



# Brampton Airport Zoning Regulations Planning Justification Report



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November, 2024



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## 1. INTRODUCTION & PURPOSE

WSP Canada Inc. (WSP) has been retained by the Brampton Flying Club (the Applicant), the owner of Brampton Airport (the “Airport”) to provide aviation planning and advisory services including the preparation of this Planning Justification Report (the “Report”). The purpose of this Report is to provide background information and justification to support a zoning by-law amendment application (file number PRE 2024-0126) which supports the implementation of Airport Zoning Regulations (AZR) for the Brampton Airport (the “Application”). The intent of the AZR By-law is to protect the long-term operation and economic viability of the Airport from encroachment of development in the surrounding area, and to maintain the safety of aircraft and the public.

Airport Zoning Regulations are a regulatory tool that can restrict permitted land uses and define development standards surrounding an airport. Implemented under the federal *Aeronautics Act* as well as the provincial *Municipal Act* and *Planning Act*, Airport Zoning Regulations limit the height of buildings, structures, and objects (including natural growth, such as trees) on regulated land, and include certain land use provisions for high-risk activities. The Application is being submitted to provide planning protections to ensure that future development remains compatible with Airport operations<sup>1</sup>.

This Planning Justification Report provides an overview of the proposed Airport Zoning Regulations, summarizes and analyzes the existing policy and zoning applicable to the lands, including the Provincial Planning Statement 2024, the Peel Region Official Plan, the in-force Town of Caledon Official Plan and the Council-approved Future Caledon Official Plan, and Caledon Zoning By-law 2006-50. This review concludes with a planning opinion that the proposed AZR By-law conforms/is consistent with applicable policy and represents good planning.

## 2. SITE CONTEXT AND HISTORY

The Brampton Airport is located on lands municipally known as 13691 McLaughlin Road. The property is located on the east side of McLaughlin Road, south of King Street and is approximately 80.94 ha (200 ac) in size. The lands proposed to be regulated include those within a 4-kilometre radius of the Airport (the “Regulated lands”) which currently have primarily rural residential and agricultural land uses.

The Airport, a key regional infrastructure asset, is a Transport Canada certified aerodrome with two runways and has been in operation since 1970. The Brampton Flying Club, a not-for-profit organization established in 1946, owns and operates the Airport. The Airport stimulates economic activities in the Town of Caledon and surrounding regions and serves a critical function within the community by providing access for air ambulance services, and accommodating various aviation services including flight training, aircraft maintenance, and recreational flying activities. There are approximately 110,000 aircraft movements (takeoffs and landings) at the Airport during the year, the majority of which are related to flight training. The Airport is also home to the 892 ‘Snowy Owl’ Air Cadet Squadron, the Great War Flying Museum, as well as a number of businesses who provide employment opportunities within the community and sponsor community activities such as minor league sports teams and community fundraising initiatives.



<sup>1</sup> We note that the AZR By-law does not address the potential negative impact of noise exposure on development that is in close proximity to the Airport. Policy regarding noise impacts are not discussed in this Report nor is an analysis of potential impacts provided.



The Brampton Flying Club contributes to the local economy through job creation, tourism and providing a hub for aviation enthusiasts. The Club currently employs approximately 90 employees, including 70 full-time equivalent staff.

### 3. PROPOSED AIRPORT ZONING REGULATIONS

The proposed Airport Zoning Regulations for the Brampton Airport were developed according to the requirements of the *Aeronautics Act*, which establishes the federal laws for aviation safety and land use at and around airports. These federal regulations are similar to municipal zoning by-laws in that they control land use and development to ensure land use compatibility. AZRs, in particular, ensure that adjacent land uses do not interfere with airport operations. Section 5.4 of the *Aeronautics Act* addresses Airport Zoning, and Section 5.81 (1) permits the Minister (of Transport):

*to enter into an agreement with a provincial authority to authorise the provincial authority to regulate, in the same manner and to the same extent as it may regulate the use of lands within its jurisdiction, the use of lands adjacent to or in the vicinity of an airport or airport site that are not the subject of regulations made pursuant to subsection 5.4(2), for the purpose of ensuring that that use is not incompatible with the safe operation of an airport or aircraft.*

In 2019, the agreement between Transport Canada and the Town of Caledon was signed by Caledon Mayor Allan Thompson. Subsequently, in 2020, Transport Canada reviewed the form of agreement and issued a new version that included minor changes<sup>2</sup>.

This new agreement was signed by Caledon Mayor Annette Groves in 2024, and the application process for an AZR By-law for Brampton Airport is now underway (see Section 3.1). The Brampton AZR By-law will specify non-conforming land uses and establish maximum height restrictions for structures within defined zones around the Airport. These provisions are described in Section 3.2 below.

#### 3.1. IMPLEMENTATION PROCESS

The process of enacting an AZR By-law is similar to that through which a Zoning By-law Amendment (ZBA) is enacted under the *Planning Act*. The ZBA process begins with pre-consultation between an applicant and the municipality. When the applicant submits an application (with various submission materials including draft zoning by-law) to a municipality requesting an amendment, various agencies and departments review the submission materials and provide comment. After revisions are made, public notice is given, a public meeting is held, and Council makes a decision on the application. Finally, if approved by Council, the By-law amendment comes into effect.

The Brampton Airport AZR By-law has undergone several of these stages, including preliminary consultations, drafting of the proposed regulations, and stakeholder engagement. The formal review phase is currently underway, and adheres to requirements under the *Aeronautics Act* and relevant municipal policies. The process, and the progress achieved so far, is described in Table 1 below:

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<sup>2</sup> These changes include: replacing “whereas” in the preamble to “given that”; added a section on exemptions to the zoning regulations and by-law; and, removing a technical reference to the International Civil Aviation Organization’s (ICAO) reference code as well as a reference to a proposed area to be protected against communication interference.

Table 1 - AZR Implementation Process

<b>Applicant requests an AZR</b>	<p>A request that an AZR be established is submitted to Transport Canada from the applicant. Upon receipt, Transport Canada works with the applicant to identify the requirements of the AZR and prepare a draft agreement. The applicant forwards the draft agreement to the Town for execution and initiation of the By-law drafting process.</p> <p><b>This step is complete.</b></p>
<b>Town reviews and executes the initial agreement, initiates the By-law process</b>	<p>The applicant forwards the initial agreement to the Town for execution and requests that the process be initiated. The agreement is specific and contains the requirements of the AZR which will be reflected in the draft By-law. Town staff must receive direction from Council to enter into the agreement and initiate the process by Council Resolution.</p> <p><b>This step is complete.</b></p>
<b>Drafting of the By-law</b>	<p>The applicant and Town work together to draft a By-law which reflects the requirements contained within the agreement.</p> <p><b>This step is complete.</b></p>
<b>Application submission &amp; public consultation</b>	<p>The applicant forwards the draft By-law to Transport Canada for review.</p> <p>The applicant submits the draft By-law as a Zoning By-law Amendment application to the Town. The Town will process the application, circulate for technical comments and schedule a public meeting in accordance with Section 34(12) of the Planning Act.</p> <p><i>We are at this stage in the process.</i></p>
<b>Council decision on By-law</b>	<p>Upon completion of the public meeting and finalization of the By-law, Town staff will bring forward a Staff Report summarizing the public process and a recommendation to Council regarding enactment of a By-law and execution of the final agreement. Town staff will receive direction based on the Council Resolution. There is no appeal mechanism for an AZR by-law.</p>
<b>Final agreement and By-law forwarded to Transport Canada</b>	<p>Provided that Council chooses to enact the By-law and authorize execution of the final agreement, the Town will forward the By-law and agreement to Transport Canada. Transport Canada translates the By-law into French and works with the Privy Council Office to receive Standard Orders and Regulation Numbers. A copy is then forwarded to the Town.</p> <p>The By-law is now a Federal regulation and is in force and effect.</p>
<b>Enforcement</b>	<p>The Town enforces the By-law through review of land uses proposed (development applications and building permits) and through Municipal Law Enforcement in accordance with typical business practice.</p>



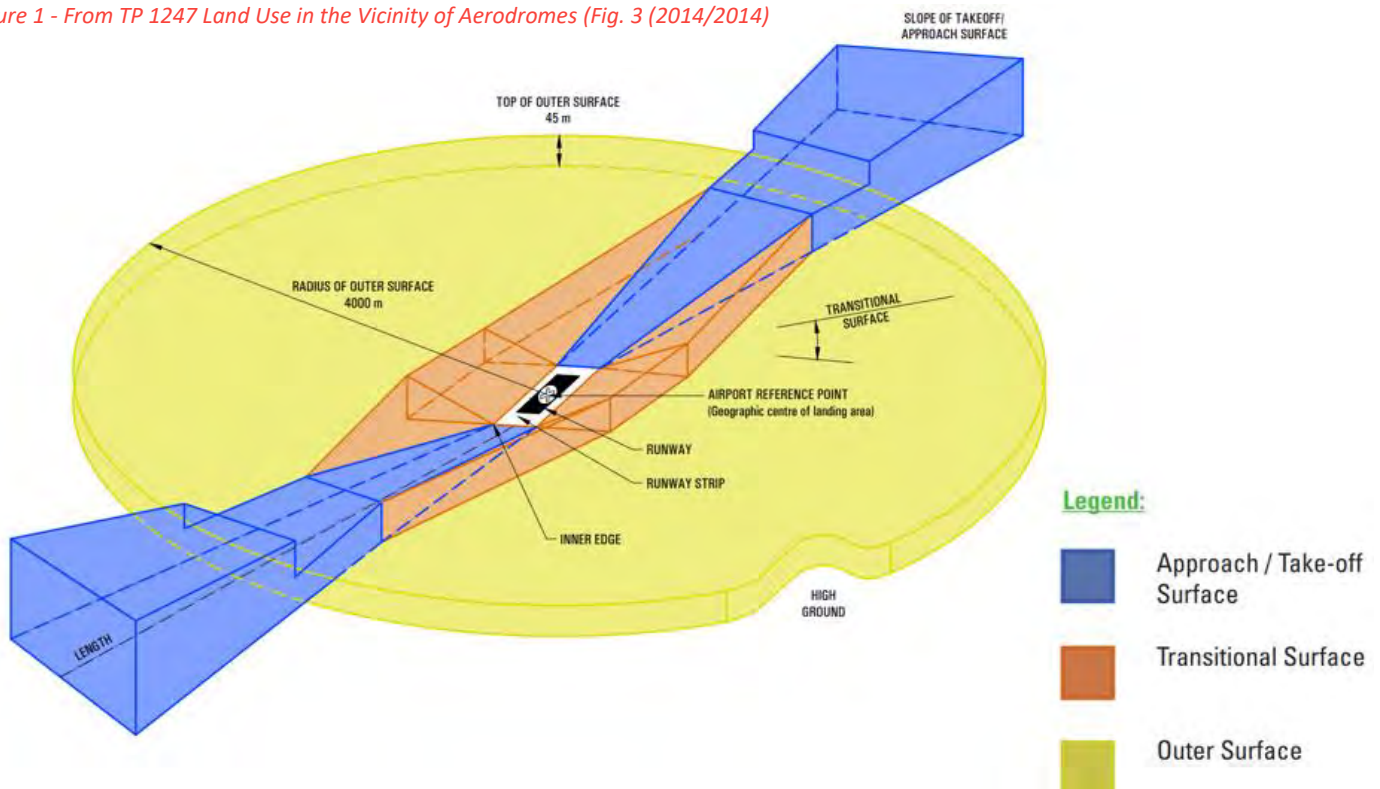
## 3.2 TYPES OF AIRPORT ZONING REGULATIONS

### 3.2.1 HEIGHT LIMIT PROVISIONS - OBSTACLE LIMITATION SURFACES

Obstacle limitation surfaces (OLS) provide the basis for Airport Zoning Regulations that govern maximum heights, and they play an important role in ensuring the safe operation of aircraft and the long-term operation of the airport. Transport Canada is responsible for the development and publication TP 312 *Aerodrome Standards and Recommended Practices*. These standards require the establishment and maintenance of OLS at a certified Airport, which includes Brampton Airport. The OLS provide designated areas around the Airport to minimize potential dangers to aircraft during takeoff, landing, and maneuvering procedures. Figure 1 below is a diagram from the Transport Canada publication, TP 1247 *Land Use in the Vicinity of Aerodromes*, which illustrates the three different types of Obstacle Limitation Surfaces, which are:

