



HOUSING PLEDGE



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Town of Caledon Housing Pledge



The Town of Caledon commits to the Ontario's Minister of Municipal Affairs and Housing (MMAH) to support the development of the assigned housing target of 13,000 residential units by 2031.

Caledon welcomes responsible growth and wants to make Caledon the most livable and sustainable rural-urban community in Canada.

The Town supports the Province's goal to create a better housing supply system. The Province and Region of Peel have identified Caledon as a major growth area, which is an opportunity to plan complete and well-designed neighbourhoods.

Caledon's Housing Pledge Numbers

The Town of Caledon pledges to support the development of 13,000 new housing units by 2031. The table below indicates how Caledon proposes to meet its housing target.

	Category	Number of new Housing Units Anticipated by 2031
1.	Units approved that have not applied for Building Permits	800
2.	Active applications under review *	6,700
3.	Additional Residential Units (second units, garden suites, etc. in urban residential parcels) **	1,900
4.	Units in Bolton 2031 Approved Urban Area and the Bolton MTSA***	3,600
	Total new housing units	13,000

Figure 1: Town of Caledon's Housing Pledge Numbers

* A portion require servicing and Regional road improvements to Airport Road and Mayfield Road. Includes 5% of infill growth as directed by the Region.

** Based on an annual forecast of 200 units/year based on recent historical uptake

*** Requires the Caledon-Vaughan GO Rail Service, reconstruction of King Street and numerous Regional servicing projects by 2025/26 (such as: elevated water tank(s), booster pumping stations, sanitary pumping stations, sanitary force mains, watermains)

Figure 1 speaks to infrastructure-related dependencies. In addition, other dependencies impact the Town's ability to achieve the Housing Pledge, including availability of Development Charges (DCs), parkland and other growth-related supports.

Supports Required to Meet Housing Pledge Targets

Caledon is a greenfield (undeveloped land) growth community and requires significant investments to grow and accommodate critically needed housing. Greenfield growth has different requirements than areas which are already largely built out. Those built-out areas have benefited from financial tools like Development Charges and Parkland Cash-In-Lieu to grow. Caledon is at the beginning of its growth and will be disproportionately impacted by the changes proposed to these tools.

Listed below are some essential requests of the Province for Caledon to deliver its housing targets:

- 1. Funding tools for all growth-related infrastructure, public facilities and amenities.**
- 2. Respect for Caledon's growth phasing plans and secondary planning processes.**
- 3. A stop to Ministerial Zoning Orders (MZOs) so Caledon's pledge is not compromised.**
- 4. Restricting appeals on planning applications that are premature and not supported by the Town.**

In addition, the Town of Caledon is recommending a number of Provincial actions that can support the delivery of housing.

Delivering the Housing Pledge

Caledon is at a very interesting juncture in its journey of growth. Historically a low growth community, the Town is set to grow significantly, with most its growth forecasted to be greenfield (completely undeveloped land). Caledon is preparing itself for growth while balancing pressures to advance current development applications.

The Town has seen a considerable increase in the number of development applications over the last five years, which is expected to continue. Caledon is seeing increasingly complex developments (types of projects, agency involvement, policies and regulations) and Official Plan Amendment applications have more than doubled since 2018. The Town is attracting more infill, mid to high-rise and mixed-use development.

As the Town continues to prepare for and deliver growth in Caledon, provincial and regional support and investments are required.

Key Asks and Action items

The list below outlines key requests and recommended action items to support Caledon's delivery of the Housing Pledge. For context on the action items below, please see later sections in the Pledge.

1. Ask: That the Province ensure Caledon has access to funding and receives required growth infrastructure investment, including for parkland and transit.

The Province must address the impacts of Bill 23 related to parkland and revenue losses for the Town of Caledon and ensure the timely delivery of all growth-related infrastructure, including but not limited to municipal services, transit, the Caledon-Vaughan GO Rail service and Caledon GO rail station for growth in the Bolton MTSA.

Action 1: Exempt the Town of Caledon, as a greenfield growth community, from Bill 23's new Planning Act changes related to parkland dedication and cash-in-lieu provisions.

Action 2: Exempt the Town of Caledon from Development Charge Act changes that reduce Caledon's ability to pay for new growth related infrastructure, new community facilities and amenities, roads and park projects.

Action 3: Prioritize and expedite the in-service time of the Caledon-Vaughan GO rail service and the development of Caledon-Vaughan GO station before 2041

Action 4: Ensure that the Region of Peel delivers the required growth infrastructure to the Town of Caledon in a timely manner to support the housing pledge and overall development in Caledon.

Action 5: Acknowledge the inequities stemming from the new definitions of affordable and attainable housing and ensure targeted development charge exemptions for affordable and attainable housing reflect income-based definitions as per the Provincial Policy Statement.

Action 6: Require income-based affordability targets within municipal housing targets to ensure that truly affordable units of various types and tenure are delivered; such as a requirement that all new development include a minimum of 5% affordable housing units, not including additional residential units.

Action 7: Support the Town in accessing any provincial and federal funding streams for housing over the long term, including the Federal Housing Accelerator Fund.

2. Ask: That the Province respect the Town of Caledon's growth management and phasing plans for 2031 and beyond.

Action 8: Support the Town in requiring that Town-led Secondary Planning be completed as per an approved local Growth Management and Phasing Plan.

Action 9: Ensure that once adopted by Town Council, the approval authority (Province/Region) review the Town's new Official Plan and approve it in a timely manner.

Action 10: Support the Town's decisions to refuse privately-initiated development applications for urban land uses outside of current Town of Caledon Settlement Areas and Secondary Plans, in accordance with the Town's Strategic Directions Report supported by Caledon Council in 2022.

Action 11: Refrain from issuing any further Minister's Zoning Orders (MZOs) in Caledon, which do not have Town Council support through a Council resolution.

Action 12: Where applications for growth are outside of a completed Town-initiated Secondary Plan, enact restrictions on appeals like those found at Sections 22(7.1)-(7.3) of the *Planning Act* for lands outside of settlement

boundaries, employment conversions and additional/third dwelling units. Add such restrictions on appeals to Section 34 of the *Planning Act* in respect of zoning as well, and delete in its entirety Section 22(7.4) of the *Planning Act*, which limits the ability of lower tier municipalities to effectively plan.

