim four lane cross section from Mississauga Road to 1.2km west of Heritage Road with provisions for an ultimate six lane widening between Mississauga Road to the future North-South Transportation Corridor/GTA West Transportation Corridor.

### 5. Precinct Planning Framework

Precinct Plans, also referred to as Community Block Plans, are area-specific implementation tools that establish a context for the coordinated development of the Precinct Plan Area, detailing what type of development will happen and where. Private development would not be permitted to proceed within a Precinct until required studies are completed and a Precinct Plan is prepared to City and Region satisfaction and adopted by City Council. If adopted by City Council, a Precinct Plan would be implemented by way of an Area Specific Local Official Plan Amendment, processed under the *Planning Act* to guide and open the door to future development within that Precinct.

Region staff have worked with City of Brampton staff, and we understand that additional Precinct Plan policies will be included in the Secondary Plan to ensure that outstanding matters of Regional and public interest are resolved prior to Council adoption of a Precinct Plan.

As discussed below, this refined policy framework will allow approval of the secondary plan in the interim while ensuring that outstanding Regional issues and policy requirements are resolved in advance of development being permitted to proceed in Heritage Heights.

#### *Transportation*

From a transportation perspective, and in accordance with ROPA 15 requirements, Precinct policies would require that the alignment, jurisdiction, and financing of the North-South Transportation Corridor be determined to the Region's satisfaction prior to the commencement of Precinct Planning for the central and western Precinct areas of Heritage Heights. The Heritage Heights Transportation Master Plan would need to be updated based on the outcome. The timing and results of the final Heritage Heights Transportation Master

## Heritage Heights Secondary Plan Process Update

Plan will be dependent on resolution of the uncertainty around planning for the GTA West Corridor / Highway 413. If the Province ultimately moves forward with Highway 413 despite opposition and support for the Urban Boulevard concept, an update to the Heritage Heights Transportation Master plan will require major revisions to the community concept for the central and western Precinct areas.

Notwithstanding the above, the Secondary Plan policies would allow Precinct Planning to advance in the eastern Precinct areas of Heritage Heights adjacent to Mississauga Road, on the condition that adequate right-of-ways are protected to permit the potential widening of the local framework streets (if required through future updates to the Heritage Heights Transportation Master Plan).

The Secondary Plan Precinct policies would also provide for the City to work with the Region to enable reduced intersection spacing on Regional Roads keeping with the Heritage Heights vision using full- and partial-move intersections. This exercise is necessary to ensure that future congestion impacts on Regional roads are sufficiently mitigated, to balance goods movements needs and to address the Region's controlled access by-law.

Through discussions, it is recognized that there are, at present, some differing technical perspectives, between City and Region staff, on how to address certain transportation challenges in Heritage Heights. However, Region staff believe that the Precinct Plan framework will provide the appropriate planning framework for Region and City staff to work through these varying perspectives and facilitate transportation solutions in advance of Precinct Plan approvals. In Appendix III, based on past discussions, Region staff outline some of Brampton staff's technical perspectives on outstanding transportation issues.

### *Natural Heritage*

The Precinct policies require the completion and approval of the Heritage Heights Subwatershed Study prior to the adoption of the Precinct Plan. Precinct Plans are required to illustrate the Natural Heritage System in conformity with the findings of the approved Subwatershed Study.

### *Servicing*

The Heritage Heights Precinct policies require the City of Brampton to prepare staging and sequencing plan(s) to the satisfaction of the Region. The staging and sequencing plans are to be prepared in coordination with the Region's Capital Plan, Peel Water and Wastewater Master Plan and Transportation Study, and will be prepared to provide for the orderly, fiscally responsible and efficient progression of development.

### *Land Uses*

Precinct Plans will present more details on the land uses identified by Brampton through the Secondary Plan. Land uses will also be required to meet the criteria of key policy areas in the draft Peel 2051 Regional Official Plan, including the regional employment area designation south of Mayfield Road (aligning with the Innovation Precinct) and a planned Major Transit Station Area at the proposed new GO rail station, "Heritage Heights GO."

## **Heritage Heights Secondary Plan Process Update**

### **6. Urban Boulevard Financing**

The ROPA 15 transportation studies recommended a North-South Transportation Corridor in North West Brampton to support future growth. As a result, the Region's Development Charges Background Studies, going back to the original ROPA 15 approvals which predated Provincial planning for the GTA West Corridor, included capital needs for the portion spanning from Sandalwood Parkway to Bovaird Drive and from Bovaird Drive to the future Bramwest Parkway.

The draft Heritage Heights Transportation Master Plan identifies the use of Regional development charges to fund the Urban Boulevard should it fall under Regional jurisdiction and also identifies the frontage lanes and edges of the Urban Boulevard to be financed by the City or private developers and phased with development. While the Region of Peel is currently collecting development charges for the Regional Transportation Network which has included a provision for 'ROPA 15 Transportation Corridor' capital needs, these funds are reserved for a Transportation Corridor in North West Brampton that meets the ROPA 15 policy framework. Through the Precinct Plan policy framework, Region staff anticipate opportunities to determine whether or not the Urban Boulevard satisfies the Region's criteria for use of development charges collected for the 'ROPA 15 Transportation Corridor'. It is anticipated that a higher order north-south transportation corridor within municipal jurisdiction that is finalized in terms of alignment, jurisdiction and financing, and meets the transportation needs of the community would be DC-eligible.

Furthermore, the draft Transportation Master Plan does not provide costing information for the Urban Boulevard and at the present time, the ability of Regional development charges to finance the Urban Boulevard, as proposed by the City, is undetermined.

Additional clarity on financing matters for the Urban Boulevard can be achieved as part of the Precinct Plan process.

### **CONCLUSION**

This report provides an update on staff's review of the Heritage Heights secondary planning process, and informs Council of principal outstanding matters of Regional interest and the way in which these matters have been appropriately addressed through proposed Secondary Plan policies.

Region staff support the vision and general policy framework for the secondary plan area. Outstanding matters of Regional interest pertaining to transportation planning, servicing and natural heritage protection have been identified, and are required to be resolved in advance of development being permitted to proceed to approval.

The uncertainty around the GTA West Corridor and other factors affecting North West Brampton have significantly delayed the City of Brampton's efforts to establish a Secondary Plan policy framework for the Heritage Heights community and resolve some outstanding Regional requirements. To assist the City of Brampton in advancing the Secondary Plan process while also ensuring that outstanding matters of Regional interest will be resolved, Regional staff have worked with the City to include policies to the Heritage Heights Precinct Plan framework.

This refined policy framework will allow Brampton Council approval of the secondary plan while ensuring that outstanding Regional issues and policy requirements are resolved in advance of

## **Heritage Heights Secondary Plan Process Update**

development being permitted to proceed in Heritage Heights. Precinct Plans on the eastern portion of the area adjacent to Mississauga Road may proceed in advance of uncertainty around the Urban Boulevard being resolved.

### **APPENDICES**

Appendix I - Proposed Urban Boulevard - Conceptual Cross-Section (Draft Heritage Heights Transportation Master Plan, September 2021)

Appendix II - Proposed Heritage Heights Precinct Plan Schedule (July 2021)

Appendix III - Summary of Brampton Staff Perspectives on Key Transportation Challenges

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