

# **Town of Caledon Population and Employment Forecasts and Allocations**

**Statutory Public Information Meeting  
Proposed OPA 203  
June 12, 2006**

**Caledon Community Complex  
7:30pm**



# Agenda



- Opening Remarks: Mayor Morrison, chair
- Introduction: Kathie Kurtz
  
- South Albion-Bolton Community Plan
  - Purpose and Process
  
- Population and Employment Forecasts and Allocations
  - Forecasting Options
  - Evaluation Process
  - Recommendations
  - Future Steps: ROPA and LOPA
  
- Economic Evaluation: Jamie Cook, C. N. Watson
- Planning Evaluation: David Butler, The Butler Group
  
- Discussion/Question Period: Public and Council

# South Albion-Bolton Community Plan: Purpose

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The South Albion-Bolton Community Plan was initiated in 2005 to create a community plan for South Albion-Bolton

- Determine population growth in South Albion-Bolton to 2031, an allocation within a Town-wide forecast
- Determine Residential and Employment Land Needs, update Commercial Policies
- Prepare a Land Use Plan and Policies for South Albion-Bolton

# Process



- Three sub-components:
  - Population and Employment Forecast
    - The Butler Group, Planning Advisor
    - C. N. Watson, Population and Employment Forecasts, Fiscal Impact
  - Employment Land Needs: C. N. Watson
  - Commercial Policy Review: W. Scott Morgan

# Public Process 1



- June 27, 2005 – Community Meeting
  - Six land use options for South Albion: residential and employment land (two additional land use options were added in response to public comments)
  - Three Town-wide Population Forecasting Options for 2031:
    - 99,500
    - 105,000
    - 108,000

# Public Process 2



- Focus shifted away from land use options to Population and Employment Forecasts
  
- September 19, 2005 – Community Meeting
  - 4 Town-wide Population Forecasting Options for 2031:
    - 99,500; 105,000; 108,000; 114,000
  - Distribution of the 2021 to 2031 population growth:
    - Rural Service Centres
    - Mayfield West and South Albion
  - Public comment – request for a lower growth option
  - Possibility of reallocating population from Rural to Rural Service Centres before 2021

# Public Process 3



- Evaluation Process: Public and Agency Consultation
  - Invitation to Community Groups to Comment
  - CEAC: Meetings and CEAC Report 2006-02 April 18, 2006
  - Regional Public Works and Planning Departments
  - Town staff: Public Works and Engineering, Fire, Recreation and Property, Library, Treasury, CAO and Sr. Management
  - TRCA
  - Individual submissions
- May 16 – Council received Planning Report 2006-36 Population and Employment Forecasts and Allocations
- June 12 – Statutory Public Information Meeting
- July – Council Meeting

# Population and Employment Forecasts and Allocations Study

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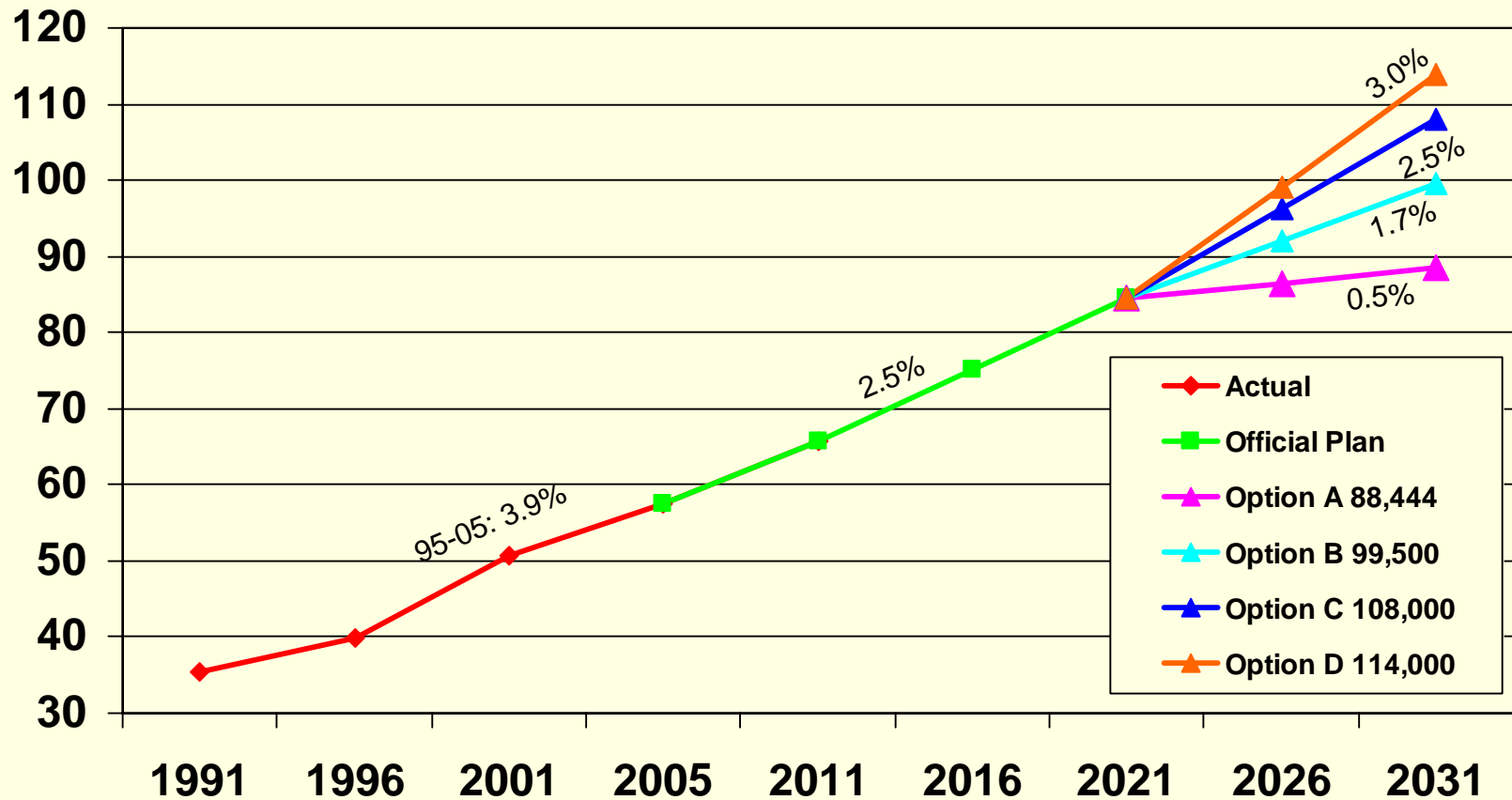
- Recommends population and employment forecasts Town-wide for the 2031 planning horizon and allocation to communities
- 2021 population forecast will remain the same, with some reallocation from Rural to Mayfield West and Bolton
- Incorporates Adaptive Management Approach