Action 13: To ensure the timely delivery of development (both residential and non-residential) and considering the amount of greenfield growth within the Town, the Town requests the Province include additional language in the *Planning Act* to require the applicant to demonstrate that the required approvals, engagement and consultation has been completed, in addition to the prescribed information and material being provided. The same appeal mechanisms would apply. Examples of approvals, engagement and consultation would be the lands are within the designated 10-year growth horizon for development in the Town's Official Plan, for proposed urban uses, the lands are located within a Secondary Plan, the lands are zoned for the use proposed, engagement has occurred with the public and consultation has occurred with indigenous communities. The Town also requests that the Province support the Town's Official Plan Amendment to introduce policies in the Town's Official Plan to do the same. Proposed amendments are identified below:

For Official Plan Amendments, insert the language in bold font into the *Planning Act* Section 22(4): A person or public body that requests an amendment to the official plan of a municipality or planning board shall **demonstrate that the required approvals, engagement and consultation has been completed and** provide the prescribed information and material to the Council or planning board.

For Official Plan Amendments, insert the language in bold font into the *Planning Act* Section 22(5): A Council or a planning board may require that a person or public body that requests an amendment to its official plan **shall demonstrate that the required approvals, engagement and consultation has been completed and** provide any other information or material that the Council or planning board considers it may need but only if the official plan contains provisions relating to requirements under this subsection.

For Zoning By-law amendments, insert the language in bold font into the *Planning Act* Section 34(10.1): A person or public body that applies for an amendment to a by-law passed under this section or a predecessor of this section shall **demonstrate that the required approvals, engagement and consultation has been completed and** provide the prescribed information and material to the Council.

For Zoning By-law amendments, insert the language in bold font into the *Planning Act* Section 34(10.2): A council may require that a person or public body that applies for an amendment to a by-law under this section or a predecessor of this section shall **demonstrate that the required approvals, engagement and consultation has been completed and** provide any other

information or material that the council considers it may need, but only if the official plan contains provisions relating to requirements under this subsection.

For Site Plan Control, insert the language in bold font into the *Planning Act* Section 41(3.3): If **approvals, engagement, consultation**, information or materials are prescribed for the purposes of this section, an applicant shall **demonstrate that the required approvals, engagement and consultation has been completed and** provide the prescribed information and material to the municipality.

For Site Plan Control, insert the language in bold font into the *Planning Act* Section 41(3.4): A municipality may require that an applicant **demonstrate that the required approvals, engagement and consultation has been completed and** provide any other information or material that the municipality considers it may need, but only if the official plan contains provisions relating to requirements under this subsection.

Action 14: Ensure that the provincial facilitator respect Caledon's greenfield growth context while undertaking Regional governance reviews.

In addition, the Town is proposing the following provincial actions to further support Caledon-specific and/or Province-wide housing targets.

3. Ask: That the Province amend the *Planning Act* to advance additional development review efficiencies

Action 15: Where development applications are required to be circulated to Provincial Ministries (i.e. Ministry of Transportation), the Province is requested to address the significant delays in receiving comments that often exceed processing timelines in the *Planning Act*, and contribute to the Town's inability to process applications within the timelines in the *Planning Act* related to appeals and fee refunds. The Town requests comments from provincial ministries in a timely manner as follows:

- For Preliminary (PARC) Meetings, Site Plan Control and Part Lot Control: No later than 10 business days.
- For Pre-Consultation (DART) Review and All Other Development Applications: No later than 20 business days.

Action 16: Confirm that the ability for the municipality to amend conditions of draft approval and utilize the same provisions and Regulations of the *Planning Act* used for draft plan extensions are equally applicable to reinstatement of draft plans as it relates to conditions, notice and appeal mechanisms. The Town has leveraged Section 51(33.1) of the *Planning Act* to essentially re-instate a lapsed draft plan approval and confirmation and support from the Province that all the

section 51 subdivision provisions and associated Regulations continue to apply would provide clarity on the details surrounding this tool and would benefit municipalities across Ontario.

Action 17: Delegate minor variances to municipal staff for setbacks, building heights, building area and parking spaces, provided that the requested variances are a 30% or less variance to the applicable zone standards, to speed up development approvals processes and reduce the need for Committee of Adjustment applications. In reviewing all Minor Variances submitted to the Town in 2022:

- Should the Provincial changes with respect to additional residential units have been in place prior to 2022, the Town would not have required 8 minor variances, increasing the timing on delivery of those units.
- With the changes proposed above for delegation, the Town would not have required more than 25 variances, again increasing the timing of delivery of development.

4. Ask: That the Province explore additional actions to further housing targets.

Action 18: Refrain from supporting removal and/or re-designation of lands within the Greenbelt in the Town. Caledon has ample land within its existing and future settlement area boundaries to accommodate growth.

Action 19: Explore opportunities to encourage builders to construct housing units once approved by the Town. Through conversations with the building industry, community builders are indicating that the timing and release of units are affected by the market and other matters. There are chances of delayed release of new housing units for sale by Caledon developers due to the current housing market. The Province should support the Town in placing lapsing provisions, removal of servicing allocation, etc. for not constructing approved housing units within a reasonable period of time.

Action 20: Consider permissions for additional residential units and planning for required infrastructure support in more rural areas of Caledon and the Oak Ridges Moraine Conservation Plan Area where the environment would support those units and the Ontario Building Code can be met. For example, where a primary dwelling is permitted in the Oak Ridges Moraine Conservation Plan Area, permissions for additional residential units may be accommodated while still meeting the intent of the plan, provided that the policies of the Plan are conformed to and that the *Ontario Building Code* is met.

Action 21: Support additional funding under the Municipal Modernization Program, including the newly announced funding for rural communities.

Action 22: Provide tools to allow the Town to continue to rely on Conservation Authorities (CA) expertise when evaluating development impacts and mitigation strategies. Also allow greenfield growth municipalities to leverage the expertise of Conservation Authorities through Service Level Agreements to ensure the timely delivery of housing.

Action 23: Allow greenfield growth municipalities to use Development Charges to fund Service Plans, secondary plan and other growth-related studies including sub-watershed studies that identify, protect and manage environmental areas, plan complete communities, and facilitate quicker development approvals.

Action 24: Release all outstanding regulations which have been impacted by Bill 109 and Bill 23 as soon as possible, and consider the timing and impacts of future bills, reducing the state of the ‘unknown’ and allowing the Town to focus on delivering housing units rather than responding to changing legislation.

