

Staff Report 2022-0303

Meeting Date: June 21, 2022

Subject: Future Caledon: Caledon's Growth Concept

Submitted By: Steve Burke, Manager, Strategic Policy Planning

RECOMMENDATION

That Caledon's Growth Concept, be endorsed, as outlined in Report 2022-0303, and as shown on Schedule A, to accommodate population and employment growth to the 2051 planning horizon;

That staff be directed to provide a copy of this report and attachments to the Minister of Municipal Affairs and Housing, for consideration by the Minister in the review and approval of the recently adopted Region of Peel Official Plan;

That the Minister of Municipal Affairs and Housing be requested to modify the adopted Peel 2051 Official Plan to reflect Caledon's Growth Concept as shown on Schedule A and outlined in Report 2022-0303; and

That a copy of Report 2022-0303 be provided to the Region of Peel, the City of Brampton, the City of Mississauga, and Sylvia Jones, MPP for Dufferin-Caledon.

REPORT HIGHLIGHTS

- The Region of Peel's Municipal Comprehensive Review concluded on April 28 with the adoption by Regional Council of a new Peel 2051 Official Plan, and its submission to the Minister of Municipal Affairs and Housing for approval.
- The adopted Peel 2051 Official Plan proposes a Settlement Area Boundary Expansion of 2,870 hectares of Community Area land and 1,530 ha of Employment Area land, totaling 4,400 hectares proposed to be added to the Regional Urban Boundary in the Town of Caledon.
- This report does not recommend any changes to the land budget noted above based on the conclusions of the Region's 2051 Land Needs Assessment Report (Spring 2022).
- The location of the Settlement Area Boundary Expansion (SABE), and the location of Employment Areas and Community Areas within the SABE more closely aligns with the final Peel SABE than the previously recommended Town SABE, but with some notable exceptions.
- Staff has reviewed the final Peel SABE contained in the adopted Peel 2051 Official Plan and continues to recommend that changes be made to the final Peel SABE to better reflect Caledon's long-term growth management and community planning objectives.
- This report explains and provides a rationale for **Caledon's Growth Concept** and is intended to ensure that "Caledon plans Caledon".
- It is recommended that Council endorse this concept and direct staff to provide it to the Minister for consideration in the review and approval of the Peel 2051 Official Plan.

- It is recommended that the Minister of Municipal Affairs and Housing be requested to modify the Peel 2051 Official Plan to reflect **Caledon's Growth Concept** as shown on Schedule A and outlined in this report.

DISCUSSION

The purpose of this report is to:

- a) Present **Caledon's Growth Concept** to 2051 as recommended by Town staff, highlighting the proposed changes from the preferred concept previously presented to Council through Report 2021-0468 dated December 6, 2021;
- b) Provide the planning rationale for **Caledon's Growth Concept**, and explain why it generally aligns with the recently adopted Peel Official Plan, but has some key differences that better align with Caledon's long-term growth management and community planning objectives; and,
- c) Recommend that Council endorse **Caledon's Growth Concept** as the Town's vision for growth to 2051, and direct that it be submitted to the Minister for consideration in the approval of the recently adopted Peel Official Plan.

Background

The Region of Peel's Municipal Comprehensive Review (Peel 2051) has been underway since 2013 and culminated in the adoption by Regional Council of a new Regional Official Plan on April 28, 2022. A key aspect of the Peel 2051 process was to achieve conformity with the Growth Plan for the Greater Golden Horseshoe (2021) by allocating population and employment growth to the 2051 planning horizon amongst the three local municipalities, including the rationale and justification for a settlement area boundary expansion in the Town of Caledon, to accommodate a portion of that 2051 growth.

A Draft Regional Official Plan was released for public and agency consultation in Fall 2021, which proposed a Settlement Area Boundary Expansion (SABE) in Caledon of 4,400 hectares, comprising 2,870 ha of Community Area land and 1,530 ha of Employment Area land.

Caledon Growth Allocation and Land Need

2021 Population	2051 Population	2021-51 Growth	Community Area Land Need
80,000	300,000	220,000	2,870 ha
2021 Employment	2051 Employment	2021-51 Growth	Employment Area Land Need
32,000	125,000	93,000	1,530 ha

Town-wide through population and employment growth in built-up areas and existing designated greenfield areas, as well as the SABE areas, Caledon has been allocated a 2051 population of 300,000 and employment of 125,000, a significant magnitude of growth above the current population of 80,000 and 32,000 jobs. This report does not propose any changes to Community Area and Employment Area land need determined in the Peel 2051 Land Needs Assessment, and **Caledon's Growth Concept** is based upon that assessment.

