



**PLANNING AND DEVELOPMENT DEPARTMENT  
Policy Section**

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**Report 2006-49**

To: Mayor and Members of Council  
From: Mary Hall, Director of Planning and Development  
Meeting: August 1, 2006  
**SUBJECT: TOWN OF CALEDON POPULATION AND EMPLOYMENT  
FORECASTS AND ALLOCATIONS: FINAL RECOMMENDATIONS**

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**RECOMMENDATION**      **Requires Action**       **For Information Only**

That the Council for The Corporation of the Town of Caledon:

1. Receive Planning and Development Report 2006-49, Town of Caledon Population and Employment Forecasts and Allocations: Final Recommendations;
2. Endorse the population and employment forecasts and allocations for the 2011, 2021 and 2031 planning horizons contained in Official Plan Amendment 203, Town of Caledon Population and Employment Forecasts and Allocations;
3. Request the Region of Peel to amend the Regional Official Plan to include the growth forecasts for Caledon contained in OPA 203;
4. Direct staff to continue to participate in the comprehensive review of the Regional forecasts which is currently underway;
5. Direct that the Employment Land Needs Study and Commercial Policy Review sub-components of the South Albion-Bolton Community Plan continue on the basis of the proposed population and employment forecasts contained in OPA 203;
6. Direct staff to commence work on the Terms of Reference for an expansion to the Mayfield West Rural Service Centre west of Highway 10 in late 2006;
7. Direct that the Town adopt an adaptive management approach to ensure that the growth forecasts for 2031 meet the environmental, social and fiscal objectives of the Town;
8. Direct that the Town implement the adaptive management approach by initiating a monitoring program in accordance with Section 6.5 of the Official Plan and that the growth forecasts be reviewed at the time of the five year review on the basis of the results of the monitoring; and,

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**Planning & Development Department - Policy Section  
Report 2006-49**

**July 26, 2006**

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9. Direct that copies of Planning and Development Report 2006-49 and Official Plan Amendment 203 be forwarded to the Region of Peel, the City of Brampton, the City of Mississauga and to relevant agencies and departments.

## HIGHLIGHTS

The recommended population and employment forecasts and allocations were presented to Council on May 16, 2006 in Planning and Development Report 2006-36 as *Amended* and are summarized in the Highlights section of that report. While the recommendations have generally been retained in this report, the Highlights section has been amended to indicate that an increase to the 2021 employment forecast is being recommended, a minor modification is being made to the 2031 employment forecast and to clarify that a small portion of the population growth between 2021 and 2031 will be allocated to the Rural category in the Official Plan with the majority of the growth being distributed between Mayfield West and South Albion-Bolton.

Planning and Development Report 2006-49 recommends that:

### **2021 Planning Horizon**

1. There will be no change to the 2021 Town-wide population forecast that is currently included in the Official Plan, so that the 2021 Town-wide population will remain at 84,444. The 2021 employment forecast will increase from 32,667 to 37,975.
2. There will be a reallocation of approximately 5,400 people from the Villages and the Palgrave Estate Residential Area to the Rural Service Centres.
3. The 5,400 reallocation will be split between Mayfield West (3,900) and Bolton (1,500). The 1,500 reallocation to Bolton will be accommodated within the existing settlement area through infill, intensification and the development of the remaining vacant lands. There is no need to adjust the settlement boundary for residential purposes before 2021 in Bolton. The 3,900 population reallocation to Mayfield West will be located subject to the policies of ROPA 17 which direct additional growth to the west of Highway 10.

### **2031 Planning Horizon**

4. The Town-wide population forecast for 2031 will be 108,000 and the employment forecast will be 48,622.
5. The Town-wide population increase of 23,556 between 2021 and 2031 will be distributed as follows: 19,676 will be distributed equally between Mayfield West and South Albion-Bolton; 2,462 will be allocated to the Villages to restore their previous forecast in the current Official Plan, and the remainder will be allocated to the Rural category which includes lands in the Agricultural Area, Rural Area and the Palgrave Estate Community.

### **2006 Through 2031**

6. The Town will adopt an adaptive management approach to ensure that the 2031 growth forecasts meet the environmental, social and fiscal objectives of the Town. To implement the adaptive management approach it is recommended that the Town monitor the indicators listed in Section 6.5 of the Official Plan and review the growth forecasts at the time of the five year review taking into account the results of the monitoring program.

### **TERMINOLOGY**

Throughout this report and the associated study report, reference is made to a number of terms that may require clarification. A glossary of Commonly Used Terms is attached to this report as Appendix "D".

### **BACKGROUND**

The development of the recommended population and employment forecasts and allocations was undertaken as one of three sub-components of the South Albion-Bolton Community Plan. The other two sub-components are the Employment Land Needs Study and Commercial Policy Review. The South Albion-Bolton Community Plan was initiated through the approval of a General Terms of Reference by Council on May 4, 2004 (Planning and Development Report 2004-32). The work on the three sub-components commenced following the approval of a detailed Terms of Reference by Council on February 22, 2005 (Planning and Development Report 2005-16). Council also authorized the retention of The Butler Group Consultants Inc. as overall planning advisor, C.N. Watson and Associates Ltd. to prepare the population forecasts, assess fiscal impacts and complete the Employment Land Needs Study, and W. Scott Morgan to complete the Commercial Policy Review.

The purpose of the Population and Employment Forecasting and Allocations sub-component was initially to provide an updated population allocation and employment number for South Albion-Bolton and updated employment numbers to serve as the basis for determining residential, employment and commercial land needs. However, a review of the Town-wide population and employment forecasts was first required to provide a population allocation to South Albion-Bolton.

The Town-wide population and employment forecasting exercise has taken on increased importance as the project has progressed and has necessitated an enhanced level of effort. This is due to the need to prepare forecasts for the 2031 planning horizon in the context of the Provincial and Regional forecasts, the movement of Mississauga and Brampton toward a 2031 forecasting time frame, and the implications for other parts of the Town beyond South Albion-Bolton, notably Mayfield West. The population and employment forecasts and allocations are also necessary to provide inputs to the Employment Land Needs Study and Commercial Policy Review.

The study to develop the population and employment forecasts and allocations has been completed. Population and employment forecasts and allocations for the 2031 planning horizon and minor modifications to the population allocations for the 2021 planning horizon were recommended to Council by Planning and Development staff and the consultants on May 16, 2006 through Planning and Development Report 2006-36 as *Amended*, which is attached to this report as Appendix "E". Planning and Development Report 2006-36 as *Amended* outlined in detail the study process, the public consultation program and the consultation with agencies and Town departments. The report also described the population and employment forecasting options and the potential scenarios for distributing population among Caledon's communities. Finally, the report described the process for evaluating these options and scenarios and provided the rationale for selecting the preferred population and employment forecasts and allocations.

In addition to recommending the population and employment forecasts and allocations for 2021 and 2031, Planning and Development Report 2006-36 as *Amended* made a number of other recommendations to Council. For instance, as an amendment is required to the Region of Peel Official Plan to incorporate the 2031 population and employment forecasts, it was recommended that Council request the Region to incorporate the proposed population and employment forecasts for the 2031 planning horizon into its review of the Regional forecasts which is currently underway.

Furthermore, an adaptive management approach was recommended to ensure that the proposed growth between 2021 and 2031 will meet the environmental, social and fiscal objectives of the Town as outlined in the Principles, Strategic Directions and Goals in the Official Plan. Planning and Development Report 2006-36 as *Amended* recommended that the Town initiate monitoring of environmental, social and fiscal indicators as outlined in Section 6.5 of the Official Plan and that the growth forecasts be reviewed through the five-year Official Plan review process on the basis of the results of the monitoring. Planning and Development Report 2006-36 as *Amended* presented a draft Official Plan Amendment (OPA 203) to include the recommended forecasts and allocations in the Official Plan. Council adopted the recommendations and authorized staff to hold a Statutory Public Information Meeting on June 12, 2006 to obtain public comments. Council also directed staff to circulate the report and Official Plan Amendment to the relevant agencies and departments for their comment.

Following the Public Information Meeting, the full Study Report titled "*Town of Caledon Population and Employment Forecasts and Allocations Phase 3 Report*" prepared by The Butler Group Consultants, C.N Watson and Associates and Town Planning and Development staff was made available to the public in draft form.

On July 4, 2006, Council adopted OPA 208, the Mayfield West Secondary Plan and a resolution directing that the Employment Land Needs Study examine the need for additional employment lands in Mayfield West and the location of these lands.

The purpose of this Planning and Development Report is to 1) discuss the comments that have been received from the public and the relevant agencies and departments in

response to the Public Information Meeting and circulation; and 2) to present the final recommendations of the Population and Employment Forecasting and Allocations study.

## DISCUSSION

### Study Process and Public/Agency Consultation

The development of the Town's population and employment forecasts and allocations was based on a review of Provincial, Regional and Town policies and a review of the Town's previous growth performance, particularly over the last ten years. A number of Town-wide population forecasting options for the 2031 planning horizon were developed and presented to the public for comment at two Community Meetings in June and September, 2005. It was suggested that the 2021 to 2031 growth should be allocated to the Rural Service Centres of Mayfield West and South Albion. Caledon East would attain its 2021 population growth according to the Caledon East Secondary Plan, but no further expansion was contemplated as Caledon East is located within the Oak Ridges Moraine and the Greenbelt. No change was proposed to the 2021 population forecast of 88,444, but it was suggested that some population numbers could be reallocated from the rural area to the Rural Service Centres before 2021.

The population forecasting options for 2031 were refined following the Community Meetings and the study team ultimately considered four alternative population forecasting options that reflected annual housing unit increases that were higher and lower than the Town's previous annual unit increases. These forecasting options were: A) 88,444; B) 99,500; C) 108,000 and D) 114,000. Options B, C and D had been presented at the Community Meeting on September 19, 2005. Option A was developed later in response to requests from the public at the Community Meeting for a low growth alternative. Two population allocation scenarios were considered: 1) that the post-2021 growth would be distributed equally between Mayfield West and South Albion-Bolton; and 2) that Mayfield West would grow until it had attained the size of Bolton and thereafter, the remaining population growth would be split equally between Mayfield West and South Albion-Bolton. The four population forecasting options and the two distribution scenarios are shown on Figures 1 and 2 which are included in this report as Appendices "A" and "B".

The specific population reallocations from communities in the rural area to the Rural Service Centres were defined for the 2021 planning horizon. The 2021 population allocation for the Villages was proposed to be reduced from 10,462 to 8,000 based on an assessment of growth potential within this time frame. The population that had been assumed for the Palgrave Estate Residential Community would be reduced from 8,000 to 4,500 to reflect anticipated growth and also the reduced area of land that can be developed as a result of the Oak Ridges Moraine Conservation Plan. Population numbers would be restored to the rural area in the post-2021 period to bring the Villages back to their original allocation, to allow the Palgrave Estate Residential Community to grow to the potential of its reduced developable area and to provide some growth in the Agricultural and Rural areas. The majority of the reallocated population (3,900) would go to Mayfield West to increase the critical mass of the new community, and 1,500

would be allocated to Bolton to allow for infill and intensification and the development of lands that are currently vacant within the settlement area. The population numbers resulting from the proposed reallocations are shown on Figures 1 and 2.

The evaluation process involved considerable discussion on the part of the public, agencies and Town departments. Opportunities for public comment on the evaluation criteria were provided at the Community Meeting on September 19, 2005 and community groups were specifically invited to comment in January, 2006. The Caledon Environmental Advisory Committee (CEAC) sub-committee for the South Albion-Bolton Community Plan met with staff and the consultants and presented a report to Council on April 18, 2006 (CEAC Report 2006-02: A Sustainable Growth Option for the Town of Caledon). The CEAC report recommended that an adaptive management approach be adopted which would evaluate the impact of growth and allow the Town to make adjustments to the growth forecasts if necessary. The adaptive management approach has been incorporated into the recommendations presented to Council by staff and the consultants.

The Local Growth Overview Study (LGO), the growth management study completed in 1995 that resulted in the current forecasts in the Official Plan, used seven criteria for evaluating potential levels of growth that were based on the Principles, Strategic Directions and Goals of the Official Plan. These seven criteria were adapted for use in the Economic Analysis of the forecasting options prepared by C.N. Watson and Associates Ltd. and the Planning Analysis completed by David Butler of The Butler Group as part of this study. Some additional policy-related matters were also considered by Planning and Development staff. This resulted in the following considerations being taken into account in the evaluation:

- Environmental, Quality of Life and Other Planning Matters
- Public Service Levels/Municipal Servicing
- Commercial Service Levels
- Local Job Availability/Live-Work Potential
- Property Tax Levels/Fiscal Impact
- Local Business and Property Owner Prosperity
- Housing Choice and Affordability
- Consistency with the Town's vision and Growth Management Strategy
- Urban Structure
- Environmental Protection
- Agricultural Land Protection
- Provincial and Regional Growth Forecasts

The evaluation process included consultation with Regional Planning and Public Works staff and Town staff including the Directors of the Recreation and Property and Public Works and Engineering departments, the Fire Chief, the Chief Librarian, the Town's Transportation Planner, the Economic Development Department, the Treasurer, the Chief Administrative Officer and the Senior Management Team.

Preliminary results of the evaluation process were presented for discussion at a Council workshop on February 27, 2006, which was attended by members of the public including representatives of community groups, the Chamber of Commerce and agents representing development interests.

### **Evaluation Results**

The analysis of the four population forecasting options and two population distribution scenarios, which is described in detail in Planning and Development Report 2006-36 as *Amended*, revealed that certain evaluation criteria favoured the lower population growth options while other criteria favoured the higher options. For some criteria, a significant difference among the options could not be discerned and/or the outcomes depend on certain conditions being met. For example, with respect to environmental considerations, it is difficult to assess the impacts of the forecasting options because quantitative data is not available, and it may be that the effects of growth are more dependent on the location and form of growth and the effectiveness of environmental protection measures than on population numbers.

The Study Team concluded that Scenario 1C) as shown on Figure 1 provided the best balance of benefits and, overall, best met the objectives of the Town. In Scenario 1C), the Town-wide population forecast for 2031 would be 108,000, and the majority of the growth between 2021 and 2031 would be allocated equally to Mayfield West and South Albion. Scenario 1C) also includes population allocations for the other communities in Caledon for 2031. The Study Team also concluded that while the Town-wide population for 2021 should not change, population should be reallocated from the rural area to Mayfield West and Bolton within the 2021 planning horizon.

A preferred employment forecast for 2031 of 48,701 was identified. This employment forecast is based on an activity rate (ratio of jobs to population) of about 45%. The Study Team also determined that the employment forecast for 2021 should increase from 32,667 to 37,975 to achieve a 45% activity rate. This is a considerable improvement from a live/work perspective over the activity rate associated with the currently approved population and employment forecasts for the 2021 time frame, which is about 38%.

Due to the potential for changes to occur over time, the Study Team concluded that environmental, social and fiscal indicators should be monitored on an ongoing basis and that the Town should review the forecasts periodically to ensure that growth is sustainable. C. N. Watson has advised that the anticipated fiscal benefits of growth are conditional on the financial parameters remaining consistent with the assumptions used in the study and has recommended that the Town monitor its fiscal, service level and growth parameters annually to ensure that growth is fiscally sustainable and adequate service levels are maintained.

### **Public and Agency Comments**

For the most part, the comments received from the public prior to the presentation of Planning and Development Report 2006-36 to Council on May 16, 2006 have been

considered in the evaluation process. As noted in that report, there were submissions made by agents representing landowners in Mayfield West and South Albion that the Study Team had not yet had the opportunity to fully assess. The report indicated that they would be considered as input into the study. These submissions included comments provided by KLM Planning Partners Inc. on behalf of Solmar Development Corporation dated May 2, 2006 and by Glen Schnarr & Associates Inc. on behalf of the Mayfield Station Group dated May 4, 2006. Since that time, further comments have been submitted by Glen Schnarr & Associates, dated May 25, 2006 and by Lyn Townsend Renaud on behalf of Solmar dated June 26, 2006. The Solmar and Mayfield Station comments are addressed in the next section of this report.

No comments have been received from agencies or Town departments in response to the circulation of the proposed Official Plan Amendment.

A variety of comments and information requests were made by members of the public at the Statutory Public Information Meeting on June 12, 2006. Responses to the questions asked by the public were provided verbally by the Study team. Many of the comments and information requests related to transportation, specifically the status of provincial highways and the need for public transit to service growing areas. There was a concern that build-out would occur too quickly and information was provided by the Study Team as to how this could be avoided. It was also suggested that planning should be undertaken for the post-2031 period. Other public comments related to the location of growth in Mayfield West and South Albion.