Action 25: Expedite the work on amalgamation of the Provincial Planning Statement and the Growth Plan considering the substantial conformity impacts on Caledon’s and other municipalities’ ongoing Official Plan update projects, and ensure transitioning of previous municipal comprehensive reviews and/or additional time for municipalities to complete Official Plan reviews to achieve Provincial Plan conformity.

Action 26: Explore opportunities to improve the timing and method of school funding to enhance the ability for public services facilities to be co-located in community hubs, promoting cost-effectiveness and improving service delivery, to support Section 3.2.8.1 of the Growth Plan.

Potential Reporting and Monitoring Measures

The Town will share the Housing Pledge on the public website and bring forward an annual monitoring report to Council.

Caledon is Getting Ready for Growth

The Town's key growth-related accomplishments:

- Advancing the new Official Plan Review with a made-in-Caledon Growth Concept to 2051 and embarking on a comprehensive Growth Management and Phasing Plan and Fiscal Assessment.
- Creating hundreds of full-time jobs in Caledon by supporting major industrial projects such as Mars Canada, Beer Store, UPS and Amazon.
- Increasing high speed internet access to residents by installing 106km of fibre optic cable through Caledon-Vianet and SWIFT partnerships.
- Completing a Parks and Recreation Strategic Plan and updating the Parkland Dedication By-law.
- Completing the Caledon Transit Feasibility Study and Caledon Multi- Modal Transportation Service Plan and initiating local public transit service for Mayfield and Bolton.
- Completing an active Transportation Service Plan, acquiring the OBRY Rail to Trail Corridor and developing a draft rail to trail implementation plan.
- Expanding the Caledon East Community Complex to respond to emerging needs over a 15-year span.
- Setting net zero emissions target with the adoption of the Resilient Caledon Community Climate Action Plan.
- Preparing an initial business case for the Caledon Vaughan Go Rail, which supported the inclusion of the service in the Greater Golden Horseshoe Transportation Plan.
- Implementing an Economic Development Strategy including the Downtown Bolton Revitalization and Bolton Community Improvement Plan.

The Town is currently preparing a new 12-year Strategic Plan that will outline new priority areas and inform multi-year business plans and future budget cycles.

Growth Investments in Caledon

KEY GROWTH INVESTMENTS

Caledon is poised for significant growth. The Town has been diligently planning to support and advance growth in a timely manner. The following items are critical to achieving the new housing targets and the Town is committed to these enhancements and others as needed. **The Province should help the Town mitigate the risks to delivering the pledge.**

Modernization of the Development Review and Approvals Processes (ongoing)

In recent years, Caledon has embraced opportunities to improve service delivery with a focus on service excellence, including the introduction to Lean methodology and utilizing Modernization Funds available from the Province. The Town has been investing in improvements to technology, such as electronic review software, and electronic processing of applications. Utilizing the changes presented by Bill 109, Caledon has updated all avenues of the Pre-Consultation process to provide more guidance, preliminary comments and feedback, scope and terms of reference for submission materials. Planning has received delegated authority for those items available under the Act to be delegated and has leveraged Bill 109 to re-instate draft approval on a lapsed draft plan of subdivision. Further details of Caledon's efforts to streamline the approvals processes and positively impact development are outlined in a Staff Report to Council (Update on Bill 109 Action Items 2023- 0112).

Caledon acknowledges the role of efficient development review processes in the housing supply timelines. The Town continues to improve its efficiencies and it received provincial funding under the second intake of the Province's Municipal Modernization Program including \$292,500 towards Town of Caledon Planning and Development Services Folders Enhancement. The project is continuing into Spring 2023 and has an estimated annual saving of \$330,000.

The Town has retained Dillon Consulting to undertake an end-to-end review of the Site Plan and Subdivision development application processes using Lean methodology. The purpose of this review is to streamline, gain efficiency, update technology and ultimately create community-focused development application processes that improve municipal development processing times and create a seamless service delivery to all land

development related matters within the Town. The new processes will ensure Caledon is able to proactively plan its community.

CONSIDERATIONS

While the Town is committed to making significant improvements to development processes, there are some issues to consider that will impact the Town's ability to meet the assigned housing target:

- Availability of technology vendors to make the necessary improvements in a timely manner once the review is complete is critical for delivery on the efficiencies.
- To make the necessary improvements, staff time is required to contribute to and make the improvements to the processes; at the same time as continuing to process applications that are in the system and adapt to further changing to planning legislation. This may create delays in the short term due to these competing priorities for our limited resources.
- The Town has a significant number of environmental policy areas within Greenfield growth areas that requires the expertise of a range of technical disciplines to appropriately evaluate and facilitate development. The Town currently relies on partner CAs to provide this expertise. Under Bill 23, without the proper support from CAs the Town risks slowing down the process of development approvals and incurring added risk to the municipality.
- Staff resources are consumed by learning and reacting to changing provincial legislation and not fully focused on processing development applications. Proposals for responsibilities being downloaded from the Region and the need for amendments to existing policies and programs that were not in current workplans will likely impact staffing/resourcing needs. With changing legislation and uncertainties associated with release of pending sections of Bill 23, it is critical that the Town's roles and any increased responsibilities resulting from Bill 23 be clarified so that the Town can prepare a staffing strategy. Otherwise, there may be unintended consequences on development approval efficiencies.

Growth Management and Phasing Plan and Fiscal Impact Study (ongoing)

Caledon Council endorsed a plan for [Strategic Growth Direction for the Town of Caledon](#) and a "made in Caledon" Growth Concept to 2051. This will inform the Town's urban structure and identify directions for housing density and form in each key growth area. To provide clear guidance and direction on where, when, and how to grow, the Town has started work on a Growth Management and Phasing Plan, including a Fiscal Impact Study. This important work is a critical step to advance strategic, cohesive and fiscally responsible growth. This Plan will:

- establish criteria to evaluate and prioritize areas for growth, leveraging the policy framework of the Town's draft Official Plan, Peel Official Plan, Caledon's Growth Concept, and prepare proposed phasing policies;
- consider and provide recommendations on infrastructure capacity (i.e. water, wastewater), transportation networks, public transit, and community supportive infrastructure needs;
- include a Fiscal Impact Study and consider the Town's evolving tax base and financial obligations/requirements/state; and,
- consider appropriate community and employment lands phasing to 2051 within Caledon, to provide a phasing plan with clear direction on where and how to grow to the 2051 planning horizon.

