Town of Caledon
Provincial Policy Conformity (PPC) Exercise
Council Workshop # 4
ROPA 24 Growth Management, Employment Lands and Greenbelt
Key Policy Drivers and Basis Documents: Growth Management, Employment Lands and Greenbelt

Mandatory Conformity Requirements:
- The *Planning Act*
- Provincial Policy Statement 2005
- Bill 136, *The Places to Grow Act*, and the Provincial Growth Plan
- Greenbelt Plan and *Greenbelt Act*, 2005

Basis Documents:
- Region of Peel Growth Management Discussion Paper, *Places to Prosper* 2009
- Region of Peel Employment and Employment Lands Discussion Paper 2009

Caledon Inputs:
- Town of Caledon Official Plan Amendment 203 endorsed by Council August 1, 2006 and November 6, 2007
- Town of Caledon Employment Land Needs Study, 2007
Timelines for ROPA 24

- July 6, 2009: Draft ROPA 24 released for comments
- September 10, 2009 Statutory Public Open House
- October 8, 2009, Statutory Public Information Meeting
- October, 2009 Comments on Draft ROPA 24 due
- November, 2009 Adoption by Regional Council

Caledon Consideration of Draft ROPA 24

- July 6, August 11, August 25, September 29, 2009 Council Workshops re: Growth Management, Employment Lands and Greenbelt
- October 20, 2009 Council Report re: Caledon Comments on ROPA 24
SUB-TOPICS: Growth Management

- Population and Employment Forecasts
- Intensification and the Growth Plan Intensification Target
- Greenfield Density Target
- Settlement Expansions
- Settlement Study Areas
- Strategic Infrastructure Study Area
- Community Form, Complete Communities
Growth Management: Population and Employment Forecasts

The total of the area municipal forecasts exceeds Provincial forecasts. The Region is proposing to retain the area municipal forecasts as much as possible by:
- Proportionally reducing the area municipal forecasts
- Regional forecasts exceed the Provincial forecasts by 5,000

Table 3: Population, Household and Employment Forecasts for Peel¹

<table>
<thead>
<tr>
<th>Municipality</th>
<th>2011</th>
<th>2021</th>
<th>2031</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Population²</td>
<td>Households</td>
<td>Employment</td>
</tr>
<tr>
<td>Brampton</td>
<td>510,000</td>
<td>143,000</td>
<td>182,000</td>
</tr>
<tr>
<td>Caledon</td>
<td>75,000</td>
<td>22,000</td>
<td>28,000</td>
</tr>
<tr>
<td>Mississauga</td>
<td>738,000</td>
<td>233,000</td>
<td>455,000</td>
</tr>
<tr>
<td>Total Peel</td>
<td>1,323,000</td>
<td>398,000</td>
<td>665,000</td>
</tr>
</tbody>
</table>

Notes:
¹ The Province is reviewing the forecasts included in Schedule 3 of the Growth Plan. As soon as this schedule is amended, Table 3 will also need to be amended.
² Population figures include the 2001 Census undercount of 4.2%
Population and Employment Forecasts – Comments

- Caledon’s population and employment forecasts in OPA 203 were developed to ensure, among other things, the fiscal sustainability of the Town.

- The Region has endeavoured to retain the area municipal forecasts as much as possible and has distributed the reductions necessary to meet the provincial forecasts in an equitable manner.

- The proportional reduction results in the Caledon 2031 population forecast being reduced from 113,000 (with the census undercount) to 111,000 and the employment forecast being reduced from 48,622 to 48,000.

- Caledon’s overall growth management strategy is not fundamentally affected by the changes in the population and employment forecasts.
Growth Management: Urban Nodes and Corridors

- ROPA 24 supports the identification of intensification corridors, major transit station areas and other appropriate urban nodes in area municipal Official Plans.

- Area municipalities are encouraged to require development around major transit station areas to achieve a minimum density of 100 residents and jobs combined per hectare.