A Final Recommended SABE Concept contained in the Planning Justification Report Part 2 – Settlement Area Boundary Expansion Study (Hemson Consulting, January 2022) utilized the proposed alignment for the GTA West transportation corridor (future Highway 413) as the logical settlement area boundary. The use of the future Highway 413 transportation corridor was consistent with Provincial policies and plans, as well as the Region's Long-Range Transportation Plan, and was incorporated into a comprehensive set of technical studies prepared as part of the municipal comprehensive review. The studies demonstrated that the lands south of the future Highway 413 were appropriate for settlement area boundary expansion to accommodate population and employment growth to the 2051 planning horizon in the Region of Peel.

Subsequent to this, in response to Peel Regional Council resolutions in opposition to the highway, revisions were made to the SABE mapping to produce revised Recommended SABE Concept – No GTA West Highway, in the above referenced study, which drew the northern boundary of the SABE along Old School Road, between Dixie Road and just east of Innis Lake Road, but otherwise continued to use the future Highway 413 corridor alignment as the appropriate and logical settlement area boundary.

On December 6, 2021 through Report 2021-0468, after review of the Region's recommended SABE mapping, Town staff provided recommendations for changes to this mapping, which Council approved and directed staff to add to the Town's formal submission of comments on the Peel 2051 Official Plan Review. These changes to the Peel SABE mapping included:

- Changing the designation within the Provincially Significant Employment Zone next to Bolton from Community Area to Employment Area;
- Changing the designation of the lands on the south-east and south-west sides of the future Highway 413/Highway 410 extension from Community Area to Employment Area;
- Adding Community Area land along Old School Road between Dixie Road and Torbram Road;
- Removing Employment Area southwest of Campbell's Cross between Kennedy Road and Hurontario Street; and,
- Adding a Future Strategic Employment Reserve north of the future Highway 413 between Kennedy Road and Bramalea Road.

In the final Peel SABE mapping, which was incorporated into the Peel 2051 Regional Official Plan adopted on April 28, the Region did not make any of the above changes requested by the Town, with the exception of adding some Employment Area on the southwest side of the future Highway 413/Highway 410 extension.

Provincial Policy Direction

The Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2020) provide clear policy direction which is relevant to the rationale that underpins Caledon's Growth Concept, recommended in this report.

Employment Areas:

The Growth Plan directs that the upper-tier municipality (Peel Region), in consultation with the lower-tier municipality (Caledon), must designate all *employment areas* in official plans, and protect them for employment uses over the long term. The Province has provided clear policy direction for municipalities to designate and preserve lands within settlement areas, adjacent to major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. An *employment area* cannot contain residential uses by definition (see Schedule E), but a Community Area (see Schedule E) is intended to be the location of most population-related jobs (e.g. retail, schools), most office jobs, and even some traditional employment jobs.

Provincially Significant Employment Zones:

The Growth Plan states that the Minister may identify Provincially Significant Employment Zones (PSEZ) and may provide specific direction for planning in those areas to be implemented through appropriate official plan policies and designations and economic development strategies. To date, the Minister has not provided any specific policy direction on PSEZ's. It is important to note that the definition of a PSEZ (see Schedule E) includes not just *employment areas*, but also mixed-use areas that contain a significant number of jobs.

Planned Infrastructure Corridors:

The Growth Plan directs that the Province and upper-tier municipality (Peel Region) must ensure that existing and *planned corridors* (see definition in Schedule E) are protected in accordance with the relevant policies of the Provincial Policy Statement (PPS). The PPS directs that planning authorities must plan for and protect corridors and rights-of-way for infrastructure, including transportation, transit and electricity generation facilities and transmission systems to meet current and projected needs, and that *major goods movement facilities and corridors* shall be protected for the long term.

Future Strategic Employment Reserves

The Provincial Policy Statement (2020) states that planning authorities may plan beyond 25 years for the long-term protection of employment areas provided lands are not

designated beyond the planning horizon identified in the Growth Plan (i.e. 2051). This policy permits the Region and the Town of Caledon to identify areas not needed for employment uses to 2051, for the purpose of protecting the lands for employment uses, with the need for inclusion into the settlement area boundary to be demonstrated through a subsequent municipal comprehensive review.