The project team includes Watson and Associates for project management and the Financial Impact Analysis, HDR for transportation planning GM Blue Plan for municipal servicing, and Meridian Planning for planning.

The new Official Plan will incorporate policies identified in the Growth Management and Phasing Plan.

CONSIDERATIONS

- The Town is receiving proposed development applications for areas outside of the Town's existing Settlement Areas in advance of the Growth Management and Phasing Plan, including privately initiated secondary plans. In some cases, these applications are not within a reasonable servicing timeframe, and may not consider community services such as parks, fire halls, recreation centres, etc. Reviewing and processing these fragmented applications results in delays and challenges to areas where the Town can deliver housing units in a timely manner with the required infrastructure and community services being readily available.

Official Plan Review (ongoing)



The Town of Caledon is creating a new Official Plan (OP) 'Future Caledon – a road map for the next 30+ years', which will guide development, housing, transportation, employment, community facilities and more. While the Housing Pledge does not require details on housing types, tenure, form, affordability or densities, the OP will establish policies that advance an appropriate range of housing types, infill and intensification opportunities based on the needs of Caledon, growth direction and urban structure.

Due to the age of the Town's current OP, policies related to development, housing types, infill and intensification are outdated. With the approval of a new OP, detailed housing targets based on tenure and affordability can be considered, to support the availability of housing that is needed locally. The new OP will also speed up the development application review as less OP amendments will be required to facilitate development. It is critical that the Town completes this OP Review and that it is approved by the Ministry/Region in a timely manner.

On November 4, 2022, the Region of Peel Official Plan (RPOP) was approved by the Ministry with 44 modifications. The modifications included changes to the Town's Settlement Area Boundary Expansion (SABE) area, which are now closer in line with the Council endorsed Caledon's Growth Concept, submitted to the Minister for consideration in the approval of the RPOP. Town staff are reviewing these changes and their impacts on the draft documents. Town Council approved moving the final adoption of Caledon's OP to fall 2023.

Under Bill 23, the recently approved RPOP will become an enforced OP for Caledon in addition to Caledon's OP until the Town revokes or amends it. Also, the Minister of Municipal Affairs and Housing may be the approval authority for Caledon's OP, depending on when land use planning responsibilities are removed from the Region of Peel, requiring staff to engage the Province about the OP Review process.

CONSIDERATIONS

- The Town is concerned with the timing of final Official Plan adoption considering the uncertainties around various provincial initiatives.
 - Under Bill 23, the proposed removal of planning policy and review function responsibilities of the Region of Peel to address growth at the regional level may result in conflicting planning policies and a lack of coordination of regional transportation, water and wastewater infrastructure. On December 8, 2022, Bill 39, Better Municipal Governance Act, 2022 received royal assent. While not expressly included in the proposed legislation, the Province has announced that a provincially appointed facilitator will be asked to assess regional government and determine the appropriate roles and responsibilities for each of the Region and its local municipalities. Caledon anticipates that these discussions may help mitigate some of the negative land use planning and infrastructure coordination impacts of Bill 23, however the timelines associated are unknown.
 - The Province is also integrating two major provincial growth documents into one instrument, to align with Bill 23 housing goals, A Place to Grow: Growth Plan for the Greater Golden Horseshoe and the Provincial Policy Statement. Key changes are expected for long-term population and employment forecasts, residential intensification targets, minimum densities, rural housing, etc., all of these are expected to have an impact on Caledon's Official Plan review.

Secondary Planning and Bolton and Mayfield West Major Transit Station Area Planning (ongoing)

The new Region of Peel Official Plan requires that all greenfield areas (undeveloped areas) currently outside of the existing Settlement Area Boundary Expansion (SABE) Areas be implemented through secondary plans. Building on Regional direction and the Town Council direction, the Town's new draft Official Plan will require Secondary Plans be Town-led. The Town will identify priority secondary plans to accelerate housing and community building and is making substantial investments in Service Plans and background studies. Prioritization may rely on criteria such as integration with town-wide networks, completing areas of previously approved or actively developing communities and leveraging capital investments already made.

Caledon will consolidate the six (6) existing Bolton Secondary Plans and create one comprehensive, modern plan; and create new Secondary Plans and studies to guide the additional growth directed to Bolton. The Town, with assistance from external

consultants, has prepared a 'Framework Plan' to guide growth and future secondary plans in Bolton. The Plan provides land use guidance and minimum densities for Bolton; however, the Town recognizes the need for flexibility to provide opportunities for innovation through future planning applications, and to implement recommendations and policies from supporting secondary plan studies.

Moreover, the Town's Major Transit Station Area (MTSA) planning will help unlock higher density housing and transit-oriented community development in a thoughtful and fiscally responsible manner, hence these projects are critical before considerations of housing supply and commitment to the targets specific to the SABE and the Caledon GO Station (Bolton) MTSA. Caledon and Peel have also identified a planned major transit station area in Mayfield West, but it still has not been identified by the Region as a Primary MTSA. The Town is embarking upon an MTSA study, which will provide guidance for establishing and implementing the required *Planning Act* Protected MTSA policies for the Bolton MTSA and overall policy guidance for the Mayfield West MTSA.

CONSIDERATIONS

- Since 2019, the Town has and continues to receive more privately led Official Plan Amendments for site-specific development or secondary plans. Development pressures have also led to an increase in requests for Ministerial Zoning Orders (MZOs). Caledon's SABE is designed to accommodate growth projected to 2051 and without growth phasing studies and secondary planning in place, the growth will happen sporadically and adversely impact good community planning.
- Under the current *Planning Act*, the Town struggles to focus its resources on areas most likely to deliver the fastest and most cost-effective housing, in accordance with its upcoming growth phasing plan. Caledon will benefit from legislative changes that support refusals of ill-timed applications in areas where growth is not considered within the 2031 Housing Pledge.
- Ultimately, lands that are not considered for growth within the 2031 planning horizon should not be able to be deemed "complete" applications, unless otherwise identified in the Growth Management and Phasing Plan. In addition, the establishment of urban uses in these applications can take critical resources away from the review and approval of applications on lands that are urgently needed now to fulfill the Town's Housing Pledge. Instead, it diverts those critical resources to lengthy, expensive and time-consuming OLT appeals for projects that are outside the 10 year horizon of the Housing Pledge target areas.