# Purpose of PIM

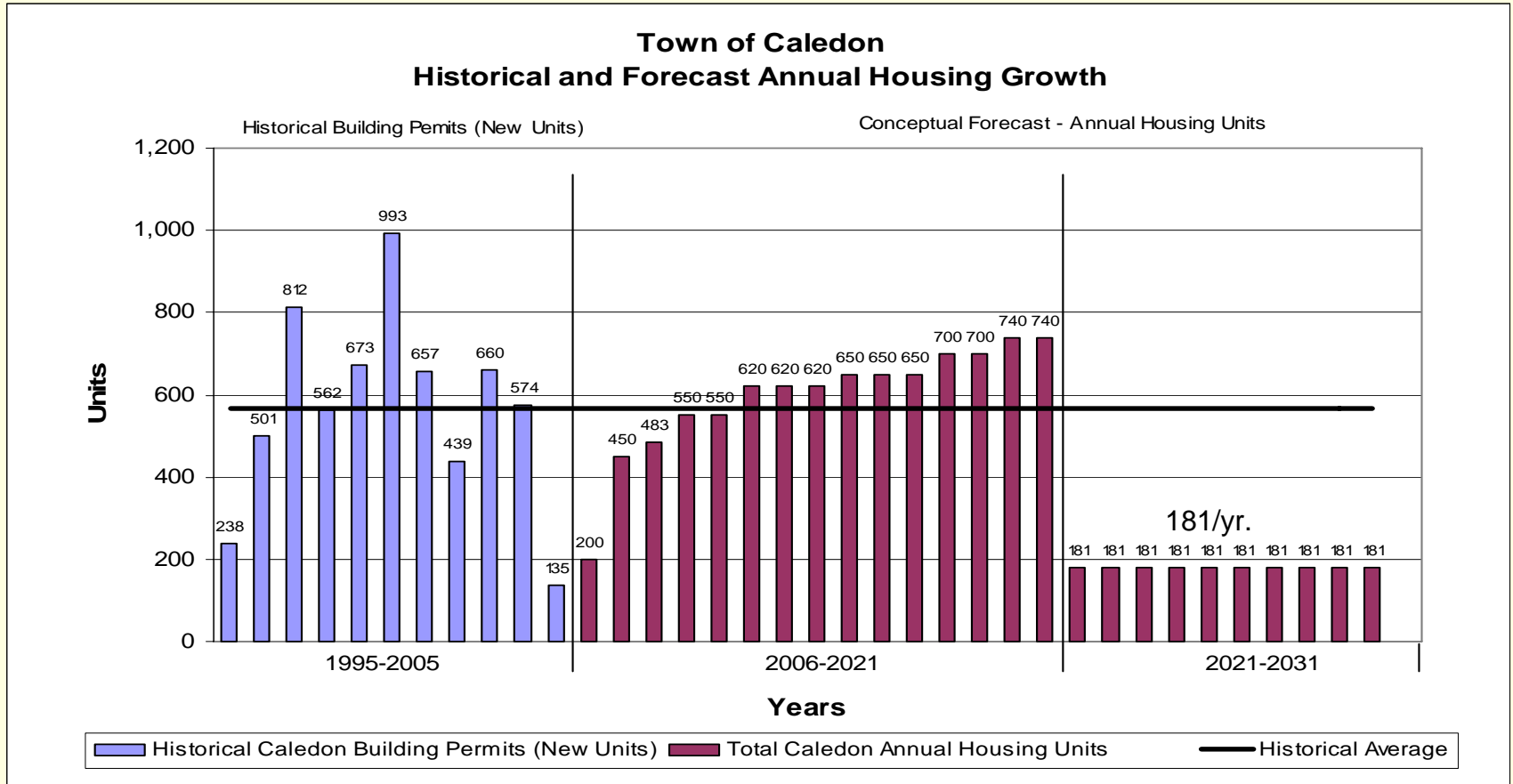


- Summarize findings of the study
- Present recommendations
- Obtain public comments
- Answer questions/concerns