Comments specifically related to the population forecasts included a concern that the reduced population allocation for the Palgrave Estates Community would compromise the development rights of the landowners. The Study Team observed that the Oak Ridges Moraine Conservation Plan had reduced the land area that could be developed, and the population allocation should reflect that reduction. In addition, the new population allocation was based on the rate of growth that was occurring in the area. Furthermore, a consultant speaking on behalf of landowners north of Bolton requested that additional population be allocated to Bolton before 2021 and this comment has also been made in writing. A representative of the Chamber of Commerce expressed the view that the population forecasts are too low.

Several business owners in Bolton have made a submission expressing concerns regarding the level of growth allocated to Bolton for the 2021 time frame. They feel that the population increase will be too small to support business sustainability and growth.

The Chamber of Commerce has submitted written comments in a letter dated June 26, 2006 expressing four major points:

- (a) That the report does not address the higher density development, affordable housing and brownfield redevelopment initiatives of Places to Grow or the Smart Growth initiatives;
- (b) That the population forecast for 2031 should be between 114,000 and 125,000 (based on the Provincial forecasts for the Region of Peel);

- (c) That the population projections should be shown alongside the employment land projections to clearly link the two concepts and show that the intent of future growth is to create a sustainable live/work pattern;
- (d) That the report clearly state that the Town of Caledon is required to take on a percentage of the Provincial population forecast for the Region of Peel.

The Chamber of Commerce urged that large parcels of employment land be designated to address the imbalance of industrial/commercial vs. residential assessment, and that residential growth should take place only after the employment lands are predetermined and the necessary infrastructure is in place.

In response to the Chamber's comment 1), the Official Plan Amendment proposes to amend only the population and employment numbers in the Official Plan. Density, housing types and redevelopment of brownfields (or other areas) will be addressed at the community plan level. Certainly, the proposed addition of 1,500 people to Bolton without a settlement expansion will promote redevelopment and higher density housing.

In response to comment 2), the level of growth that has occurred over the last ten years has been sustainable for the Town from an environmental, fiscal and servicing perspective. The forecasting exercise has explored four options that represent levels of growth that are higher and lower than historic growth levels. The four options were evaluated based on the Town's objectives and policy considerations set out in the Official Plan. The evaluation results indicated that, while higher levels of population growth have certain advantages such as enhanced commercial services, they also have certain disadvantages such as a decrease in the activity rate and increased issues regarding assimilation of growth. The proposed 2031 population forecast of 108,000 is intended to balance the advantages and disadvantages of growth.

In response to comment 3), while the population and employment forecasting study does not deal specifically with employment land needs (this will be addressed through the Employment Land Needs Study), it does address the activity rate (ratio of population to employment), which is the indicator of the live/work potential. A table showing the proposed population and employment forecasts for 2021 and 2031 and their associated activity rates compared with the 2001 figures and currently approved figures for 2021 is shown on Figure 3 which is included in this report as Appendix "C". The new employment forecasts for 2021 and 2031 represent an increase over the currently approved activity rate for 2021.

In response to comment 4), the Provincial forecasts are one of the reasons the Study Team has not identified a lower growth option as the preferred option. Caledon has, however, taken the position that it would develop forecasts that were based on local considerations rather than being determined by the market forces that were the basis for the Provincial forecasts. The Provincial growth forecast applies to the Region as a whole, and the distribution of the forecast will be addressed through a Regional population forecasting exercise that is being undertaken jointly with the three area municipalities.

In response to the comment by Chamber of Commerce advocating the designation of employment lands, the Town of Caledon is reviewing the need to designate additional employment land. The amount of employment land that can be designated is limited by the Provincial policy requirement to justify the conversion of Prime Agricultural land to other uses. The Town's Employment Land Needs Study will provide the justification for potential settlement boundary expansions to increase the amount of employment land. In considering the referenced imbalance in the industrial/commercial assessment and the residential assessment, it should be noted that the fiscal impact analysis prepared by C. N. Watson and Associates has indicated that most forms of residential development have a net positive fiscal impact, whereas some forms of industrial development do not. Consequently, a specific ratio of residential to non-residential development does not necessarily ensure fiscal sustainability. It is therefore important to maintain an overall balance based on the fiscal impact of the land use types.

Written comments dated June 26, 2006 have been received from EMC Group Limited on behalf of Sorrento Developments Limited, which owns land north of Columbia Way. The comments advocated a higher 2021 population for Bolton and the expansion of the Bolton settlement area north of Columbia Way. EMC is of the opinion that these lands have more merit for 'greenfield development' than other lands being considered elsewhere in the Town and has requested that the options for allocating 'greenfield development' within the 2021 planning horizon be evaluated. EMC has also requested that the Town undertake a comprehensive assessment to assess the merits of 'greenfield expansion' and population allocations and that this assessment consider the lands north of Columbia Way.

In response to EMC's comments, the Study Team has undertaken a comprehensive review in which the population allocations and the alternative locations for development within the 2021 time frame have been evaluated. The evaluation criteria and process have been documented in the Population and Employment Forecasts and Allocations Study Report and were summarized in Planning and Development Report 2006-36 as *Amended* which was presented to Council on May 16, 2006. The alternative locations for the post-2021 residential growth allocated to South Albion-Bolton will be evaluated through a comprehensive study process as outlined in the South Albion-Bolton Community Plan Terms of Reference. The lands north of Columbia Way will be considered in the analysis. This work will take place at a future date to provide for the need for additional land to accommodate the post-2021 growth in South Albion-Bolton.

### **Solmar and Mayfield Station Group Submissions**

#### ***Solmar Development Corporation***

A submission prepared by KLM Planning Partners Inc. dated May 2, 2006 was provided to Council on May 16, 2006 by Lyn Townsend Renaud acting as a delegation for Solmar Development Corporation. Further comments from Lyn Townsend Renaud were provided on June 26, 2006 with attached comments by Clayton Research. The Solmar submissions are attached to this report as Appendix "F". The submissions were prepared in support of the designation of land in South Albion for residential growth.

They summarize the conclusions of a consultant team that was retained by Solmar to review the data and conclusions of the Town's consultants.

An earlier report prepared for Solmar by Clayton Research Associates Limited titled "South Albion-Bolton Community Growth Management Issues" dated December 19, 2005, had been provided to the Study Team in January, 2006. That report has been reviewed by C.N. Watson and Associates, the Town's consultants, and is referenced in the Study Team's response. As noted, further comments from Clayton Research Associates were appended to the June 26, 2006 letter from Lyn Townsend Renaud.

The major points raised by Solmar are summarized below, followed by the Study Team's response:

1. In basing its population projections on historic rates of growth, the Town has not adequately addressed the demand side of population and housing projections. The projections should be guided by the Provincial projections for the Greater Golden Horseshoe set out in *Places to Grow*, the Provincial Growth Plan and should be higher to meet the demand as defined by the Province.

#### Response

The Provincial forecasts are for the Region of Peel as a whole, and conformity to *Places to Grow*, the Provincial Growth Plan, will be addressed at the Regional level through a Regional forecasting exercise, which is now underway. As directed in *Places to Grow*, the Regional forecasts will be distributed in consultation with the area municipalities. Nevertheless, the Study Team has recognized that the Provincial forecasts anticipate growth and has therefore recommended population forecasting Option C rather than the lower population forecasting options.

It has not been determined that conformity to the Provincial forecasts will require a higher population forecast for Caledon and it is premature to draw this conclusion based on current area municipal forecasts alone. Other aspects of the Provincial Growth Plan must be considered in making this determination. The comprehensive Regional forecasting exercise will also address all aspects of conformity including the intensification target and the density target for Greenfield development as well as the population forecasts. The Regional forecasting exercise will incorporate information that is not currently available such as intensification opportunities in Mississauga and Brampton.

2. The projection methodology used by the Province has indicated the need for specific housing types. The Solmar consultants have identified a shortfall of residential units in the Region of Peel, and specifically, a shortage of single, semi-detached and row housing units. It is suggested that the majority of this housing will have to be accommodated in Caledon as Mississauga is full and Brampton is planned to its limits.

Response

While the Provincial forecasts were based on a Compact Scenario which assumed a specific mix of housing types and the draft version of *Places to Grow* included household forecasts, the draft version did not include any directions regarding housing types. The final version of *Places to Grow* released on June 16, 2006 no longer contains household forecasts. Given the Provincial policy directions promoting intensification and higher density development in *Places to Grow*, it is unlikely that the Province would have a concern about a greater proportion of higher density housing in the Region of Peel.

The basis for the numbers provided by KLM Planning Partners Inc. to identify a shortfall of 25,585 ground-related units is not clear. The December 19, 2005 report prepared by Clayton Research Associates Ltd. identified a shortfall of 27,357 ground oriented housing units. C. N. Watson has questioned why there is a difference in the two numbers and how the assumptions regarding housing types have been derived, as Brampton has not identified the unit types on its designated land.

3. There is currently a shortfall of land supply to meet projected demand and meet the Provincial Policy Statement (PPS) requirements regarding the supply of residential units. It is therefore suggested the 2021 population forecast should be increased. The Town's analysis has been confined to the 2021 to 2031 period and has not addressed the 2021 forecast.

Response

C.N. Watson and Associates in conjunction with the Town of Caledon undertook a comprehensive review of the appropriate population and employment growth for the Town of Caledon from 2005-2021 based on a number of economic indicators including: historical building permits (1996-2005), forecast housing construction (2006-2031), historical employment land absorption (1997-2004), and comparative population and employment growth analysis for selected GTA municipalities (1991-2031). Based on this analysis it was determined that the 2021 Official Plan population forecast of 84,444 is still valid. On the other hand, their analysis indicated that the 2021 Official Plan employment forecast of 32,667 was understated and they are recommending that the employment forecast be increased to 37,975.

Furthermore, in approving the 2021 population forecast in 1997, the OMB recognized that the population in Caledon's communities would not necessarily be dictated by the market. Caledon's population forecasts are based on the Town's growth management strategy and vision. Therefore, the supply of land that is required under the Provincial Policy Statement would be based on the Town's population forecasts and not on estimates of market demand.

The Study Team agrees that the Town's current supply of registered and draft approved lots is not sufficient. This is precisely why the population and employment

analysis was undertaken. The short term supply of lots to accommodate the desired population growth levels will be addressed through the Mayfield West Secondary Plan, which includes a population growth allocation of 14,200 from 2005-2021. The comments provided by Solmar suggest that Mayfield West is not designated as a “built-up area” in *Places to Grow*; and is therefore not an approved growth area. However, an expansion to the Mayfield West Rural Service Centre boundary has been designated in the Regional Plan through the approval of ROPA 17. This expansion will accommodate the population forecast for Mayfield West that was approved in 1997.

4. Prior to 2021, one-third of the growth in single and semi-detached housing will be outside the “3 existing settlement areas”. This is contrary to *Places to Grow*, the PPS and the Town’s Official Plan which focuses growth in the settlement areas.

#### Response

The distribution of population growth between the rural area and the three Rural Service Centres for the 2021 planning horizon was approved in 1997 and the majority of the rural growth is directed to designated settlement areas: the Villages and the Palgrave Estates Residential Community. The Study Team is recommending that the population allocation for the rural area be reduced by 5,400 persons and that this population be reallocated to Mayfield West and Bolton. This recommendation is consistent with the Provincial Growth Plan, the PPS and Town’s Tri-Nodal Growth Strategy.

5. The development of employment lands will be hampered by the lack of a population “conveniently accessible” to the employment lands. The postponement of population growth to the post-2021 period will prevent the projected activity rate from being realized.

#### Response

The Town’s employment activity rate is forecast to increase from 32.5% in 2001 to 45% in 2021. While the Town’s population-related employment (i.e. retail and institutional) is expected to be directly impacted by local population growth, growth on the Town’s employment lands will be influenced by a number of local and regional factors (i.e. 400 series Highway access and exposure, access to Pearson International Airport, inter-modal access, readily available serviced land supply, etc.) Local labour force availability is another factor which will impact the demand for employment lands, but this will not be the primary driver of growth given the proximity of municipalities to Caledon with major population levels (i.e. Brampton, Vaughan, and Mississauga).

#### ***Mayfield Station Group***

The comments provided by Glen Schnarr & Associates Inc. dated May 4, 2006 on behalf of the Mayfield Station Group were submitted in response to ROPA 17, the Regional Official Plan Amendment for Mayfield West. ROPA 17 expanded the Mayfield West

Rural Service Centre boundary to include lands on the east side of Highway 10 for the development of a new community and Section 5.4.3.2.9 of the Amendment specified that any additional growth would be located on the west side of Highway 10. This section of ROPA 17 also directed that studies to determine the exact land requirements and fulfill the Provincial and Regional study requirements for settlement boundary expansions would be completed before an Official Plan Amendment would be adopted to include the lands within the Rural Service Centre.

To expedite development on the lands owned by the Mayfield West Station Group, Mr. Schnarr is requesting that the ROPA for the 2031 population and employment forecasts designate an expansion to the Mayfield West Rural Service Centre boundary on the west side of Highway 10.

In his second letter of May 25, 2006 in response to Planning and Development Report 2006-36 as Amended, Mr. Schnarr made a similar request; that the ROPA to amend the population table in the Regional Plan also amend certain Regional Plan schedules to provide for the location of the proposed reallocation of 3,900 population to Mayfield West prior to 2021.

#### Response

While acknowledging the direction of ROPA 17 to direct additional population growth in Mayfield West to the west side of Highway 10, the Population and Employment Forecasting and Allocations study has intentionally avoided addressing the location of development in Mayfield West or South Albion. From the point of view of the South Albion-Bolton Community Plan, the intent is to establish the 2031 population and employment forecasts in the Region of Peel Official Plan and the Caledon Official Plan as a basis for future land use planning. Any consideration of locational issues in relation to this Regional Plan Amendment has the potential to extend the study time frame and delay the adoption of the 2031 forecasts by Regional Council.

Further, the studies noted in ROPA 17 have not been completed and therefore the proposed expansion of the Mayfield West Rural Service Centre boundary would not be in conformity with the Regional Official Plan. The expansion of Mayfield West will take place through a two-step process. The first step is to allocate the additional population through OPA 203 and the second step will be to determine the land area. Town staff will begin to develop the Terms of Reference for step two in late 2006.

#### Study Team Findings and Observations

The Study Team consisting of the Town's consultants and Planning and Development staff has considered the comments that have been submitted by the public and agencies in response to the recommendations provided to Council in Planning and Development Report 2006-36 as Amended on May 16, 2006. The Study Team finds that, on the basis of these comments, no change to the recommendations is warranted. The Study Team continues to view the recommended population forecasts and allocations as the option that provides the best balance between realizing the benefits of growth and avoiding disbenefits. This is a locally determined forecast that meets the environmental, social

and fiscal objectives of the Town, maintains the Town's vision as expressed in the Tri-Nodal Growth Strategy and contributes to the development of communities while recognizing the potential for growth in the wider planning context.

The Study Team does have one additional observation related to the post-2021 growth in South Albion-Bolton. As noted previously in this report, the Population Forecasting Options and allocations being considered increased the population of the existing Bolton settlement area by 1,500 prior to 2021 to allow for some infill and redevelopment and the development of the remaining vacant lands. However, the growth allocation for South Albion-Bolton in post-2021 period was not geographically located. Considering that the potential opportunities for infill and redevelopment in Bolton would generate additional population beyond the 1,500 reallocation, it may be appropriate at some future date to allocate additional population within the current boundary of Bolton in the 2021 to 2031 planning horizon. This matter could be considered at the time the post-2021 residential development is being determined in South Albion. The decision would take into account the progress of infill development in Bolton in the interim period.

### **Proposed Changes to OPA 203**

Official Plan Amendment 203 (OPA 203) will incorporate the recommended population and employment forecasts and allocations into Chapter 4 of the Official Plan dealing with population and employment. A draft version of OPA 203 was appended to Planning and Development Report 2006-36 as *Amended*. The draft version included the forecasts for 2031, the population reallocations for 2021 and the necessary adjustments to the 2011 numbers to reflect the 2021 population reallocations. Several changes to the numbers have been made in the final version of OPA 203 that is being presented to Council for endorsement.

OPA 208, the Mayfield West Secondary Plan which was adopted by Council on July 4, 2006 contains a specific population allocation for 2011 of 11,769. This number is larger than the 2011 population that was assumed in the draft version of OPA 203. Table 4.3 in OPA 203 has been updated to reflect the new 2011 population allocation. This results in a corresponding increase to the 2011 population allocation for the Rural Service Centres on Table 4.2 and Town-wide forecast shown on Table 4.1.

Further changes include the addition of the new larger employment forecast of 37,975 for 2021 in Table 4.1 and a corresponding increase to the 2011 employment forecast to 27,894. The 2031 employment forecast has been changed from 48,701 to 48,622 to reflect the number in Table 4-8 of the background study report by C.N. Watson and Associates.