Caledon-Vaughan GO Rail Service (planned)

Improved transit service is important for long-term growth and for healthy and livable communities in Caledon. Rail service, in addition to new connections for passenger vehicles, will provide a variety of convenient transportation options that support resident needs. In 2022, the Town completed an initial business case and worked with the Province and Metrolinx to include the Caledon-Vaughan Go Rail service in the Greater Golden Horseshoe Transportation Plan (GGHTP).



The Town is undertaking a Major Transit Station Area (MTSA) Study to put policies in place for a higher density transit-oriented community in proximity to the Caledon GO Station to be developed before 2041. MTSA is the area generally within 500 to 800 metre radius of a transit station, representing about a 10-minute walk. Timely availability of this GO service can accelerate the supply of investment and housing and help the Town reach the 13,000 housing unit target within the required time frame. It can also allow the Town to adjust additional densities in the Caledon GO MTSA from future growth areas that may not be able to receive new servicing due to infrastructure funding constraints stemming from Bill 23.

CONSIDERATIONS

- The Town requests that the Province prioritize and expedite the in-service time of the Caledon-Vaughan GO rail service before 2041. A delayed delivery will not align with the optimal land use and built form that the Town may need in the MTSA, in time for the housing pledge targets. In conjunction with the availability of the GO service, the Town will explore the establishment of the first and last mile connections through local and micro transit and active transportation. Planning and investment with funding supports will be key to the success of the GO.

Zoning By-law Review and Community Planning Permit System (planned)

The Town is embarking on a review of the Zoning By-law to align with the new Official Plan, leveraging smart and simplified zoning approaches to maximize housing supply

and housing options. These may include expanding housing typologies, targeting more areas for medium or higher densities, addressing under-utilized parcels and public lands. A parking standards review will be a part of the overall Zoning By-law review and innovative parking regulations can also contribute towards easing construction of new housing.

The Town is also exploring the feasibility of a Community Planning Permit System in key areas around the Town. A CPPS combines zoning, site plan and minor variance processes into one application and approval process with shorter approval timelines and can support faster approvals for new housing.

CONSIDERATIONS

- The Town will aim to establish supportive zoning, however, the market uptake is dependent on many factors including transit improvements and availability of infrastructure.

A Gentle Density Strategy (planned)

Gentle density in existing and new neighbourhoods includes addition of additional residential units (such as basement units, garden suites, loft suites, garage conversions, duplexes, triplexes, etc.). In response to Bill 23, staff will prepare a strategy to address gentle density including *Planning Act* changes related to additional residential units; and initiate amendments to the Official Plan,



the Comprehensive Zoning By-law, the Town's Development Charges By-law, the Town's Parkland Conveyance By-law, the Town's Site Plan Control By-law, the Town's Fill/Site Alteration By-law(s), as well as various development processes. To assist the community with these changes, staff has already initiated a webpage outlining the changes to provide greater clarity. A plan to increase the legalization of existing second units will also be prepared.

Staff analysis shows that within existing built-up areas of Caledon, the permission for as-of-right additional housing units will apply to between 15,000 and 18,000 residential properties (subject to further analysis) with both piped water and wastewater services in the communities of Caledon East, Bolton, Mayfield West, Mono Road and Inglewood.

There is interest from some developers in Caledon about incorporating additional residential units in new planned communities. Staff will evaluate all ongoing and new

development proposals for design strategies and proactive inclusion of a certain percentage of legal additional residential units. This will support increased housing affordability and help Caledon meet growth targets while optimizing the use of infrastructure.

There is also an expressed interest in residents and developers in Caledon to incorporate additional residential units in areas without full municipal services. Staff encourage the Province to consider additional units in more rural areas and the Oak Ridges Moraine where the environment would support those units and the Ontario Building Code can be met.

The Town will also explore a town-wide on-street parking study for parking management that may be required due to uptake in additional residential units. The outcomes of this study will assist with an update to the parking standards in the Zoning By-law.

CONSIDERATIONS

- It is challenging to predict market uptake in additional residential units in Caledon for the purpose of the Housing Pledge. The Town does expect that the uptake will increase over time as the community matures and if the lack of affordability persists.
- Infrastructure capacity analysis in existing neighbourhoods may reveal insufficient servicing requiring costly upgrades, or the need for community amenities or traffic and parking management plans to accommodate additional density, especially with limited public transit available in Caledon.
- The gentle density strategy will need to reflect local services and infrastructure (e.g. sanitary sewer and water capacity) and other community needs (e.g., transit, schools, libraries, licensed child care)
- The Town will explore a collaborative project with the Region of Peel and other partners on an infrastructure capacity analysis of the five neighbourhoods and determine the need and cost of infrastructure upgrades that may be required, which may potentially lead to funding shortfalls.

Caledon's Community Builders Roundtable (planned)

Meeting growth projections and housing targets in the current challenging fiscal environment will need an extremely collaborative approach and buy-in from multiple stakeholders. The Town will leverage Caledon's Community Builders Roundtable to collaborate with developers and landowners, including in the SABE, so that all stakeholders can contribute to the growth targets in a meaningful way.

The Roundtable will operate under four principles of Caledon Plans for Caledon, Alignment with Legislation and Policy, Fiscal Sustainability and Growth Infrastructure. The Roundtable will support Caledon's growth targets by providing insight into policies, financial and non-financial tools necessary for the effective implementation of growth objectives; as well as share innovative approaches to support the Town's sustainable future.

Region of Peel Capital Projects (ongoing and planned)

Municipal sanitary and water services in Caledon are administered by the Region of Peel. A Regional staff report dated December 8, 2022 identified that Bill 23 will greatly reduce the Region's ability to collect Regional Development Charges with an estimated impact of around \$2 billion over the next 10 years and \$6 billion if the Province's housing targets are actually met. Due to this loss in revenues, the Region will not be able to provide infrastructure in a timely manner to support the housing targets set by the Province for Peel municipalities.

If there is no other provincial or innovative funding to cover these revenue shortfalls, the financial burden of making up the losses would shift to property taxes and utility user fees. The Region calculates that the annual average increase to the regional portion of the Tax/Utility Bill – Residential will be \$145 to \$180 per household.

