

## Staff Report 2020-0312

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Meeting Date: September 22, 2020

Subject: Town of Caledon Initial Planning Comments on Status of the Peel 2041+ Regional Official Plan Review

Submitted By: Bailey Loverock, Community Planner, Policy, Heritage & Design, Community Services  
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### RECOMMENDATION

That the overview of comments regarding Region of Peel Settlement Area Boundary Expansion and Peel 2041+, outlined in Staff Report 2020-0312, be endorsed;

That Region of Peel be requested to designate the future Mayfield West Transit Hub and the Bolton GO Station lands as 'high priority' Major Transit Study Area's (MTSA) to be examined further;

That staff bring a report forward an interim control bylaw to ensure protection of the Bolton Go Station Lands; and

That a copy of Staff Report 2020-0312 be forwarded to the Region of Peel, the Ministry of Municipal Affairs and Housing and Metrolinx.

### REPORT HIGHLIGHTS

- This report provides initial staff comments on the Region's Settlement Area Boundary Expansion (SABE) supporting 11 technical studies
- Peel 2041+ is the Region of Peel's Municipal Comprehensive Review and Official Plan Review process; the + refers to the provinces extended planning horizon from 2041 to 2051
- Two additional Region of Peel Policy Directions Reports – Major Transit Station Areas (MTSAs) and Growth Management Policy have been reviewed and summarized in this report
- Identification and Protection of the two future transit stations in Caledon, Bolton and Mayfield West as Major Transit Study Areas will ensure the ability to achieve planned:
  - Active sustainable transportation modes/modal split (carpooling, cycling, transit, etc.)
  - density and population targets
  - access to employment areas
  - reduction in road traffic and congestion
  - complete transit-oriented communities
  - reduction in emissions and environmental sustainability
- It is recommended that an Interim Control Bylaw be implemented to ensure the protection of the future Bolton Go Station lands until the lands are designated a Major Transit Study Area

### DISCUSSION

#### Background

Peel 2041+ refers to the Region's Municipal Comprehensive Review (MCR) and Official Plan Review, which commenced on May 23, 2013 with a targeted completion date of 2022. The Town has been an active participant and stakeholder throughout the process and has provided and

continues to provide input and formal comments to the Region on various studies that have been undertaken and are currently underway. The following discussion will provide a summary of recent work that has been circulated to Town and staff comments that have been prepared on these materials.

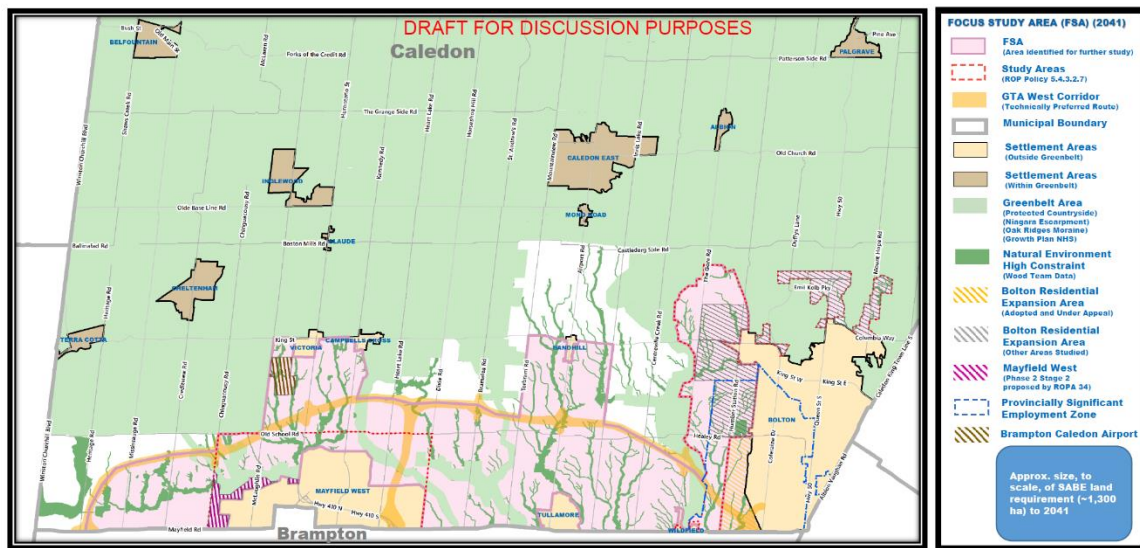
Peel 2041+ will be developed based on the province's new population and employment forecasts to 2051, public and stakeholder feedback, and complying with new provincial legislation, plans, and policies.