# Town-wide Population Forecasting Options - 2031

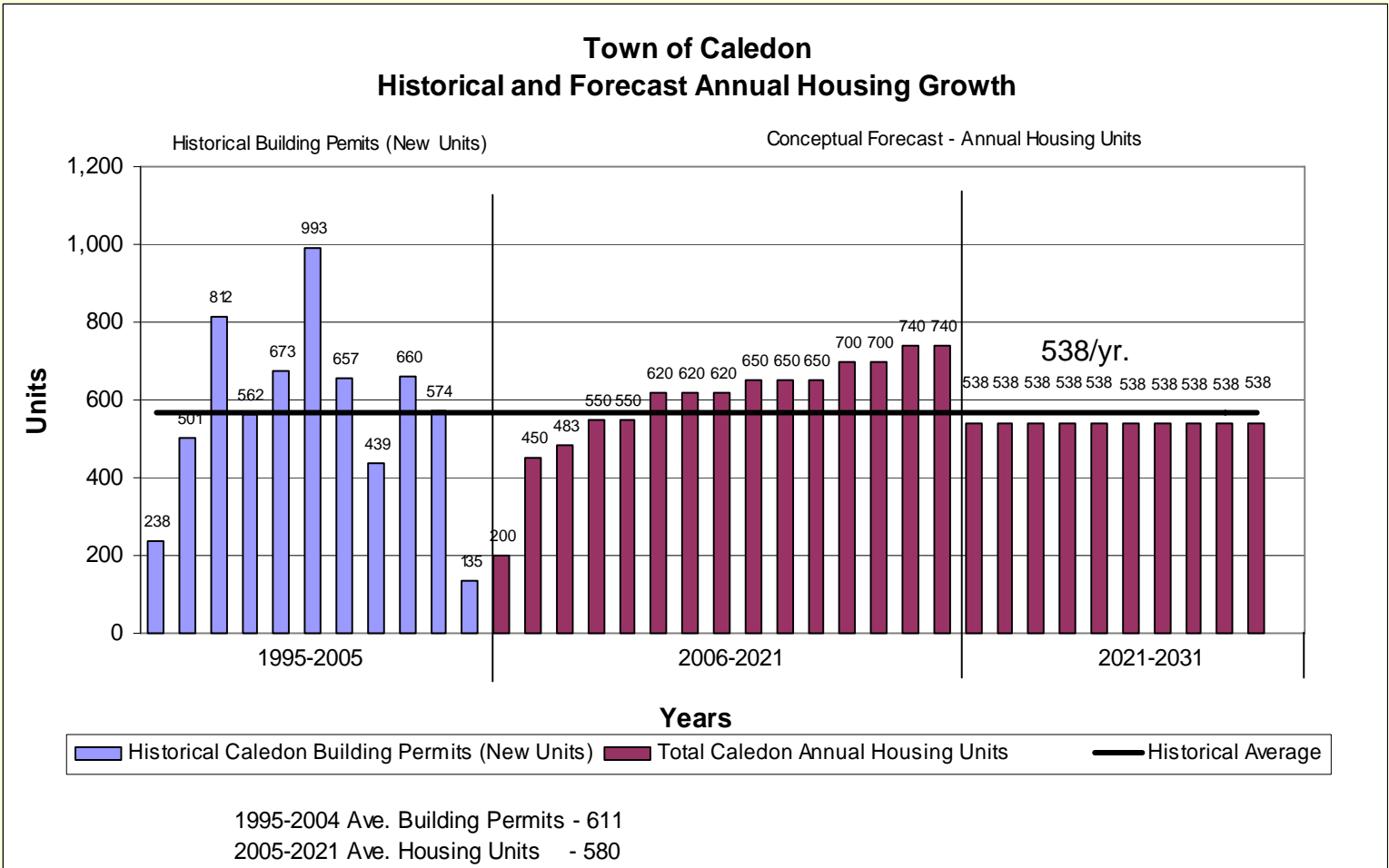


# 2031 Option A: 88,444

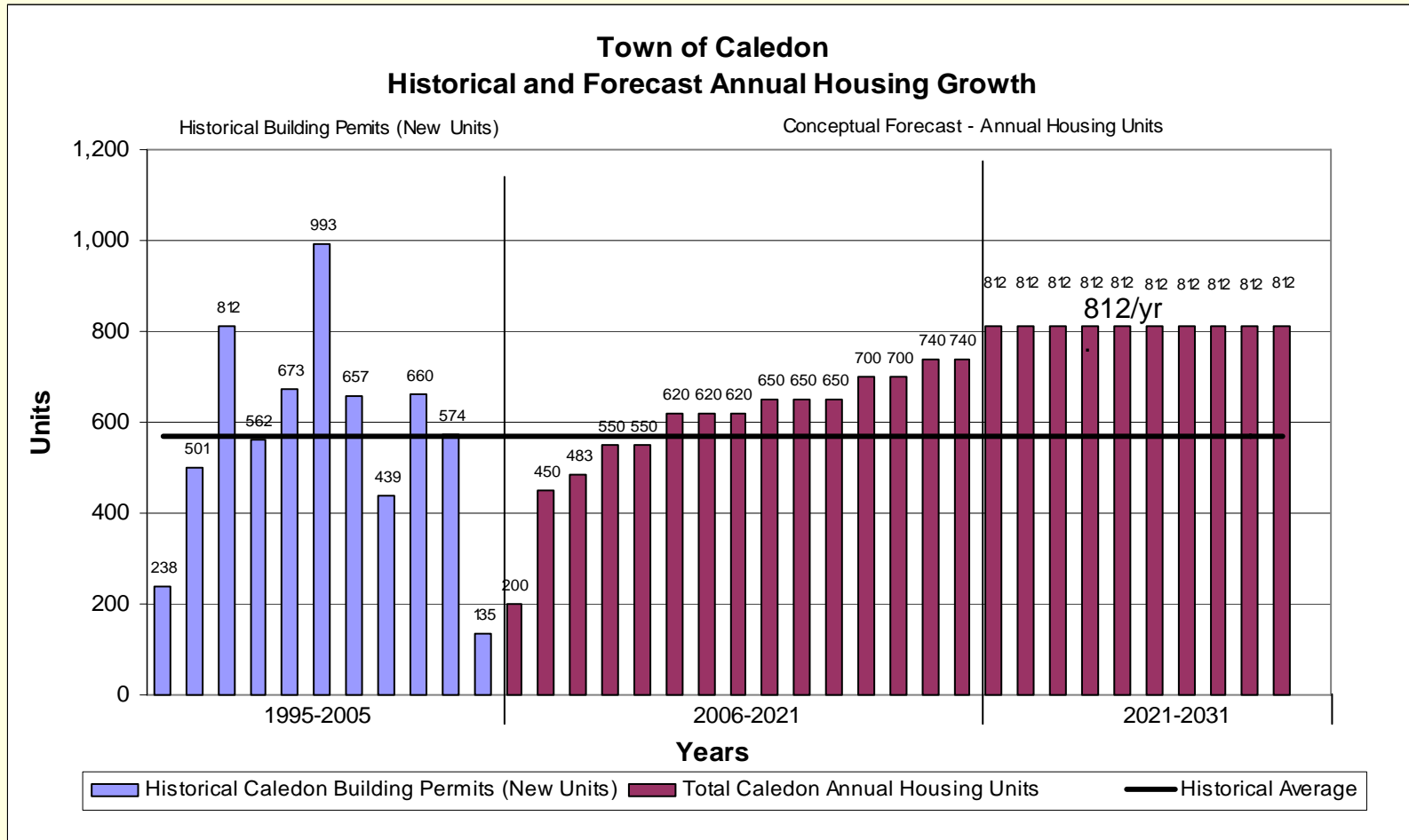


1995-2004 Ave. Building Permits - 611  
 2005-2021 Ave. Housing Units - 580

# 2031 Option B: 99,500

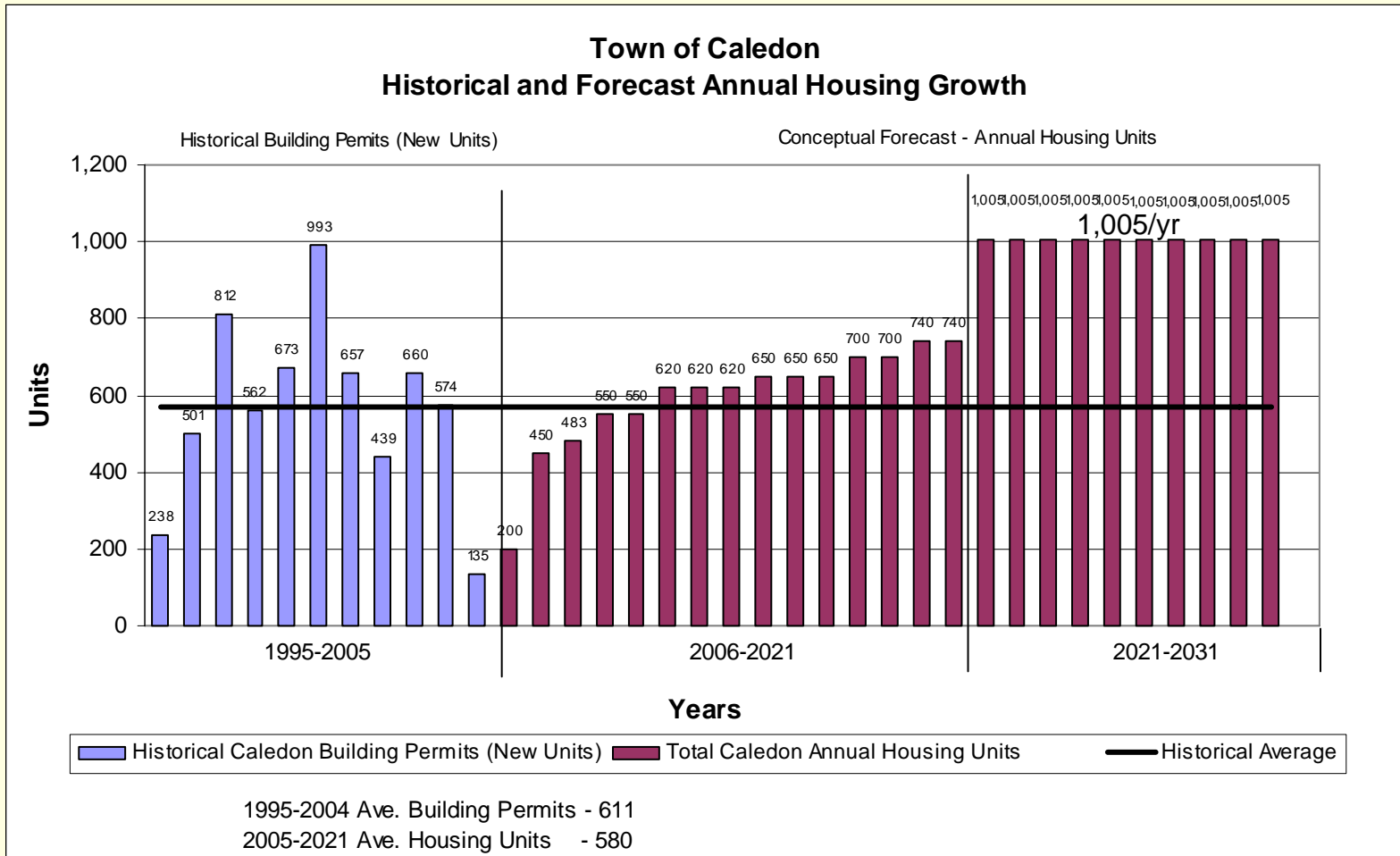