Comments

- The Town can identify intensification corridors and major transit station areas in its Official Plan as it considers appropriate

- Council has discussed the possibility of identifying major transit station areas in Bolton and Mayfield West.
Growth Management: Settlement Boundary Expansions and Regional Municipal Comprehensive Review

- Settlement boundary expansions for the Rural Service Centres will require a Regional Official Plan Amendment which will be based on a regional municipal comprehensive review.
- Policy 7.9.2.10 in ROPA 24 specifies some new matters that must be addressed through a regional municipal comprehensive review for a settlement boundary expansion to ensure conformity with the Growth Plan.
- The new matters that must be addressed include:
  - g) ensuring that the timing and phasing of development support achieving the regional forecasts, intensification target and greenfield density target;
  - h) expansion land areas do not exceed the land needed within timeframe of the plan; and,
  - p) sufficient opportunities to accommodate the growth through intensification or in designated greenfield areas are not available within the regional market area and the lower-tier municipality.
Settlement Boundary Expansions and Regional Municipal Comprehensive Review – Comments

- Caledon will be required to demonstrate that proposed settlement boundary expansions support achieving the regional intensification target and greenfield density target and that there is no opportunity to accommodate the forecasted growth in the existing settlement areas.

- Clarification is needed in ROPA 24 regarding the scope of the regional municipal comprehensive review and the assessment of the regional market area. Confirmation is needed that:
  - The allocation of population and employment growth through the 5-year review satisfies the requirement to examine whether the growth can be accommodated elsewhere within the regional market area;
  - Local planning exercises undertaken to accommodate the growth allocations established through the 5-year review do not have to re-examine the regional market area. Such an examination would call into question the growth allocations;
  - The purpose of the regional municipal comprehensive review will be to establish conformity to section 7.9.2.10 and will not entail a full Official Plan Review including a review of the population and employment allocations.
Growth Management: Settlement Study Areas

- ROPA 24 shows Settlement Study Areas around Mayfield West, Tullamore and Bolton

- Settlement Study Areas identify the general geographic area where the majority of growth will occur over the long term (beyond 2031)

- These areas will not be fully developed within the timeframe of the ROP

- ROPA 24 indicates that the Town will be reviewing the function of Tullamore as a potentially more significant employment node

Comments

- The Settlement Study Areas strengthen and enhance the Town’s growth management strategy.
Growth Management: Complete Communities and Public Health

- ROPA 24 includes an objective to plan for and achieve complete communities. The Region will encourage the area municipalities to incorporate official plan policies to achieve the development of complete communities.
- Caledon is recognized as a community of communities that should be planned holistically in the context of the complete communities policies.
- ROPA 24 includes an objective to protect and promote human health. The Region will prepare an assessment tool for evaluating the public health impacts of development.

Comments

- The recognition that Caledon must be planned holistically in the context of the complete communities policies gives Caledon the flexibility to plan its individual communities according to their function within the hierarchy of settlements.
Growth Management: Intensification

- ROPA 24 includes a new Figure 16 showing the built-up area and the designated greenfield area.
- ROPA 24 includes the provincial intensification target of 40% by 2015, but after 2025 the Region has increased the intensification target to 50%. These targets will be met by the Table 3 growth allocations.
- ROPA 24 includes the provincial requirement that the area municipalities develop intensification strategies that identify intensification areas.

Comments

- The Palgrave Estate Residential Community does not have potential for intensification and does not meet the province’s criteria for a built boundary definition. It should be identified as an undelineated built-up area.
Growth Management: Greenfield Density Target

- ROPA 24 states that the Region will plan to achieve a minimum density of 50 persons and jobs combined per hectare in the Designated Greenfield Area.
- ROPA 24 requires the area municipalities to plan to meet the minimum Greenfield Density Target.
- ROPA 24 indicates that the Region will not support a settlement expansion unless it contributes to achieving the minimum Greenfield Density Target.

Comments

- The Greenfield Density Target is problematic for Caledon due to the need to compensate for the existing Designated Greenfield Areas which were previously approved at densities below 50 persons/jobs/hectare combined.
Growth Management: Greenfield Density Target

Comments

- Palgrave Estate Residential Community: the need to compensate for this area means that the Town on its own cannot achieve the Greenfield Density Target. Caledon is proposing to exclude the Palgrave Estate Residential Community from its calculations of Greenfield density.
- Employment lands are at a very low density due to the market for warehousing and logistics. Even manufacturing is low density.
- Residential areas in the Designated Greenfield Area have previously been approved at a density below the target.
- The density required in new development areas to compensate for the Designated Greenfield Areas is unacceptable and unrealistic.