### Amendment 1 to A Place to Grow: Growth Plan for the GGH

As of August 28, 2020, Amendment 1 to A Place to Grow: Growth Plan for the Greater Golden Horseshoe is now in effect. The amendment includes changes to the population and employment forecasts, the horizon year for planning, and other policies to increase housing supply, create jobs, attract business investment and better align with infrastructure. The province also released a new Land Needs Assessment methodology. The changes implemented are in line with the Town's comments, which were provided in a memorandum presented at the July 7, 2020 Council Meeting.

### Settlement Area Boundary Expansion (SABE) Study

As part of Peel 2041+, a Settlement Area Boundary Expansion Study (SABE) is being undertaken by the Region. The outcome of this study will assist in determining the appropriate locations(s) to accommodate new growth and future expansion of the Town's settlement areas. As part of this study, a Focus Study Area was developed, and 11 technical studies were undertaken to evaluate the Focus Study Area in greater detail and the suitability of the lands for future development.



**Disclaimer:** This map has been developed for the Settlement Area Boundary Expansion (SABE) Study and represents an area to be studied for the purpose of identifying a SABE. For additional information, please refer to the Settlement Area Boundary Expansion Study Phase A: Focus Study Area report.

**Note:**

- (1) There may be opportunities to expand rural settlements outside the FSA as part of the SABE Study.
- (2) Other natural environmental constraints not identified on this map, including features not captured through existing mapping and potential buffers, will be identified through further analysis and may further limit development.
- (3) ROP Policy 5.4.3.2.7 as it relates to the area surrounding Bolton is under appeal.
- (4) The ~1,300 ha SABE is based on a draft land needs assessment which is under review.

\*Please note this map has not been updated to reflect the Preferred Route for the GTA West Multimodal Transportation Corridor, which was released by the Province on August 7, 2020. The approximate size of SABE land required as identified on the map will need to increase as a result of the 2051 planning horizon.

**Technical Studies**

Town staff have reviewed the 11 technical studies as part of the Region's SABE work. A summary of each as well as staff's initial comments at this stage in the process are summarized below. These studies are available on the Region's website:

<https://www.peelregion.ca/officialplan/review/fall-consultation.asp>.

<b>SABE Study Name</b>	<b>Summary</b>	<b>Town Staff Comments</b>
Water and Wastewater	The report provides an overview of the water and wastewater servicing principles that will be used to inform the Water and Wastewater Assessment analysis for the SABE.	No concerns with overall premise or conclusions.
Employment and Commercial Opportunities Assessment	The report provides real estate market insights to guide future land use planning in accommodating anticipated population and employment growth across the FSA to the 2041 horizon.	<p>Staff recommend further thought be given to developing a ratio of residential to employment lands that are in line with Town Council direction. It is important that enough future employment lands are designated in strategic areas to address existing and new concerns, and to make use of valuable infrastructure. Consideration should be given to protect employment lands beyond 2051, along the GTA West Corridor.</p> <p>The study recommends that the airport be developed only after other employment lands have been absorbed. Staff recommend that this is a valuable section of the local economy and that efforts should be made in the shorter term to strengthen and grow this sector.</p>