# 2031 Option C: 108,000



1995-2004 Ave. Building Permits - 611  
 2005-2021 Ave. Housing Units - 580

# 2031 Option D: 114,000

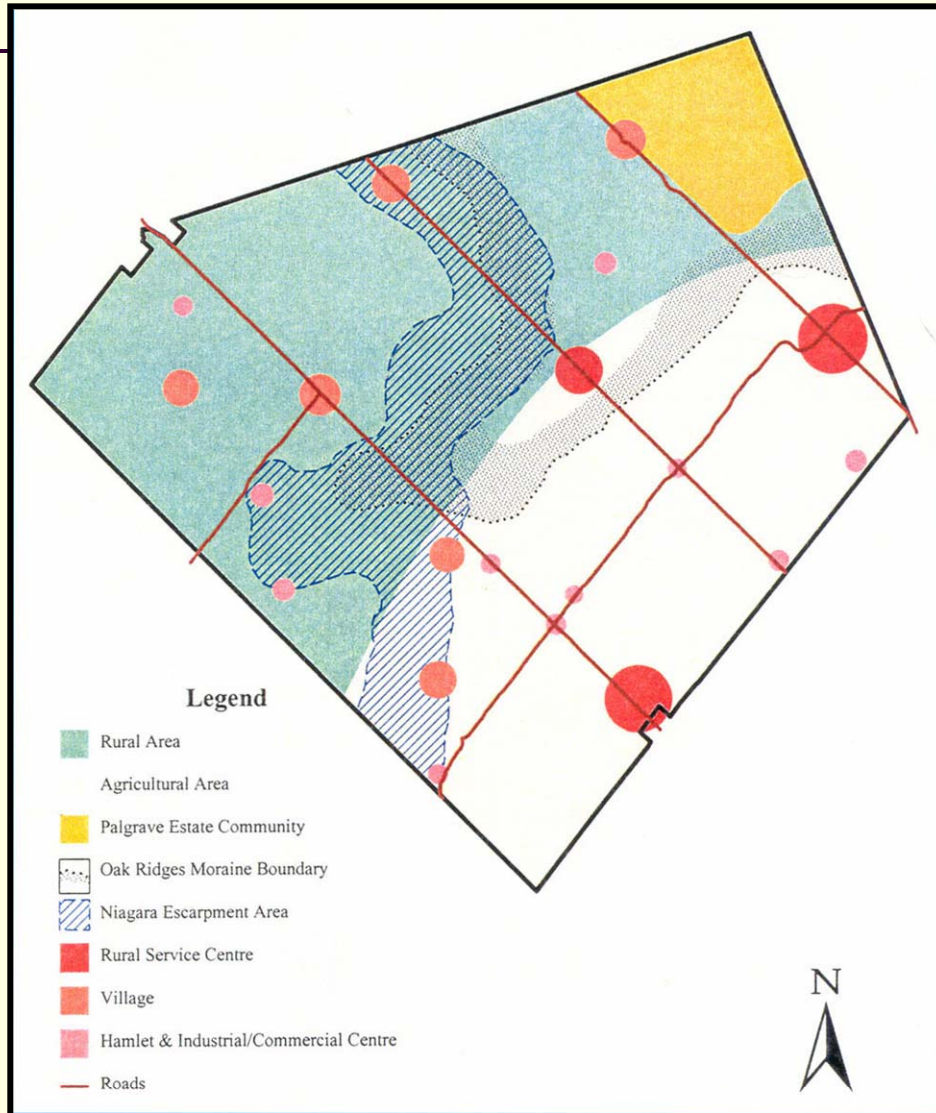


# Population Distribution Issues

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- Rural Service Centres/Rural
- Mayfield West/South Albion-Bolton
- 2031 Allocations
- 2021 Allocations