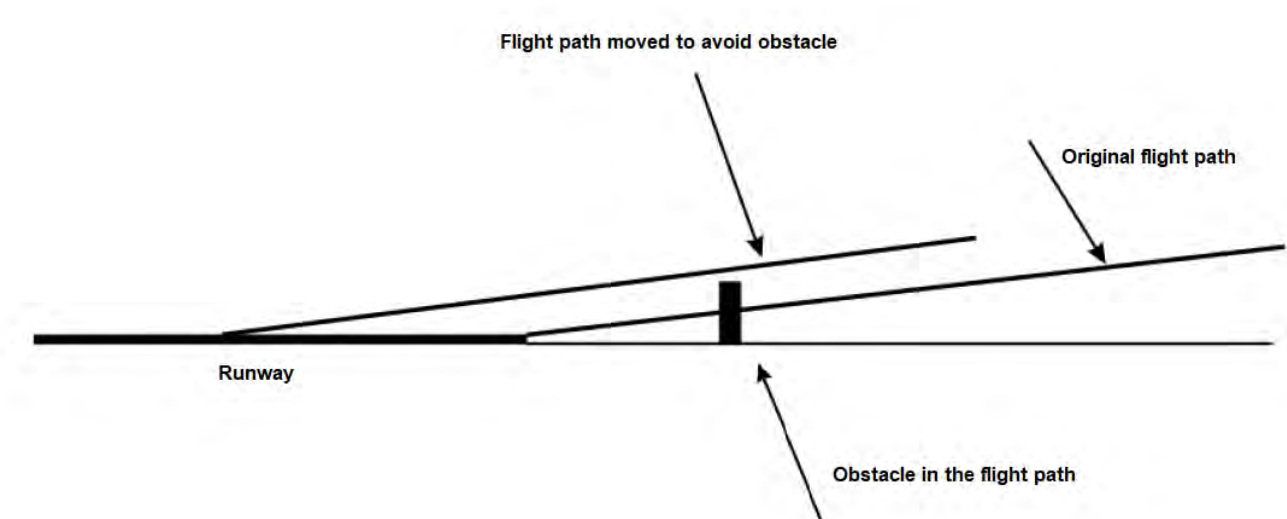
1. Approach/take-off surface – a long, sloped surface extending out and up from each end of a runway which provides a clear path for aircraft as they land and take off from an airport;
2. Transitional surface – transitional surfaces extend out and up from the sides of the runway and provide a safe space in case of an emergency in which the airplane either exits the runway unexpectedly, or has to abort their landing and climb to a safe height; and
3. Outer surface – the outer surface is intended to protect airplanes circling to find the airport in poor visibility, and those that fly a circuit around the Airport before they land.

Figure 1 - From TP 1247 *Land Use in the Vicinity of Aerodromes* (Fig. 3 (2014/2014))



Under Canadian Aviation Regulations, if a new obstacle penetrates one of these surfaces, the airport is required to displace, or move, the threshold of the runway so that the approach surface clears the new obstacle; however, this also shortens the amount of runway that is available for landing aircraft, and presents a challenge for departing aircraft in order to avoid the obstacle. Because different sizes and types of aircraft require different runway lengths, a small obstacle might exclude a particular type of aircraft from landing, but a significant enough obstacle can make a runway completely unusable. An example of this scenario is depicted in Figure 3 below.

Figure 2 – Flight Obstacle Diagram



The AZR contours for the Brampton Airport, described below, are based on a TP 312 OLS and are illustrated in Figure 3.

### **Approach/Take-Off Surface**

As mentioned above, the approach/take-off surface is a sloped surface that provides a clear path for aircraft as they land and take off. The bottom of the Brampton Airport's approach/take-off surface is level with the Runway Strip Surface end, which is a point 60 metres from the runway threshold. Each approach/take-off surface will start at a unique elevation. The approach surface slopes are 4% for Runway 15-33, and 5% for Runway 08-26, and then flatten out once they reach the Outer Surface at an elevation of 45 metres above the Airport.

### **Transitional Surface**

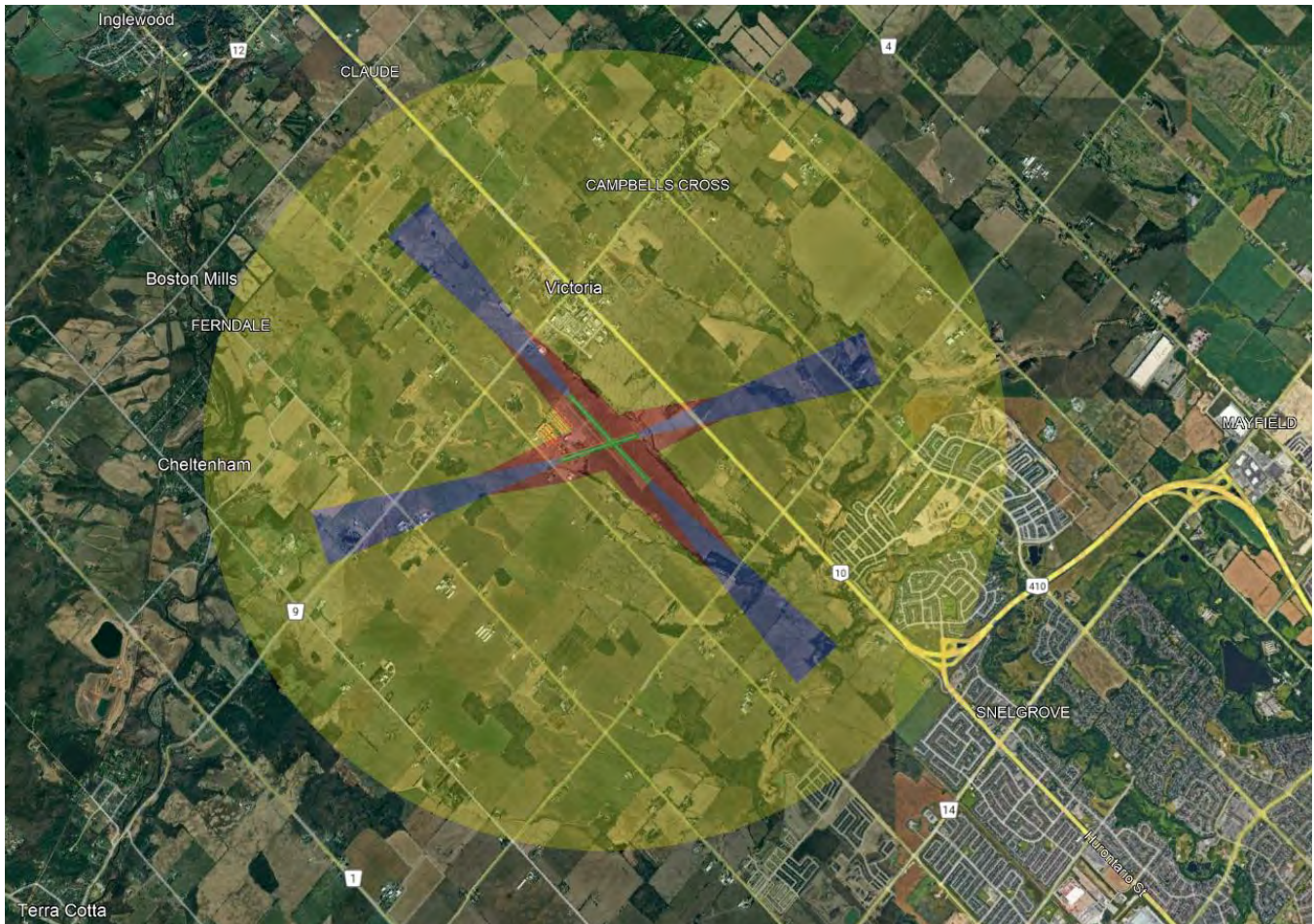
The transitional surfaces for the Brampton Airport have been designed to provide an area for airplane manoeuvring in cases of emergency and have a slope of 20%. This surface is much steeper than the long and shallow slope of the approach/take-off surfaces. The bulk of the transitional surfaces are within the boundaries of the Airport property, with small portions extending on to neighbouring properties.

### **Outer Surface**

The outer surface covers the largest area of all OLS types, with a radius of 4,000 metres centred on the Aerodrome Reference Point and starts at a height of 45 metres above the Airport. The outer surface also establishes the boundary of the land use provisions detailed in Section 3.1.2.

The Brampton Airport's OLS framework is implemented through the AZR By-law which provides height limitations. These are outlined in Section 3.3 below.

Figure 3 - OLS for Brampton Airport



### 3.2.2 LAND USE PROVISIONS

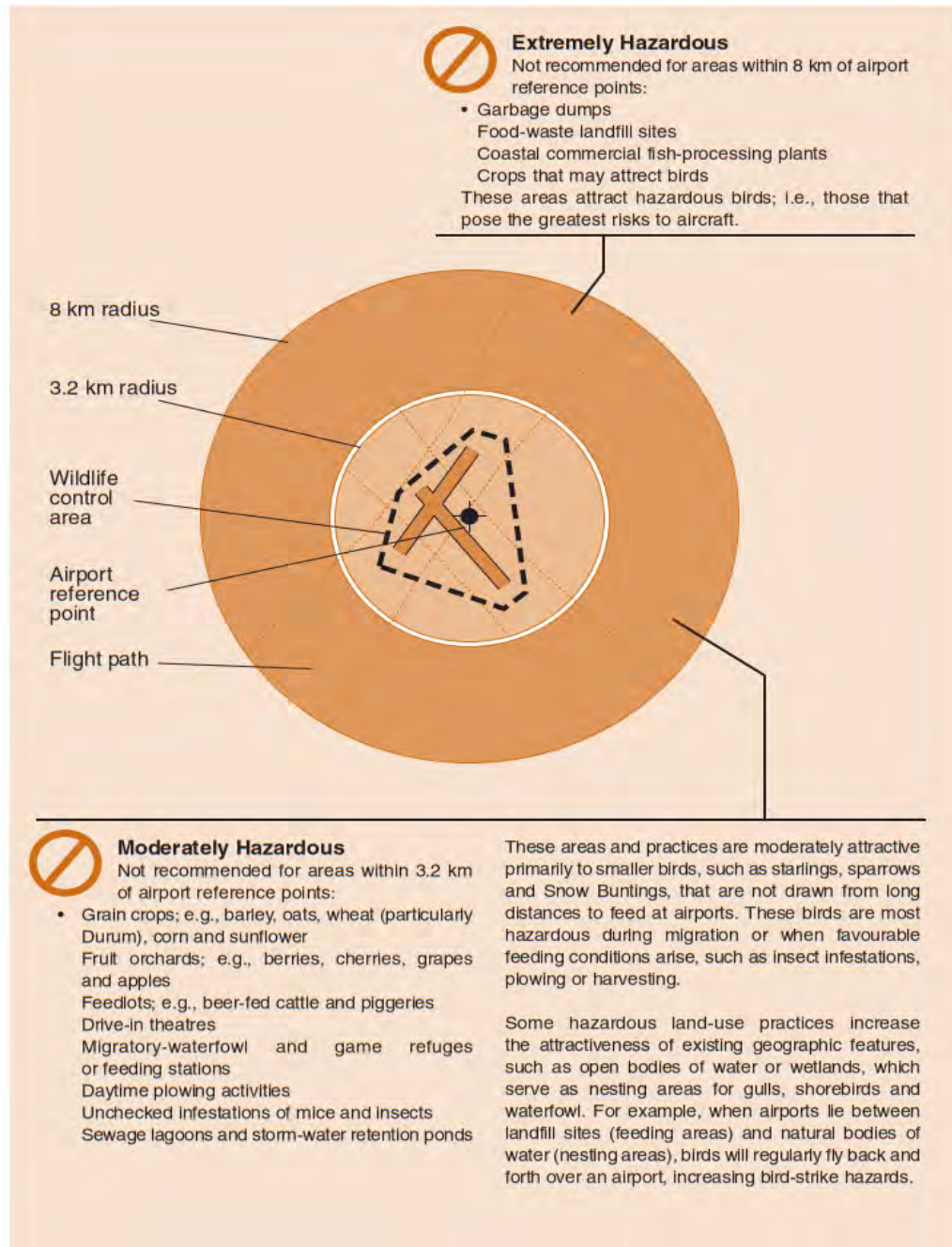
Wildlife, and birds in particular, are a significant hazard to aircraft flying at low altitudes near the Airport. A bird strike at any altitude is a concern, but during approach and departure, aircraft are more likely to encounter birds and have less time to recover or take emergency measures.