<b>SABE Study Name</b>	<b>Summary</b>	<b>Town Staff Comments</b>
Stage 1 Archaeological Assessment	The assessment identifies the archeological potential of properties in the FSA. This entails a review of previously registered and reviewed archaeological sites and the original environmental setting of properties, along with historical settlement trends.	No concerns with overall premise or conclusions.
Cultural Heritage Assessment	<p>The assessment describes the existing condition of the FSA by establishing an inventory of known and potential cultural heritage resources. It looks at the implications for existing and potential cultural heritage resources in relation to the potential SABE location and scale.</p> <p>The report concludes that resources are spread evenly throughout the study area and do not make one area more suitable than another for settlement expansion.</p>	Staff noted that the current Town's Heritage Registry was not included in this assessment and recommend the Region to consider the Town's Heritage Register as it may yield a different conclusion regarding the distribution of cultural resources throughout the FSA.
Agricultural Impact Assessment	<p>The report looks at the FSA to identify potential SABE areas that will minimize the impact on the Regional agricultural system as defined in the PPS, 2020.</p> <p>This analysis will be considered as part of a comprehensive analysis to identify recommended expansion areas based on a range of parameters including MDS requirements. Once this further refinement is completed, a detailed Agricultural Impact Assessment, as required by Provincial and municipal policy, will be conducted to provide specific recommendations for the SABE that will minimize impact on the Regional agricultural system.</p>	No concerns with overall premise or conclusions.

<b>SABE Study Name</b>	<b>Summary</b>	<b>Town Staff Comments</b>
Transportation Assessment	The study looks at transportation planning principles and network capacity requirements in proximity to the FSA including active transportation and transit infrastructure considerations. The analysis reviews existing conditions planned network expansion, potential growth projections and travel demand forecasts as well as implications and initiatives required to accommodate potential growth.	<p>Staff believes that a more detailed analysis will incorporate various land use scenarios to estimate total trips and how these will be addressed by various modal shares.</p> <p>It is also noted that enough analysis has not been conducted to suggest screening results reflecting various options are suitable for residential growth and yet other areas to be appropriate for employment uses. Staff understands that it is pre-mature to conclude various options with the projected population and employment growth. There is not enough analysis or information provided to make a fair review leading to suitable options. Staff anticipate that the Regional Staff and Consultants will coordinate and work together to draw SABE options with more information and transportation assessments.</p>

<b>SABE Study Name</b>	<b>Summary</b>	<b>Town Staff Comments</b>
Community Health Assessment	<p>The assessment aims to help identify a recommended SABE by providing a quantitative and qualitative evaluation to determine the health benefits and effects of the potential built environment.</p> <p>This assessment makes recommendations and considerations at various levels within the planning framework such as requirements for healthy food systems planning, pedestrian-friendly urban design, and consideration for health-related impacts of housing. It acknowledges benefits of expanding upon existing infrastructure and services for future development.</p>	No concerns with overall premise or conclusions.
Public Facilities Assessment	The study identifies community facility infrastructure needs at a Regional scale related to future development including recreation, library, emergency services, and school related needs. The report is intended to fulfill the Growth Plan requirement that there be enough capacity in planned public service facilities to accommodate anticipated growth when establishing future settlement areas.	There have been concerns with the amount of school capacity available within Caledon communities. It is important that enough school capacity is available for residents in future settlement expansions. Staff recommend this be reviewed as part of this technical study.
Climate Change: Energy and Emissions Reductions	The purpose of the study is to develop planning policy framework that supports energy planning in the Region, including the SABE area. The main goal is to minimize new greenhouse gas emissions in order to mitigate climate change over the long-term in both the SABE Area and the Region.	No concerns with overall premise or conclusions.

<b>SABE Study Name</b>	<b>Summary</b>	<b>Town Staff Comments</b>
Mineral Aggregate Study	The study maps high potential mineral aggregate resource areas (HPMARA) in order to inform the process of identifying areas for accommodating projected growth. If preferred expansion areas overlap with, or are near, an identified or potential HPMARA, the second phase of the work will be to conduct a Mineral Resource Impact Study to address Provincial policy requirements regarding mineral aggregate resources.	No concerns with overall premise or conclusions.
Fiscal Impact	The study analyzes Regional costs associated with new infrastructure and anticipated revenues arising from new development associated with the SABE (e.g. assessment growth). Analysis will be used to identify the financial resource needs to support sound infrastructure planning objectives identified in the FSA and the eventual determination of the SABE.	The Town will be establishing a working team to review the anticipated fiscal impacts of future growth. No additional comments on this study at this time.