CONSIDERATIONS

- The Cities of Mississauga and Brampton have been assigned housing targets that are significantly higher than the Region of Peel's forecast. The Region will have limited financial and service capacity to design, procure, build and maintain infrastructure at this pace and scale. Caledon's growth is currently challenged because of lack of infrastructure and with competing demands from Mississauga and Brampton, the lack of a solution for transit, roads, utilities and servicing has and will continue to be a barrier to growth. If the Region cannot deliver on its infrastructure plans for Caledon, such as water and wastewater servicing, this will have a direct impact on the ability for the Town to meet the housing targets.
- Bill 23 related uncertainties could also affect the timing of the Region's 2041 Water and Wastewater Service Plan and updates to it, and the completion of the 2051 Transportation Service Plan, and these delays will affect Caledon's delivery of the housing targets.
- At a recent Regional Council Budget session, Region of Peel staff reported on a preliminary assessment of Bill 23 related risks to the Region's Capital Plan. Key Regional capital projects at risk based on funding were identified and include the following projects within or impacting Caledon's growth planning:

Project #	Project Description	Status
17-2280	Albion-Vaughan Road Trunk Sewer Sanitary sewer	Under Construction
15-2153	Kennedy Road Sanitary Sewer	Under Construction
10-1210	Pressure Zone 6 Transmission Watermain	Under Construction
24-1270	West Caledon Transmission Watermain & Elevated Tank	Future Project at risk
13-4055	Mayfield Road – Hurontario Street to Chinguacousy Road (Mayfield West)	Approved and Tender
11-4080	Mayfield Road – Coleraine Drive to Hwy 50	Future Project at risk
17-4030	Mayfield Road – Mississauga Rd to Winston Churchill Blvd	Future Project at risk
21-4030	Mayfield Road – Heart Lake Road to Hurontario Street	Future Project at risk
15-4070	Mayfield Road – Chinguacousy Rd to Mississauga Rd	Future Project at risk

Figure 2: Potential At-risk Regional Capital Projects Impacting Caledon

It is important to note that the Region's risk calculation is based on the current capital plan and does not include the Region's new Official Plan, nor does it reflect any revisions to the capital plan required to meet the new housing targets set out by the Province. The actual risk calculations could be exponentially higher.

Specific to the Housing Pledge targets in Figure 1, Caledon will require the timely completion of Regional road improvements to Airport Road, Mayfield Road, and reconstruction of King Street, and Regional water and wastewater servicing projects related to the planned development in the Bolton Residential Expansion Area and the Caledon Go Station MTSA by 2025/26, such as:

- new water and wastewater trunk mains on Humber Station Road from Mayfield Road to King Street;

- new Pressure District 7 Booster Station at King Street and Emil Kolb Pkwy, and water and wastewater infrastructure on King Street, Emil Kolb Parkway, Highway 50 and Coleraine Drive;
- new Pressure District 7 elevated water tank; and
- new Wastewater Pumping Station and associated forcemain on Emil Kolb Parkway.

The Region has indicated that work is under way to finalize an approach to address growth forecasts in relation to Bill 23. Alignment between the Region's service delivery and Caledon's growth phasing plans is critical. The Region use of tools to accelerate significant infrastructure investments may be required to advance key development projects in Caledon. These tools could include front-end financing and developer design/build arrangements. The Province should also consider implementing a streamlined environmental approval process for the growth-related projects associated with the pledge lands, similar to a Transit Environmental Assessment (EA).

Town of Caledon Capital Projects

Bill 23 focuses on housing. But residential growth in greenfield context will require a concurrent supply of employment and jobs; retail; food services; community amenities; libraries; fire halls; health care; social services; and schools in order to create complete communities. Growth funding shortfalls may impact the provision of soft infrastructure and cause delays in the Town's economic development goals.



An essential part of Caledon's future planning is to fund the required infrastructure.

The Town's 2019 Development Charges (DC) Background Study identifies a needed investment of \$626 million over a 10-year period to be funded from DCs. As a greenfield development area, where the Town is starting communities from scratch, much of the infrastructure needed to build out the communities is just beginning to be planned or constructed. In addition, the Town has not been able to build substantial reserves to support this infrastructure investment nor is its tax base strong enough to support any additional burden from transferring these costs to property tax funding. As such, funding is required to support this type of development in Caledon if DC revenues are not sufficient. For example, the Town's 2019 DC Background Study identified \$390 million worth of DC funding needed to support just its Roads Program.

The Town is currently undertaking an update of all infrastructure servicing plans to support growth to 2051 and is to embark on a comprehensive update to its DC Background Study and By-law this year (to be finalized by 2024). Ongoing studies include:

- Multi-year Capital Plan
- Comprehensive Plan - Parks and Recreation
- Comprehensive Plan – Library
- Comprehensive Plan – Provincial Offences Courts
- Service Plan – Operations
- Active Transportation Service Plan
- Multi-Modal Transportation Service Plan
- Transit Service Strategy
- District Energy Feasibility Study
- Service Plan- Storm Water Management
- Location Study – OPP
- Comprehensive Plan- Economic Development
- Comprehensive Plan - Culture
- Comprehensive Plan - Tourism Development

These plans are expected to be complete in 2023-2024, and will lead to identification of future capital projects and required funding.

Impacts of Bill 23 on growth funding

Caledon and the Region of Peel will face some of the largest funding challenges in providing the housing infrastructure needed to meet the Province's own Growth Plan targets and the Town's forecasts due to the inequities resulting from applying Bill 23 definitions and exemptions for affordable and attainable housing. The definitions will lead to high end market housing being now considered affordable and being subsidized by taxpayers. This as well as other DC exemptions will be catastrophic to the Town's DC and parkland revenues, leading to a huge challenge to not just its future growth, but to the maintenance of its current service levels.

Bill 23 does not currently specify whether affordability will be calculated against the aggregate average annual housing value across all dwelling types or the average annual value within each dwelling type. The Town's early estimate of the DC losses under Bill 23 assumes the latter interpretation (which leads to an estimated 20 per cent of total units being considered affordable). If future legislation establishes that affordability is calculated against an aggregate value across all dwelling types, then the percentage of affordable dwellings will dramatically increase (Region of Peel estimate

for Caledon for 2021 resulted in 56 per cent of units considered affordable under Bill 23), leading to an equally dramatic loss of DC revenue- almost three times that of the projected \$85 million. Whereas according to the Provincial Policy Statement definition of affordable housing, 16 per cent of the total housing supply was considered affordable.