### **Future Steps**

Council cannot formally adopt the changes to the Town-wide population and employment forecasts that are contained in the Regional Plan until they have been adopted by Regional Council. Similarly, the changes to the population allocations within the Town are based on the new Town-wide forecasts and consequently they cannot be adopted until the Town-wide forecasts are adopted by Regional Council. It is apparent

that all of the numbers contained in OPA 203, which is attached to this report as Appendix "G", are linked in one way or another to the forecasts in the Regional Plan. For this reason, Council is being requested to endorse the numbers in OPA 203 and to provide the direction to request the Region of Peel to incorporate them into the Regional Plan through a Regional Official Plan Amendment (ROPA).

Regional Planning staff will be presenting a report to Regional Council on August 3, 2006 requesting authorization to hold a Public Information Meeting on ROPA 18, the population and employment forecasting Amendment for Caledon. The public meeting will be scheduled for September 7, 2006. It is expected that Regional Council will consider the Amendment in October.

Following the adoption of ROPA 18 by Regional Council, Caledon Council will be able to adopt the Local Official Plan Amendment, OPA 203.

The Region of Peel is undertaking a comprehensive population forecasting exercise that will address the requirements of *Places to Grow*, the Provincial growth plan. A separate ROPA will be initiated to bring the Regional Plan into conformity with *Places to Grow* within the three year period specified by the Provincial policy. Caledon Planning and Development staff will continue to participate in the Regional forecasting exercise and report to Council as appropriate concerning its progress and status. A report will be presented to Council at the conclusion of the Regional study process.

Council's endorsement of the population and employment forecasts in OPA 203 at this time will provide direction to staff to continue the Employment Land Needs Study and the Commercial Policy Review on the basis of the forecasts and these studies will be able to proceed to completion. As a settlement boundary expansion is likely to be proposed in South Albion and possibly in Mayfield West, based on Council's resolution of July 4, 2006, based on the recommendations of these studies, certain additional work will be required to fulfill the requirements of the Provincial Policy Statement, the Regional Plan and the Caledon Official Plan. This work will primarily be related to the assessment of the alternative locations for employment lands and will include an environmental analysis, an agricultural impact study, a traffic study in the form of an update to the Caledon Transportation Needs Study, and a servicing analysis. It is intended that a report will be presented to Council in early 2007 requesting that Council authorize a Public Information Meeting.

## **FINANCIAL**

The Fiscal Impact Analysis has determined that the population and employment forecasts and allocations recommended in this report will have a positive fiscal impact and recommends that financial indicators be monitored on an ongoing basis.

## **COMMUNITY WORK PLAN**

The completion of the South Albion-Bolton Community Plan is listed as Objective No. 50 in the Community Work Plan.

## POLICIES/LEGISLATION

The following policies were considered during the preparation of the Population and Employment Forecasts and Allocations:

- *Planning Act*
- *Provincial Policy Statement 2005*
- *Greenbelt Plan*
- *Places to Grow: The Growth Plan for the Greater Golden Horseshoe*
- *Region of Peel Official Plan*
- *Caledon Official Plan*

## CONSULTATIONS

Two Community Meetings have been held on the alternative growth options. Following those meetings, responses were received from the public, landowners and agents representing development interests in the form of questionnaires, letters, emails and verbal comments. In January 2006, community groups including the Chamber of Commerce, the Albion-Bolton Ratepayers Association, the Bolton Residents' Association Group, and the Valleywood Residents' Association were invited to submit comments on the evaluation criteria and responses have been received from these groups. The Caledon Environmental Advisory Group (CEAC) sub-committee on the South Albion-Bolton Community Plan has met with staff and the consultants. CEAC presented a report to Council on April 18, 2006 (CEAC Report 2006-02).

A Statutory Public Information Meeting was held on June 12, 2006, and comments have been received from members of the public.

In addition to the public consultation, the Study Team has consulted with Regional Planning and Public Works staff and Town staff including the Directors of the Recreation and Public Works and Engineering, the Fire Chief, the Chief Librarian, the Town's Transportation Planner, the Economic Development Department, the Treasurer, the Chief Administrative Officer and the Senior Management Team.

Town staff have also consulted with the Toronto Region Conservation Authority (TRCA).

The study recommendations as presented in Planning and Development Report 2006-36 as *Amended*, Town of Caledon Population and Employment Forecasts and Allocations dated May 16, 2006 have been circulated to the relevant agencies and Town departments for comment.

## ATTACHMENTS

Appendix A: Figure 1: Scenario 1 – Town of Caledon Population Forecasts to 2021 and 2031 – Post 2021 Unallocated Population Split Evenly Between Mayfield West and South Albion-Bolton

Appendix B: Figure 2: Scenario 2 – Town of Caledon Population Forecasts to 2021 and 2031 – Post 2021 Unallocated Population Assigned to Mayfield

- Mayfield West until it Reaches 28,000 and then Remainder Split Evenly with South Albion
- Appendix C: Figure 3: Population and Employment Forecasts and Associated Activity Rates
- Appendix D: Glossary of Commonly Used Terms
- Appendix E: Planning and Development Report 2006-36 Town of Caledon Population and Employment Forecasts and Allocations
- Appendix F: Submission to Council by Solmar on May 16, 2006 and comments dated June 26, 2006
- Appendix G: Official Plan Amendment No. 203 (Draft)

## CONCLUSION

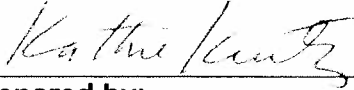
The recommended Population and Employment Forecasts and Allocations for the 2021 and 2031 planning horizons have been developed based on extensive study and public consultation. Public comments have been considered by the Study Team and, where appropriate, have been reflected in the Study findings.

Additional public comments have been provided since the recommendations were presented to Council on May 16, 2006 through Planning and Development Report 2006-36 as Amended: Town of Caledon Population and Employment Forecasts and Allocations and since the Statutory Public Information Meeting was held on June 12, 2006.

The Study Team has considered the public comments and concluded that no change to the recommendations presented to Council on May 16, 2006 is warranted on the basis of these comments. The Study Team continues to recommend the Tri-Nodal Growth Strategy, which is designed to provide an equitable distribution of population and municipal services throughout the Town, as an effective basis for planning future population growth. This Strategy should be maintained through the 2031 planning horizon. It is recommended that some adjustments be made to the 2021 population allocations to provide for infill and intensification in Bolton and a greater critical mass of population in Mayfield West while maintaining the Town-wide population of 84,444. In the 2021 to 2031 planning period, it is recommended that the Town-wide population increase by about 23,500 to 108,000, and that the majority of the population growth be split equally between Mayfield West and South Albion. This level of growth is expected to provide the best outcome, in particular in its support of community development in Mayfield West and South Albion.

To ensure that future growth continues to meet the environmental, social and fiscal objectives of the Town, an adaptive management approach, involving monitoring the effects of growth and periodic review of the forecasts, should be adopted. A policy framework for undertaking monitoring is provided in Section 6.5 of the Official Plan. The five year-reviews of the Official Plan will provide an opportunity to assess the progress and effects of future growth.

The Study Team therefore recommends that Council endorse the population and employment forecasts and allocations in OPA 203 so that they can be incorporated into the Region of Peel Official Plan and the Caledon Official Plan and so that they can be used as input to complete the Employment Land Needs Study and Commercial Policy Review.



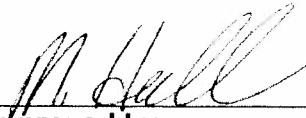
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**Prepared by:**  
**Kathie Kurtz**  
**Senior Policy Planner**



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**Recommended by:**  
**Dan Kennaley**  
**Manager of Planning Policy**



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**Approved by:**  
**Mary Hall**  
**Director of Planning and Development**

**Figure 1**

<b>SCENARIO 1</b>							
<b>TOWN OF CALEDON POPULATION FORECASTS</b>							
<b>TO 2021 AND 2031</b>							
<b>POST 2021 UNALLOCATED POPULATION SPLIT EVENLY BETWEEN MAYFIELD WEST AND SOUTH ALBION-BOLTON</b>							
Settlement Category or Land Use Area	2005 Population	2021 OP Population Allocation	2021 Official Plan Revised	Scenario 1 Population Options for 2031			
				1A 88,444	1B 99,500	1C 108,000	1D 114,000
<b>Rural Service Centres</b>							
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;B</b>				<b>120<sup>1</sup></b>	<b>11,176</b>	<b>19,676</b>	<b>25,676</b>

1. 4,000 total population growth - 3,880 to three rural areas = 120 remaining.

**Figure 2**

<b>SCENARIO 2</b>						
<b>TOWN OF CALEDON POPULATION FORECASTS</b>						
<b>TO 2021 AND 2031</b>						
<b>UNALLOCATED GROWTH POST 2021 ASSIGNED TO MAYFIELD WEST UNTIL IT REACHES 28,000 THEN REMAINDER SPLIT EVENLY WITH SOUTH ALBION</b>						
Settlement Category or Land Use Area	2005 Population	2021 OP Population Allocation	2021 Official Plan Revised	Scenario 2 Population Options for 2031		
				2A 88,444	2B 99,500	2C 108,000
<b>Rural Service Centres</b>						
Bolton	26,371	26,500	28,000	28,000	28,000	28,000
South Albion	0	0	0	0	88	7,338
Mayfield West	2,799	13,100	17,000	17,120	28,088	32,338
Caledon East	2,577	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>79,076</b>
<b>Rural</b>						
Villages	5,292	10,462	8,000	10,462	10,462	10,462
Hamlets	1,253	1,617	1,617	1,617	1,617	1,617
Industrial Commercial Centres	173	170	170	170	170	170
Palgrave Estates	2,981	8,000	4,500	5,600	5,600	5,600
Remaining Rural	16,055	16,195	16,757	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>Total Population</b>	<b>57,501</b>	<b>84,444</b>	<b>84,444</b>	<b>88,444</b>	<b>99,500</b>	<b>114,000</b>
<b>Total Unallocated Growth</b>				120	11,176	25,676
<b>Less: Mayfield West Allocation to 28,000</b>				-120	-11,000	-11,000
<b>Additional Post 2021 Growth Allocated to MW&amp;B (50/50)</b>				0	176	14,676

**Figure 3**

**Population and Employment Forecasts and Associated Activity Rates**

Planning Horizon	Population Forecast	Employment Forecast	Activity Rate
2001 (Actual)	51,596	16,448	31.9%
2021 OP Approved	84,444	32,667	38.7%
2021 OP Revised	84,444	37,975	45.0%
2031	108,000	48,622	45.0%

Source: Historical data based on Statistics Canada 2001 Census

### **Commonly Used Terms**

**Activity Rate:** Ratio of the number of jobs to population

**BAR:** Bolton Arterial Route

**Bolton, South Albion and South Albion-Bolton:**

Bolton refers to the existing community and this term will be used when describing development, such as infill, that could occur within the existing settlement boundaries of Bolton. South Albion is the area that is under study for potential new development outside the current boundary of Bolton after 2021. South Albion-Bolton is used to describe the entire Study Area for the South Albion-Bolton Community Plan including the existing Bolton settlement area together with the surrounding rural lands. The term South Albion-Bolton also refers to the community that will ultimately develop in the south east area of the Town including the existing community of Bolton and the future development in South Albion.

**CVC:** Credit Valley Conservation

**Land Use Options:**

Potential areas for locating future residential and employment land in South Albion. Six Land Use Options were presented at the Community Meeting for the South Albion-Bolton Community Plan on June 27, 2005. In response to a submission by a developer, the number of Options was increased to eight.

**Population and Employment Forecasts and Population Allocations:**

The population and employment forecasts refer to the Town-wide forecasts, whereas the Population Allocations refer to the distribution of population among the various communities within the Town. The employment forecast is not allocated among the communities. This is consistent with the terminology of Section 4.0 of the Official Plan (Population and Employment). Section 4.0 allocates future population growth to Bolton, Mayfield West and Caledon East individually, but allocates population to the Villages as a group, the Hamlets as a group and the Industrial/Commercial Centres as a group. It also allocates population to the 'Rural' category (see definition).

**Population and Employment Forecasting Options:**

Alternative Town-wide population and employment numbers for the 2031 planning horizon. A number of different Options have been presented throughout the study process. Four Population Forecasting Options are evaluated in this report using two Population Distribution Scenarios.

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**Population Distribution Scenarios:**

These Scenarios relate to the distribution of population growth between 2021 and 2031. The majority of the growth will be distributed between Mayfield West and South Albion. Scenario 1 distributes the population growth equally between the two communities and Scenario 2 directs growth to Mayfield West until it has reached the size of Bolton and then distributes the growth equally.

**LGO:**

The Local Growth Overview study completed in 1995 that developed the Population Forecasts and Allocations for 2021 that are in the current Official Plan.

**LOPA:** Local Official Plan Amendment; an amendment to the Caledon Official Plan.

**OPA 114:**

The Official Plan Amendment that included the Population and Employment Forecasts and Allocations recommended in the LGO and the associated Growth Management Strategy into the Caledon Official Plan.

**ORMCP:** Oak Ridges Moraine Conservation Plan

**ROP:** Region of Peel Official Plan

**ROPA:** Regional Official Plan Amendment

**'Rural':**

The 'Rural' category appears on Table 4.2 in the Official Plan which indicates the population allocations by settlement category or land use area. 'Rural' includes lands in the Agricultural Area designation, the Rural Area designation and the Palgrave Estate Residential Community. Although the population of the Palgrave Estate Residential Community is included in the 'Rural' population in the Official Plan, this report will specifically discuss a population allocation for the Palgrave Estate Residential Community as it is a key component of the proposal to reallocate population within the 2021 planning horizon.

**Rural Area:**

The Rural Area is a designation in the Official Plan denotes areas with marginal capability for agriculture. The policies related to this designation encourage the maintenance and preservation of the existing character of the rural landscape.

**Rural:**

The term Rural in the context of Figures and showing the Population Distribution Scenarios 1 and 2 and the related discussion includes all the areas outside of the Rural Service Centres of Bolton, Caledon East and Mayfield West. These figures provide population allocations for the Rural area as a whole and the Villages, Hamlets, Industrial Commercial Centres, the Palgrave Estate Residential Community and the Remaining Rural (the Agricultural Area and Rural Area designations).

**TRCA:** Toronto Region Conservation Authority

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PLANNING AND DEVELOPMENT DEPARTMENT  
Policy Section

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**Report 2006-36 As Amended**

To: Mayor and Members of Council  
From: Mary Hall, Director of Planning and Development  
Meeting: May 16, 2006  
**SUBJECT: TOWN OF CALEDON POPULATION AND EMPLOYMENT  
FORECASTS AND ALLOCATIONS**

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**RECOMMENDATION**      Requires Action       For Information Only

That the Council for The Corporation of the Town of Caledon:

1. Receive Planning and Development Report 2006-36: Town of Caledon Population and Employment Forecasts and Allocations;
2. Authorize staff to proceed with a Statutory Public Information Meeting regarding the proposed Official Plan Amendment No. 203 dealing with population and employment forecasts and allocations for the 2021 to 2031 planning horizons and to schedule the Public Information Meeting on June 12, 2006;
3. Direct that the Town adopt an adaptive management approach to ensure that the growth forecasts for 2031 meet the environmental, social and fiscal objectives of the Town;
4. Direct that the Town implement the adaptive management approach by initiating a monitoring program in accordance with Section 6.5 of the Official Plan and that the growth forecasts be reviewed at the time of the five year review on the basis of the results of the monitoring;
5. Request the Region of Peel to incorporate the Town of Caledon's proposed population and employment forecasts for the 2031 planning horizon into the review of the Regional forecasts which is already underway; and,
6. Direct that copies of Planning and Development Report 2006-36 **As Amended** and the proposed Official Plan Amendment No. 203 be forwarded to the Region of Peel, the City of Brampton and the City of Mississauga and circulated to relevant agencies and departments for their comment.



## HIGHLIGHTS

Planning and Development Report 2006-36 recommends that:

### ***2021 Planning Horizon***

1. There will be no change to the 2021 Town-wide population and employment forecasts that are currently included in the Official Plan so that the 2021 Town-wide population will remain at 84,444 and the employment forecast remains at 32,667.
2. There will be a reallocation of approximately 5,400 people from the Villages and the Palgrave Estate Residential Area to the Rural Service Centres.
3. The 5,400 reallocation will be split between Mayfield West (3,900) and Bolton (1,500). The 1,500 reallocation to Bolton will be accommodated within the existing settlement area through infill, intensification and the development of the remaining vacant lands. There is no need to adjust the settlement boundary for residential purposes before 2021 *in Bolton. The 3,900 population reallocation to Mayfield West will be located subject to the policies of ROPA 17 which direct additional growth to the west of Highway 10.*

### ***2031 Planning Horizon***

4. The Town-wide population forecast for 2031 will be 108,000 and the employment forecast will be 48,701.
5. The population increase of 23,500 between 2021 and 2031 will be distributed equally between Mayfield West and South Albion.