**Policy Directions Reports**

Two policy directions reports were also reviewed by staff: Growth Management and MTSAs.

**Growth Management Policy Direction Report**

This report was developed to explore policy changes that are necessary through provincial conformity and accommodating growth within the Region. This discusses municipal growth allocation, intensification, greenfield density, strategic growth areas, employment areas, and implementation tools and monitoring.

**Major Transit Station Areas Policy Direction Report**

Major Transit Station Areas (MTSAs) are areas defined in the provincial A Place to Grow, around certain types of transit stations. MTSAs are areas of an approximate 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The MTSA work being completed by the Region aims to protect MTSAs, delineate boundaries, provide minimum densities, prioritize and define the types of transit stations, considering when and how they develop, and establish a framework to guide implementation planning by the local municipalities.

Caledon has two potential MTSAs under the Regional Study – Mayfield West (located Phase 2 Stage 1 - northeast of the future Spine Road and Hwy 410 interchange) and the Bolton GO Station lands located north of King Street, east side of Humber Station Road. Preliminary boundaries have been delineated with the current conditions outlined. The MTSAs were looked at from four different

lenses: Mobility, Market and Growth Potential, Land Use and Built Form, and Community Considerations.

Both the potential MTSAs at Bolton and Mayfield West identified in the Town of Caledon have been identified as 'low priority'. Both have the potential to serve the larger area beyond the community and provide seamless connectivity to various communities and employment centres not only within the Region of Peel but also the Greater Toronto Area and should be deemed 'high priority' for analysis.

### **Mayfield West – Transit Hub (Spine Road/Hwy 410) Future MTSA**

The approved Mayfield West Community (Phases 1 & 2) Secondary Plan (MW2) is being developed as a transit-oriented community which will accommodate a population of approximately 17,500 people. Mayfield is a major growth area for the Town of Caledon and to support the anticipated population and employment growth, the MW2 Transportation Master Plan recommended a new transportation infrastructure comprising of a road network, active transportation and the recommended transit service. The Transit Hub has also been designated in the Mayfield West community near Hwy 410/Hurontario Street to serve Caledon and the catchment/influence areas.

The Frequent Rapid Transit Network (FRTN) project # 64 in the Metrolinx Regional Transportation Plan 2041 designated Hurontario (Main) Street north of Downtown Brampton to Mayfield West Community as a Priority Bus Corridor. It is a recognition of the role of this corridor in the regional transportation network and the immense benefits of enhancing a segment of a major north-south transit spine that has the potential to link a number of east-west rapid transit routes. In so doing, it establishes an objective/target for future higher order transit service on the corridor. This will help align the planning and delivery of transit service with broader City, Town, and Regional community and city-building objectives.

The northerly extension of rapid transit to the Mayfield West Community will improve the potential to attract growth and higher densities even further to support healthy lifestyles and to create a vibrant corridor. The lands in the approved secondary plan areas of Mayfield West have a balance of land uses to be easily served by transit.