# Town Structure



## Rural Service Centres

Bolton

Mayfield West

Caledon East

## Rural

Villages

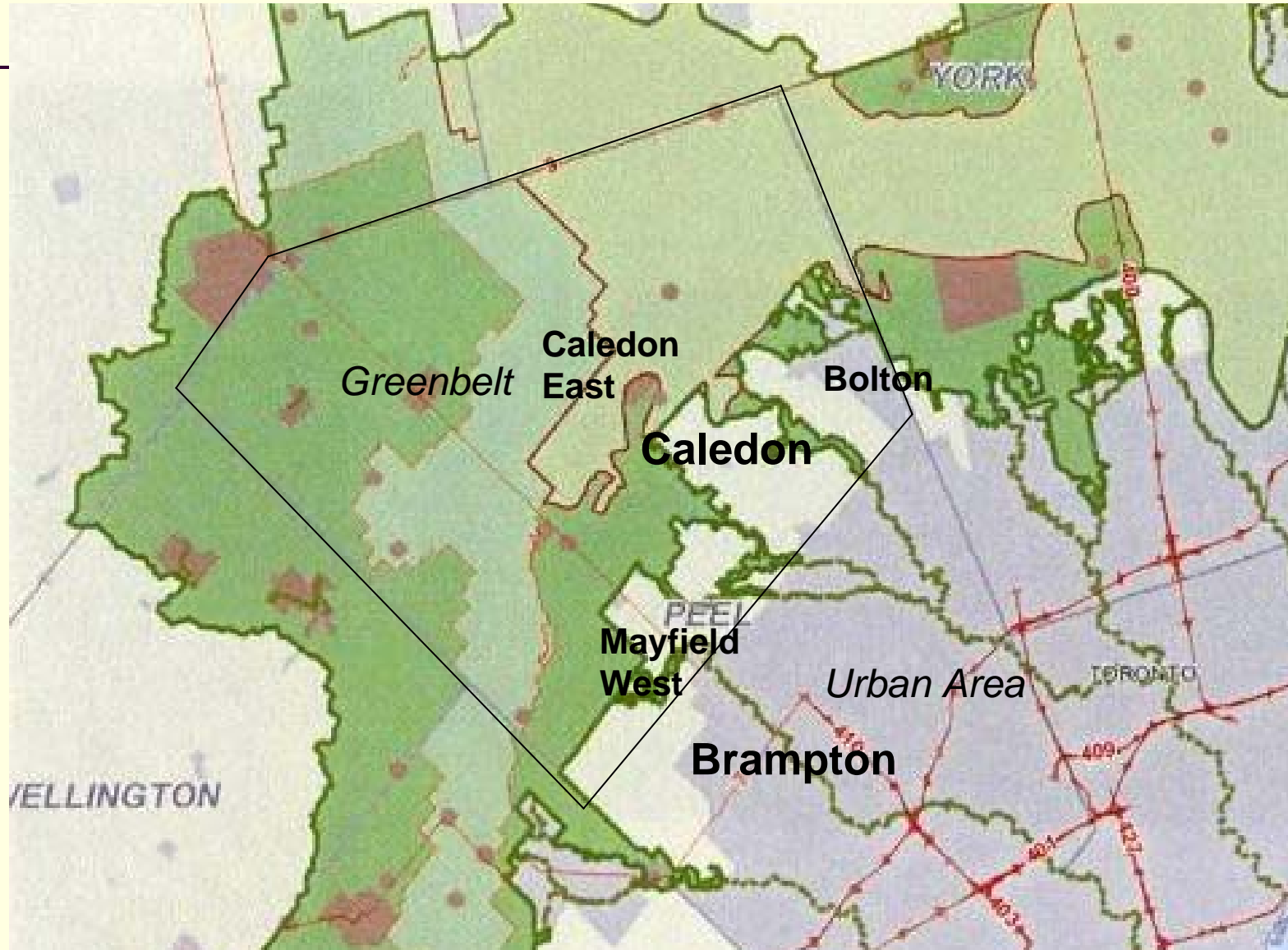
Hamlets

Industrial/Commercial  
Centres

Palgrave Estate Community

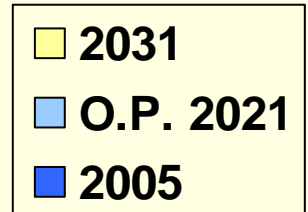
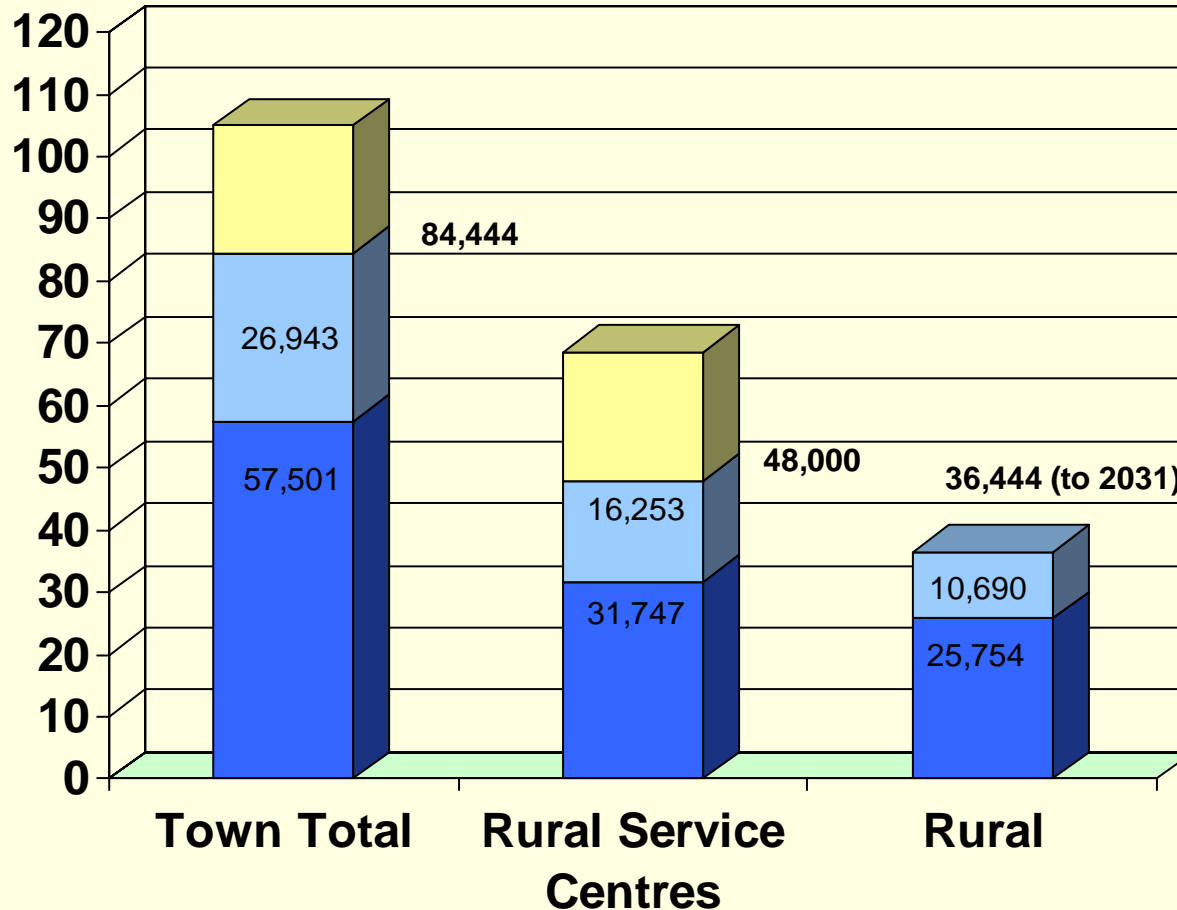
Agricultural and Rural Areas

# Caledon Greenbelt and “Whitebelt”



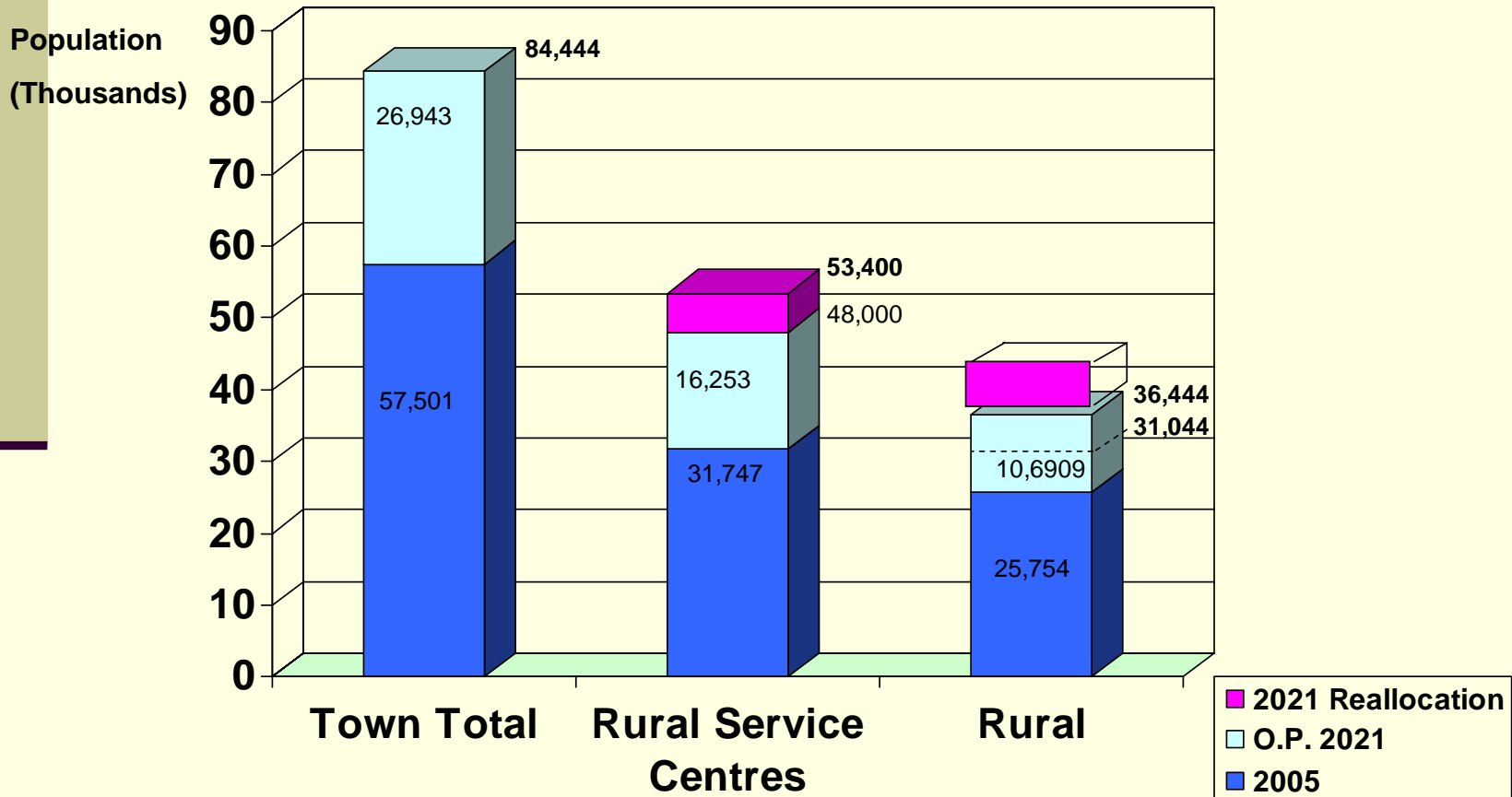
# 2031 Population Distribution shown September 19, 2005