CALEDON'S GROWTH CONCEPT

This remainder of this report outlines **Caledon's Growth Concept**, the planning rationale that it is based on, and how it differs from the final recommended Peel SABE. Schedule A to this report is a map of the growth concept, Schedule B is a table, specifying by location, the Town's previous recommended SABE, Peel's final SABE, and the recommended SABE in Caledon's Growth Concept. Schedule C is a map of Peel's final SABE for the purposes of comparison, Schedule D is a map showing Caledon's Growth Concept and the surrounding land use designations in approved urban areas of Caledon and Brampton, and Schedule E provides definitions of key terminology used in this report.

Community Areas

The vision for the future development of Caledon's Community Areas (i.e. all areas within the 2051 settlement area, excluding Employment Areas) is to build upon the existing community structure of Bolton and Mayfield West, and in particular to focus population and some employment growth in areas in the vicinity of the future Caledon GO station, and the planned Mayfield West transit hub. Therefore, new Community Areas have been identified in **Caledon's Growth Concept** on the west side of Bolton, with some growth to the north outside of the Greenbelt, and to the north and west of Mayfield West, as well as other areas between Mayfield West and Bolton, bounded on the north by the future Highway 413 corridor.

The location of Community Areas aligns quite closely with the areas delineated in the final Peel SABE mapping, with some notable exceptions. Firstly, the Peel SABE mapping does not extend the settlement boundary to the future Highway 413 corridor, which Caledon's Growth Concept does. This is due to the fact that the future transportation and utility corridor forms a logical settlement area boundary, given its location in the southern part of Caledon and its general east-west orientation (Area 4 on Schedule A). This is generally accepted by Peel in that portions of the proposed Peel Regional Urban Boundary in the recently adopted Peel 2051 Official Plan continue to align with the future Highway 413 corridor alignment.

Secondly, the Community Areas in the Peel SABE include the area within the PSEZ to the west of Bolton, while the position of Caledon has been that the lands within the PSEZ should be designated as Employment Area in the Peel 2051 Official Plan. Planning staff has given this matter further consideration and are now recommending that a portion of the PSEZ on the west side of Bolton, north of Healey Road, not be designated as

Employment Area in the Peel Official Plan (Area 1 on Schedule A). The rationale is as follows:

- While the area remains important to accommodate employment uses to meet the Town's Employment Strategy, the Province also contemplated that PSEZ's could be mixed use areas where a significant number of jobs is concentrated;
- The designation of Employment Areas in the upper-tier (Peel Region) official plan is intended to protect strategic areas for employment uses, but it also has the effect of limiting the options of the lower-tier municipality (Caledon) to adopt innovative land use designations and policies, where appropriate, that facilitate mixed use compact communities with a balance of people and jobs;
- Not designating this portion of the PSEZ as Employment Area provides the Town greater flexibility to define an appropriate "made in Caledon" planning vision for the area, that can include significant employment, but also complementary uses, while discouraging warehousing/logistics uses and directing these uses to Employment Areas;
- The mix of higher density residential uses and compatible higher density employment uses will assist in providing a critical mass of compact mixed-use development in support of the Caledon GO station on the Caledon-Vaughan GO line, while **Caledon's Growth Concept** provides a good supply of employment lands (i.e. Employment Areas) to 2051 elsewhere in the SABE;
- This area is viewed by Town staff as an excellent potential location for the Knowledge and Innovation employment designation recommended by the Town's Employment Strategy, including complementary uses such as a hospital or health care facility, and/or university/college campus;
- A higher density, mixed use area complements the proposed Knowledge and Innovation Corridor identified in the Draft Caledon Official Plan (March 2022), linking the future Caledon GO station and higher density, mixed-use development in its vicinity, with the Employment Area and future Highway 413 interchange, along Humber Station Road; and,
- Through a Secondary Plan exercise for the subject area, the Town can put innovative policies in place to facilitate a Knowledge and Innovation Area, designed to attract knowledge/innovation employment and office uses, complemented by retail, institutional and residential uses.

In the area bounded by the future Highway 413, the future Highway 410 extension, and the Greenbelt corridor (Area 3 on Schedule A), the Region has identified the western portion as Community Area and the eastern portion on either side of Heart Lake Road as Employment Area. The Region has also identified this area as appropriate for Major Retail uses to support the significant population growth coming to Mayfield West and the western side of Caledon in general. Therefore, to recognize the appropriateness of the area fronting on the 400-series highways as Employment Area, and to provide for Major Retail use opportunities transitioning to residential areas, it is recommended that the area be

split along Heart Lake Road with Community Area on the west side and Employment Area on the east side.