### ***2006 Through 2031***

6. The Town adopt an adaptive management approach to ensure that the 2031 growth forecasts meet the environmental, social and fiscal objectives of the Town. To implement the adaptive management approach it is recommended that the Town monitor the indicators listed in Section 6.5 of the Official Plan and review the growth forecasts at the time of the five year review taking into account the results of the monitoring program.

## TERMINOLOGY

Throughout this report and the appended studies, reference is made to population and employment forecasts and population allocations. The population and employment forecasts refer to the Town-wide forecasts, whereas the allocations refer to the distribution of population among the various communities within the Town. This is consistent with the terminology of Section 4.0 of the Official Plan (Population and Employment). Section 4.0 allocates future population growth to Bolton, Mayfield West and Caledon East individually, but allocates population to the Villages as a group, the Hamlets as a group and the Industrial/Commercial Centres as a group. It also allocates



population to the 'Rural' category. The 'Rural' category includes lands in the Agricultural Area and Rural Area designations and the Palgrave Estate Residential Community. Although the population of the Palgrave Estate Residential Community is included in the 'Rural' population in the Official Plan, this report will specifically discuss a population allocation for the Palgrave Estate Residential Community as it is a key component of the proposal to reallocate population within the 2021 planning horizon.

Throughout this report, reference will be made to Bolton, South Albion and South Albion-Bolton. Bolton refers to the existing community and this term will be used when describing development, such as infill, that could occur within the existing settlement boundaries of Bolton. South Albion is the area that is under study for potential new development outside the current boundary of Bolton after 2021. South Albion-Bolton is used to describe the entire Study Area for the South Albion-Bolton Community Plan including the existing Bolton settlement area together with the surrounding rural lands. The term South Albion-Bolton also refers to the community that will ultimately develop in the south east area of the Town including the existing community of Bolton and the future development in South Albion.

The words "options" and "scenarios" are used in the discussion of the alternative population and employment forecasts and allocations. The word "options" is used to describe the four alternative population numbers that were considered in determining the Town-wide population for 2031. The word "scenarios" relates to the distribution of the post 2021 population growth between Mayfield West and South Albion. The two alternative scenarios are: Scenario 1 - splitting the population growth equally between the two communities; and Scenario 2 - directing all growth to Mayfield West until it has reached the 2021 population of Bolton and then splitting the population growth equally between the two communities.

## **BACKGROUND**

### **Town of Caledon Principles, Strategic Direction and Goals**

The Town of Caledon Official Plan articulates a vision for the Town in its Principles, Strategic Direction and Goals. The Official Plan states that the Town will seek to balance the three Principles: a) preservation, protection and enhancement of natural physical features and biological communities, and cultural heritage resources; b) the fostering of communities where individual needs for employment, learning, culture, recreation and physical and social well-being can be satisfied; and c) fiscal sustainability. The Strategic Directions indicate that the Town will manage the rate of growth in a manner consistent with these Principles and that the rate and type of growth may be different from that which would be dictated by the market.

The Strategic Directions state that "a hierarchy of settlements will be maintained as the focus for future growth, and the majority of new development will be concentrated in the Rural Service Centre settlements of Mayfield West, Bolton and Caledon East." This settlement structure, which is known as the Tri-Nodal Growth Strategy, is intended to "optimize orderly development and convenient access to services for residents, protect and steward ecosystems, focus growth away from sensitive cultural resources and support municipal fiscal sustainability".



The Tri-Nodal Growth Strategy and the related population and employment forecasts for the 2021 planning horizon were approved through the Ontario Municipal Board hearing regarding Official Plan Amendment 114 (OPA 114) in 1997. In its decision the OMB confirmed that Caledon should be allowed to implement its Tri-Nodal Growth Strategy for a period of at least ten years.

### **Planning Context**

Since the approval of OPA 114 in 1997, the Province has taken a more active role in planning in the Greater Toronto Area and most recently in the larger Greater Golden Horseshoe. In addition to declaring its interests through the Provincial Policy Statement, the Province has prepared plans for specific geographic areas including the Oak Ridges Moraine Conservation Plan which came into effect in November, 2001 and the Greenbelt Plan which came into effect in December, 2004.

The Greenbelt Plan Area includes the Niagara Escarpment Plan Area and the Oak Ridges Moraine Conservation Plan Area. The remainder of the Greenbelt is designated as Protected Countryside. The purpose of the Greenbelt Plan is to indicate where urbanization should not occur, and to provide permanent protection to the agricultural land base and the ecological features and functions within the Plan area. In Caledon, the Greenbelt Plan includes about 80% of the total land area. The remaining 20% of the land in the southern part of the Town where growth may be able to occur has become known as the "white belt". The entire "white belt" area in Caledon is designated Prime Agricultural Area in the Region of Peel Official Plan.

The Province has also developed Places to Grow: the Proposed Growth Plan for the Greater Golden Horseshoe. The latest version of Places to Grow was released in November, 2005 and the final version is expected shortly. The Proposed Growth Plan contains population, household and employment forecasts for the Greater Golden Horseshoe (GGH) and for the upper and single tier municipalities within the GGH through the year 2031. The Growth Plan will guide decisions on where and how growth will occur.

### **South Albion-Bolton Community Plan**

Since the Tri-nodal Growth Strategy was approved in 1997, growth has occurred in the Town of Caledon in accordance with the population and employment forecasts in OPA 114, but the majority of the growth has occurred in Bolton. Following the approval of OPA 114, the majority of the subdivisions in Bolton received rapid approval by the OMB and growth occurred very quickly. As a result, the 2021 population allocation for Bolton has been reached and the settlement is largely built out within its boundaries. The South Albion-Bolton Community Plan process was originally initiated to develop a proactive response to the rapid residential development in Bolton, assess the need for additional employment land and review the commercial policies in Bolton.

As part of this work, a review of the town-wide population and employment forecasts was required to provide an updated population allocation to South Albion-Bolton that would serve as the basis for determining residential, employment and commercial land



needs. It was recognized that with the passage of time since the 2021 forecasts were developed and with the movement of the Province, the Region of Peel, Mississauga and Brampton toward a 2031 planning horizon, it was necessary to develop population and employment forecasts for 2031 for Caledon.

A General Terms of Reference for the South Albion-Bolton Community Plan was approved by Council on May 4, 2004 (Planning and Development Report 2004-32). To expedite the planning process three sub-component studies were given priority. These were the Population and Employment Allocations and Project Advisor sub-component, the Employment Land Needs Study, and the Commercial Policy Review. A detailed Terms of Reference for these sub-components was approved by Council on February 22, 2005 (Planning and Development Report 2005-16). The Butler Group Consultants Inc. was retained as the overall planning advisor for the South Albion-Bolton Community Plan. C. N. Watson and Associates Ltd. was retained to prepare the population and employment forecasts, assess fiscal impacts and determine the need for employment land. W. Scott Morgan was retained to complete the Commercial Policy Review.

The study to develop population and employment forecasts and allocations has been completed. Town-wide population and employment forecasts and allocations have been developed for the 2031 planning horizon. Minor modifications to the population allocations for the 2021 planning horizon are being proposed to better reflect the growth potential of the rural area and the Rural Service Centres of Mayfield West and Bolton. The population and employment forecasts and allocations will be used as inputs to the Employment Land Needs Study and Commercial Policy Review. When the population and employment forecasts and allocations have been established these studies can be completed.

The purpose of this Planning Report is to present the findings and recommendations of the Population and Employment Allocations sub-component for the 2021 and 2031 planning horizons. The process of developing these findings and recommendations is summarized in this Planning and Development report. The process is explained in more detail in the Study Report titled "*Town of Caledon Population and Employment Forecasts and Allocations*" which has been prepared by The Butler Group Consultants, C.N Watson and Associates and Town Planning and Development staff. The Study Report will be provided under separate cover at a later date.

## **DISCUSSION**

### **Process to Date**

A review of Provincial, Regional and Town policies and a review of the Town's previous growth performance, particularly the growth performance in the last ten years provided the foundation for the development of the population and employment forecasts and allocations. A range of three Town-wide population and employment forecasting alternatives for the 2021 to 2031 period were developed initially to provide working population and employment numbers for South Albion-Bolton. A preliminary examination of the residential land needs in South Albion-Bolton considered the provisional population allocation and the capacity to accommodate future growth within the settlement boundary. An initial estimate of the employment land needs was made



based on available land supply, historical absorption rates and employment potential. Six broad scale development options for employment and residential lands were developed and brought forward to the public at the June 27, 2005 Community Meeting.

The purpose of the June 27, 2005 meeting was to introduce the Study to the public, stakeholders and other interested parties. Staff and Councillors were interested in obtaining public input regarding the three alternative population and employment forecasting scenarios and the six land use options for South Albion. Input was received through a questionnaire provided at the Community Meeting as well as additional comments in the form of letters, emails and personal communication. As a result of landowner interest, two additional land use options were added to the study, resulting in a total of eight land use options for South Albion.

Following the Community Meeting the study focused on the population and employment forecasts for Caledon and the allocations for South Albion-Bolton. This was necessary to develop a more precise indication of residential, employment and commercial land needs and to provide the Region of Peel with provisional 2031 forecasts to complete its Servicing Master Plan Update. In addition, interest in the forecasts was developing in other areas of the Town, notably Mayfield West.

A second Community Meeting was held on September 19, 2005 to present four population and employment growth options that had been prepared by the consultants for the 2031 planning horizon and to discuss population distribution issues. The four alternative options for the Town-wide population in 2031 were: 99,500; 105,000; 108,000 and 114,000. Questionnaires were provided at the Community Meeting and subsequently, written comments were received from residents, community groups, landowners and agents on behalf of development interests. Some of the residents in attendance at the Community Meeting expressed the view that there should be a lower growth option than those that were presented. The consultants have since prepared a lower growth option with a population of 88,444. To keep the number of growth options manageable, the intermediate option of 105,000 has been deleted. Accordingly, the four options for consideration in determining the 2031 population for the Town of Caledon are: Option A:88,444, Option B:99,500, Option C:108,000 and Option D:114,000.

During the course of this study, the Study Team met with Regional Planning and Public Works staff on several occasions to discuss the implications of additional growth for Regional services. The Study Team also consulted with Town staff including the Directors of the Recreation and Public Works and Engineering departments, the Fire Chief, the Chief Librarian, the Treasurer and the Chief Administrative Officer regarding the implications of growth for municipal services and finances. The Economic Development Section has also contributed information to the Study Team. In addition, the Study Team met with the Senior Management Team.

The principles of the Tri-nodal Growth Strategy guided the development of population allocations. It is suggested that the post 2021 population growth should be allocated to Mayfield West and South Albion-Bolton. Although Caledon East is also a Rural Service Centre, it is not recommended that additional growth be allocated to this community. A substantial increase in the Caledon East population has already been approved in the Caledon East Secondary Plan, and the lands surrounding Caledon East are located in



the Oak Ridges Moraine Conservation Plan and the Greenbelt Plan. The Strategic Directions of the Official Plan recognize the geophysical constraints to growth in Caledon East and indicate that the community will not be as large as Mayfield West and Bolton.

Two scenarios for distributing population growth were prepared: Scenario 1 – future population growth would be split evenly between Mayfield West and South Albion-Bolton and Scenario 2 – Mayfield West would receive additional growth until it would be similar in size to Bolton and thereafter the growth would be split evenly so that both communities would be of equal size by 2031. These two distribution scenarios and the four population growth options resulted in eight possible population forecasting alternatives as shown on the tables in Figure 1 and Figure 2. The employment forecasts associated with the four population growth options are shown on Figure 3.

It is also proposed that prior to 2021, additional population could be allocated to the major growth areas of South Albion-Bolton and Mayfield West by reallocating population from the Villages and the Palgrave Estate Residential Area. This would allow for infill, intensification and the development of the existing vacant land in Bolton and an increase to the critical mass of population in Mayfield West without changing the 2021 Town-wide population of 84,444. The proposed reallocations are shown on Figures 1 and 2.

The alternative population forecasting options and distribution scenarios for 2031 and the proposed reallocations for 2021 were presented to Council at a workshop on February 27, 2006.

### **Population and Employment Growth Evaluation**

A comprehensive evaluation of the four population growth options and two distribution scenarios for 2031 and the associated employment forecasts was undertaken. The starting point for the consideration of evaluation criteria was the Local Growth Overview (LGO), a study completed in 1995 as part of the development of OPA 114. The LGO study evaluated a number of population growth options and recommended the population forecasts and allocations for the 2021 planning horizon that are currently in the Official Plan. The seven evaluation criteria that were used in the LGO exercise were:

- 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

In the current exercise of developing population forecasts and allocations for 2031, the selection and refinement of evaluation criteria for assessing the eight population options was the subject of considerable discussion and public comment. The criteria used in the LGO study are still appropriate as they were developed based on the Principles, Strategic Direction and Goals contained in the Official Plan. The consultants adapted



the original LGO criteria for use in undertaking the analysis from an economic and planning perspective.

The economic analysis completed by C.N. Watson and Associates considered:

- Fiscal Impact
- Live/Work Potential
- Commercial Service Levels
- Growth Assimilation
- Municipal Servicing

The planning analysis completed by The Butler Group considered:

- 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

In addition to the criteria used in the economic and planning analyses, two other issues have been examined by Town staff to reflect the current planning context and Town priorities. These include Agricultural Land and the Provincial and Regional Growth Forecasts. Environmental Considerations have also been addressed as a separate criterion by Town staff in recognition of the priority given to the Town's ecosystem principle, goal and objectives in the Official Plan as a basis for land use planning decisions.

At this point, sites for settlement expansion have not been identified and therefore the specific environmental impacts of growth cannot be assessed. In general, the South Albion and Mayfield West Study Areas are preferable locations for growth as they are both located outside of the Greenbelt Plan area and full municipal services are available. The environmental policies of the Official Plan direct that the future planning processes in all communities including Mayfield West and South Albion appropriately address the protection of the environment.

An environmental issue that has been raised in relation to development in the Mayfield West and South Albion Study Areas is the downstream impact of surface water and stormwater run-off on the receiving rivers and streams. The conservation authorities are undertaking watershed studies that identify impacts of development on water quality and quantity and that will recommend improved stormwater management practices.

The Caledon Environmental Advisory Committee (CEAC) in their report to Council: A Sustainable Growth Option for the Town of Caledon (CEAC Report 2006-02) of April 18, 2006, observed that there is currently no quantifiable environmental evidence to support the selection of a specific growth option. The CEAC report recommended that the Town adopt an adaptive environmental management framework that would "allow the Town to



adjust this growth forecast based on targets and sustainability-focused performance measures". The adaptive environmental management approach will require environmental monitoring as growth occurs to determine if and when improved environmental protection measures or adjustments to the timing or amount of growth are needed.

An environmental monitoring program is envisioned in Section 6.5 of the Official Plan. This section directs that development be monitored on a regular basis to ensure that the Town's Principles, Strategic Direction, Goals, Objectives and policies are being achieved with respect to a number of factors including the ecosystem and ecosystem integrity and water resources. The Town has an opportunity to undertake environmental monitoring in the policy development and implementation of the Mayfield West Community Development Plan.

Provided that development is conditional upon effective environmental protection policies and programs being in place, there does not appear to be a major difference between the population forecasting and distribution options and all of the options are likely to be sustainable. The environmental monitoring program will indicate whether this is the case well in advance of the 2021 time frame when the projected growth is planned to occur and will allow time for the appropriate adjustments to be made to the environmental protection measures and/or the growth forecasts.

The Provincial Policy Statement, the Regional Official Plan and the Town of Caledon Official Plan recognize the importance of prime agricultural lands. Nevertheless, any expansion in South Albion or Mayfield West will be green field development on prime agricultural lands as designated in the Regional Official Plan. Provincial and Regional policies require that the Town demonstrate that there are no reasonable alternatives to locating development on prime agricultural lands. Given the locational constraints to growth imposed by the Greenbelt Plan and the fact that the remaining "white belt" in Caledon is designated as Prime Agricultural Area in the Regional Plan, it is evident that there are no reasonable alternatives that would avoid prime agricultural land. At the time the settlement boundaries are being established in Mayfield West and South Albion, a more site-specific consideration of the agricultural land priorities within these Study Areas will be undertaken.

At a glance, a higher growth scenario would result in an increased consumption of prime agricultural lands than lower growth scenarios. However, the impacts of development can be limited by increasing densities and careful community design. In general, the Town's Tri-nodal Growth Strategy, which envisions a moderate level of growth and focuses growth within fully serviced communities where higher densities can be achieved, is a sound planning approach that will limit the amount of agricultural land that is developed.