Population  
(Thousands)



# 2021 Official Plan Forecast: Interim Reallocation from Rural to Rural Service Centres

- 5,400 reallocated from Rural to Rural Service Centres prior to 2021
- Villages build out to their original allocation by 2031, Palgrave Estates builds out to the limit of its developable area by 2031



# SCENARIO 1

## TOWN OF CALEDON POPULATION FORECASTS

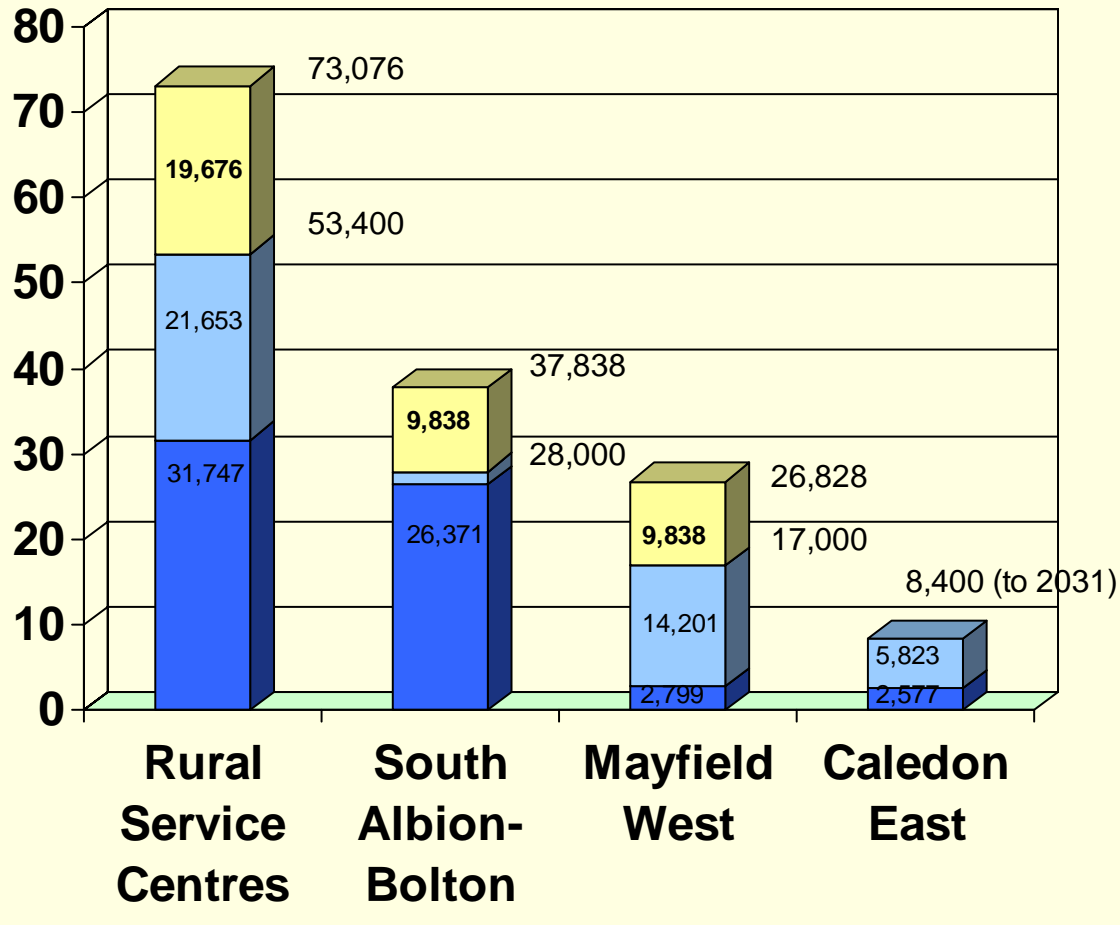
### TO 2021 AND 2031

#### POST 2021 UNALLOCATED POPULATION SPLIT EVENLY BETWEEN MAYFIELD WEST AND SOUTH ALBION-BOLTON

Settlement Category or Land Use Area	2005 Population	2021 OP Population Allocation	2021 Official Plan Revised	Scenario 1 Population Options for 2031			
				<b>1A</b> 88,444	<b>1B</b> 99,500	<b>1C</b> 108,000	<b>1D</b> 114,000
<b>Rural Service Centres</b>							
<i>Bolton</i>	26,371	26,500	28,000	28,000	28,000	28,000	28,000
<i>South Albion</i>				60	5,588	9,838	12,838
South Albion-Bolton	26,371	26,500	28,000	28,060	33,588	37,838	40,838
Mayfield West	2,799	13,100	17,000	17,060	22,588	26,838	29,838
Caledon East	2,577	8,400	8,400	8,400	8,400	8,400	8,400
<b>Total Rural Service Centres</b>	<b>31,747</b>	<b>48,000</b>	<b>53,400</b>	<b>53,520</b>	<b>64,576</b>	<b>73,076</b>	<b>79,076</b>
<b>Rural</b>							
Villages	5,292	10,462	8,000	10,462	10,462	10,462	10,462
Hamlets	1,253	1,617	1,617	1,617	1,617	1,617	1,617
Industrial Commercial Centres	173	170	170	170	170	170	170
Palgrave Estates	2,981	8,000	4,500	5,600	5,600	5,600	5,600
Remaining Rural	16,055	16,195	16,757	17,075	17,075	17,075	17,075
<b>Total Rural</b>	<b>25,754</b>	<b>36,444</b>	<b>31,044</b>	<b>34,924</b>	<b>34,924</b>	<b>34,924</b>	<b>34,924</b>
<b>Total Population</b>	<b>57,501</b>	<b>84,444</b>	<b>84,444</b>	<b>88,444</b>	<b>99,500</b>	<b>108,000</b>	<b>114,000</b>
<b>Post 2021 Growth Allocated 50/50 to MW&amp;SA</b>				<b>120<sup>1</sup></b>	<b>11,176</b>	<b>19,676</b>	<b>25,676</b>

# Scenario 1: 2021-2031 Growth Split Equally Between Mayfield West and South Albion

Population  
(Thousands)