To reduce bird activity at and around an airport, AZR By-laws restrict land uses for activities that are likely to attract wildlife and includes a reference to *Sharing the Skies: Guide to the Management of Wildlife Hazards - TP 13549*. This publication, produced by Transport Canada, offers guidance on wildlife management practices, including land use guidelines. Identified in this publication are some high-risk land uses that are typically prohibited, such as stormwater management ponds, garbage dumps and landfill sites, and certain crops that are known to attract wildlife. However, stormwater management facilities may be permitted in the vicinity of an airport if consultation and an aeronautical study find the specific proposal to be compatible with Airport activities. Typically, stormwater facilities can be manageable with certain mitigation measures in place.

Figure 4 below from *Sharing the Skies*, identifies some hazardous land uses and guidelines that would be considered in an aeronautical study.



Figure 4 - Hazard Zones Adjacent to an Airport (TP 13549 Sharing the Skies)



### 3.3 PROPOSED BRAMPTON AZR ZONING BY-LAW

The proposed draft Zoning By-law Amendment (“ZBA”) has been prepared in collaboration with the Town and includes specific provisions for land uses and height limitations associated with the Brampton Airport Obstacle Limitation Surfaces. This ZBA mirrors the agreement between Transport Canada and the Town.

The proposed AZR By-law includes the following specific provisions:

**Height Restrictions:** Maximum allowable heights for buildings and structures are defined within various zones to prevent obstructions to air navigation. Section 5.0 limits the height of structures, and section 6.0 limits the height of natural growth (mainly trees) from penetrating into an approach surface for a runway, a transitional surface, or the outer surface.

Because the approach surface is a sloped surface, maximum heights for structures nearest the runway are lower than those further away from the runway. For example, new buildings on King Street, between McLaughlin Road and Hurontario Street directly below the approach path to the runway, will be limited to a height of approximately 24 metres (approximately 620 metres from the runway, at 4% slope) – which represents a height that is greater than a typical two-storey home. Those properties on King Street near Chinguacousy Road, or to the northwest between McLaughlin Road and Hurontario Street are further from the runway and could be as high as 45 metres (approximately). This height could accommodate typical communication antennae and grain silos. To the south, an important consideration is the proposed GTA West Transportation Corridor. The height restriction for the proposed corridor is approximately 36 metres.

The majority of the transitional surfaces are contained within the Airport boundaries and will have little impact on neighbouring property owners and residents. In any case, the slope of the transitional surfaces is steeper and rises faster than the approach surfaces, therefore it is less restrictive.

The outer surface covers the greatest area and is flat at 45 metres above the Airport elevation. 45 metres is enough for most communication antennae and low- or mid-rise residential development. An important consideration is that the elevation of the approach surface is based on the elevation of the Airport, and if the terrain rises, the height available for new buildings or structures will decrease. However, because the land under the outer surface is relatively flat, with the northwestern boundary just reaching the Credit River at the base of the Niagara Escarpment, this restriction is not anticipated to have a significant impact on future development.

Provisions related to natural growth, such as tree growth, establish height limitations in order to prevent growth that would be hazardous to aircraft. Under the draft AZR By-law, natural growth is not permitted to penetrate an approach surface, a transitional surface, or the outer surface. As trees in the Brampton region do not typically grow to the height of the outer surface, tree growth in the vicinity of the Brampton Airport is only a concern under or near the approach surface. However, depending on the elevation at grade, it is possible for a tree to penetrate the outer surface.

**Land Use Regulations:** The AZR By-law provides permissible land uses in the vicinity of the airport to ensure compatibility with aviation activities. Section 7.0 requires compatible land use within the confines of the outer surface (4.0 kilometre radius from the Airport) to mitigate bird activity in close proximity to the Airport. As mentioned above, non-compatible land uses typically include landfills, transfer stations, or waste disposal sites, and (without appropriate mitigation), stormwater management ponds. Stormwater management ponds could be permitted with mitigations that reduce the attraction of birds such as dry ponds, or wire mesh over the pond. These mitigations would require assessment on a case-by-case basis in accordance with Section 7.0 (b), before the Town should approve such an application.

**Compliance Mechanisms:** Outlines procedures for ensuring landowners comply with the regulations, including measures for addressing non-compliance.

Section 8.0 is a “grandfathering clause” which permits structures, natural objects and land uses that exists on the date that the By-law comes into force to continue even if they do not comply with the By-law. Such structures and uses may continue as non-conforming uses, but must be used in the same manner and may not increase in height after the By-law is in force. At this time, no known obstacles (buildings, structures, or vegetation) or non-conforming land uses have been identified that would be protected under Section 8.0 of the By-law. However, some of the Mayfield West development area lies under the proposed approach surface for Runway 33 and the outer surface. Should these developments be approved ahead of the AZR By-law they would be grandfathered. Any future development will be subject to aeronautical assessment and may either comply with the By-law without mitigation, or, subject to Section 9.0 detailed below, apply for an exemption as required.

Section 9.0 permits the Town to approve an amendment to the AZR By-law, or minor variance, with suitable assessment and due diligence. Examples of minor variances might include a non-conforming land use determined to be acceptable through mitigative measures, or the construction of a tall building or communication antennae that, through aeronautical assessment, is determined not to impact the long-term viability of the Airport. In such a case, the Applicant would typically submit an aeronautical assessment as part of an application to the Town and the Airport with copy to Transport Canada. Transport Canada would then issue an exemption to the federal zoning regulation and the Town would proceed with their standard practice of issuing the required permits.

Sections 10 - 13 specify that the Town holds ultimate responsibility for enforcement of the By-law, working collaboratively with the Airport.

#### **How will this impact residents and landowners of the Town of Caledon?**

The implementation of Airport Zoning Regulations for the Brampton Airport would have a negligible impact on most residents of Caledon. Potential impacts include restrictions on property development and construction. The proposed By-law restricts the height of **new** buildings and structures within the confines of the Obstacle Limitation Surfaces, but existing non-conforming structures will be permitted so long as they remain unchanged. Residents planning new constructions or alterations to existing structures may need to follow specific height rules established in the AZR.

With regards to larger property developments, single family homes and low-rise development may be permissible, with consideration made for noise and mitigation, in close proximity to the Airport, and higher density housing units like stacked townhomes, apartment buildings, and condominiums at a greater distance from the Airport.

Landowners can determine their maximum permissible building heights through detailed maps and height calculation formulas provided in the By-law. Interactive map tools will also be developed by Town staff. This helps to ensure transparency and clarity regarding the potential impact of the regulations on adjacent properties.

## **4. POLICY ANALYSIS**

### **4.1. PROVINCIAL PLANNING STATEMENT, 2024**

The Provincial Planning Statement, 2024 (PPS 2024), emphasizes the importance of protecting transportation infrastructure, including airports. This section summarizes PPS 2024 policy relevant to the Brampton Airport AZR By-law.

Under the PPS 2024, airports are considered *major facilities* that may require separation from sensitive land uses. The policies of the PPS 2024 support the safeguarding of airports from incompatible land uses and promote their role in economic development.

Policy 3.4 (1) states that land uses shall be planned in the vicinity of airports so that the long-term operation and economic role of airports are protected, and so that sensitive land uses are appropriately designed, buffered, and/or separated from airports in accordance with Policy 3.5, which addresses land use compatibility:

- 3.5(1) Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.*
- 3.5(2) Where avoidance is not possible in accordance with policy 3.5.1, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other major facilities that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses is only permitted if potential adverse affects to the proposed sensitive land use are minimized and mitigated, and potential impacts to industrial, manufacturing or other major facilities are minimized and mitigated in accordance with provincial guidelines, standards and procedures.*

Policy 3.4 (2)(c) specifically **prohibits** land uses which may cause a potential aviation safety hazard.



The PPS 2024 also requires that municipalities provide separation or mitigation from sensitive land uses as they relate to *employment areas*. The Airport has been designated as an employment area under regional and municipal official plans, as detailed below.

*The proposed AZR By-law is consistent with the PPS 2024 because it is designed to achieve land use compatibility between the Airport and surrounding uses. In particular, the Brampton AZR By-law is consistent with PPS 2024 Policies 3.4 and 3.5: it ensures that sufficient space is provided to separate sensitive land uses from Airport operations, and prohibits land uses that represent an aviation safety hazard. As further required in the PPS 2024, the AZR By-law will protect Brampton Airport's operational and economic viability, while actively managing sensitive land uses in the vicinity.*

## 4.2. PEEL REGION OFFICIAL PLAN

The Region of Peel Official Plan (ROP) includes policies that ensure planning in the Region conforms to Provincial plans and policies and sets the framework for planning across the Region, as approved by the Province. As a result of Bill 23, *The More Homes Built Faster Act*, (Royal Assent on November 28, 2022), and Bill 185, the *Cutting Red Tape to Build More Homes Act, 2024* (Royal Assent on June 6, 2024) the ROP became an Official Plan of the Region's lower tier municipalities, including the Town of Caledon. The Town of Caledon is now responsible for all aspects of implementation of the ROP as it applies to Caledon until such a time that it is revoked and/or amended. At this time, the ROP is still in effect and is discussed below in the context of the proposed Airport Zoning Regulations.

In Schedule E-1 of the ROP, the Brampton Airport is bordered to the northeast, east, and southeast by the Urban System and 2051 New Urban Area, while the lands to the southwest, west, and northwest are designated as Rural System. Section 5.6.20 states that some of Peel's growth will occur in the Designated Greenfield Area which includes but is not limited to the 2051 New Urban Area. The Designated Greenfield Area includes both Community Areas and Employment Areas. As discussed below, the Airport is located within an Employment Area. Policy 5.6.20.14 states that the 2051 New Urban Area identifies new Designated Greenfield Areas to accommodate growth to 2051.

Figure 5 – Regional Structure (ROP Schedule E-1; excerpt)

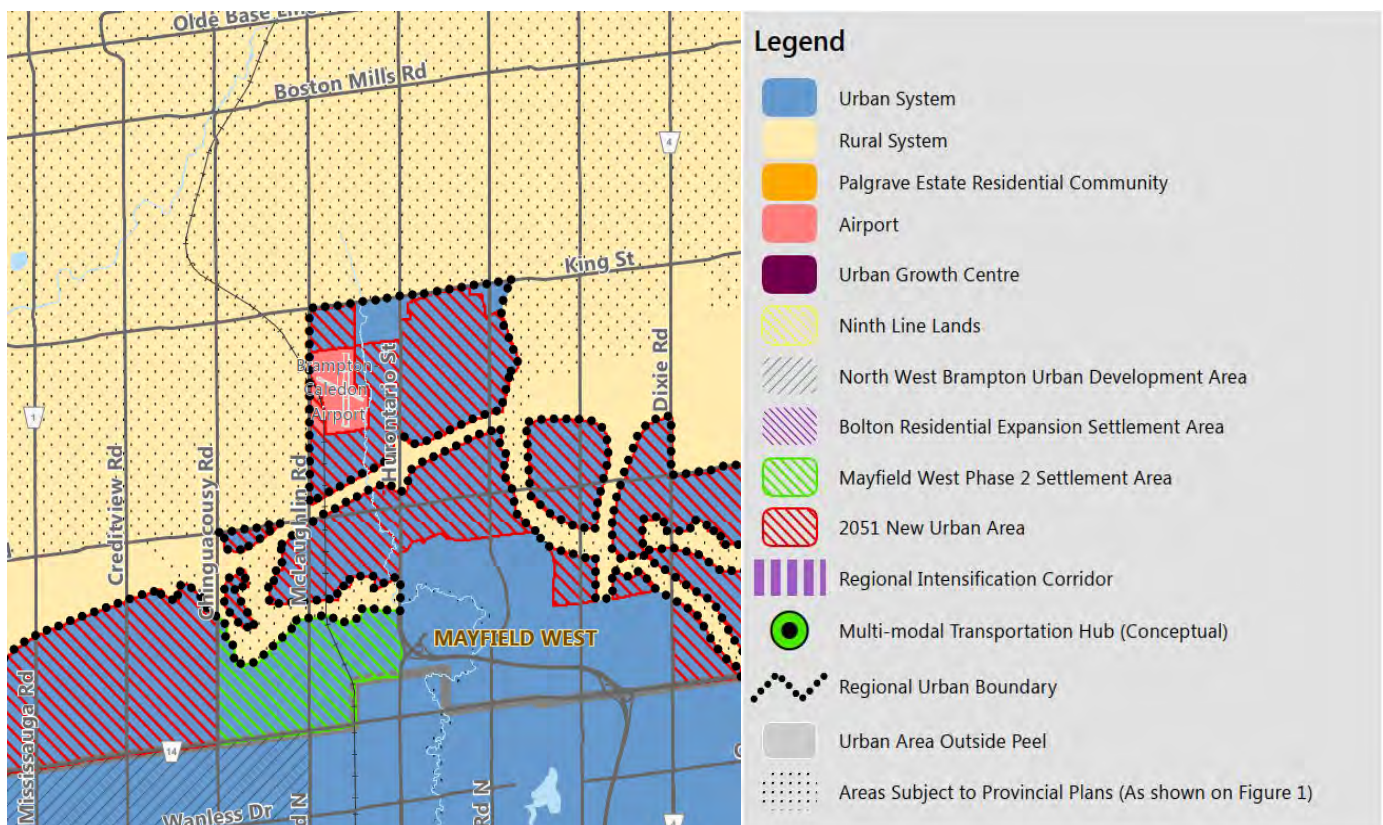




Figure 6 - Areas Subject to Provincial Plans (ROP Figure 1; excerpt)