The fiscal impact of development is dependent upon the amount, type and location of future development. C.N Watson and Associates assessed the proposed 2021 reallocated population and the post 2021 growth options to determine the most fiscally responsible level of growth. The analysis has indicated that most types of residential and employment growth generate a net annual operating surplus for the Town with the exception of residential units other than single detached housing that are under a certain



assessment level, general industrial areas under a certain assessment level and other forms of development with assessment levels below the Caledon fiscal "break-even" point. However, an appropriate mix of housing types is needed to adequately accommodate all residents in the community, and other Town objectives may be served by development that does not generate a net annual operating surplus. It is important to ensure that there is sufficient development that generates assessment above the "break-even" level to maintain an overall balance and ensure fiscal sustainability.

C. N. Watson concluded that the fiscal impacts will be positive for all of the population options, although the positive impacts will be more limited for Option A, the lowest growth option. The fiscal impact analysis did not indicate that a higher growth level than the four options under consideration would produce unfavourable or less favourable fiscal results, but this finding was qualified by a number of conditions. The required conditions include monitoring the Town's fiscal, service level and growth performance annually to ensure that growth is fiscally sustainable and that an adequate level of service is being maintained. Section 6.5 of the Official Plan provides for monitoring of financial indicators to assess the fiscal performance of the Town.

The Town of Caledon aims to develop a live/work community for its residents by planning communities that allow more residents to work where they reside. This is one of the principles articulated in the Official Plan and in the Mayfield West Planning and Design Principles. The economic analysis completed by C.N. Watson and Associates focuses on increasing the activity rate (ratio of number of jobs to number of residents) as a means of increasing the live/work potential, with the caveat that the ratio of jobs to residents does not necessarily translate into a comparable live/work relationship. This is because only a portion of the total jobs in Caledon will be held by Caledon residents. The 2001 census indicated that the ratio of jobs to population in Caledon was 32.5%, but only 51% of the jobs were held by Caledon residents. In Mayfield West and South Albion which have relatively easy access to larger employment centres, it will be difficult to achieve a predominantly live/work community. While it is desirable to attract employment which is suited to the employment sectors occupied by residents, it is also important to attract more jobs generally in order to maximize the opportunities for live/work.

From the perspective of maximizing the total number of jobs and the associated benefits for the local economy and tax base, a higher level of population growth may be preferred. However, the live/work criterion generally favours a lower population growth level in that it results in a somewhat higher ratio of jobs to population. This is because most of the employment growth is expected to be industrial and much of the industrial employment will occur whether the population grows or not. Figure 3 illustrates the relatively small difference in industrial employment between the population growth options and the effect on their activity rates. All of the population growth Options generate activity rates well above the activity rate for 2021 set out in the Official Plan of 38.7% and therefore all are beneficial. The activity rates range from 49.3% for Option A to 44.1% for Option D.

The level of commercial service is directly correlated to the size of a community's market. Quality of life is improved when residents have access to a wide range of goods, services and facilities. When these amenities are available, residents spend less



time commuting, housing values are higher and businesses prosper. A higher population forecast would permit increased commercial development in Caledon, further contributing to the quality of life. This criterion is more favourable towards the higher growth options.

The ability of existing communities to assimilate growth is considered in the C.N. Watson and Associates report. It suggests that a community's ability to cope with growth is a function of: 1) the ability of the Town to provide the necessary community services; 2) the ability and willingness of the community to live with growth and change; and 3) the opportunity for a strong market which will provide local commercial services. Since future growth is proposed to be split between Mayfield West and South Albion, the potential impacts of assimilation would be shared. Inevitably the lower growth options have fewer assimilation issues. However, due to the distribution of growth the difference between the lower and higher growth options is not as significant and is offset to some extent by the benefits of a higher level of services.

Population growth places increased pressure on municipal services including roads, recreation facilities, emergency services, libraries, and parks. A critical mass of population is often required to pay for new and enhanced services. Increased population growth in Mayfield West and South Albion will help to pay for hard and soft services in these communities. This criterion generally supports a higher population option, provided that servicing thresholds are not exceeded.

At the Regional level the amount and location of growth impacts regional roads, sewers and water distribution. Most of these costs are included in the development charges, however, it is important that the most cost effective development scenarios be considered. The Region is currently undertaking a Servicing Master Plan Update which will indicate the infrastructure required and cost to service the proposed growth. Regional Public Works staff have indicated that the cost of servicing is more closely linked to the location of development within the South Albion and Mayfield West Study Areas than the distribution of growth between the two areas. Cost effectiveness of servicing will be one of the factors to be addressed in evaluating alternative locations for settlement expansion.

The Planning Evaluation prepared by The Butler Group supports the work completed by C.N. Watson and Associates and also considers the urban structure and growth management strategy of the Official Plan. The Butler Group's findings support Scenario 1, equal distribution of the projected population growth between Mayfield West and South Albion. This scenario provides the Town with the greatest level of flexibility particularly in situations where growth may be constrained in one of the settlement areas for one reason or another and ensures that rapid growth will not occur in only one area of the Town. The 50/50 population allocation would result in Bolton (with additional lands from South Albion) remaining the largest settlement in the Town of Caledon. The Butler Group suggests that Bolton will continue to have the largest commercial area providing a wide array of goods and services. It is anticipated that as South Albion-Bolton matures a greater diversity of housing will be made available.



## **Results of the Evaluation**

### **2021 Population Reallocations**

In considering the Town's growth in relation to the Tri-Nodal Growth Strategy, The Butler Group has concluded that the growth strategy outlined in the Official Plan is fiscally and environmentally sustainable for the remainder of the 2021 planning period and that the Town's vision should be maintained as a basis for planning. The five year reviews in 2010 and 2015 provide the opportunity to make adjustments to the population allocations, if warranted in light of the results of the monitoring program.

Consequently it is recommended that the Town-wide population for 2021 of 84,444 be retained, and that some population be reallocated from the Villages and Palgrave Estate Residential Area to Bolton and Mayfield West. This recognizes the slower growth that has occurred in the Villages and the Palgrave Estate Residential Area than would be expected given the allocations in the Official Plan, and the fact that the Oak Ridges Moraine Conservation Plan has reduced the developable area in the Palgrave Estate Residential Area. The reallocated population would be restored to the Villages in the post 2021 forecast and sufficient population would be restored to the Palgrave Estate Residential Area to allow it to build out to its potential within the reduced developable area.

Since Bolton has virtually reached the population envisioned for it in the Official Plan for 2021, it is recommended that further growth be limited to an additional 1,500 people within the existing settlement boundary. This will allow time for the assimilation of the growth that has occurred in recent years and encourage intensification and redevelopment. Furthermore, this additional allocation to Bolton will increase the diversity of the housing stock and result in servicing economies.

The majority of the Town's growth will now shift to Mayfield West. It is recommended that an additional 3,900 residents be allocated to Mayfield West to add to the critical mass of that community. The population increase would result in a positive fiscal impact in Mayfield West.

### **Population Growth Options for 2031**

The following section presents the results of the evaluation of the four population growth options using the criteria listed on page 8 of this report.

#### **Option A**

For a variety of reasons, Option A, the lowest growth scenario at a population of 88,444 is not the recommended population growth option.

According to C.N Watson, Option A provides a very limited positive fiscal impact while the higher growth scenarios are more favourable.

Option A is the least favourable from the perspective of a number of the other criteria as well. In allocating virtually no growth to Mayfield West and South Albion, Option A



results in a growth rate of 0.5% which is a significant departure from the growth rate of 2.5% set out in the Official Plan for the years prior to 2021. Option A does not fulfill many of the Town's objectives. Option A does not contribute to the critical mass of population in Mayfield West and South Albion that would create a market for a greater range of commercial services, make more economic use of the municipal infrastructure and services that are already in place and provide financial support for enhanced municipal services. Option A will not generate additional housing in the communities that are best equipped to provide a broader diversity of housing types and affordability. Although the Town has not accepted the market-based approach adopted in developing the provincial population forecasts for the Region, the Study Team has taken these forecasts into account and concluded that it is reasonable to expect that there will be some additional growth in Caledon between 2021 and 2031.

#### Options B, C and D

Options B: 99,500, C: 108,000 and D:114,000, do not represent a large enough range to generate a major difference with respect to most of the evaluation criteria. The analysis is complicated somewhat by the fact that how or where development occurs will, in some cases, be more significant than the total population number. The fact that the population growth is being distributed between the two communities of Mayfield West and South Albion-Bolton has a great influence on the results of the analysis. In generating a preferred option, some of the evaluation criteria are neutral, some would favour a higher growth option and some would favour a lower growth option.

There do not appear to be any major fiscal differences (positive or negative) between the 99,500, 108,000 or the 114,000 forecasts for the Town, provided the fiscal assumptions on which the findings were based remain constant. Consequently there is no need to select a higher growth option from a fiscal perspective.

Option D places a greater onus on the planning process to ensure that there are no unacceptable environmental impacts and that the impacts on agriculture are minimized. The live/work criterion, when viewed from the perspective of activity rates would favour a lower population, but all of the population options will increase the activity rate post 2021 and therefore all will theoretically improve the live/work potential. Assimilation of growth has been identified as an issue of concern by residents in Bolton. In general, there will be greater difficulty in assimilating a higher population than a lower population. The percentage rate of growth must be considered as well as the increase in the absolute number of units. Options C and D both represent a significant increase in the annual number of units over the preceding years, but Option C maintains a growth rate of 2.5% per year which is consistent with that of the 2001 to 2021 period. Option D at 3.0% per year represents an increase over the previous growth rate as well as a higher annual number of units and therefore the population growth anticipated in this option would be more difficult to assimilate.

The advantage of a higher population with respect to commercial services is clear, but overall, Option D as the highest growth option does not appear to generate significantly more benefits than Options B and C and has the greater potential for negative impacts.



Based on the foregoing considerations, Option D is not the preferred population growth option.

In choosing between Options B and C, one of the major considerations is the implications of each option for the development of the communities of Mayfield West and South Albion. The Butler Group has recommended that Scenario 1, the equal split of population between Mayfield West and South Albion be selected.

Scenario 1 has been recommended because there appears to be no basis for directing the majority of growth to one community or the other from an environmental, agricultural, fiscal or municipal servicing perspective. The Butler Group has found that opportunities for live/work and housing diversity will be maximized with an equal distribution of growth between Mayfield West and South Albion-Bolton. Scenario 1 will be more effective in realizing the greater commercial potential of South Albion-Bolton and maintains its status as the historic commercial centre for the Town. Further delaying growth in South Albion-Bolton after 2021 would at some point be detrimental to the vitality of the community. In contrast, Mayfield West will be a growing community prior to 2021 and there does not appear to be any reason that it should grow even faster after 2021. Scenario 1 allows for balanced growth so that a higher rate of growth does not occur in only one community.

When considering the development of Mayfield West and South Albion-Bolton according to the preferred distribution scenario, Option C provides more population than Option B to create a critical mass in both communities and provides greater assurance that growth will proceed on a consistent basis if, for some reason, constraints develop in one community or the other.

As noted previously, Option C maintains the percentage growth rate that is anticipated by the Official Plan for the 2001 to 2021 period.

In conclusion, the study has found that Option C best maintains the vision set out in the Official Plan.

### **Summary**

Based on the evaluation of the population and employment growth options, Town Planning and Development staff and the Consultants have concluded that:

1. The population allocations pre-2021 should be adjusted to more accurately reflect the potential for growth within the 2021 planning horizon.

Population from the Villages and the Palgrave Estates Residential Area are proposed to be reallocated to the Rural Service Centres of Bolton and Mayfield West. The proposed increase of 1,500 residents in Bolton recognizes the potential opportunities for intensification and redevelopment. An additional 3,900 residents in Mayfield West will have a net positive impact.

2. Option C at a population of 108,000 is the most appropriate for the Town, based on the evaluation of the population growth options for the 2021 to 2031 period.



Option A at 88,444, the lowest growth option, avoids some of the potentially negative impacts of growth but does not fulfill many of the Town's objectives. While the analysis suggests that there is no major difference between Options B: 99,500, C: 108,000 and D: 114,000 from the perspective of a number of the evaluation criteria, Option C maintains the Town's previous rate of growth and provides the best overall balance between potential benefits and disbenefits.

3. Scenario 1 which proposes an equal split of the post 2021 population growth between South Albion and Mayfield West is the preferred distribution scenario.

The analysis has determined that there is no basis for directing growth to one community rather than the other for the 2021 to 2031 period and indicates that the benefits of growth will be maximized through an equal allocation of growth. The analysis certainly does not favour postponing growth in South Albion-Bolton until Mayfield West has reached an equal population.

4. Council's adoption of population growth Option C and distribution Scenario 1 should be conditional on a number of actions being taken by the Town to ensure that the projected growth meets the Town's social, environmental and financial objectives.

It is recommended that the Town adopt an adaptive management approach that includes monitoring of social, environmental and financial indicators as provided for in Section 6.5 of the Official Plan and that the population and employment forecasts be reviewed and adjusted based on the results of the monitoring. The five year review process provides the opportunity to make the appropriate adjustments.

#### **Future Steps**

An amendment to the Town of Caledon Official Plan will be required to revise the tables and policies of Section 4 to reflect the proposed 2021 population reallocations and the new 2031 population and employment forecasts and allocations. Upon Council's authorization to proceed with a Public Information Meeting on the proposed Official Plan Amendment, notification will be given and a Public Information Meeting will be scheduled for June 12, 2006. Following the Public Information Meeting, consideration will be given to the comments received and the report and the Official Plan Amendment will be finalized. The final report and Official Plan Amendment will be presented to Council in the summer for Council's endorsement.

A Regional Official Plan Amendment (ROPA) will be required to add the new 2031 Town-wide population and employment forecast to Table 1 in the Regional Plan. The Town's Official Plan Amendment cannot be adopted by Council until the ROPA has been approved. The Region of Peel is currently undertaking a review of the Regional population and employment forecasts that will incorporate the updated forecasts prepared by the area municipalities. This report recommends that the Town of Caledon request the Region of Peel to include the Town's proposed population and employment forecasts for the 2031 planning horizon in its review of the Regional forecasts which is already underway.



It is intended that the review of the Regional population and the adoption of the ROPA be completed by October 2006. When the ROPA has been approved, the Local Official Plan Amendment can be adopted by Caledon Council and proceed to final approval.

Once Council has endorsed the new population and employment forecasts and allocations, they will be used as inputs to the Employment Land Needs Study and Commercial Policy Review, and these studies can proceed to completion. As a settlement boundary expansion is likely to be proposed, certain additional work will be required to fulfill the requirements of the Provincial Policy Statement, the Regional Plan and the Caledon Official Plan. This work will generally be related to the assessment of the alternative locations for employment lands. It is intended that a report will be presented to Council in late summer and that Council will be requested to authorize a Public Information Meeting in September 2006.

### **FINANCIAL**

The Fiscal Impact Analysis has determined that the population and employment forecasts and allocations recommended in this report will have a positive fiscal impact, and recommends that financial indicators be monitored on an ongoing basis.

### **COMMUNITY WORK PLAN**

The completion of the South Albion-Bolton Community Plan is listed as Objective No. 50 in the Community Work Plan.

### **POLICIES/LEGISLATION**

The following policies were considered during the preparation of the Population and Employment Forecasts and Allocations:

- Planning Act
- Provincial Policy Statement 2005
- Greenbelt Plan
- Places to Grow: The Proposed Growth Plan for the Greater Golden Horseshoe
- Region of Peel Official Plan
- Caledon Official Plan

### **CONSULTATIONS**

Two Community Meetings have been held on the various growth options. Following those meetings, responses were received from the public, landowners and agents representing development interests in the form of questionnaires, letters, emails and verbal comments. In January, 2006, community groups including the Chamber of Commerce, the Albion-Bolton Ratepayers Association, the Bolton Residents' Association Group, and the Valleywood Residents' Association were invited to submit comments on the evaluation criteria and responses have been received from these groups. The Caledon Environmental Advisory Group (CEAC) sub-committee on the South Albion-Bolton Community Plan has met with staff and the consultants. CEAC presented a report to Council on April 18, 2006 (CEAC Report 2006-02).



Members of the public had the opportunity to attend the Council Workshop on February 27, 2006 where the consultants presented the final set of population forecasting options and indicated the preliminary results of their analysis. Additional comments from members of the public and submissions by agents representing landowners in Mayfield West and South Albion have been received in response to that presentation. These include a submission by KLM Planning Partners Inc. on behalf of Solmar Development Corporation dated May 2, 2006 and a submission by Glen Schnarr and Associates Inc. on behalf of the Mayfield Station Group dated May 4, 2006. The Study Team has not yet had the opportunity to fully assess these submissions. Town staff have received these comments as input to the Study and will review them with the consultants.