Because key provisions of the DC Act proposals are unclear, this could lead to unintended outcomes. For example, the Bill 23 DC exemption for affordable residential units applies when the unit price is no greater than 80 per cent of the “average purchase price”. If the average purchase price includes resales as well as new unit sales, then the scope of the exemption is very broad.

Moreover, the affordable thresholds imposed by Bill 23 are not realistic and lead to market housing now being considered affordable housing. Applying the affordability rate based on Bill 23, in 2021, ownership housing would be considered affordable if it is priced at \$1,170,229 for a dwelling, which correlates with the purchasing capacity of highest income households in Caledon (Income Decile 9 and 10). In 2021, using the PPS’s income-based approach the price at which housing would be considered affordable is \$610,370, aligning with the low- and medium-income household (Income Deciles 1-6) capacity to purchase or rent housing. The ‘affordability gap’ between the two definitions (PPS and Bill 23 across typologies) is \$559,859.

The new definition of affordable housing under Bill 23 may lead to an affordable housing price that is almost double what the Town currently defines as affordable using the income-based PPS approach.

The Bill 23 definition does not reflect the true affordability challenges in the Town for low and medium-income households, creates inequities and subsidizes high end-market housing.

The upcoming exemptions for the newly defined ‘attainable housing’ lead to even further DC losses and considerably impact Caledon’s growth planning and infrastructure funding.

RISK AND CONSIDERATIONS

- There are crucial projects not considered in the 2019 DC Background Study and would need to be included in the next update, which will be prepared in 2023 for approval in Q2-2024. While the full cost of growth cannot be calculated accurately now, the Town is certain that Bill 23 will significantly impact Caledon’s finances and may jeopardize future capital projects. It is essential that the Province make efforts to make Caledon whole for funding its growth-related projects and provide new funding tool.

Municipal infrastructure maintenance services (Operations) also need to be considered. The Town is currently at capacity with its current Operations facilities and cannot accommodate growth in maintenance of parks, trails, road and stormwater infrastructure without acquiring more land and building new operational

facilities. The Town has a strategy for future operation facilities to maintain growth in infrastructure but would be relying on DC funding to implement that strategy.

Employment and Economic Development (ongoing)

The Town's employment forecast for 2031 is 52,000, which is an increase of 20,000 from the 2021 numbers. The required infrastructure needs to be in place to deliver this employment by 2031 - to achieve balanced growth and ensure the Town provides local jobs. Caledon will require the same servicing commitments for employment lands from the Region.



Caledon is well-positioned to capitalize on the strong pattern of growth that is predicted for the regional economy particularly as it relates to the growth in its target sectors which includes: advanced manufacturing; agriculture (including value-added agri-business); tourism (including arts and culture); and elements of the knowledge-based and creative class economy. 'Caledon 2020-2030 – An Economic Development Strategy for the Town of Caledon' lists key priorities and objectives that include growth in the non-residential tax assessment, increase in the amount of gross floor area built out for commercial and industrial use and growth in local employment (number of residents working in Caledon and by type of sector). The Strategy advocates for the development of, and investment in, the Town's urban and village cores, enabling opportunities for higher density residential, mixed-use and office style development, co-working spaces, destination retail and high-quality public spaces.

CONSIDERATIONS

- Like the concerns on Secondary Planning above, the Town is concerned about ill-timed applications and MZOs for employment development in lands that are outside the 10-year horizon of the Housing Pledge target areas. The Province can greatly assist its municipal partners in achieving the Housing Pledge if the Province develops or supports municipalities in developing a growth prioritization strategy and by excluding lands outside of that prioritization strategy from appeals.

Community Improvement Plans (ongoing and planned)

Caledon's Economic Development Strategy recommends progressive Community Improvement Plan (CIP) updates to enable development and intensification in key areas. It speaks to expansion of the use of the Town's CIPs to include development grants and tax incentives that:

- improve the use of land through re-development, infill and intensification;
- improve building infrastructure energy efficiency and aesthetics;
- diversifies the economy in key sectors; and,
- promotes tourism through product enhancements.

The Town will continue to use the Bolton CIP for supporting the Town's housing targets through infill and intensification. Also, Caledon East and Six Villages CIPs will be slated for updates within the next three years and the Town can re-prioritize the timing of the updates to support intensification in the rural and hamlet areas of Caledon.

Building Communities that Support Caledon's Housing Pledge Targets

Parks and Recreation Services



Caledon will require new parks to support future residents and new neighbourhoods. Bill 23 Planning Act amendments drastically reduce the amount of land that new developments must provide for new parks. Caledon's current parkland provision target is 2.7 hectares of active parkland per 1,000 population. As per preliminary analysis, the reduction is almost 15 percent less than previous levels for lower density housing and by 52 per cent less than for higher density housing. This will reduce the level of parks/service provided by new housing to about 0.33-0.54 hectares of park space per 1,000 population.

This reduction is reflective of both the exemption for affordable housing development and the reduced alternative requirement standards. As the Town expands into greenfield areas without access to existing parks, and as a variety of housing types including higher forms of density are introduced, the need for park spaces for health and well-being will be greater than ever.

Caledon's current parkland provision target is 2.7 hectares of active parkland per 1,000 population based on the current service level. Caledon will need to acquire 94.5 hectares of parkland by the end of 2031 to maintain the current service level for an additional 35,000 population. Parkland conveyance and payment in lieu of parkland provisions under the Planning Act will yield approx. 28 hectares of parkland by the end of 2031 and the shortfall of 66.5 hectares will need to be acquired through other means.

CONSIDERATIONS

- Bill 23 does not consider the effect of its parkland provisions on greenfield growth where there would be no access to any existing parks to be utilized in lieu of sufficient new parkland through development; and where no deep parkland reserves have been built up. Reconsideration of the Bill 23 parkland regulation is critical and greenfield growth communities should be exempted from the Bill 23 parkland regulations.
- To compensate for any parkland shortfalls arising from reliance upon acquiring parks solely through Planning Act provisions, the Town will need to employ a range of alternate parkland purchasing mechanisms to get the required amount of parkland. This may include purchase of passive land (not allowed to be developed), which will result in a drain on tax dollars and increase property taxes even further.