Section 5.6 of the ROP states that the Region’s airports are part of the Urban System, within which is a range of communities with diverse opportunities for living and working. Policy 5.6.10 states that the Urban System, includes “all lands within the Regional Urban Boundary” including “the Toronto Pearson International Airport, the Brampton-Caledon Airport, Strategic Growth Areas, Designated Greenfield Areas and Employment Areas.” Among the objectives for the Urban System are “to achieve intensified and compact built form with a mix of land uses in appropriate areas that efficiently use land and infrastructure and public finances while taking into account the characteristics of existing communities and services” (5.6.3).

The ROP identifies airports, including the Brampton Airport, as a major facility, which, according to the definition, may require separation from sensitive land uses. Sensitive land uses include homes, daycares or any “buildings, amenity areas, or outdoor spaces where routine or normal activities occurring at reasonably expected times would experience one or more adverse effects from contaminant discharges generated by a nearby major facility.”

Policy 5.3.3 plans for “major facilities and sensitive land uses to be appropriately designed, buffered and/or separated from each other to prevent adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, in accordance with the PPS, and to ensure the long-term operational and economic viability of major facilities in accordance with the applicable provincial guidelines, standards and procedures.”

The Peel Region Official Plan recognizes that the Brampton Airport is a critical infrastructure asset and encourages local municipalities “to develop employment and industrial uses near and adjacent to...airports,” including the Brampton Airport (Policy 5.6.16). As development is encouraged in the vicinity of the Brampton Airport, it is important to recognize the constraints and environmental factors that will affect development adjacent to the Brampton Airport.

Schedule E-4 identifies the Airport as within an Employment Area. One objective for employment areas is to “plan for, protect and preserve, Employment Areas for employment uses” including minimizing, mitigating or avoiding any adverse impacts of sensitive land uses on Employment Areas in order to preserve their long-term viability (5.8.7). A further objective is to provide for a variety of employment opportunities near major infrastructure including the Brampton Airport (5.8.10). Policy 5.8.26 states that employment areas are to be protected and supported for employment uses and Policy 5.8.28 provides for the protection and support of employment areas in the vicinity of facilities including the Brampton Airport “for manufacturing, warehousing and associated retail, office and ancillary facilities where appropriate.” Policy 5.8.29 b) directs local municipalities to include policies in their Official Plans that maintain land use compatibility between Employment Areas and adjacent non-employment areas.

Section 5.10.37 provides policy related to airports, including the Brampton Airport, and points to the potential increased significance of the Brampton Airport over the next 30 years. Policy 5.10.37.5 states that the Airport’s role will be studied jointly with the Town of Caledon and in consultation with the Town of Brampton, and that future policies will be developed to support this role. Objectives in

this section include optimizing the economic potential of the Airport to the GTHA and the Region of Peel, with regard for the interests of existing and future residents, as well as existing and future business, employment and industry opportunities (5.10.37.1). Supporting opportunities for development and redevelopment around the Airport is also a stated objective (5.10.37.3).

Land use compatibility is addressed in Policy 5.10.37.8, which states the need for the Region, local municipalities and the Greater Toronto Airport Authority to identify ways to protect the long-term operational role of the Airport by ensuring that adjacent development and redevelopment is compatible with airport operations and the needs of residents and by discouraging land uses which could potentially cause an aviation safety hazard.

***The proposed AZR conforms with the policies of the ROP. It will support the ROP Policies that require land use compatibility of adjacent redevelopment with the Airport and will support the Airport's role into the future. It will also require appropriate separation or buffering between sensitive uses and major facilities like the Airport. Further, the Airport's long term viability will be protected through the implementation of the AZR, as it will preclude incompatible development on surrounding sites.***

### **Highway 413 Corridor**

With regards to the GTA West Transportation Corridor as reflected in the ROP, these lands are within the proposed boundaries of the Airport Zoning Regulations and would be subject to the federal regulations. The height of roadways and associated infrastructure, such as overhead signage and lights, would be restricted by the AZR By-law to ensure the safety of both aircraft and users of the corridor. Appropriate planning and development is necessary to ensure that both the corridor and the Airport may operate safely and efficiently. ROP Policy 5.10.35.10 directs for the planning and protection of the GTA West Transportation Corridor as well as prohibition of development that could preclude or negatively affect the use of this corridor for the purpose(s) for which it was being planned.

***The proposed AZR will not preclude the use of the area planned for the GTA West Transportation Corridor, nor will this instrument offer a unique challenge to the Ontario Ministry of Transportation. AZRs have been impacted other highways in Ontario, such Toronto Pearson International Airport and Highway 401 as well as Highway 427; Hamilton International Airport and the Highway 6 South Corridor; Niagara District Airport and the QEW Garden City Skyway Bridge; and Buttonville Airport and the Highway 404.***

### 4.3. TOWN OF CALEDON OFFICIAL PLAN

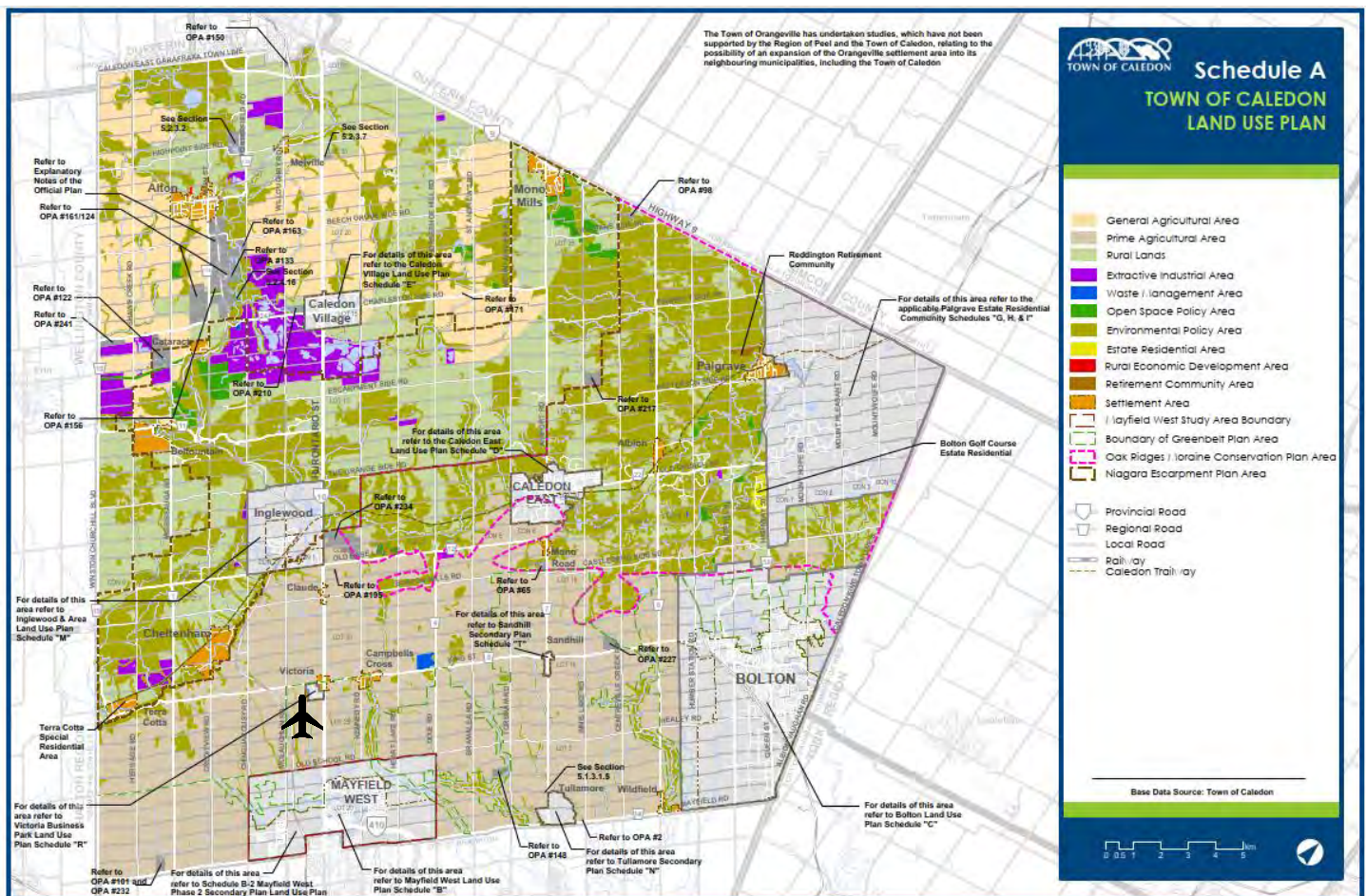
This Report reviews both the in-force Official Plan and the Town's new Official Plan, Future Caledon, which has not yet been approved by the Province. Both Official Plans recognize the need to appropriately plan for the future of the Brampton Airport and include policies to ensure land use compatibility and protect the airport's operational integrity.

#### CALEDON OFFICIAL PLAN

The in-force Official Plan for the Town of Caledon was adopted in 1978 and has been amended many times. The office consolidation dated March 2024 has been reviewed for this Report. The Official Plan includes policies that speak to the need to achieve compatible land uses in the vicinity of the Airport (Policies 5.9.5.7, 5.9.5.7.1, 5.9.5.7.3). Additionally, the Official Plan states that the Town will explore the potential future role of the Airport in cooperation with the Region and the Brampton Flying Club (Policy 5.9.5.7.2).

In Schedule A of the Official Plan, the *Town of Caledon Land Use Plan*, the Airport is located within a Prime Agricultural Area. The adjacent lands southeast of the Airport include the Mayfield West Study Area.