The Region has designated a small area on the south side of the future Highway 413 at Hurontario Street (Area 9 on Schedule A) as Employment Area. This small area is surrounded by Community Area, and rather than being limited to employment uses, it is recommended that the area be Community Area, with the potential for a node in the Town Structure to be identified in this location to recognize the potential for higher density mixed uses associated with a potential transit hub.

Employment Areas

The vision for the future development of Caledon's Employment Areas is to build upon the existing employment areas in south Bolton, Mayfield West and Tullamore, but in particular to focus employment growth in areas with proximity and access to the existing and future highway network. Therefore, new Employment Areas have been identified in Caledon's Growth Concept on the west side of Bolton south of Healey Road, along Airport Road north of Tullamore to the future Highway 413, on either side of the Highway 410 extension east of Mayfield West, and north of the future Highway 413 on either side of Hurontario Street. A small area is also identified adjacent to the proposed Highway 413 interchange at Mayfield Road near Mississauga Road. Caledon's Growth Concept contains the same amount of Employment Area land as the final Peel SABE.

While the Peel SABE shows the area within the PSEZ south of Healey Road adjacent to the future Highway 413 corridor as Community Area (Area 2 on Schedule A), Town staff recommend that this area be incorporated into the Employment Area designation in the Peel 2051 Official Plan. It is important to note that the Region's studies initially recognized the appropriateness of the area for employment uses, and only revised it to Community Area after Regional Council took a position in opposition to Highway 413, and there was a need to accommodate additional Community Area land to compensate for land removed between Old School Road and the future Highway 413 alignment.

The identification of this area as Employment Area is consistent with Provincial policy direction to municipalities to designate and preserve lands within settlement areas, adjacent to major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. This area is also adjacent to the Option 6 lands, now designated as Employment Area in the Peel 2051 Official Plan, and together the lands form a large contiguous employment land block, which can be planned in a comprehensive and/or staged manner for land extensive employment uses requiring good highway access.

Caledon has consistently recognized the importance of the area north of the future Highway 413 alignment, west of Hurontario Street employment uses, given its location in

proximity to Highway 413, Hurontario Street and the airport (Area 5 on Schedule A). Staff had identified it as a Future Strategic Employment Reserve in the previous Town SABE mapping as there wasn't sufficient employment land need to include it in the Peel SABE at this time. With the proposed addition of Community Area land north of Healey Road on the west side of Bolton, land for employment uses can be re-located to this area, facilitating employment land development in this area in advance of 2051. This designation is consistent with the adopted Peel 2051 Official Plan.

The area adjacent to the future Highway 413, with a proposed interchange at Mayfield Road (Area 10 on Schedule A) has been recognized by the Region as an appropriate location for employment uses. To ensure that the Town maintains the same quantum of employment land in the SABE, Town staff recommend that the Employment Area in this location be enlarged to create a larger contiguous employment block.

Future Strategic Employment Reserve

The vision for the identification of Future Strategic Employment Reserves (FSER) is to ensure that lands with good access to the future highway network are protected for employment uses, should those lands be determined to be needed in future municipal comprehensive reviews.

The FSER identified in the adopted Peel 2051 Official Plan straddling Airport Road between Mayfield Road and King Street is supported by Town staff (Area 8 on Schedule A), however it is recommended that, rather than a conceptual geographic area, the entire area bounded by the future Highway 413, Torbram Road, King Street and Innis Lake Road, be delineated in the Caledon Official Plan. This delineation would allow for appropriate block planning of the Sandhill area through an assessment required under the adopted Peel 2051 Official Plan to facilitate a settlement area boundary expansion for interim dry industrial uses, including the assessment of environmental, transportation, financial and agricultural impacts. As the Caledon Official Plan can contain more detailed mapping and policy direction consistent with the Peel Official Plan, it will likely not be considered a Regional Official Plan conformity issue to incorporate more detailed mapping of the FSER in the Caledon Official Plan.

It should be noted that the Motion at Regional Council on April 28, 2022 (which was referred to Peel staff for consideration) requested that the FSER extend further north to Castlederg/Boston Mills Road. Staff do not recommend the extension of the FSER above King Street at this time. The area north of King Street is too far from the future Highway 413 to necessitate protection for employment uses at this time and including it would have the effect of increasing the pressure for dry industrial uses, which are being directed to the Sandhill area. The appropriateness of the area north of King Street for employment or other urban uses can be assessed through a subsequent municipal comprehensive review.