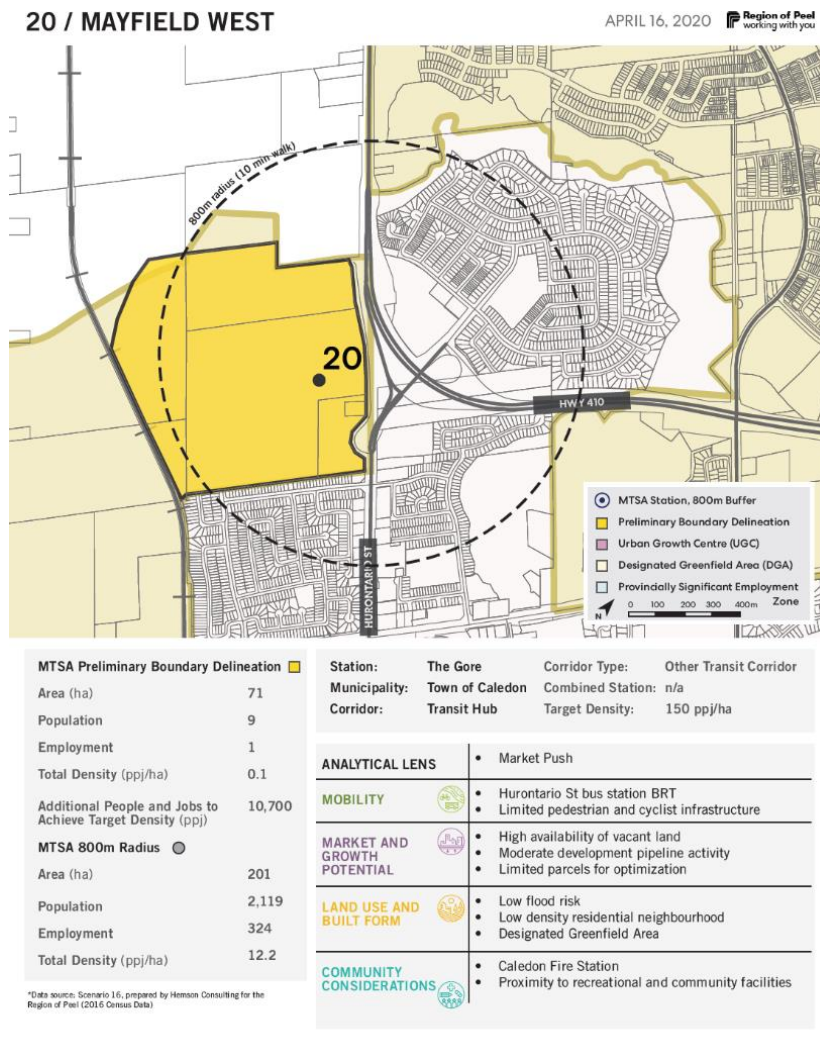
Consistent with the recommendation of Town's transit feasibility study, a popular route integrating Mayfield West community with the City of Brampton is now operational and runs between Brampton and Caledon (Mayfield West Community). The service has been contracted and is being operated by Brampton Transit which fully integrates Caledon with rest of the GTA through Transit services.

It is further noted that connections between Hurontario LRT and future Bus Rapid Transit northerly connection to Caledon will integrate the employment areas within the Region of Peel, which will include employment areas within Mayfield West/Caledon (i.e. UPS, Acklands Granger, Canadian Tire etc.) and Uptown Brampton, as well as institutional land uses such as hospitals, community centres, government buildings (offices and courthouses), and points along the Toronto-Waterloo Innovation Corridor. Through its potential connections, this project also connects to the Downtown Brampton and Downtown Mississauga Urban Growth Centers. This project will also enhance the viability of transit as the mode of choice for residents in established areas of Brampton and in recently developed and to-be-developed areas of Mayfield West in Caledon.

Staff believes that the Hurontario higher order transit service (BRT) northerly to Caledon as included in Metrolinx Regional Plan 2041 will serve both Mayfield West Phase 1 and 2 and further expansions of the complete Mayfield West Community.



It is critical that the Region of Peel consider the existing and future growth, existing transit service, designated transit hub in the Mayfield West community, expanded influence/catchment area to apparently give a strong recommendation and accordingly include it as a high priority MTSA for further examination.



## Bolton – Humber Station Road and King Street - Future MTSA

The need for a commuter GO rail service between Caledon and Union Station has been identified and established through many studies. This proposed rail service was among the 52 *MoveOntario 2020* initiatives announced by the Government of Ontario in 2007. It was also recommended in the 15 Year Plan of the *Regional Transportation Plan* conducted by Metrolinx in 2008. Furthermore, Metrolinx confirmed the needs of the Bolton commuter rail service in the *GO 2020 Strategic Plan* which identifies the requirements to provide peak period train service at 30-minute frequencies on Bolton Corridor.

Metrolinx further completed the Bolton Commuter Rail Service Feasibility Study in December 2010. The feasibility study examined the service and infrastructure requirements to provide a new commuter rail service to Bolton on an existing freight rail corridor where no passenger service currently exists. The feasibility study assessed the projected ridership demands, service options, conceptual station and layover facilities, track capacity, potential property requirements,

environmental issues and rail & non-rail infrastructure components. The study reconfirmed the need of the Bolton commuter GO rail service based on the growth in population and employment, and high potential demand in rail ridership. Ridership forecasts indicate that demand exists to support an inaugural service to provide a direct peak period service (3 peak trains) between Bolton and Union Station. The GO transit Bolton commuter rail service will serve up to eight passenger stations within the corridor length of approximately 43 km.