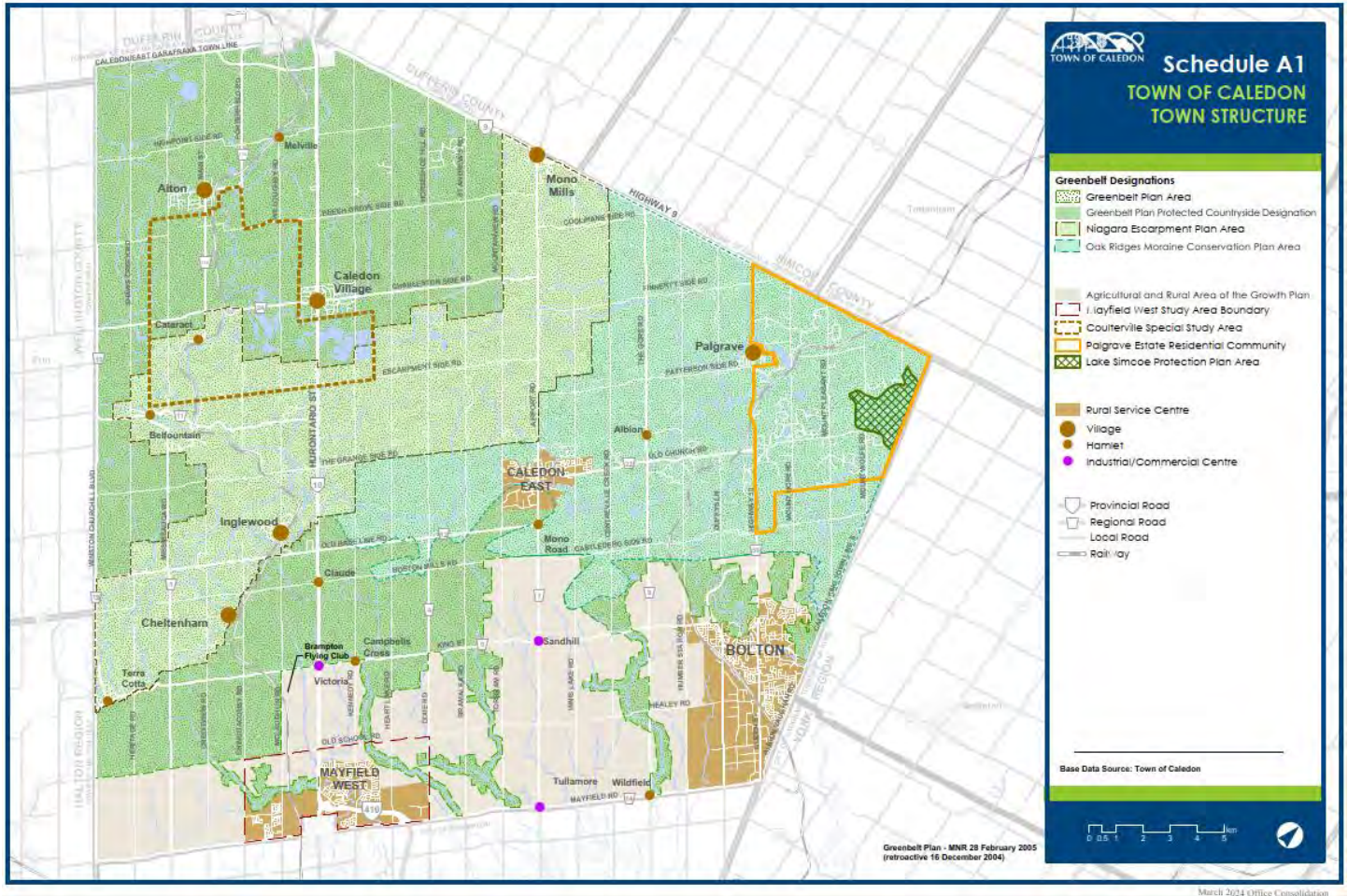
Figure 7 - Schedule A, Town of Caledon Official Plan, March 2024





On Schedule A1, the *Town of Caledon Town Structure*, the Airport is located adjacent to the Victoria Industrial/Commercial Centre (Schedule R). Lands to the southwest, west, and north of the Airport are part of the Greenbelt Plan Protected Countryside. The adjacent lands to the northeast are not part of the Greenbelt but are part of the Agricultural and Rural Area of the ROP as detailed above. In this Schedule, it is also noted that the Mayfield West Rural Service Centre occupies a smaller footprint than the Study Area shown on Schedule A.

Figure 8 - Schedule A1, Town of Caledon Official Plan, March 2024





The Mayfield West Land Use Plans in Schedules B and B-2 provide additional detail on the future development plan for this area to the year 2031. The *Mayfield West Phase 2 Secondary Plan: Land Use Plan* (Schedule B-2) designates most of this area as Low- and Medium-Density Residential, with some Open Space Policy Areas, Prestige Industrial, and High-Density Residential. Low- and Medium-Density Residential housing is anticipated to be compliant with the proposed Airport Zoning Regulations.

Figure 9 - Schedule B, Town of Caledon Official Plan, March 2024

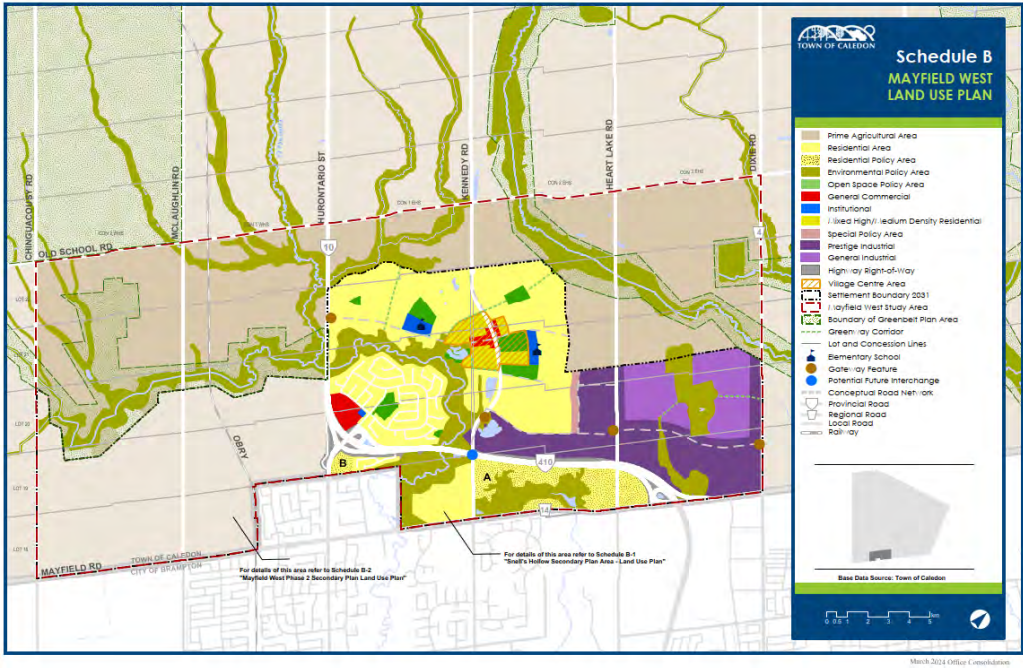
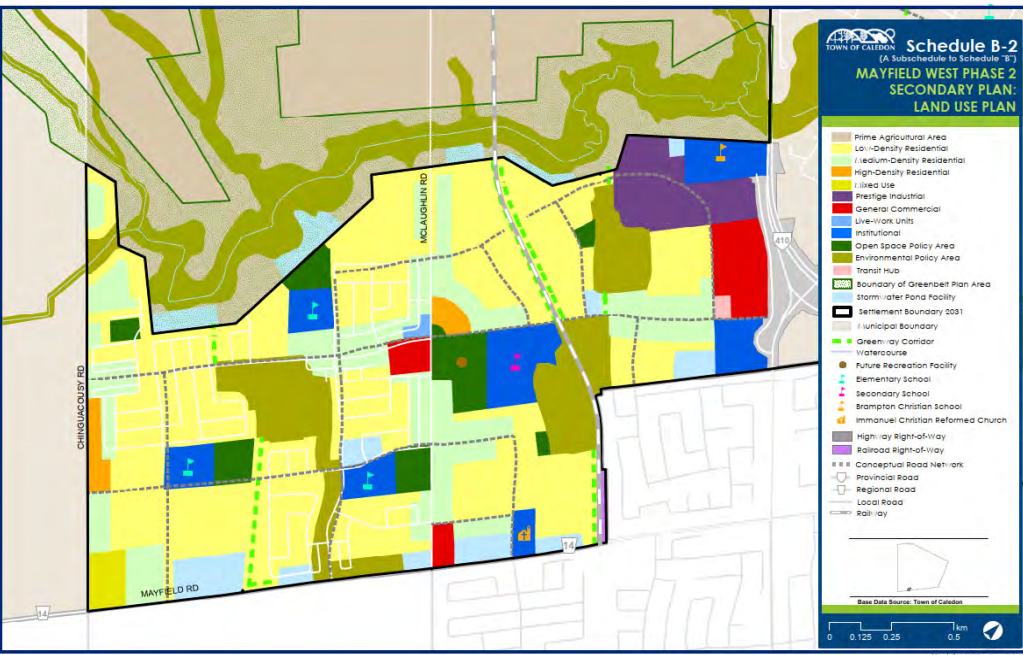
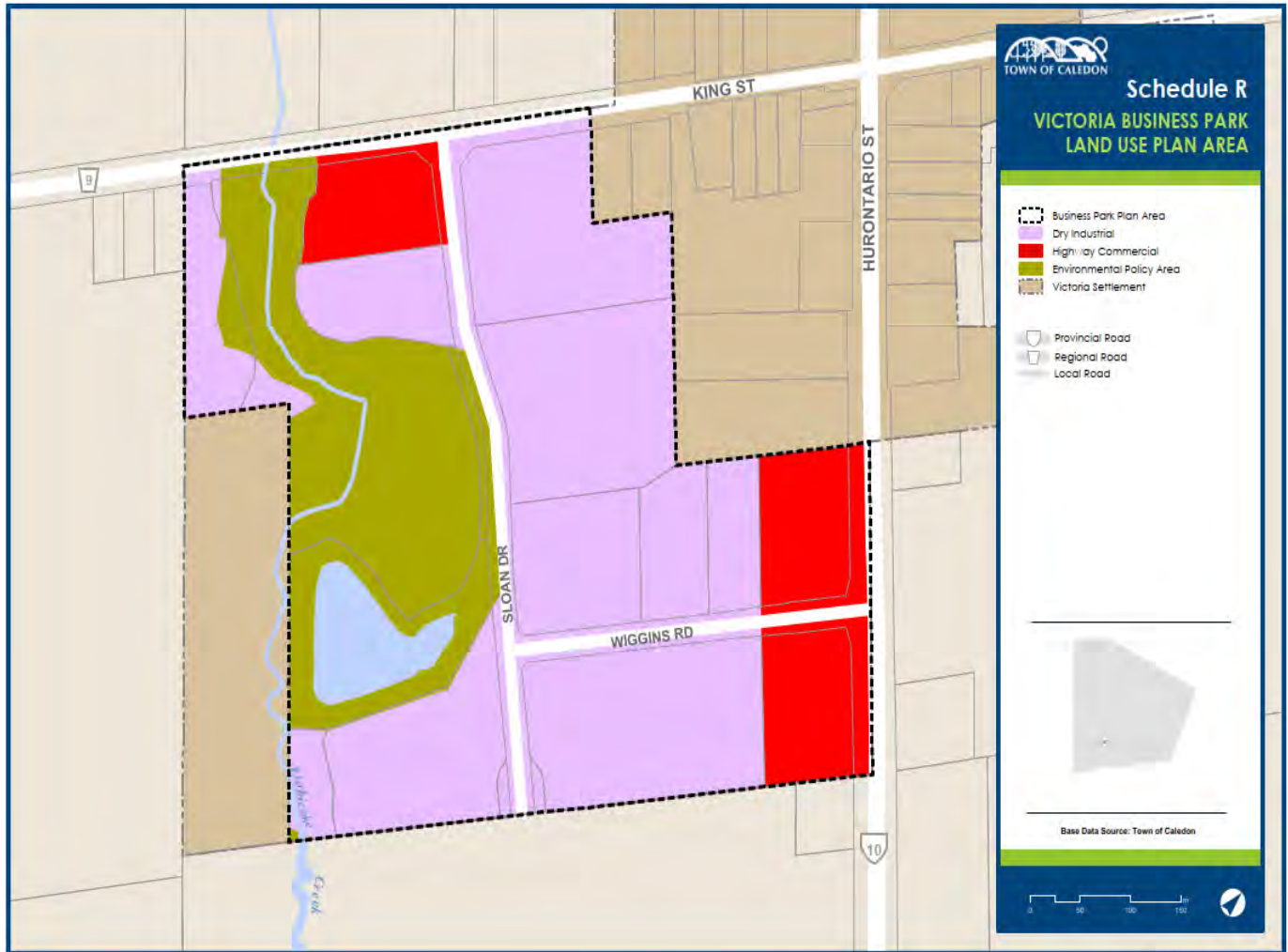


Figure 10 - Schedule B-2, Town of Caledon Official Plan, March 2024



The Airport is west of the Victoria Business Park, and Schedule R provides the *Victoria Business Park Land Use Plan Area*. This plan illustrates Dry Industrial, Highway Commercial, Environmental Policy Area, and a portion of the Victoria Settlement Area. Policy 5.10.7.2.5 states that residential uses will be discouraged in Industrial/Commercial Centres including Victoria, “due to the focus on industrial and commercial uses.”