In addition to the public consultation, the Study Team has consulted with Regional Planning and Public Works staff and Town staff including the Directors of the Recreation and Public Works and Engineering, the Fire Chief, the Chief Librarian, the Town's Transportation Planner, the Economic Development Department, the Treasurer, the Chief Administrative Officer and the Senior Management Team.

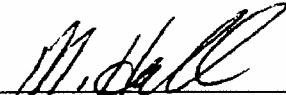
Town staff have also consulted with the Toronto Region Conservation Authority (TRCA).


#### ATTACHMENTS


Appendix A Official Plan Amendment No. 203 (Draft)

#### CONCLUSION

The Tri-Nodal Growth Strategy, which is designed to provide an equitable distribution of population and municipal services throughout the Town, continues to be an effective basis for planning future population growth and should be maintained through the 2031 planning horizon. It is recommended that some adjustments be made to the 2021 population allocations to provide for infill and intensification in Bolton and a greater critical mass of population in Mayfield West while maintaining the Town-wide population of 84,444. In the 2021 to 2031 planning period, it is recommended that the Town-wide population increase by about 23,500 to 108,000, and that the additional population be split equally between Mayfield West and South Albion. This level of growth is expected to provide the best outcome, in particular in its support of community development in Mayfield West and South Albion.

  
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Recommended by:  
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Manager of Planning Policy

  
\_\_\_\_\_  
Prepared By  
Kathie Kurtz  
Senior Policy Planner

  
\_\_\_\_\_  
Approved by:  
Mary Hall  
Director of Planning and  
Development

**Figure 1**

<b>SCENARIO 1</b>							
<b>TOWN OF CALEDON POPULATION FORECASTS</b>							
<b>TO 2021 AND 2031</b>							
<b>POST 2021 UNALLOCATED POPULATION SPLIT EVENLY BETWEEN MAYFIELD WEST AND SOUTH ALBION-BOLTON</b>							
Settlement Category or Land Use Area	2005 Population	2021 OP Population Allocation	2021 Official Plan Revised	Scenario 1 Population Options for 2031			
				1A 88,444	1B 99,500	1C 108,000	1D 114,000
<b>Rural Service Centres</b>							
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;B</b>				<b>120<sup>1</sup></b>	<b>11,176</b>	<b>19,676</b>	<b>25,676</b>

1. 4,000 total population growth - 3,880 to three rural areas = 120 remaining.

**Figure 2**

<b>SCENARIO 2</b>						
<b>TOWN OF CALEDON POPULATION FORECASTS</b>						
<b>TO 2021 AND 2031</b>						
<b>UNALLOCATED GROWTH POST 2021 ASSIGNED TO MAYFIELD WEST UNTIL IT REACHES 28,000 THEN REMAINDER SPLIT EVENLY</b>						
<b>WITH SOUTH ALBION</b>						
Settlement Category or Land Use Area	2005 Population	2021 OP Population Allocation	2021 Official Plan Revised	Scenario 2 Population Options for 2031		
				2A 88,444	2B 99,500	2C 108,000
<b>Rural Service Centres</b>						
Bolton	26,371	26,500	28,000	28,000	28,000	28,000
South Albion	0	0	0	0	88	7,338
Mayfield West	2,799	13,100	17,000	17,120	28,088	35,338
Caledon East	2,577	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>79,076</b>
<b>Rural</b>						
Villages	5,292	10,462	8,000	10,462	10,462	10,462
Hamlets	1,253	1,617	1,617	1,617	1,617	1,617
Industrial Commercial Centres	173	170	170	170	170	170
Palgrave Estates	2,981	8,000	4,500	5,600	5,600	5,600
Remaining Rural	16,055	16,195	16,757	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>Total Population</b>	<b>57,501</b>	<b>84,444</b>	<b>84,444</b>	<b>88,444</b>	<b>99,500</b>	<b>114,000</b>
<b>Total Unallocated Growth</b>				120	11,176	25,676
<b>Less: Mayfield West Allocation to 28,000</b>				-120	-11,000	-11,000
<b>Additional Post 2021 Growth Allocated to MW&amp;B (50/50)</b>				0	176	14,676

**Figure 3**

**2031 Population and Employment Options and Activity Rates**

<b>2031 Population and Employment Options</b>						
<b>Option</b>	<b>Population</b>	<b>Primary <sup>1</sup></b>	<b>Population-related <sup>2</sup></b>	<b>Industrial <sup>3</sup></b>	<b>Total Employment</b>	<b>Activity Rate <sup>4</sup></b>
A	88,444	499	16,804	26,336	43,639	49.3%
B	99,500	499	18,905	27,097	46,501	46.7%
C	108,000	499	20,520	27,682	48,701	45.1%
D	114,000	499	21,660	28,144	50,303	44.1%

Source: C.N. Watson and Associates Ltd. Economic/Demographic Technical Background Report May 1, 2006.

**Notes:**

1. Primary industrial employment is physically linked to farming, aggregate extraction, etc and is not dependent on population.
2. Population-related employment includes retail/service/institutional employment and is heavily dependent upon the number of Caledon residents, who represent a large portion of the market for such services.
3. Industrial employment includes manufacturing, wholesale, construction, transportation and storage and non-local offices. Population is not the major determinant of industrial employment.
4. The activity rate is the ratio of the number of jobs in Caledon to the number of residents and is expressed as a percentage.

**AMENDMENT NO. 203**  
**TO THE OFFICIAL PLAN FOR**  
**THE TOWN OF CALEDON PLANNING AREA**

**THE CORPORATION OF THE TOWN OF CALEDON**

**BY-LAW NO. XXXX**

**A By-law to adopt Amendment No. 203 to the Official Plan for the Town of Caledon**

**WHEREAS the Council of the Corporation of the Town of Caledon, in accordance with the provisions of the *Planning Act*, R.S.O. 1990, as amended, HEREBY ENACTS AS FOLLOWS:**

- 1. Amendment No. 203 to the Official Plan for the Town of Caledon Planning Area shall be and is hereby adopted.**

**Read three times and finally passed in open Council this   <sup>th</sup> day of**

\_\_\_\_\_  
**Marolyn Morrison, Mayor**

\_\_\_\_\_  
**Cheri Cowan, Clerk**

## THE CONSTITUTIONAL STATEMENT

- PART A – THE PREAMBLE - does not constitute part of this Amendment
- PART B – THE AMENDMENT - the following text and tables constitute Amendment No. 203 to the Official Plan for the Town of Caledon.

## **AMENDMENT NO. 203**

### **OF THE TOWN OF CALEDON OFFICIAL PLAN**

#### **PART A: THE PREAMBLE**

##### **Purpose of the Amendment**

The purpose of Official Plan Amendment No. 203 is to amend the policies and tables contained in Section 4.0 - Population and Employment to reflect the population reallocations for 2021 and to include population and employment forecasts and allocations for the 2031 planning horizon as recommended in the Population and Employment Forecasts sub-component of the South Albion-Bolton Community Plan Process. In addition, the Amendment adds a supplementary provision to the Phasing policies in Section 6.2.1.7.

##### **Location**

This Amendment applies to the Town of Caledon as a whole including: the Rural Service Centres, the Villages, Hamlets, Industrial/Commercial Centres, and Rural area.

##### **Basis of the Amendment**

In 1997 the Ontario Municipal Board (OMB) approved Official Plan Amendment No. 114 (OPA 114) which established the Town-wide population of 84,444 and the Town's Tri-Nodal Growth Strategy. This strategy aimed to proactively address future growth within the Town of Caledon by equitably distributing population, employment, services and facilities. The OMB decision granted the Town at least a 10 year period to pursue its Tri-nodal Growth Strategy. The bulk of the 84,444 population forecast for 2021 was directed to the Rural Service Centres of Bolton, Mayfield West and Caledon Village. OPA 114 also set out growth allocations for the Villages, Hamlets and Rural areas.

Almost ten years have elapsed since the original forecasts for the Town of Caledon were completed. During this time the level of growth has been fairly consistent with the OPA 114 forecast. However, the Town's growth has been largely concentrated in Bolton. To pro-actively plan for future commercial, residential and industrial growth, the South Albion-Bolton Community Plan was initiated in 2004. A population and employment forecasting exercise was undertaken as part of the planning process. A population forecast for Caledon for 2031 is needed as the Province, the Regional of Peel, the City of Brampton and the City of Mississauga are addressing the 2031 planning horizon.

C.N Watson and Associates were retained to review future growth in the Town prior to 2021 and provide population and employment forecasts for the 2031 planning horizon. A comprehensive review of four population growth options and two distribution scenarios was undertaken by Town staff, C. N. Watson and Associates and The Butler Group which was retained as the overall planning advisor. The population and employment forecasts and distribution scenarios were evaluated against a number of criteria including:

- Environmental quality of life and other planning matters
- Public Service levels
- Local job availability
- Property tax levels
- Local business and property owner prosperity
- Housing choice and affordability
- Fiscal impact
- Live/Work Potential
- Commercial Service Levels
- Growth Assimilation
- Municipal Servicing

The review also included an examination of environmental protection and agricultural land preservation issues and the broader planning context including the Provincial Greenbelt Plan and Places to Grow, the Proposed Growth Plan for the Greater Golden Horseshoe. Public consultation has included two Community Meetings, a Council Workshop which was open to the public and meetings involving Town staff and consultants, members of Council and members of the public.

Town staff and the Consultants have recommended that population from the Villages and Palgrave Estate Residential Community be reallocated to Mayfield West and Bolton prior to 2021. This provides opportunities for intensification and redevelopment in Bolton and adds to the critical mass of population in Mayfield West prior to 2021 while retaining the Town-wide population for 2021 of 84,444.

Based on the evaluation of four potential population growth options, the analysis has determined that a Town-wide population of 108,000 for the 2031 planning horizon is the most appropriate. This maintains the previous rate of growth and provides the best balance between the benefits of growth and the potential disadvantages. An employment forecast of 48,701 is associated with the recommended 2031 population forecast.

Town staff and the Consultants have recommended that the future population growth between 2021 and 2031 be split equally between Mayfield West and South Albion-Bolton. The analysis did not provide a basis for directing the majority of growth to one community or the other. The analysis did indicate that an equal distribution of growth will maximize opportunities for live/work and housing diversity and is the most favourable for the development of the two communities.

The Official Plan includes a number of tables indicating the Town-wide population and employment forecasts for 2021 and the allocation of the population forecast among the Rural Service Centres, Villages, Hamlets, Industrial/Commercial Centres and the Rural Area. An Official Plan Amendment is required to revise the tables and associated policies to reflect the updated population allocations for 2021 and the new population and employment forecasts and allocations for 2031. The changes to the 2021 population allocations for the various communities will necessitate corresponding changes to the 2011 population allocations which are included in the Official Plan for monitoring progress toward the assigned 2021 numbers.

An adaptive management approach was recommended ensure that the proposed population and employment growth is meets the environmental, social and fiscal objectives of the Town. The adaptive management

approach involves monitoring of development and making adjustments, if needed, to the environmental protection measures, financial parameters or other parameters and/or adjusting the growth forecasts. The five year review provides an opportunity to consider the results of the monitoring and make the appropriate adjustments. Section 6.5 of the Official Plan provides for monitoring of a number of factors including environmental, social and financial indicators. Section 6.2.1 provides for the review of development in the context of the Strategic Direction, Goals, Objectives and policies of the Official Plan and the potential for a five year review. Section 4.3.1.2 provides for the adjustments to the Town-wide forecasts as part of a comprehensive review. This Amendment revises Section 4.3.1.2 to require that the growth forecasts be reviewed at the time of the five year review. This Amendment also revises Section 6.2.1.7.1 to include environmental considerations as a basis for phasing the release of lands for development purposes. This will provide the Town with an additional tool for regulating development to ensure that the environment is protected.

**PART B: THE AMENDMENT**

This part of the document entitled “Part B - The Amendment” and consisting of the following text and tables constitutes Amendment No. 203 to the Official Plan of the Town of Caledon.

**Details of the Amendment**

The Town of Caledon Official Plan is amended as follows:

1. Section 4.3.1.2 is deleted and is replaced with the following:
  - 4.3.1.2 Adjustments to the Town-wide forecasts on Table 4.1 will generally be made as part of a comprehensive review *and will be reviewed at the time of the five year review, taking into account the results of the monitoring program undertaken in accordance with Section 6.5 of this Plan.* Adjustments will also be considered by amendment when further detailed studies, such as the Mayfield West Community Development Plan and the Village Studies have determined specific population allocations for these settlements for the Plan period.
2. Table 4.1 Town of Caledon – Population & Employment Forecasts is deleted and replaced with the following table:

**TABLE 4.1  
TOWN OF CALEDON - Population & Employment Forecasts**

<b>Year</b>	<b>Population</b>	<b>Employment</b>
1991	35,255	11,480
2011	67,843	26,472
2021	84,444	32,667
2031	108,000	48,701

3. Section 4.3.2.1 is amended by adding the words “and 2031” after the words “Population Allocations for 2021” in the first line.

4. Section 4.3.2.2 is amended by adding the words "and 2031" after the words "assigned 2021 population allocations" in the last line.
5. Table 4.2 Population Allocations – by Settlement Category or Land Use Area is deleted and replaced with the following table:

**TABLE 4.2  
POPULATION ALLOCATIONS  
by Settlement Category or Land Use Area**

<b>Settlement Category or Land Use Area</b>	<b>2011 Population</b>	<b>2021 Population</b>	<b>2031 Population</b>
Rural Service Centres	40,106	53,400	73,076
Villages	6,308	8,000	10,462
Hamlets	1,390	1,617	1,617
Industrial/Commercial Centres	170	170	170
Rural <sup>(1)</sup>	19,869	21,257	22,675
<b>Total</b>	<b>67,843</b>	<b>84,444</b>	<b>108,000</b>

(1) The category 'Rural' includes lands in the Agricultural Area, Rural Area and the Palgrave Estate Community.

6. Section 4.3.3.1 is deleted and replaced by the following:
  - 4.3.3.1 The 2021 and 2031 Population Allocations for the Rural Service Centres and the Villages in Table 4.2 represent interim budget allocations only, pending completion of the Mayfield West Community Development Plan and the Village Studies and the determination of the 2021 population allocations for these communities. The population allocations for Bolton and Caledon East for 2021 have been assigned (refer to Table 4.3).
7. Table 4.3 Population Allocations – Rural Service Centres is deleted and replaced with the following table:

**TABLE 4.3  
POPULATION ALLOCATIONS -Rural Service Centres**

<b>Population Allocations</b>	<b>2011 Population</b>	<b>2021 Population</b>	<b>2031 Population</b>
South Albion-Bolton	26,982	28,000	37,838
Caledon East	5,000	8,400	8,400
Mayfield West	8,124	17,000	26,838
<b>Total</b>	<b>40,106</b>	<b>53,400</b>	<b>73,076</b>

8. Table 4.4 Population Allocations – Villages is deleted and replaced with the following table:

**TABLE 4.4  
 POPULATION ALLOCATIONS - Villages**

<b>Population Allocations</b>	<b>2011 Population</b>	<b>2021 Population</b>	<b>2031 Population</b>
Total - (from Table 4.2)	6,308	8,000	10,462
<b>Historically Established Populations</b>			
Alton		1,530	
Caledon		1,850	
Cheltenham		1,130	
Mono Mills		860	
Palgrave		1,025	
<b>Individual Village Population Allocations</b>		<b>2021 Population</b>	
Inglewood		1,225	

9. Table 4.5 Population Allocations – Hamlets is deleted and replaced with the following table:

**TABLE 4.5  
 POPULATION ALLOCATIONS - Hamlets**

<b>Population Allocations</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>
Total - (from Table 4.2)	1,390	1,617	1,617
<b>Historically Established Populations</b>			
Albion		92	
Belfountain		520	
Campbell's Cross		125	
Cataract		280	
Claude		38	
Melville		33	
Mono Road		88	
Terra Cotta		250	
Wildfield		110	

10. Table 4.6 Population Allocations – Industrial/Commercial Centres is deleted and replaced with the following table:

**TABLE 4.6  
 POPULATION ALLOCATIONS-Industrial/Commercial Centres**

<b>Population Allocations</b>	<b>2011 Population</b>	<b>2021 Population</b>	<b>2031 Population</b>
Total - (from Table 4.2)	170	170	170
<b>Historically Established Populations</b>			
Sandhill		55	
Tullamore		50	
Victoria		71	

11. Section 6.2.1.7.1 is amended by adding the following:

- d) ensure the continued health and integrity of the ecosystem features and functions.