In order to meet the expansion plans, Bolton Commuter Rail Service Feasibility Study recommended the station site of 3.74 hectare and an additional 4.0-hectare site located north of King Street and east of Humber Station Road as a layover/ maintenance facility site. The recommended station/layover location is shown as **Schedule A**. The Bolton GO Station has been identified as a key piece of infrastructure.

As part of Caledon Transit Feasibility Study recommendation, Town contracted private services to run a bus transit to better serve the Bolton residents and employees/employers. This Bolton route is also intended to connect with Brampton and GO bus transit services and create latent ridership demands prior to the advent of the rail services to Bolton.

The Bolton Transportation Master Plan conducted in 2015 jointly between the Town and the Region of Peel re-confirmed the need for Commuter Rail Service to Bolton. The study was endorsed by both the Town and Regional Councils.

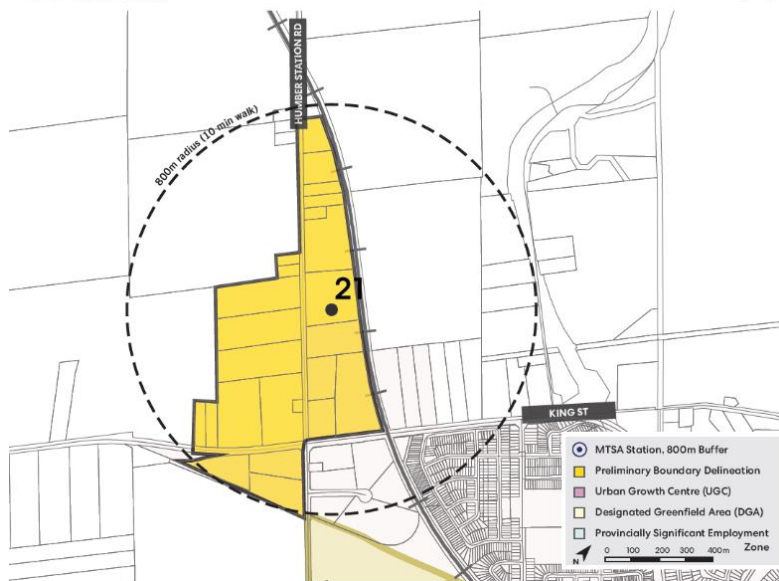
It should be noted that Town staff was surprised to see this project omitted from the Metrolinx 2041 Regional Transportation Plan (RTP-2041) when all the fore-going studies have already justified the need within the planning horizon of 2031. As part of the review of RTP-2041, Town comments were sent to Metrolinx with a request to expedite rail services to Bolton.

The Town has been working since 2012 to plan a GO transit focused community with the addition of the 2031 population of 10,348 and 2,635 jobs to Bolton. It should also be noted that Bolton currently represents approximately 40% of the population of Caledon.

It is recommended that the Region reconsider the '**low priority**' ranking given to this site and rather identify it as a '**high priority**' MTSA designation for the Bolton. It should also be noted that the 'Analytical Lens' given to the MTSA's are based on the current conditions, and do not recognize the future potential in the area. Consideration should also be given developing different criteria used to assess potential MTSA's in greenfield from MTSA's in urban areas.

It is very important that the Town and the Region of Peel continue to advocate to Metrolinx to initiate the following next steps:

- Metrolinx to work with Caledon and Region of Peel to protect the lands identified for preferred station site and layover site in Bolton
- The Region of Peel and Caledon include as part of their Official Plans the location of the preferred GO station, such as part of revising policies and schedules to expand the Bolton Rural Service Centre
- Metrolinx be requested to expedite/bring forward the implementation of GO commuter rail service to Bolton.