Figure 11 - Schedule R, Town of Caledon Official Plan, March 2024



March 2024 Office Consolidation



Figure 1, the *Growth Plan Policy Areas in Caledon*, provides mapping that reflects mapping in *A Place to Grow: Growth Plan for the Greater Golden Horseshoe* (“Growth Plan”), which is no longer in force. The lands upon which the Airport sits and those to the northwest and the west are designated Agricultural and Rural Area, while the lands to the southwest, west, and north are part of the Greenbelt Plan Area.

Figure 12 - Figure 1, Town of Caledon Official Plan, March 2024

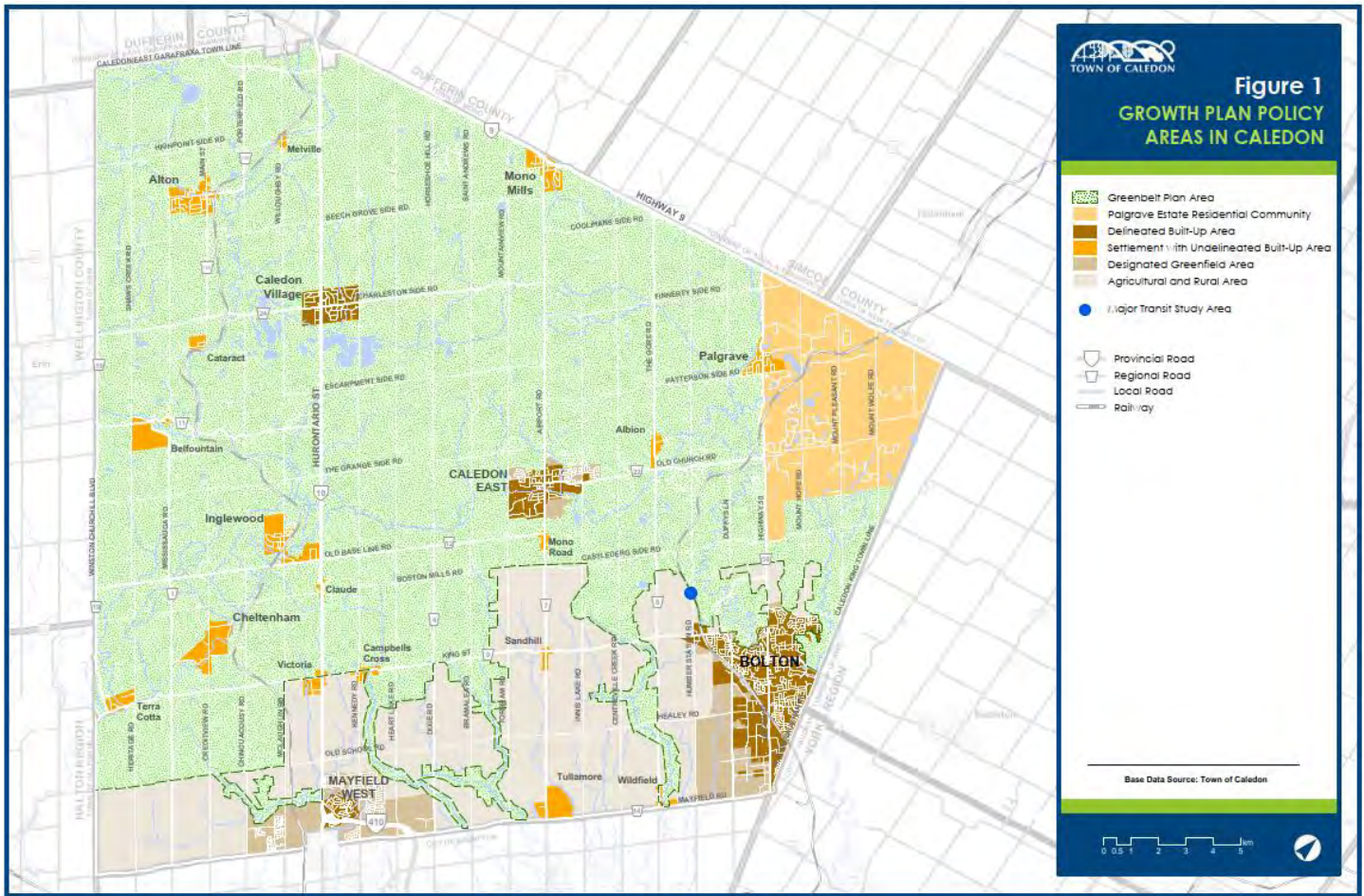


Figure 19 is labelled the *GTA West Preliminary Route Planning Study Area*. Figure 21, the *Noise Exposure Forecast 25 Contour Line from the Brampton Flying Club Airport*, while not directly tied to the AZR By-law, is discussed in the context of Airport Zoning Regulations below. Appendix I details the *Niagara Escarpment Plan*; however, these lands lie just outside the proposed boundaries of the By-law.

**The proposed AZR By-law conforms with the Town of Caledon Official Plan, and in particular, policies that require land use compatibility between the Airport and uses in the surrounding areas.**

**Regarding the Mayfield West area, the proposed Airport Zoning Regulations will not prevent or unnecessarily restrict development of these lands. The main OLS surface affecting this area is the Outer Surface. The Outer Surface has an elevation of 45 metres above the aerodrome elevation (aerodrome elevation = 277.20 metres above sea level + 45 metres = 322.20 metres above sea level for the Outer Surface), and whose edge aligns with Highway 410 and Tim Manley Avenue. Of note, the terrain in this area is generally at a lower elevation than the Airport, and therefore there is opportunity for additional structural height. The highest ground elevation in this vicinity is approximately 265 metres, providing at least 57 metres of building height, equivalent to a 15-storey building (approximately), without requiring a zoning amendment or minor variance.**

## FUTURE CALEDON PLAN

Caledon's new Official Plan, Future Caledon, was adopted by Town Council on March 26, 2024, but has not yet been approved by the Province and therefore is not in force and effect. However, as this new Official Plan represents Council's intention for the future planning of the Town, it has been reviewed for this Report.

In Future Caledon, the Airport is identified as part of Caledon's *transportation system* and is therefore *infrastructure*. Policy 11.2.7 b), states that the Town will collaborate with neighbouring municipalities, the Region, the Province and Metrolinx to protect the corridors and facilities of this system and ensure it is well-integrated with the surrounding region.

Policy 11.10.2 of Future Caledon speaks to the Airport's important role in the Town's development and economic growth. The Town will study the potential role of the Airport with the Region and in consultation with the City of Brampton and develop policies to protect this role.

Policy 23.1.7 a) further states that policies will be developed through the secondary planning process to protect the Airport's flight path and for targeted growth of the aerospace industry in the surrounding area.

Future Caledon, like the in-force Official Plan, recognizes the need to achieve compatibility between Airport operations and development in the surrounding area. Policy 11.10.4 states that

*The Town will work with the Greater Toronto Airports Authority and the Region to identify ways to protect the long-term operational role of the Brampton-Caledon Airport by:*

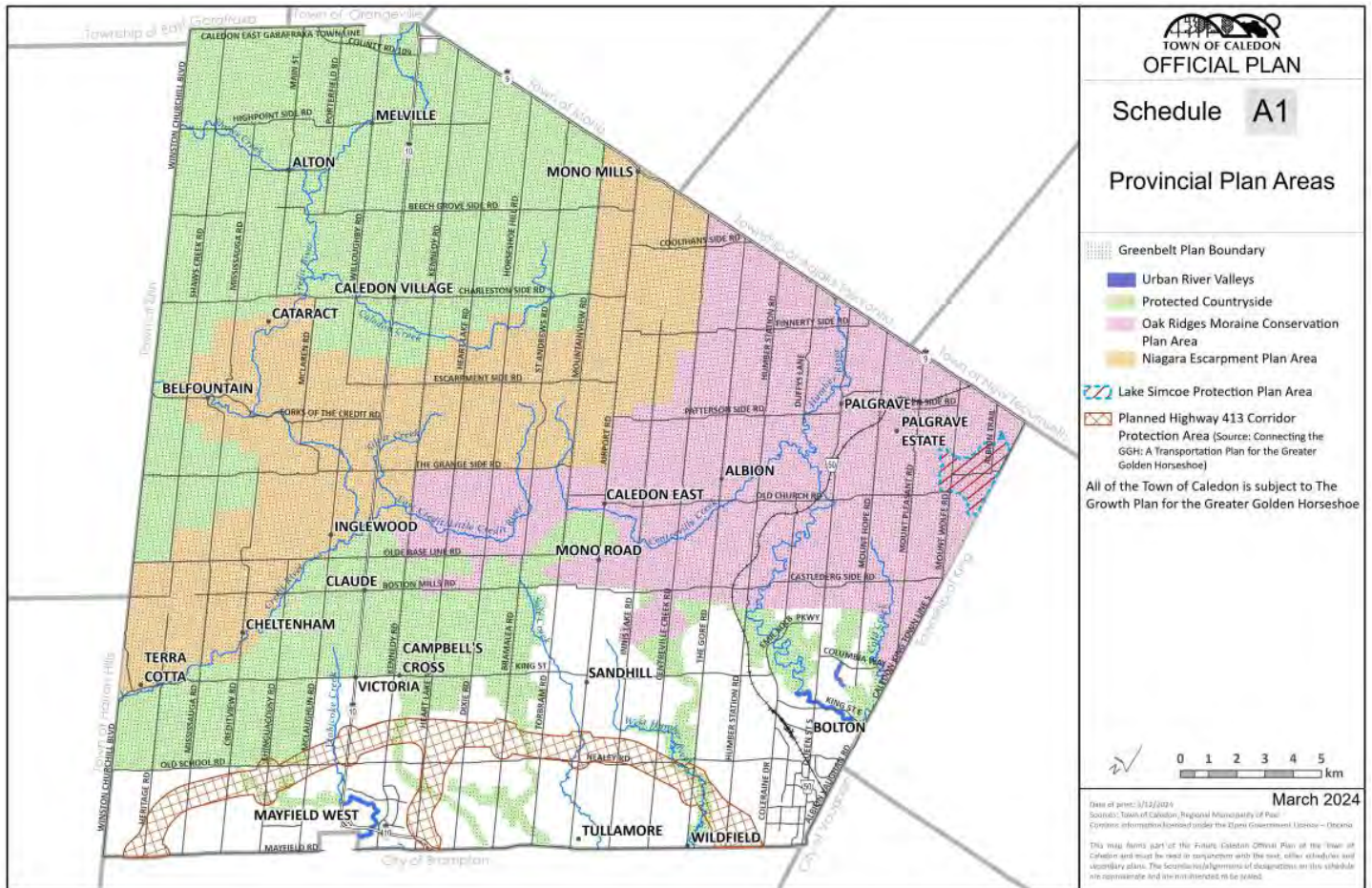
- a) ensuring that development and redevelopment adjacent to the airports is compatible with airport operations and the needs of residents;*
- b) encouraging a range of uses that support the aeronautical and aerospace sector; and,*
- c) discouraging land uses that may cause a potential aviation safety hazard.*

### **Highway 413 Corridor**

Schedule A1 of the Future Caledon Plan, *Provincial Plan Areas*, provides additional detail on the planned Highway 413 Corridor Protection Area. This proposed route runs immediately south of the Airport. This Schedule also identifies Protected Countryside to the southwest, west, and north of the Airport, as well as the Niagara Escarpment Plan Area just outside the boundaries of the proposed AZR.