**Pat Bradley**

(905) 739-8090  
5/8/06

**From:** Kate King [katek.townsend@on.aibn.com]  
**Sent:** Monday, May 08, 2006 2:21 PM  
**To:** Pat Bradley  
**Cc:** 'ljtr'  
**Subject:** Council - May 16, 2006  
**Attachments:** 05-08-2006.PDF

This shall confirm our telephone conversation wherein I requested that Lyn be registered as a delegate at the May 16, 2006 Council meeting to speak to the Population and Housing Projections report. Lyn will be speaking on behalf of Solmar Development Corporation.

Attached is a copy of correspondence from KLM Planning Partners Inc. which Lyn will be referring to. I understand that you will distribute a copy of the correspondence to the Councillors for their reference. If you require any further information, please let me know. Thank you.

Please confirm by return e-mail Lyn's registration. Thank you.

Kate King  
Executive Assistant

**Lynda Townsend Renaud, Law Office**

2-1400 Cornwall Road  
Oakville, ON L6J 7W5

Telephone: 905 829 8600  
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E-mail: katek.townsend@on.aibn.com

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5/8/2006

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CONCORD, ONTARIO L4K 3P3  
TELEPHONE: (905) 669-4055  
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Mark Yarranton, B.E.S., M.C.I.P., R.P.P.

RECEIVED MAY - 4 2006

File: P-581

May 2, 2006

Solmar Development Corporation  
122 Romina Drive  
Concord, Ontario  
L4K 4Z7

Attention: Mr. David MacAdam

**Re: Town of Caledon Population and Housing Projections**

Dear Sir:

We have today submitted the attached letter to Ms. Mary Hall, Director of Planning and Development of the Town of Caledon.

The following EXECUTIVE SUMMARY provides the key conclusions drawn by a team of consultants assembled by Solmar Development Corp. including KLM Planning Partners Inc., Clayton Research Associates Limited and Schaeffers Consulting Engineers Ltd. from the analysis of the data and conclusions produced by Town consultants to date.

1. The Town's consultants have examined the demand side of the population and housing projections for the municipality assuming historic rates of growth derived from data that is no longer relevant. The supply and demand analysis guided by the provisions of the Provincial Policy Statement (PPS), the Places to Grow legislation and the Greater Golden Horseshoe (GGH) projections entitled "*The Growth Outlook for the Greater Golden Horseshoe*" prepared for the Ministry of Public Infrastructure Renewal (MPIR) by Hemson Consulting have not been addressed or included in the analysis. Supply would have to be increased substantially if the analysis had been based on the most recent Census and CMHC data, and followed the Province's Projection Methodology Guideline.
2. The Town's analysis has been confined to the period of growth between 2021 and 2031. No review has taken place for the period between now and 2021 despite legislative changes and the need for more lands to meet PPS requirements.
3. There is a serious shortfall of supply of land to provide for an appropriate range of housing types and densities required to meet projected demand.

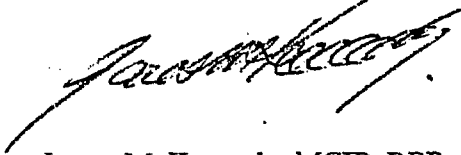
4. As noted above, a review of existing draft plan approved lots, registered plans and vacant residential land indicates there are only 53 vacant residential lots remaining in the Town of Caledon. Using the Province of Ontario's Projection Methodology Guideline which is used to assess the supply of the housing in draft approved or registered plans to meet the requirements of the PPS the Town of Caledon should currently have a supply of at least 1,400 single and semi detached units and 80 row housing units in zoned sites and within registered or draft approved plans of subdivision.
5. The Town's Official Plan is more restrictive than the PPS. Section 3.4.3.2 of the Town of Caledon Official Plan requires the Town to maintain a minimum continuous 3 year supply of residential units with servicing capacity in a draft approved or registered plans. The policy also stipulates that the Town maintain at all times at least a ten year supply of land designated and available for residential development. There is no such continuous supply.
6. The Town's recent endeavors to add lands to the residential inventory in Mayfield West are insufficient to meet housing supply and demand as projected for the province. The supply of lands to be added to the inventory will not be sufficient to meet the demand for housing as projected by Hemson Consulting on behalf of the province.
7. The Clayton analysis concludes that based on the Hemson forecasts the Region of Peel has an estimated shortfall of 16,889 single and semi detached units and 7,696 row housing units. The Town will need to accommodate most, if not all, of this growth as the City of Mississauga is essentially fully developed and the City of Brampton is currently planned to its limits.
8. The analysis conducted by the Town's consultants has 11,154 (including apartments) units of the shortfall in the Region being absorbed by the Town of Caledon and only during the 2021-2031 time frame. This leaves more than 13,431 units unaccounted for despite the legislative shift in recent years to carefully plan for growth and to ensure its continuous supply.
9. The Town's consultants have not matched housing type to that projected by Hemson Consulting in the GGH projections for the province. The Town's consultants have overestimated the demand for apartments and have left a sizable demand of more than 13,431 units of singles, semi-detached and row dwellings unaccounted for and without rationalization.
10. The Town's consultants are projecting that almost one-third (31.4%) of the growth to 2021 in single and semi-detached housing will be outside the 3 existing settlement areas. This is contrary to the Places to Grow, the PPS and the Town Official Plan which focuses growth on the settlement areas.

**KLM PLANNING PARTNERS INC.**  
URBAN PLANNERS AND DEVELOPMENT CONSULTANTS

11. The shortfall in residential growth results in a lack of population conveniently accessible to the employment lands. This hampers the development of employment lands.
12. Given the postponement of growth to the 2021 to 2031 period the achievement of the projected activity rate (jobs to population) is stalled and is not likely achievable.
13. The South Albion lands which are in part owned by Solmar Development Corporation could accommodate 8,500 dwelling units and additional lands for mixed use development which would assist in meeting the shortfall in the projections. Additional land should be considered for growth between now and 2021 and the South Albion lands should be allocated population in the current review.

Yours truly,

**KLM PLANNING PARTNERS INC.**



James M. Kennedy, MCIP, RPP  
President

Encl.

**THE LAW OFFICE OF LYNDA TOWNSEND RENAUD**

June 26, 2006

Town of Caledon  
6311 Old Church Road  
Caledon, Ontario  
L7C 1J6

Attention: Ms. Kathie Kurtz

Dear Ms. Kurtz:

**Re: Proposed Official Plan Amendment 203  
Other Municipal Initiatives**

---

As you are aware, I am counsel to Solmar Development Corp. ("Solmar") with respect to lands in which it has an interest in South Albion. I have been in attendance at various public meetings that have occurred over the last two months at the Town of Caledon pertaining to a variety of initiatives that are underway analysing the population and employment forecasts, allocation and distribution. Caledon is proposing Official Plan Amendment No. 203 which would amend the tables to the Official Plan to allow for a revised population and employment allocation not only to 2021, but also to 2031. As a part of this process, the staff and consultants have indicated that there shall be growth in population of 1500 units in the Bolton area with no settlement boundary expansion. However, growth is planned for both to 2021 and 2031 horizons in the Mayfield West community. As I understand the Official Plan Amendment No. 203, 2031 forecasts cannot be adopted and approved until such time as the Regional Official Plan is amended and the population, housing and employment forecasts are adjusted for Caledon for the period to 2031. Therefore, while the municipality is receiving comment on draft Official Plan Amendment No. 203, these comments will be forwarded to a task force at the Region of Peel which has been struck to review the population, housing allocation and employment forecasts for Caledon. It is anticipated that the Region will approve an amendment to its Official Plan in the fall of this year, making adjustments to the population forecasts, housing allocations and employment projections for Caledon. Subsequently, Official Plan Amendment No. 203 will be adopted by Caledon Council in a form which conforms to the Region of Peel Official Plan Amendment.

In addition, Caledon is proposing Official Plan Amendment No. 208 which pertains to the settlement area known as Mayfield West. Mayfield West is currently designated as a study area within the Caledon Official Plan and this is the first of a variety of amendments that will lead to development of the community of Mayfield West. Official Plan Amendment No. 208 presumes that the Region and the Town will adopt Official Plan Amendment No. 203 and the concordant Regional amendment.

Kathie Kurtz  
June 26, 2006  
Proposed Official Plan Amendment 203  
Page 2 of 4

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In addition, the Town is considering an amendment to its employment lands by creating an additional employment area within the South Albion community. A staff report with respect to this proposed amendment is expected sometime in the early fall, 2006. Presumably this additional employment area finds its basis in Official Plan Amendment No. 203 and the employment forecasts.

These various initiatives cannot be treated as silos. In other words, they are all interdependent. The foundation document for all of these amendments is Official Plan Amendment No. 203. Official Plan Amendment No. 203 is also captured by the Places to Grow Plan which is effective June 16, 2006. The municipality is required to conform to this Plan by revising its Official Plan within the next three years. This process includes the discussion with stakeholders of growth options to accommodate the Places to Grow forecasts. Section 2.2 of the Plan sets out the growth forecasts to which conformity is required. Schedule 3 sets out the upper tier population and employment forecasts that are to be used for planning and managing growth. The Region of Peel planning forecasts are found in Schedule "3".

There is, as we have indicated previously, a significant shortfall of housing within the Region of Peel and, given the makeup of the Region of Peel, Caledon is the sole remaining municipal entity that can accommodate the majority of this shortfall. Attached hereto is a letter to me from our consultants, Clayton Research, which reiterates the position which we advanced to you in our correspondence dated May 2, 2006. The June 23, 2006 letter was prepared after a review of the C.N. Watson documentation released to the public on June 16, 2006. As set out in detail in both of these submissions, not only does Official Plan Amendment No. 203 not conform to the Places to Grow Plan, but it also does not conform to the policies of the Provincial Policy Statement and nor does it conform to the forecasting published in the Hemson Ltd. report *The Growth Outlook for the Greater Golden Horseshoe*, which was released in January, 2005. The Town of Caledon quite simply cannot opt out of the provincial policy regime. Nor can it opt out of the provisions of the Town of Caledon Official Plan. The Town of Caledon Official Plan requires that the municipality provide continuous supply of residential units. Given the existing and future shortfall situation within the Town, Official Plan Amendment No. 203 as presently framed, does not conform.

With the exception of Bolton, the Town of Caledon has been designated a rural area in the schedules to the Places to Grow Plan. Bolton, has been designated as "built up area". Mayfield West does not have a similar designation, but instead is rural. Further discussions with the province are required and are anticipated in the Places to Grow Plan regarding the boundary of the "built up area". This will include discussions of population and housing allocation and the relative benefits of development of Mayfield West and concurrent development in South Albion.

While it is understood and appreciated that some of the residents of Caledon do not wish that their municipality change in its character, it is our submission that Caledon must accept its share of population allocation while striving to maintain its character. The

Kathie Kurtz  
June 26, 2006  
Proposed Official Plan Amendment 203  
Page 3 of 4

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work of CEAC and references made by staff to the provincial population projections and allocations for Caledon accept the fact that there is a substantial amount of population to be allocated to Caledon. Rather than accept the allocation the conclusions of the provincial work were resisted and the view expressed that prior to finalization thereof an approach be made to the province that the allocations must be changed. Now that the Places to Grow Plan has been issued, there is no further opportunity to challenge these allocations. They form Schedule "3" to the document and must be accepted by the municipality. Therefore, it is no longer appropriate to take the position that these numbers must change. It is now prudent and responsible that the municipality accept these numbers and move forward to plan accordingly. If the municipality chooses not to do so, then it only leads itself into a situation where its decisions will be challenged in the future.

In addition to the general comments above there are a few points that I wish to make in response to various specific concerns that I have heard through the discussions pertaining to both Official Plan Amendment Nos. 203 and 208:

1. The Town of Caledon is not restricted in growing solely in the area of Mayfield West. The Town of Caledon can grow at a reasonable pace in both Mayfield West and South Albion.
2. The C.N. Watson population forecasting results in the population for the Town decreasing by 1.5% annually over current growth rates in an area which is targeted to accept a significant amount more population than has been included in Official Plan Amendment No. 203. Even by the year 2031 the number of housing units in Caledon is insufficient to meet targets using this current forecasting.
3. The tri-nodal growth scenario that was adopted by the Ontario Municipal Board in 1997 is no longer workable. First the role of the province in determining population and housing allocation has changed. Second, Caledon East has been restricted in its growth potential due to the greenbelt and Oakridges Moraine legislation. Therefore, the only two realistic communities that can grow are Mayfield West and Bolton/South Albion. Therefore, the structure and the forecasting methods put forward at the Ontario Municipal Board are outdated and do not form a sound basis for Official Plan Amendment No. 203.
4. The "adaptive management" process adds nothing new to the way in which growth is assessed in a municipality. In my view it merely reflects existing Official Plan policy.
5. The analysis done by C.N. Watson with respect to the impacts of growth in Mayfield West versus Bolton/South Albion show that there is a neutral effect and neither community shows distinct advantages or disadvantages. When seen from the point of view of servicing, the South Albion community offers significant advantages. Also in terms of critical mass for transit and the ability to attract

Kathie Kurtz  
June 26, 2006  
Proposed Official Plan Amendment 203  
Page 4 of 4

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employment, the Bolton community offers significant advantage. The costs required to bring on infrastructure to create a new community are substantial and the fact that this infrastructure already exists in an existing community cannot and should not be ignored.

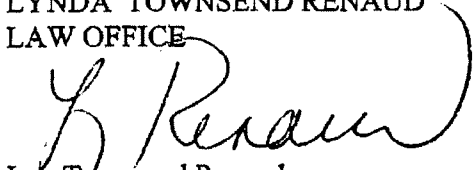
The Places to Grow Plan speaks to the notion of complete communities. As we have indicated to Council, we believe that in order for Bolton to achieve the status of a complete community additional residential housing is required to offer to employers the ability to access a local employment market from the residential community.

6. In the work that has been done, dated June 16, 2006 by C.N. Watson, various statements are made with respect to the lack of transitional regulations in the Provincial Growth Plan and thus some justification for proceeding without conformity thereto. However, we now have the *Act* and the Plan. As noted at page 11 of the C.N. Watson work, there are 52,000 people who remain unaccommodated in the Region of Peel. While we think the number is more substantial than the 52,000 reported by C.N. Watson, this in and of itself is a significant amount of growth that has not been allocated for and it is inappropriate for Caledon to proceed with Official Plan Amendment No. 203 as it does not address this shortfall.

In closing, I offer the comment that in the view of the consulting team retained by Solmar, Official Plan Amendment No. 203 is premature and should be integrated with other initiatives by the municipality that are directly relevant thereto. It is our respectful submission that Official Plan Amendment No. 203 does not conform to the Places to Grow Plan, the Provincial Policy Statement or the Town of Caledon Official Plan policies as they pertain to population, housing and employment forecasting.

Thank you for considering this submission.

Yours truly,  
LYNDA TOWNSEND RENAUD  
LAW OFFICE

  
Lyn Townsend Renaud

c: David MacAdam  
Jim Kennedy  
Jeannette Gillezeau  
Region of Peel Task Force – Caledon Population, Housing & Employment  
Forecasts (including May 2, 2006 submission)



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June 23, 2006

Ms. Lynda J. Townsend Renaud,  
Lynda J. Townsend Renaud Law Office  
1400 Cornwall Road, Suite 2  
Oakville, Ontario L6J 7W5

Dear Ms. Townsend Renaud:

**Subject: Caledon – Population and Employment Report**  
**Our File P- 3629-01**

---

I have reviewed the *Town of Caledon Draft Phase 3 Report* regarding *Population and Employment Allocations*. My comments regarding the approach and methodology used in the report are outlined below.

### **Provincial Policy Statement**

The approach and methodology are not consistent with the 2005 Provincial Policy Statement policies regarding Coordination.

According to section 1.2.1 of the Provincial Policy Statement:

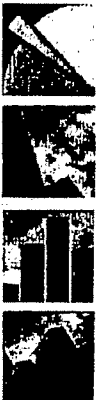
*"A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, or which cross lower, single and/or upper-tier municipal boundaries, including:*

*a) managing and/or promoting growth and development;*

*.....*

*f) population, housing and employment projections, based on regional market areas."*

*Urban and Real Estate Economists*



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According to section 1.2.2:

*"Where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with lower-tier municipalities shall:*

*a) identify, coordinate and allocate population, housing and employment projections for lower-tier municipalities. Allocations and projections by upper-tier municipalities shall be based on and reflect provincial plans where these exist...."*

Coordinated and comprehensive population, housing and employment projections have been prepared for the Greater Golden Horseshoe and its constituent upper-tier municipalities. The projections were published in the Hemson Consulting Ltd. report, *The Growth Outlook for the Greater Golden Horseshoe*, which was released in January 2005. The preparation of the forecasts involved provincial ministries, regional and county governments and separated cities, including Peel Region.