**SCENARIO 2**

**TOWN OF CALEDON POPULATION FORECASTS**

**TO 2021 AND 2031**

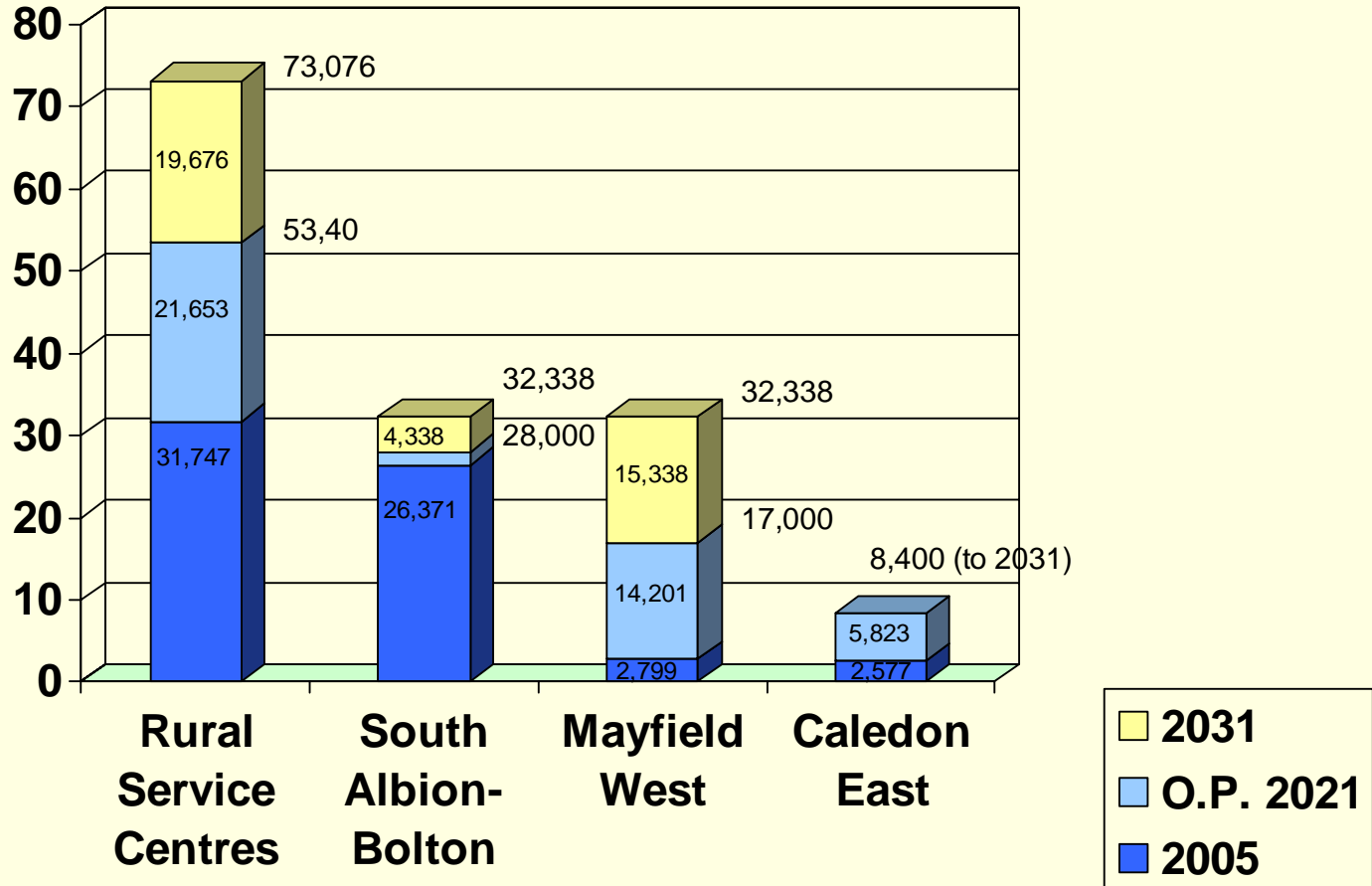
**UNALLOCATED GROWTH POST 2021 ASSIGNED TO MAYFIELD WEST UNTIL IT REACHES 28,000 THEN REMAINDER SPLIT EVENLY WITH SOUTH ALBION**

Settlement Category or Land Use Area	2005 Population	2021 OP Population Allocation	2021 Official Plan Revised	Scenario 2 Population Options for 2031			
				<b>2A 88,444</b>	<b>2B 99,500</b>	<b>2C 108,000</b>	<b>2D 114,000</b>
<b>Rural Service Centres</b>							
<i>Bolton</i>	26,371	26,500	28,000	28,000	28,000	28,000	28,000
<i>South Albion</i>	0	0	0	0	88	4,338	7,338
South Albion-Bolton	26,371	26,500	28,000	28,000	28,088	32,338	35,338
Mayfield West	2,799	13,100	17,000	17,120	28,088	32,338	35,338
Caledon East	2,577	8,400	8,400	8,400	8,400	8,400	8,400
<b>Total Rural Service Centres</b>	<b>31,747</b>	<b>48,000</b>	<b>53,400</b>	<b>53,520</b>	<b>64,576</b>	<b>73,076</b>	<b>79,076</b>
<b>Rural</b>							
Villages	5,292	10,462	8,000	10,462	10,462	10,462	10,462
Hamlets	1,253	1,617	1,617	1,617	1,617	1,617	1,617
Industrial Commercial Centres	173	170	170	170	170	170	170
Palgrave Estates	2,981	8,000	4,500	5,600	5,600	5,600	5,600
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<b>Post 2021 Growth Allocated to MW and SA</b>				<b>120</b>	<b>11,176</b>	<b>19,676</b>	<b>25,676</b>
<b>Less: Mayfield West Allocation to 28,000</b>				<b>-120</b>	<b>-11,000</b>	<b>-11,000</b>	<b>-11,000</b>
<b>Additional Post 2021 Growth Allocated to MW&amp;SA (50/50)</b>				<b>0</b>	<b>176</b>	<b>8,676</b>	<b>14,676</b>

# Scenario 2: Mayfield West and South Albion-Bolton are Equal in Size by 2031

Population  
(Thousands)



# Evaluation of 8 Population Forecasting Options for 2031

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- Local Growth Overview (LGO) Study 1995
  - 7 Criteria based on the Official Plan Principles, Strategic Direction and Goals
    - Environmental, Quality of Life and Other Planning Matters
    - Public Service Levels
    - Commercial Service Levels
    - Local Job Availability
    - Property Tax Levels
    - Local Business and Property Owner Prosperity
    - Housing Choice and Affordability

# Economic Analysis

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## **C. N. Watson**

- Fiscal Impact
  - Live/Work Potential
  - Commercial Service Levels
  - Growth Assimilation
  - Municipal Servicing
- 
- Need for monitoring of fiscal, service level and growth performance

# Planning Analysis

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## **The Butler Group**

- Consistency with the Town's vision and Growth Management Strategy
- Environmental, Quality of Life and Other Planning Matters
- Urban Structure
- Local Job Availability
- Housing Choice and Affordability
- Public Service Levels and Property Tax Levels
- Local Business and Property Owner Prosperity

# Policy Context and Caledon Official Plan

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- Provincial Population Forecasts
- Environmental Policies
  - Adaptive Environmental Management  
Approach: Monitoring and adjustments to  
growth levels, environmental protection  
measures
- Agricultural Policies

# Recommendations – 2021 Planning Horizon

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- No change to 2021 Town-wide Population and forecast – **84,444**
- Employment forecast will increase from 32,667 to **37,975** (activity rate increases from 39% in the Official Plan to 45%)
- Reallocation of approximately **5,400** from the Villages and Palgrave Estate Residential Community to the Rural Service Centres

# Recommendations – 2021 Planning Horizon

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- 5,400 reallocation will be split between Bolton (1,500), Mayfield West (3,900)
- 1,500 reallocated to Bolton will be accommodated through:
  - Infill, Intensification, remaining vacant lands
  - No change to the Settlement Boundary
- 3,900 reallocated to Mayfield West subject to Policies in ROPA 17
  - Direct additional growth West of Highway 10

# Recommendations – 2031 Planning Horizon

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- Town-wide Population Forecast of **108,000**
- Employment Forecast **48,622** (activity rate of 45%)
- Villages regain their previous population allocation
- Palgrave Estates regains population to the capacity of the developable area
- Remaining population growth split evenly between Mayfield West and South Albion (Scenario 1C)

**SCENARIO 1**

**TOWN OF CALEDON POPULATION FORECASTS**

**TO 2021 AND 2031**

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<b>Post 2021 Growth Allocated 50/50 to MW&amp;SA</b>				<b>120<sup>1</sup></b>	<b>11,176</b>	<b>19,676</b>	<b>25,676</b>

# Adaptive Management Approach

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- Adaptive Management approach will be employed to help meet the following objectives:
  - Environmental
  - Social
  - Fiscal
- Monitoring and Adjustment
  - Monitoring as per Section 6.5 of the Official Plan
  - Five year reviews in 2010 and 2015

# Future Steps

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- 1) Public Comments from tonight's meeting received by June 26
- 2) Study report available shortly
- 3) Agency circulation
- 4) Regional Forecasting Exercise to update Table 1
- 5) Return to Council in July
  - a) Final Report and Recommendations
  - b) Council endorsement of 2031 forecasts and adoption of 2021 allocations
- 6) ROPA process concludes in October
- 7) Final adoption of 2031 forecasts by Council
- 8) Population and employment forecasts will assist to finalize Employment Land needs Study and the Commercial Policy Review

# Economic Analysis

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- Fiscal Impact
- Live/Work Potential
- Commercial Services
- Growth Assimilation
- Municipal Servicing
- Housing Choice and Affordability

# Municipal Fiscal Analysis

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- Fiscal analysis indicates that all residential and non-residential development types considered, are expected to generate a net annual operating fund surplus for the Town except for some semis, townhouses and lower order industrial;
- Expenditure implications of additional development in various locations throughout the Town will vary, depending upon servicing capacity available in each location.