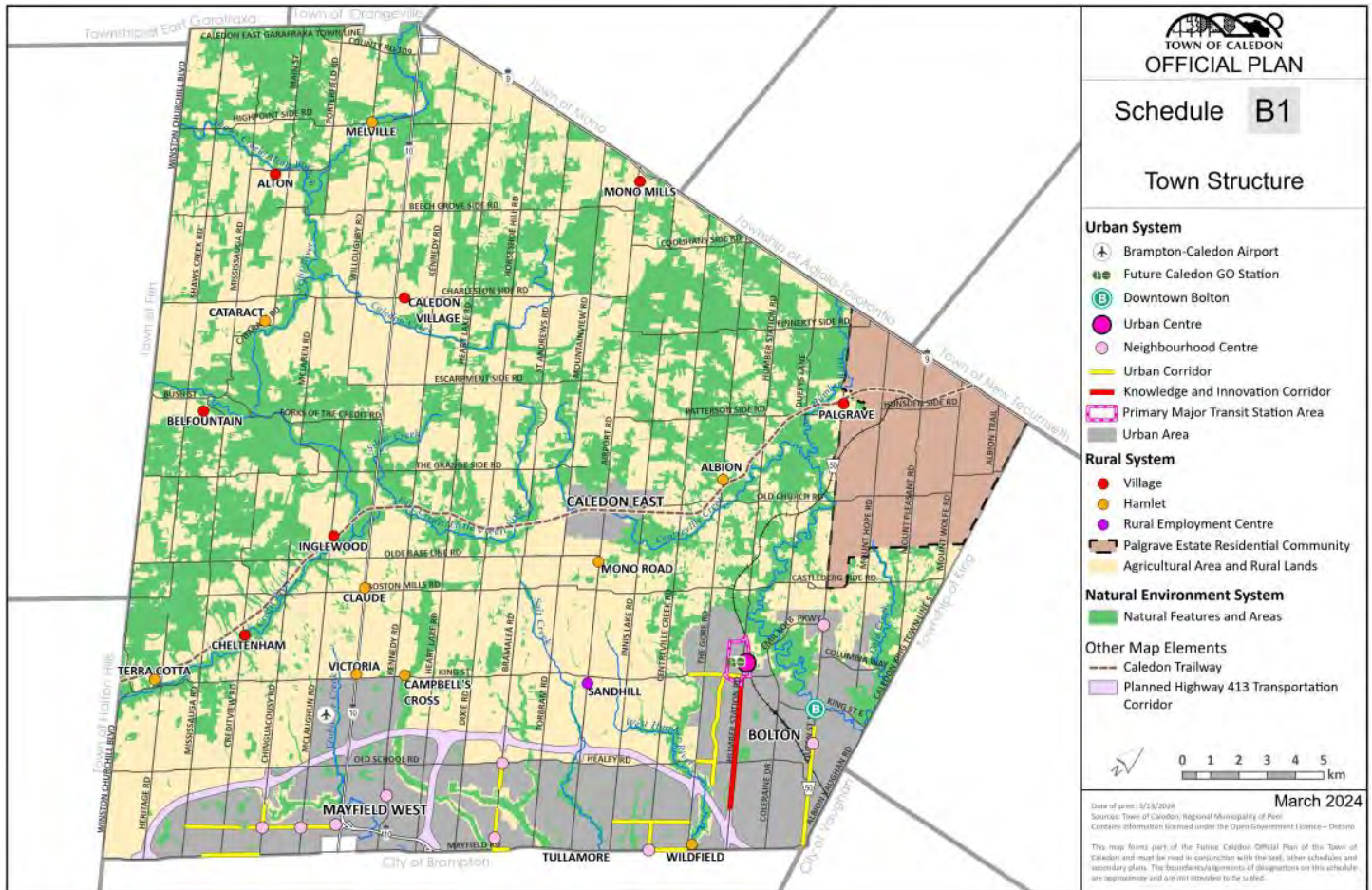


Figure 13 - Schedule A1, Future Caledon Official Plan, March 2024



Schedule B1 of Future Caledon identifies the Airport and the adjacent lands to the northeast as Urban Area, which aligns closely with the ROP's designation of these lands as within the 2051 New Urban Area. The land to the southwest, west, and north of the Airport, are designated as Agricultural Area and Rural Lands with various Natural Features and Areas. This Schedule also provides a more conservative footprint for the Planned Highway 413 Transportation Corridor which links the Mayfield West Urban Area to the Airport.

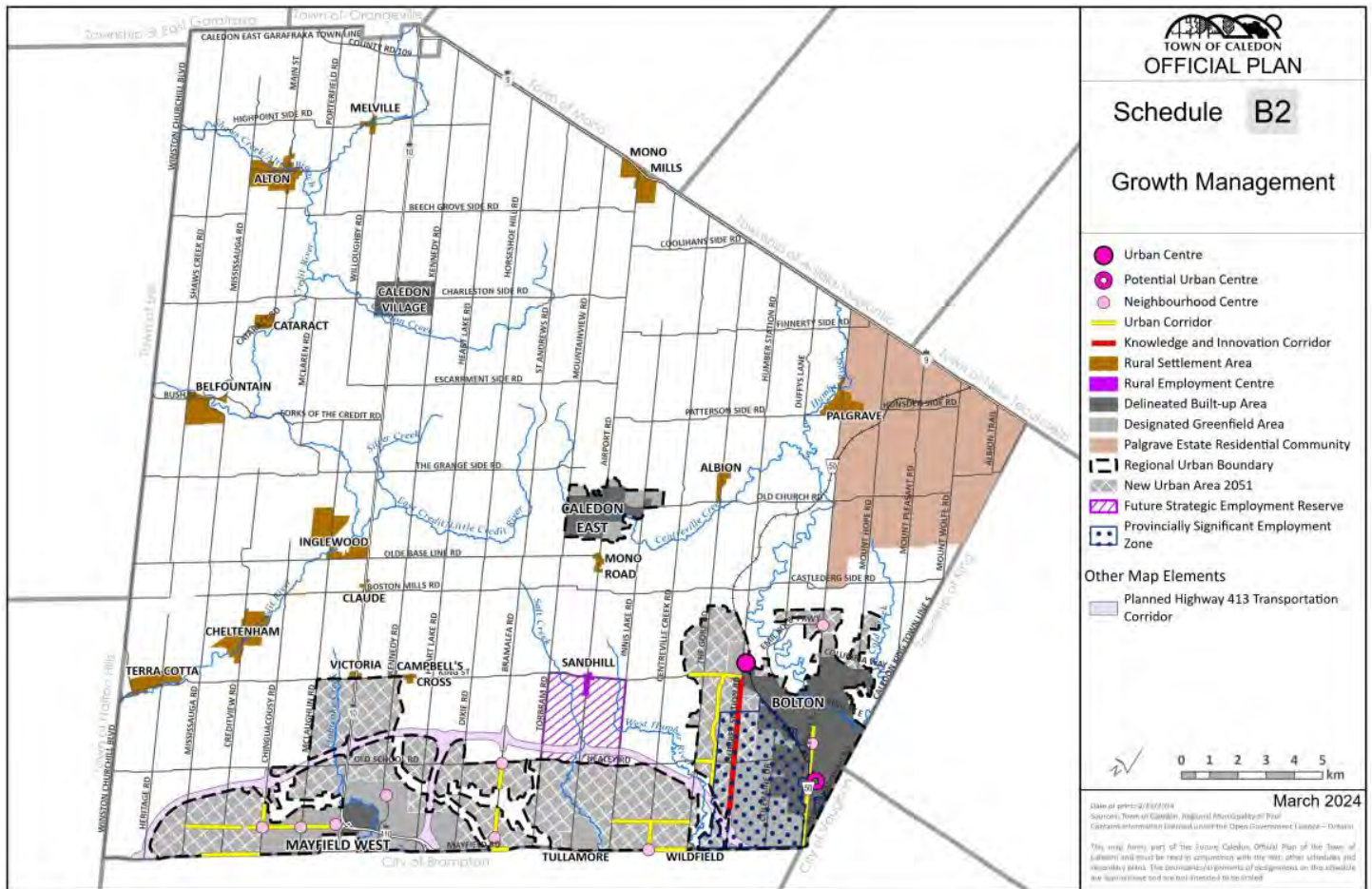
Figure 14 - Schedule B1, Future Caledon Official Plan, March 2024



Schedule B2, *Growth Management*, illustrates the Airport lands as part of the New Urban Area 2051 and within the Regional Urban Boundary running north along McLaughlin Road to King Street, across to Kennedy Road, and then south at approximately the creek northeast of Kennedy Road to where it intersects with the Planned Highway 413 Transportation Corridor.

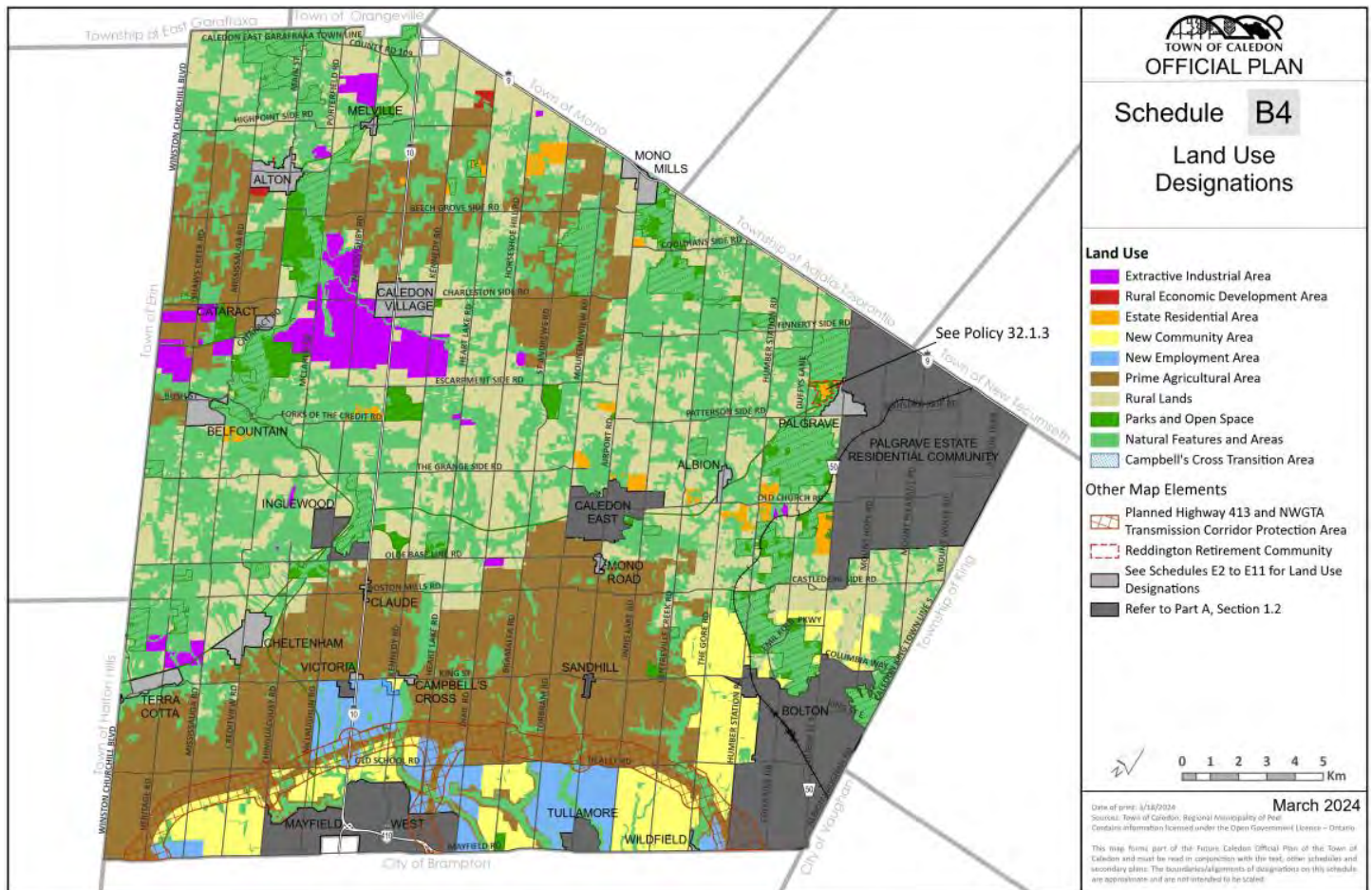


Figure 15 - Schedule B2, Future Caledon Official Plan, March 2024



Schedule B4, *Land Use Designations*, designates the Airport lands and those to the northeast as New Employment Areas. This Schedule also introduces some New Community Areas directly south of the Airport and overlaid by the Planned Highway 413 and NWGTA Transmission Corridor Protection Area.