<b>MTSA Preliminary Boundary Delineation</b>	
Area (ha)	57
Population	565
Employment	77
Total Density (ppj/ha)	11.3
Additional People and Jobs to Achieve Target Density (ppj)	7,900
<b>MTSA 800m Radius</b>	
Area (ha)	201
Population	1,440
Employment	187
Total Density (ppj/ha)	8.1

\*Data source: Scenario 16, prepared by Hemson Consulting for the Region of Peel (2016 Census Data)

Station:	Bolton	Corridor Type:	Other Transit Corridor
Municipality:	Town of Caledon	Combined Station:	n/a
Corridor:	Future GO Train	Target Density:	150 ppj/ha

<b>ANALYTICAL LENS</b>	<ul style="list-style-type: none"> <li>Limited Potential</li> </ul>
<b>MOBILITY</b>	<ul style="list-style-type: none"> <li>Limited pedestrian and cyclist infrastructure</li> <li>Little to no potential for mobility improvements</li> </ul>
<b>MARKET AND GROWTH POTENTIAL</b>	<ul style="list-style-type: none"> <li>Limited availability of vacant land</li> <li>No development pipeline activity</li> <li>Limited parcels for intensification</li> </ul>
<b>LAND USE AND BUILT FORM</b>	<ul style="list-style-type: none"> <li>Low flood risk</li> <li>Partially within the Bolton Built-Up Area</li> <li>Partially outside of the Bolton Settlement Area</li> </ul>
<b>COMMUNITY CONSIDERATIONS</b>	<ul style="list-style-type: none"> <li>Limited community facilities and amenities</li> <li>Limited sports and recreational facilities</li> </ul>

## Interim Control By-law

Section 38 of the Planning Act, allows Council to pass an interim control by-law to direct a review or study of land use policies in the municipality or in an area(s) to be in effect for a period of time specified in the by-law for up to one year prohibiting the use of land, buildings or structures within the municipality or within the defined area(s), or except for purposes that are set out in the by-law.

The Region is being requested to identify the Bolton Go Station Lands as a Major Transit Study Area as part of the Region's Official Plan review process targeted to be complete by 2022. The Town of Caledon will also identify the Go Station Lands within its respective Official Plan Review also targeted for completion in 2022.

In order to protect the future Bolton Go Station Lands and until such time as they have been properly identified within the respective Official Plans as a MTSA, consideration of passing an Interim Control Bylaw to prevent redevelopment of the subject lands to another use should be considered. The use of an Interim Control Bylaw for this purpose is an appropriate use of a Planning Act tool to ensure no modification to the current use of the lands would happen until the MTSA land use designation is in place. Once the MTSA designation is in place then any future request to change zoning, etc., would have to have regard for the ultimate use of the lands as a GO Station.

### Next Steps

The Region has scheduled public open houses for growth related focus area draft policies and settlement area boundary draft technical studies between September 21st through October 1st. These sessions will be held online, and members of the public are welcome to attend. More information is available at:

<https://www.peelregion.ca/officialplan/review/fall-consultation.asp>. Town staff will also be available for these sessions.

The Region will continue to update the technical studies based on comments received to date, and through these consultation sessions. The Region is expected to finalize these studies and provide an update to Regional Council in December. Town staff will continue to provide detailed comments on the SABE materials and participate in the overall project.

Subject to Council direction, Town staff can bring forward a report to a future Council meeting recommending the need to pass an Interim Control Bylaw to protect the lands until the Town's Official Plan is complete.

### FINANCIAL IMPLICATIONS

Staff will review the fiscal impact study and assessment growth projections completed by the Region as part of the 2041+ and SABE determination. Following the Region's adoption of 2041+ and determination of the SABE, the Town will then be required to update the Town's Official Plan, Master Plans and 10-year capital plans in the future to determine the Town's infrastructure requirements for these growth projections. The Town's Development Charge By-law will also subsequently be updated to determine the costs of growth-related infrastructure at the appropriate time.

### COUNCIL WORK PLAN

**Sustainable Growth**  
**Connected Community**  
**Improved Service Delivery**  
**Good Governance**

### ATTACHMENTS

Schedule A: Identified GO Station and Layover Facility