Community Recreation Centres

The Town's current DC Background Study lists two new recreation centres to support growth in planned locations in the Town – Mayfield West and Bolton, with cost estimates of \$56 million each. One of these recreation centres is well into the planning stages and is part of a financial agreement with the local developers. Numerous other recreation and park projects are also required to ensure complete communities (total investments of \$212.7 million).

CONSIDERATIONS

- With a lack of DCs as a result of Bill 23 and without any additional funding, these and future recreation centre projects are at risk and the community that was contemplated in designing the Mayfield West 2 agreement and the community that is to be contemplated in Bolton, may not come to fruition.
- Bill 23 may change the collection of DCs from what was included in an existing financial agreement. The consequences of this have introduced unknowns into planning of Caledon's communities. This could leave the Town without funding to complete what has been started and what Caledon residents are waiting for.

Fire Protection Services

The Town's Fire Location Servicing Study is critical to facilitate growth and ensure response times meet regulations. The Study shows that to maintain service levels to the community as it grows, six new stations (with land, new buildings and equipment) are required. In addition, facility expansions are required for four stations. These growth-related capital projects are of significant cost and the Town's DC reserve for Fire is already in the negative. Without full support for these costs from DC revenues, they may be beyond the capacity of the property tax base to support.



CONSIDERATIONS

- The Town advocates to the Province that emergency services should be included as housing enabling infrastructure and be made whole for the housing targets to be met.

Schools

School infrastructure is part of building a complete community. Caledon's schools are operated by Peel District School Board (PDSB) and Dufferin-Peel Catholic District School Board (DPCDSB). School Boards determine the requirements for new school buildings based on community needs. Ministry of Education funding approval, municipal approvals, and construction timelines may result in changes to the potential occupancy date of new schools. The timing and size of new schools are reviewed annually and are subject to change based on confirmed growth and Ministry evaluation criteria.

PDSB's 2022/23 Annual Planning Document (APD) indicates that Ministry funding has been approved for PDSB's Caledon East P.S. (Replacement School), however, funding has not been approved for three schools in Caledon's Mayfield West Phase 2 community.

CONSIDERATIONS

- A lack of school accommodation does not align with Caledon's aim to achieve complete communities. The Town requests the Ministry of Education review the funding process and school delivery models to ensure that funding is available to

school boards in a timely manner as new greenfield communities develop in Caledon.

- School boards face challenges in securing registration of school blocks when the blocks belong to non-participatory landowners. The Province should empower school boards to secure land for schools at early/secondary planning stages, especially in greenfield (new) growth areas.
- School boards should also be empowered to enter partnerships with stakeholders including the Town, for joint use and creative development agreements.
- The Town can explore providing potential support to school boards using Community Infrastructure and Housing Accelerators as allowed for education uses under the legislation.

Health Care

Health care planning in Caledon is within the purview of the Ministry of Health. Currently there are no public hospitals nor urgent care centres in the Town. Residents rely on Headwaters Hospital in Orangeville and Brampton Civic Hospital for their needs.

In October 2020, the Region of Peel accepted a donation of 20 acres of farmland for a future local health care facility from a Caledon resident. Twelve acres of the land are earmarked for a health-care facility and eight acres are set for seniors' housing.

The Town has envisioned healthcare development as a key component of the Bolton Roadmap approved by Council. This is the Knowledge and Innovation Area which includes healthcare and research uses, along with higher density employment uses, post-secondary facilities, government and complimentary residential uses.

CONSIDERATIONS

- There has been no study or engagement by the Province with the Town to review healthcare servicing needs - current nor future. The status and plan for the local health facility on the donated lands is also not clear. The Town advocates that the Province initiate this exercise and provide clarity on health care planning for Caledon, so the Town can effectively plan for growth that includes essential facilities for the well-being of its residents.

Local Transit

The growth in Caledon must be supported by a sustainable multi-modal transportation system that includes an accessible, reliable, convenient and regionally connected local transit system. Transit tends to be focused on southbound commuter movement and the area is very dependent on private cars. Access to transit or people with disabilities is

slowly emerging. Most schools are serviced by a school bus network that limits teen mobility outside of school bus schedules. This particularly impacts teens before driving age, as well as seniors, especially during the winter months.

Caledon's Economic Development Strategy includes consideration of on-demand transportation and/or ride sharing options that connect the core and villages to local and regional transport infrastructure for tourism and employment related purposes.

Currently, the Town, in partnership with Brampton Transit and a Contractor, provides basic transit service in Southfields, Tullamore, and Bolton. In the near future, the Town will expand partnership with Brampton Transit to serve major collectors north of Mayfield Road.

To support the planned growth, the Town will be developing a Transit Strategy in 2023 to identify:

- Governance and Management structure and Operating model – assessing the most applicable and feasible strategy for the Town to provide the Service, including:
 - Both internal organization or a separate department/section and
 - Responsibilities and the business model for transit operations, e.g., partnership with adjacent municipalities such as Brampton, buying a service from private sectors, or uploading the transit at the Regional Level.
- Five-year service plan, with options and recommended strategy, including routes, service level and associated cost estimates for both operational and capital costs from 2024 to 2028.

Caledon Multi-Modal Transportation Service Plan, Transit Feasibility Study, and Economic Development Strategy include consideration of micro-transit transportation for a longer term that subject to feasibility, will connect the core and villages to local and regional transit networks.

CONSIDERATIONS

- As the Town develops its Transit Strategy and Service Planning Review to address future growth and housing targets in the next 10 years, it will advocate to the Province for continued support in meeting any funding shortfalls.

Community Benefits Charges

Caledon has not established a Community Benefits Charges (CBC) Strategy and By-law yet. As other growth funding revenues from tools such as DCs and Parkland levies are expected to reduce, and higher density development applications are received, Caledon will need to ensure an alternative funding tool such as a CBC to address some of the funding shortfalls.

The Town's 2022 Parks Plan will be implemented through the Official Plan, Parkland Conveyance By-law and CBC Strategy and By-law. The Town intends to initiate the CBC work in 2023, to coincide with the updating of the Town's DC Background Study and by-law in 2024.

CONSIDERATIONS

- Unlike established and built-out communities with a substantial amount of new high-density development, Caledon may not be able to generate a lot of revenues from CBCs once they are established. Moreover, exemptions related to Bill 23 may further reduce the CBC revenues.