Figure 16 - Schedule B4, Future Caledon Official Plan, March 2024



Schedule F1 *Urban System* provides a more detailed overview of the planned Urban System designation for the lands southeast of the Airport, including Mayfield West and the New Community Area. We note that this Schedule also identifies the Victoria Industrial/Commercial Centre and Mayfield Park West, which are now included in the Urban System (Policy 21.1.6 and 3.1.3.a)). Policy 1.2.1 f) states that the Victoria Business Park Land Use Plan on Schedule R of the 1978 Official Plan will remain in force and effect. Policy 1.2.1 a)iii. further states that the 1978 Official Plan remains in force and effect as it relates to Mayfield West and Mayfield West Phase 2 (Schedule B and B-1). However, Mayfield West is now identified as a planned Major Transit Station Area on Schedule C-1 *Town-wide Transportation Network*. Section 2.2.4 states that the boundary of the Mayfield West Planned Major Transit Station Area must be delineated through an amendment to the Region of Peel Official Plan in accordance with the *Planning Act*.

Figure F2a, the *Preliminary Community Structure Plan*, provides additional detail for the New Community Areas and possible land uses adjacent to the Airport. Schedule F1 and Figure F2a both identify the Airport as within the New Employment Area.

The Airport is located within the Urban System, which is where the majority of growth in the Town is planned to occur and includes both New Community Areas and New Employment Areas (Section 21). New Secondary Plans will be prepared for these areas which will guide future development.



Figure 17 - Schedule F1, Future Caledon Official Plan, March 2024

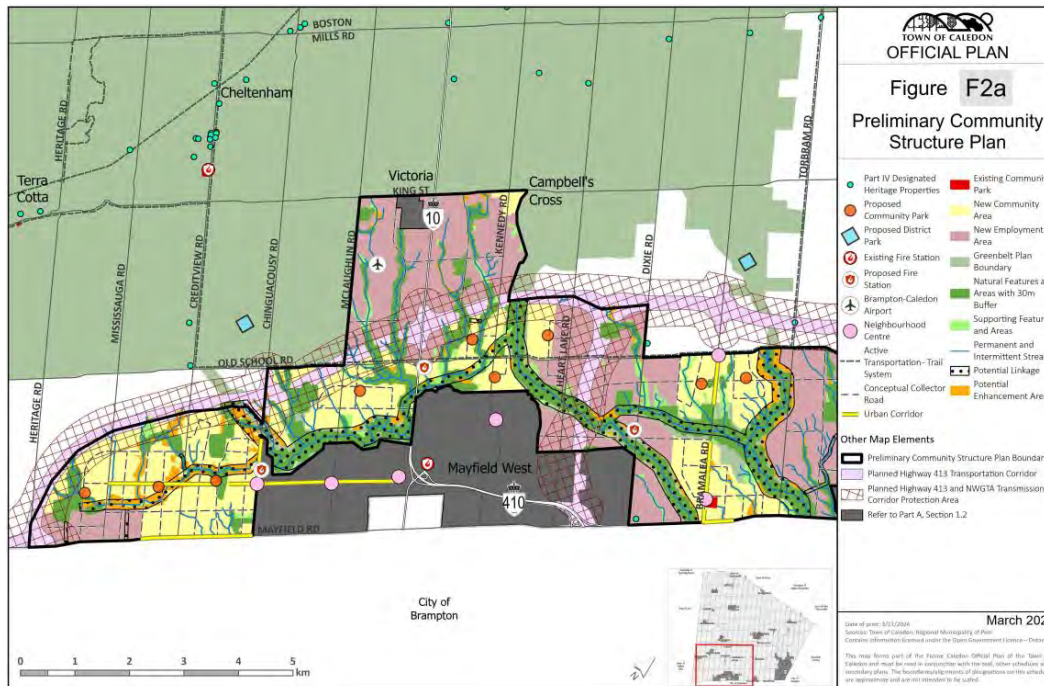
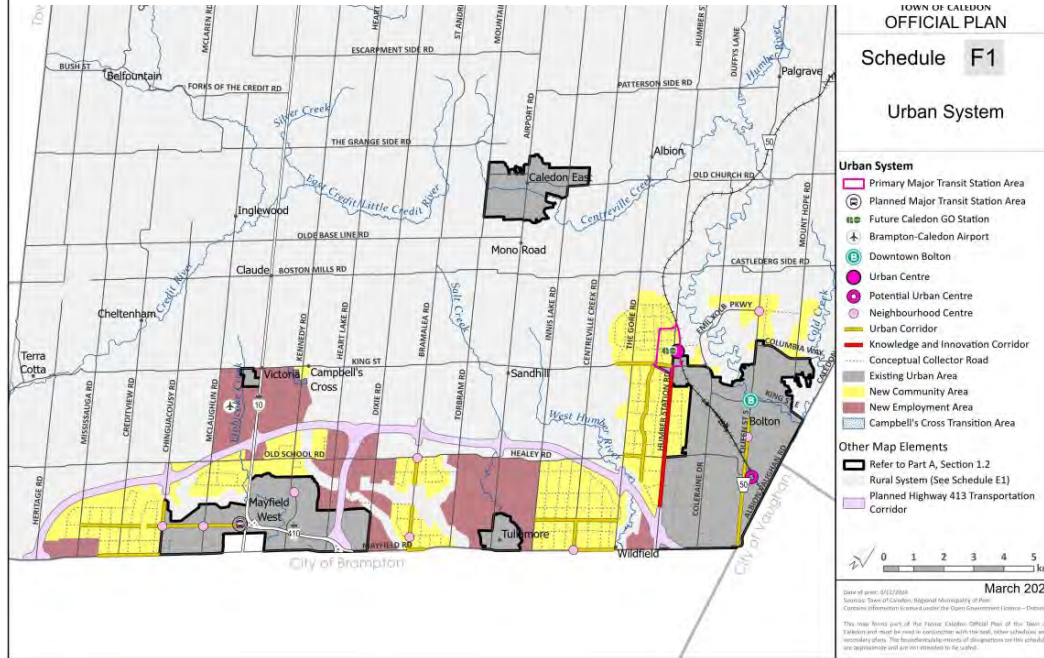


Figure 18 - Figure F2a, Future Caledon Official Plan, March 2024

Because the Airport lands and adjacent lands are now located within an Urban Area, they are intended for future development and intensification. Through the required secondary planning process (Policy 21.1.1), the lands surrounding the Airport will be given land use designations that are more detailed, with policies that “augment the land use designations and policies contained in Part F, Urban System, and Part D, Environment and Open Space System” (21.1.3). Policy 21.1.4 states that a range of permitted uses is established to provide flexibility for each land use designation but clarifies that the full range of uses may not be permitted on all sites within the designation: “The Zoning By-law will determine the specific uses permitted, within the broader range, based on each site’s context and all of the applicable policies of the Plan.”

The future major transit station area at Mayfield West will also be the subject of future planning exercise to determine the scale of future development. Policy 22.4.3 b) states that, for instance, minimum and maximum heights within the MTSA will be defined through a future amendment to the Official Plan. Policy 22.4.3 c) provides a minimum of 3 storeys and a maximum of 12 storeys for the Mayfield West area, excluding the major transit station area. While it is not possible to predict the exact dimensions of future development in relation to the AZR, a 12-storey building is not anticipated to penetrate the outer surface defined in the AZR By-law.

***The area surrounding the Airport is planned for future development and is intended by Future Caledon to be the subject of future planning exercises to ensure that this development includes appropriate uses at a contextually appropriate scale. The AZR By-law is one such planning instrument that will help shape future development to prevent detrimental impacts to the Airport and adjacent lands.***

#### **Highway 413 Transportation Corridor**

As discussed previously, planning and construction of the Highway 413 will need to consider the Brampton Airport, as the PPS supports the protection of the long-term operation of *major facilities*. While not inherently incompatible, the final design of the Transportation Corridor should consider the requirements of the Airport and integrate suitable mitigations. There is existing precedent for as much, and implementation of AZRs would not be to the detriment of the proposed transportation and transmission corridor.

#### **4.4. ZONING BY-LAW 2006-50**

Currently, the Airport property is zoned as MA – Airport Industrial, whose permitted use includes as an airport, a gasoline pump island (accessory), open storage area (accessory), and a restaurant. Certain features of the property are also zoned EPA2, whose permitted uses include an apartment (accessory), dwelling (attached), bed and breakfast, environmental management, farm (existing), forest management, home occupation, and non-intensive recreation. There is a small parcel that is zoned MA-476 – Airport Industrial-Exception Zone 476, whose permitted use is limited to the manufacture and retail of small airplane kits. The current operation of the Brampton Airport by the Brampton Flying Club is permissible under the By-law. However, in Canada, aviation and aeronautics, including airports, aerodromes, and aircraft operations fall under federal jurisdiction in accordance with the Aeronautics Act.

The application of the Aeronautics Act is provided in Part I, paragraph 4 (1) which states that:

*This Part (I) applies in respect of aeronautics to all persons and to all aeronautical products and other things in Canada.*

Further, Part I of the Act, paragraph 4.9 (e) states that:

*The Governor in Council may make regulations respecting aeronautics and, without restricting the generality of the foregoing, may make regulations respecting...activities at aerodromes and the location, inspection, certification, registration, licensing and operation of aerodromes.*

Paragraph 4.2 (1) assigns responsibility for aeronautics to the Minister:

*The Minister is responsible for the development and regulation of aeronautics and the supervision of all matters connected with aeronautics...*

This federal authority over aeronautics has been reinforced by the Supreme Court of Canada.



Under the authority of the *Aeronautics Act*, the Minister of Transport is responsible for the implementation and oversight of the Canadian Aviation Regulations, and through incorporation by reference, the implementation of TP 312 *Aerodrome Standards and Recommended Practices*. In this case, the Brampton Airport is certified by Transport Canada, acting on behalf of the Minister of Transport. As a certified Airport, the Brampton Airport is required to maintain compliance with TP 312. Because of this relationship with the *Aeronautics Act* and federal jurisdiction, the Airport may be exempt from certain aspects of the municipal Zoning By-law.

## 5. CONCLUSION AND PLANNING OPINION

The proposed AZR By-law for the Brampton Airport is consistent with the Provincial Planning Statement 2024 and conforms with the Peel Region Official Plan, and the Town of Caledon Official Plan and represents good planning. It is also aligned with the policies of Future Caledon, the Council-approved new Official Plan.

Implementation of Airport Zoning Regulations will ensure that future development is compatible with Airport operations. Ensuring compatibility is essential as the lands around the Airport are planned to accommodate growth over time. In particular, the lands surrounding the Airport to the southeast will be urbanized in the next 30 years and must be developed with consideration of the Airport's continued viability.

Through implementation of the proposed By-law and Airport Zoning Regulations, the Town of Caledon will be meeting the following objectives of provincial, regional, and municipal policies:

- Planning for, protecting, and ensuring the long-term viability of the Brampton Airport in accordance with the Provincial Policy Statement 2024;
- Prioritizing critical infrastructure and providing safety for system users, including current and future residents, workers, and airport users;
- Developing tools that the Town of Caledon can use to identify and mitigate non-compatible land uses; and
- Providing clear guidelines and requirements for property owners, ensuring their developments are compliant with both municipal and federal requirements.

The proposed Airport Zoning Regulations align with provincial and regional policies, support economic growth, and protect this vital infrastructure asset. It is recommended that the Town of Caledon approve the proposed airport zoning regulations.

A handwritten signature in black ink, reading 'Stephen Jordan'.

**Stephen Jordan, PMP**  
**Senior Regulatory Programs Specialist,**  
**Aviation Planning and Advisory**

A handwritten signature in black ink, reading 'Lisa Ward Mather'.

**Lisa Ward Mather, MPI, MA, PhD, MCIP, RPP**  
**Practice Lead, Urban and Community Planning (Land Development)**