# Municipal Fiscal Analysis

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Fiscal analysis addressed two fundamental questions:

- 1) Is there a clear 2031 growth limit for the Town which, if exceeded, is likely to produce unfavourable, or much less favourable, fiscal results?
- 2) Is there clear fiscal advantage which favours a higher allocation to South Albion than Mayfield West or visa versa (i.e. Scenario 1 vs. Scenario 2)?

# Municipal Fiscal Analysis

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- The answer to Question 1 is potentially “No”, provided that:
  - growth occurs at assessment levels above Caledon fiscal “break-even” point;
  - Town maintains adequate development and user charges;
  - Town implements growth via planning approvals in manner which properly addresses particular servicing needs and funding requirements of each significant new development; and
  - Town monitors its fiscal, service level and growth performance annually, in order to ensure that rate of growth is not outstripping its financial capability, and a plan for maintaining adequate service levels is being implemented.

# Municipal Fiscal Analysis

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With respect to Question 2:

- Fiscal impact of future growth in South Albion has raised an issue as to the form of growth (i.e. as a satellite of Bolton versus an independent, free-standing community); and this issue will require further analysis.
- Growth in South Albion and Mayfield West is fiscally workable, and there is no clear fiscal advantage which favours a higher allocation to one community rather than the other.

# Live/Work Potential

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- One of the general policies of Town's OP is to “enhance the relationship between local employment and population growth” as part of attaining an appropriate balance between Caledon-based jobs and Caledon resident population.
- Achieving a high employment activity rate (local jobs/local population) is important to the Town with respect to building complete communities, increasing taxable assessment, reducing commuting time and road needs and pursuing health, safety and environmental objectives.

# Live/Work Potential

- In 2001 only 33% of those living in Caledon worked within Caledon.
- In 2001 Caledon exported 9,500 jobs, of which 38% were in the industrial sector.

## Town of Caledon Resident Labour Force vs. Town -Based Jobs

Category	Town Labour Force	Town Labour Force Employed in Caledon		Incommuters to Caledon Jobs
			%	
Primary Industry	780	675	87%	185
Industrial and Other	11,815	3,165	26.8%	4,995
Population-Related	9,095	3,290	36%	1,690
Institutional	4,260	1,300	31.0%	1,135
<b>2001 Total</b>	<b>25,950</b>	<b>8,430</b>	<b>32.5%</b>	<b>8,005</b>
	2001 Caledon Jobs (incl. work at home)		16,435	

Source: Statistics Canada, 2001 Census

# Employment Growth

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- A key objective of the Town is to attract and increase local jobs which are well-suited to housing, income and needs of local resident labour force.
- Industry attracted to Caledon because of highway access, west GTA location, available serviced land supply, the Bolton community, the inter-modal, Pearson Airport, etc.
- Both South Albion and Mayfield West anticipated to attract considerable employment growth over the forecast period.
- Live/work potential in Mayfield West may be slightly lower than South Albion given its freeway accessibility to Brampton and Mississauga.

# Forecast Employment Activity Rates

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- Caledon's activity rate (local jobs: residents) is presently approximately 33%. The existing OP 2021 target is 39%.
- Caledon can and should raise its sights to 45% by 2021 and 2031.
- The highest forecast activity rate is anticipated to occur with Option A followed by B, C, and D.
- Most of employment growth is anticipated to be industrial which is anticipated to largely occur whether there is additional population growth in Caledon or not.

# Commercial Services

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- Having a full range of quality retail, restaurant, entertainment and personal service options is very important to Caledon's appeal as a place to live.
- Options C and D are preferred to A and B, in that they involve sufficient growth to underwrite a tangible increase in the range of local department store, other retail and service establishments.

# Growth Assimilation

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- The Town's ability to successfully assimilate growth is enhanced when much of that growth occurs on a balanced, dispersed basis in two different, widely-separated locations such as Mayfield West and South Albion.
- Option A involves a dramatic reduction in housing production in comparison with recent history (1995-2005).
- Option D involves a significant absolute increase in housing activity.

# Growth Assimilation

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- Options B & C straddle either side of the 1995-2005 annual housing production average.
- In percentage terms, all of the growth options investigated for the 2021 to 2031 period are below the Town's annual population growth over the 1995-2005 period.

# Municipal Servicing

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- Analysis provides a review of growth impact on a municipal service-by-service basis.
- Municipal services such as roads, fire, and libraries operate on a service-area basis and will be directly impacted by the location and amount of growth.
- This in turn affects the Town's operating and capital spending requirements and its fiscal condition. It also affects the level of Town service which can be provided to communities throughout Caledon.
- Based on our review it would appear that the Region of Peel can accommodate the amounts of growth in South Albion and Mayfield West being considered.

# Housing Choice and Affordability

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- The Town's OP has an objective to “promote and foster the availability of housing for all income groups, including those with special needs”.
- In addition, it is the Town's objective to “maintain at all times at least a ten year supply of land designated and available for residential development and residential intensification”.

# Housing Choice and Affordability

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- Over the 2005-2021 period, the Town anticipates developing increasing quantities of townhouse and apartment housing. This trend would continue over 2021 to 2031 period.
- As a result, the Town will have greater scope to achieve more housing choice and affordability under the higher growth Options C and D, and to a lesser extent, option B.
- Option A would provide very limited opportunity in this regard

# Conclusions/Recommendations

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- At the end of the exercise, one is left with the view that Option A does not meet many of the Town's objectives and is not realistic in anticipating virtually no growth, D is overly aggressive, while Options B and C are desirable and workable.
- From an economic/demographic perspective, Option C is preferred, as it most comparable to both historical and anticipated demand, while providing an appropriate balance between population and employment.
- These economic considerations must then be considered as part of the Town's other OP principles, strategic directions and goals.

# Comments and Notification

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- Please provide your comments by June 26 to the Planning and Development Department.
- To order a copy of the Study Report, please contact the Planning and Development Department or check the Town's web site.
- If you wish to be notified of the Council date, please fill in the sign-in sheet.
- If you wish to be notified of Council's decision, please submit a written request to the Planning and Development Department.

# Contact Information

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Town of Caledon  
Planning and Development Department  
6311 Old Church Road  
Caledon East ON L7C 1J6  
Ph. 905-584-2272 or 1-888-CALEDON  
Fax. 905-584-4325  
[www.caledon.ca](http://www.caledon.ca)

Please address comments and questions to:  
Kathie Kurtz, Senior Policy Planner

Please address requests for notification and copies of the  
Study Report to: Maureen Baker, Administrative Assistant