The provincial growth plan for the Greater Golden Horseshoe sets out population and employment projections for Peel Region (and other upper and single-tier municipalities) consistent with the "Compact" scenario forecast in *The Growth Outlook for the Greater Golden Horseshoe*.

The approach and methodology used in the preparation of the population and employment forecasts for the Town of Caledon was not coordinated or integrated with the comprehensive population, housing and employment forecasts prepared for Peel Region and the rest of the Greater Golden Horseshoe. The growth options set out in the Draft Phase 3 Report are "Caledon-based" and do not reflect the role the Region of Peel is expected to play in meeting the needs of demographic and economic growth in the Greater Golden Horseshoe to 2031.

The approach and methodology are not consistent with the Housing policies in the 2005 Provincial Policy Statement and the Caledon Official Plan.

According to Section 1.4.1 of the *2005 Provincial Policy Statement*:

*"To provide for an appropriate range of housing types and densities required to meet projected requirements of current and future residents of the regional market area identified in policy 1.4.3, planning authorities shall:*

*a) maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and*

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*b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a 3 year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.*

According to Policy 1.4.2:

*"Where planning is conducted by an upper-tier municipality:*

*a) the land and unit supply maintained by the lower-tier municipality identified in policy 1.4.1 shall be based on and reflect the allocation of population and units by the upper-tier municipality; and*

*b) the allocation of population and units by the upper-tier municipality shall be based on and reflect provincial plans where these exist."*

As a "planning authority", Caledon has a responsibility to help meet the housing requirements of the housing market area (Peel Region). Caledon's role in meeting the Region's housing requirements must reflect the allocation of housing units by Peel Region. Peel Region's housing unit allocation must reflect the provincial plan (*Places to Grow*).

The *Town of Caledon Official Plan* also includes a housing supply policy:

*"In order to ensure that an adequate supply of housing is available at all times, the Town will:*

*a) maintain at all times at least a ten year supply of land designated and available for residential development and residential intensification; and*

*b) endeavour to maintain a minimum three year continuous supply of residential units with servicing capacity in draft approved or registered plans." (Section 3.4.3.2)*

The approach and methodology used in the preparation of population and employment forecasts for the Town of Caledon did not address the role the Town is obliged to play in meeting the future housing requirements of Peel Region. The Town's assessment of growth options did not consider Caledon's responsibility to "maintain at all times" at least a ten year supply of land designated and available for residential development and three years continuous supply with servicing capacity in draft approved or registered units.

The Town and its consultants did not coordinate the housing growth projections in the draft report with the Peel Region's 2011 and 2021 housing forecasts for Caledon which are included in ROPA 15.

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Currently, there are fewer than 700 residential units in draft approved and registered plans of subdivision in Caledon, far less than a three years supply. Because the Town allowed the housing supply in Bolton to be almost completely depleted before moving forward with plans for Mayfield West, the supply of land designated for residential development was allowed to fall below the ten year minimum supply.

### **Implications for Projection and Allocation of Growth**

The projection and allocation of population and employment growth in Caledon must be based on the coordinated and comprehensive projections prepared for Peel Region and the rest of the Greater Golden Horseshoe. Caledon must assume its share of the responsibility of meeting the the full range of future housing needs in Peel Region. Caledon cannot "opt out" of the *Provincial Policy Statement*.

Analysis undertaken by Clayton Research and submitted to the Town of Caledon in December 2005 found that Caledon will have to play a much larger role in meeting the future need for single and semi-detached and row houses in Peel Region. The shortfall will amount to approximately 25,000 units by 2031. This analysis was based on the coordinated, integrated and comprehensive forecasts of housing needs prepared for the Greater Golden Horseshoe.

There is limited potential to cover the shortfall in single, semi and row housing through intensification, and the settlement area boundaries of Mississauga and Brampton cannot be expanded. This will have significant implications for the rate of growth in Caledon and should be reflected in the Town's forecasts for 2021 and 2031. Therefore, the population forecast for Caledon should be significantly higher than the forecast recommended in the Draft Phase 3 Report.

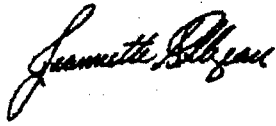
The allocation of growth to Caledon's urban service centres should reflect the need to maintain "at all times" a ten year supply of land designated and available for residential development and a three year supply in draft approved and registered plans of subdivision. The planning and approval process for settlement area expansions and secondary plans can take many years. For example, no lands are approved for residential development in Mayfield West today although OPA 114, which provided for the tri-nodal distribution of growth in Caledon, was approved in 1997. Caledon cannot wait until 2011 to start the planning process needed to designate additional residential land in the Bolton-South Albion area. The Town must start the planning process now to ensure a continuous ten year supply of housing over the period until additional residential lands are approved.

Planning for concurrent growth in all three rural service centres will help avoid housing supply bottlenecks, such as that currently caused by the combination of servicing constraints in Caledon East and the exhaustion of the residential land supply in Bolton.

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Therefore, the amount of growth allocated to the Bolton-South Albion rural service centre should be significantly higher than the allocation recommended in the Draft Phase 3 Report.

Sincerely,

A handwritten signature in cursive script, appearing to read "Jeannette Gillezeau".

Jeannette Gillezeau, MA  
Vice President

Document 13

**AMENDMENT NO. 203**  
**TO THE OFFICIAL PLAN FOR**  
**THE TOWN OF CALEDON PLANNING AREA**

**THE CORPORATION OF THE TOWN OF CALEDON**

**BY-LAW NO. XXXX**

**A By-law to adopt Amendment No. 203 to the Official Plan for the Town of Caledon**

**WHEREAS the Council of the Corporation of the Town of Caledon, in accordance with the provisions of the *Planning Act*, R.S.O. 1990, as amended, HEREBY ENACTS AS FOLLOWS:**

- 1. Amendment No. 203 to the Official Plan for the Town of Caledon Planning Area shall be and is hereby adopted.**

**Read three times and finally passed in open Council this   <sup>th</sup> day of**

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**Marolyn Morrison, Mayor**

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**Cheri Cowan, Clerk**

**THE CONSTITUTIONAL STATEMENT**

- PART A – THE PREAMBLE - does not constitute part of this Amendment
- PART B – THE AMENDMENT - the following text and tables constitute Amendment No. 203 to the Official Plan for the Town of Caledon.

**AMENDMENT NO. 203**

**OF THE TOWN OF CALEDON OFFICIAL PLAN**

**PART A: THE PREAMBLE**

**Purpose of the Amendment**

The purpose of Official Plan Amendment No. 203 is to amend the policies and tables contained in Section 4.0 - Population and Employment to reflect the population reallocations for 2021 and to include population and employment forecasts and allocations for the 2031 planning horizon as recommended in the Population and Employment Forecasts sub-component of the South Albion-Bolton Community Plan Process. In addition, the Amendment adds a supplementary provision to the Phasing policies in Section 6.2.1.7.

**Location**

This Amendment applies to the Town of Caledon as a whole including: the Rural Service Centres, the Villages, Hamlets, Industrial/Commercial Centres, and Rural area.

**Basis of the Amendment**

In 1997 the Ontario Municipal Board (OMB) approved Official Plan Amendment No. 114 (OPA 114) which established the Town-wide population of 84,444 and the Town's Tri-Nodal Growth Strategy. This strategy aimed to proactively address future growth within the Town of Caledon by equitably distributing population, employment, services and facilities. The OMB decision granted the Town at least a 10 year period to pursue its Tri-nodal Growth Strategy. The bulk of the 84,444 population forecast for 2021 was directed to the Rural Service Centres of Bolton, Mayfield West and Caledon East. OPA 114 also set out growth allocations for the Villages, Hamlets and Rural areas.

Almost ten years have elapsed since the original forecasts for the Town of Caledon were completed. During this time the level of growth has been fairly consistent with the OPA 114 forecast. However, the Town's growth has been largely concentrated in Bolton. To pro-actively plan for future commercial, residential and industrial growth, the South Albion-Bolton Community Plan was initiated in 2004. A population and employment forecasting exercise was undertaken as part of the planning process. A population forecast for Caledon for 2031 is needed as the Province, the Regional of Peel, the City of Brampton and the City of Mississauga are addressing the 2031 planning horizon.

C.N Watson and Associates were retained to review future growth in the Town prior to 2021 and provide population and employment forecasts for the 2031 planning horizon. A comprehensive review of four population growth options and two distribution scenarios was undertaken by Town staff, C. N. Watson and Associates and The Butler Group which was retained as the overall planning advisor. The population and employment forecasts and distribution scenarios were evaluated against a number of criteria including:

- Environmental quality of life and other planning matters
- Public Service levels
- Local job availability
- Property tax levels
- Local business and property owner prosperity
- Housing choice and affordability
- Fiscal impact
- Live/Work Potential
- Commercial Service Levels
- Growth Assimilation
- Municipal Servicing

The review also included an examination of environmental protection and agricultural land preservation issues and the broader planning context including the Provincial Greenbelt Plan and Places to Grow, the Proposed Growth Plan for the Greater Golden Horseshoe. Public consultation has included two Community Meetings, a Council Workshop which was open to the public and meetings involving Town staff and consultants, members of Council and members of the public.

Town staff and the Consultants have recommended that population from the Villages and the Palgrave Estate Residential Community be reallocated to Mayfield West and Bolton prior to 2021. This provides opportunities for intensification and redevelopment in Bolton and adds to the critical mass of population in Mayfield West prior to 2021 while retaining the Town-wide population for 2021 of 84,444. It was also recommended that the employment forecast for 2021 be increased to 48,622.

Based on the evaluation of four potential population growth options, the analysis has determined that a Town-wide population of 108,000 for the 2031 planning horizon is the most appropriate. This maintains the previous rate of growth and provides the best balance between the benefits of growth and the potential disadvantages. An employment forecast of 48,701 is associated with the recommended 2031 population forecast.

Town staff and the Consultants have recommended that the majority of the future population growth between 2021 and 2031 be split equally between Mayfield West and South Albion-Bolton. The analysis did not provide a basis for directing more growth to growth to one community or the other. The analysis did indicate that an equal distribution of growth will maximize opportunities for live/work and housing diversity and is the most favourable for the development of the two communities.

The Official Plan includes a number of tables indicating the Town-wide population and employment forecasts for 2021 and the allocation of the population forecast among the Rural Service Centres, Villages, Hamlets, Industrial/Commercial Centres and the Rural Area. An Official Plan Amendment is required to revise the tables and associated policies to reflect the updated population allocations for 2021 and the new population and employment forecasts and allocations for 2031. The changes to the 2021 population allocations for the various communities will necessitate corresponding changes to the 2011 population allocations which are included in the Official Plan for monitoring progress toward the assigned 2021 numbers. The 2011 population allocation for Bolton must also be increased to reflect the fact that the existing population currently exceeds the 2011 number in the Official Plan. The 2011 population allocation

for Mayfield West must be increased to reflect the new the 2011 population allocation adopted as part of OPA 208, the Mayfield West Secondary Plan.

An adaptive management approach was recommended to ensure that the proposed population and employment growth meets the environmental, social and fiscal objectives of the Town. The adaptive management approach involves monitoring of development and making adjustments, if needed, to the environmental protection measures, financial parameters or other parameters and/or adjusting the growth forecasts. The five year review provides an opportunity to consider the results of the monitoring and make the appropriate adjustments. Section 6.5 of the Official Plan provides for monitoring of a number of factors including environmental, social and financial indicators. Section 6.2.1 provides for the review of development in the context of the Strategic Direction, Goals, Objectives and policies of the Official Plan and the potential for a five year review. Section 4.3.1.2 provides for the adjustments to the Town-wide forecasts as part of a comprehensive review. This Amendment revises Section 4.3.1.2 to require that the growth forecasts be reviewed at the time of the five year review. This Amendment also revises Section 6.2.1.7.1 to include environmental considerations as a basis for phasing the release of lands for development purposes. This will provide the Town with an additional tool for regulating development to ensure that the environment is protected.

## **PART B: THE AMENDMENT**

This part of the document entitled "Part B - The Amendment" and consisting of the following text and tables constitutes Amendment No. 203 to the Official Plan of the Town of Caledon.

### **Details of the Amendment**

The Town of Caledon Official Plan is amended as follows:

1. Section 4.3.1.2 is deleted and is replaced with the following:
  - 4.3.1.2 Adjustments to the Town-wide forecasts on Table 4.1 will generally be made as part of a comprehensive review *and will be reviewed at the time of the five year review, taking into account the results of the monitoring program undertaken in accordance with Section 6.5 of this Plan.* Adjustments will also be considered by amendment when further detailed studies, such as the Mayfield West Community Development Plan and the Village Studies have determined specific population allocations for these settlements for the Plan period.

2. Table 4.1 Town of Caledon – Population & Employment Forecasts is deleted and replaced with the following table and note:

**TABLE 4.1**  
**TOWN OF CALEDON - Population & Employment Forecasts**

<b>Year</b>	<b>Population</b>	<b>Employment</b>
1991	35,255	11,480
2011	71,487	27,960
2021	84,444	37,975
2031	108,000	48,622

Note: The population forecasts in Table 4.1 do not reflect the Census undercount which is 4.2%. The total population including the Census undercount is calculated by multiplying the population forecasts shown in Table 4.1 by 0.958.

3. Section 4.3.2.1 is amended by adding the words "and 2031" after the words "Population Allocations for 2021" in the first line.
4. Section 4.3.2.2 is amended by adding the words "and 2031" after the words "assigned 2021 population allocations" in the last line.
5. Table 4.2 Population Allocations – by Settlement Category or Land Use Area is deleted and replaced with the following table:

**TABLE 4.2**  
**POPULATION ALLOCATIONS**  
**by Settlement Category or Land Use Area**

<b>Settlement Category or Land Use Area</b>	<b>2011 Population</b>	<b>2021 Population</b>	<b>2031 Population</b>
Rural Service Centres	43,751	53,400	73,076
Villages	6,308	8,000	10,462
Hamlets	1,390	1,617	1,617
Industrial/Commercial Centres	170	170	170
Rural <sup>(1)</sup>	19,869	21,257	22,675
<b>Total</b>	<b>71,487</b>	<b>84,444</b>	<b>108,000</b>

- (1) The category 'Rural' includes lands in the Agricultural Area, Rural Area and the Palgrave Estate Community.

6. Section 4.3.3.1 is deleted and replaced by the following:

4.3.3.1 The 2021 and 2031 Population Allocations for the Villages in Tables 4.2 and 4.4 represent interim budget allocations only, pending completion of the Village Studies and the determination of the 2021 and 2031 population allocations for these communities.

7. Table 4.3 Population Allocations – Rural Service Centres is deleted and replaced with the following table:

**TABLE 4.3  
POPULATION ALLOCATIONS -Rural Service Centres**

<b>Population Allocations</b>	<b>2011 Population</b>	<b>2021 Population</b>	<b>2031 Population</b>
South Albion-Bolton	26,982	28,000	37,838
Caledon East	5,000	8,400	8,400
Mayfield West	11,769	17,000	26,838
<b>Total</b>	<b>43,751</b>	<b>53,400</b>	<b>73,076</b>

8. Table 4.4 Population Allocations – Villages is deleted and replaced with the following table:

**TABLE 4.4  
POPULATION ALLOCATIONS - Villages**

<b>Population Allocations</b>	<b>2011 Population</b>	<b>2021 Population</b>	<b>2031 Population</b>
Total - (from Table 4.2)	6,308	8,000	10,462
<b>Historically Established Populations</b>			
Alton		1,530	
Caledon		1,850	
Cheltenham		1,130	
Mono Mills		860	
Palgrave		1,025	
<b>Individual Village Population Allocations</b>		<b>2021 Population</b>	
Inglewood		1,225	

9. Table 4.5 Population Allocations – Hamlets is deleted and replaced with the following table:

**TABLE 4.5  
POPULATION ALLOCATIONS - Hamlets**

<b>Population Allocations</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>
Total - (from Table 4.2)	1,390	1,617	1,617
<b>Historically Established Populations</b>			
Albion		92	
Belfountain		520	
Campbell's Cross		125	
Cataract		280	
Claude		38	
Melville		33	
Mono Road		88	
Terra Cotta		250	
Wildfield		110	

10. Table 4.6 Population Allocations – Industrial/Commercial Centres is deleted and replaced with the following table:

**TABLE 4.6  
POPULATION ALLOCATIONS-Industrial/Commercial Centres**

<b>Population Allocations</b>	<b>2011 Population</b>	<b>2021 Population</b>	<b>2031 Population</b>
Total - (from Table 4.2)	170	170	170
<b>Historically Established Populations</b>			
Sandhill		55	
Tullamore		50	
Victoria		71	

11. Section 6.2.1.7.1 is amended by adding the following:

d) ensure the continued health and integrity of the ecosystem features and functions.