The Town also previously identified a FSER north of the future Highway 413, generally extending from Bramalea Road to west of Heart Lake Road (Area 7 on Schedule A), given its proximity to the future Highway 413, including a proposed interchange at Heart Lake Road. The Region did not support the identification of a FSER in this area based on the fact that the area had not been included in the Focused Study Area (FSA) for the municipal comprehensive review and had therefore not been studied as part of the review.

Town staff do not view the fact that the area was not studied as part of the municipal comprehensive review to be a barrier to identifying the area as a FSER. The Provincial Policy Statement permits protection of areas for employment beyond 2051, provided that the lands are not designated or added to the settlement area boundary. Notwithstanding the identification of this area as a FSER at this time, any determination as to whether the area should be included in the settlement area boundary must still occur through a subsequent municipal comprehensive review, including all the required environmental, agricultural impact, and land needs assessment studies.

An additional area in which Caledon's Growth Concept is different than the Peel SABE in the adopted Peel 2051 Official Plan is the area between the future Highway 413 and King Street/Campbell's Cross west of the proposed Employment Area which is west of Hurontario Street (Area 6 on Schedule A). This area was identified as part of a larger FSER in the Town's previous recommended SABE mapping. It remains appropriate as FSER, rather than Employment Area, at this time, as there are more optimal locations for employment land to the 2051 planning horizon adjacent to Bolton and south of the future Highway 413.

Next Steps

This report recommends that Council endorse **Caledon's Growth Concept** as its vision for the accommodation of the portion of population and employment growth to 2051 to be accomplished through settlement area boundary expansion, and requests direction to submit **Caledon's Growth Concept** to the Minister of Municipal Affairs and Housing for consideration during the review and approval of the Peel 2051 Official Plan.

It is also recommended that Council request the Minister to exercise their authority under the Planning Act to modify and approve the adopted Peel 2051 Official Plan to reflect Caledon's Growth Concept as shown on Schedule A and as outlined in this report, on the basis that it better achieves the objective of "Caledon planning Caledon" while achieving conformity with provincial plans and policy.

To prepare the Town of Caledon for the population and employment growth allocated to Caledon by the Peel 2051 Official Plan, both through intensification of built-up areas and development of designated greenfield areas, Report 2022-0247 recommends the initiation of a **Growth Management and Phasing Plan**, including a Financial Impact Analysis. This study, which would be coordinated with the Region of Peel, would determine the phasing

of the development of the 2051 new urban area, and identify geographic areas for the initiation of more detailed Secondary Plans, supported by subwatershed, energy conservation, transportation, urban design and other studies. Those Secondary Plans which are identified as highest priority could also be initiated as soon as possible.

Planning staff will also be monitoring the approval process for the Peel 2051 Official Plan, and will make changes to the Draft Future Caledon Official Plan to address conformity with the Peel 2051 Official Plan, once approved by the Minister, before bringing the Draft Future Caledon Official Plan to Council for consideration in early/mid 2023.

FINANCIAL IMPLICATIONS

There are no immediate financial implications associated with this report. Staff Report 2022-0247 recommends the initiation of a **Growth Management and Phasing Plan**, including a Financial Impact Analysis, be undertaken by the Town, in cooperation with the Region of Peel, to assess and prepare for the physical and community infrastructure costs associated with the significant population of 300,000 and employment of 125,000 allocated to Caledon to the 2051 planning horizon.

COUNCIL WORK PLAN

The scope of the Future Caledon Official Plan Review relates to several Council Work Plan objectives, and in particular under the theme of Sustainable Growth:

- Continue to advocate for provincial highway infrastructure including the Highway 427 extension and Highway 413 (GTA West Corridor)
- Complete a renewed Economic Development Strategy with a particular focus on employment land, small business support and the role of municipal staff
- Complete the Official Plan Review, including the Mayfield West Secondary Plan and Bolton Residential Expansion Study

ATTACHMENTS

Schedule A: Caledon's Growth Concept Map

Schedule B: Caledon's Growth Concept Chart

Schedule C: Peel's Adopted Official Plan SABE mapping

Schedule D: Caledon's Growth Concept Map with surrounding Official Plan designations

Schedule E: Provincial Plan/Policy Definitions