<table>
<thead>
<tr>
<th>Designated Greenfield Area</th>
<th>Area (ha)</th>
<th>Density (persons/jobs/ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palgrave Estate Residential Community</td>
<td>822</td>
<td>3</td>
</tr>
<tr>
<td>Bolton</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employment Lands</td>
<td>248</td>
<td>21</td>
</tr>
<tr>
<td>Mayfield West</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mayfield West Phase 1 Residential and Population-Related Employment</td>
<td>231</td>
<td>44</td>
</tr>
<tr>
<td>Mayfield West Phase 1 Employment Lands</td>
<td>206</td>
<td>21</td>
</tr>
<tr>
<td>Mayfield West Phase 1 Total</td>
<td>437</td>
<td>33</td>
</tr>
<tr>
<td>Fernbrook Subdivision</td>
<td>21</td>
<td>43</td>
</tr>
<tr>
<td>Residential Policy Area A</td>
<td>37</td>
<td>11</td>
</tr>
<tr>
<td>Total Mayfield West</td>
<td>495</td>
<td></td>
</tr>
<tr>
<td>Caledon East</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chateaux of Caledon</td>
<td>35</td>
<td>47</td>
</tr>
<tr>
<td>Total Caledon East</td>
<td>138</td>
<td>42</td>
</tr>
<tr>
<td>Total Area Without Palgrave Estates</td>
<td>881</td>
<td></td>
</tr>
</tbody>
</table>
Greenfield Density Target

Comments

- Caledon is requesting the Region to exclude the Palgrave Estate Residential Community from the Greenfield density calculations.
- Residential and employment densities should be de-linked in the calculations.
- Caledon can meet the density target in new development areas but should not have to compensate for the existing Designated Greenfield Areas.
- A number of critical planning objectives are at risk including: meeting the growth forecasts, provision of an adequate supply of employment land and the fiscal sustainability of the Town.

<table>
<thead>
<tr>
<th>Bolton: Density Required for All Expansion Lands including Residential,</th>
<th>Bolton: Residential and Population-Related Employment on Expansion Lands</th>
</tr>
</thead>
<tbody>
<tr>
<td>Compensating for Existing Designated Greenfield Area (DGA)</td>
<td></td>
</tr>
<tr>
<td>Existing Designated Greenfield Area (ha)</td>
<td>Density of DGA Employment Land (jobs/ha)</td>
</tr>
<tr>
<td>Bolton: Residential and Population-Related Employment on Expansion Lands</td>
<td></td>
</tr>
<tr>
<td>Existing Designated Greenfield Area (ha)</td>
<td>Density of DGA Employment Land (jobs/ha)</td>
</tr>
<tr>
<td>248</td>
<td>21</td>
</tr>
</tbody>
</table>

| Mayfield West: Density Required in Phase 2 to Compensate for Phase 1 |
|-----------------------------|----------------------------------|
| Existing Designated Greenfield Area Phase 1 (ha) | Overall Density of Phase 1 | Total Population, Pop. Related Jobs and Employment Land Jobs in Phase 2 | Required Density of Population, Population Related Jobs and Employment Land Jobs in Phase 2 |
| 437 | 33 | 18206 | 84 |
Growth Management: Strategic Infrastructure Study Area (SISA)

- ROPA 24 identifies the SISA to identify and protect the future GTA West transportation corridor.
- Development applications will only be approved within the SISA if the proposed uses will not predetermine or preclude the outcome of the GTA West Environmental Assessment.
- Land uses currently permitted within the Prime Agricultural Area designation will continue to be permitted.
- The SISA will also be protected for long term strategic employment lands.

Comments

The identification and protection of the SISA will ensure that a corridor is available for future infrastructure and will provide a framework for long term planning of employment lands.
Employment Lands: Sub-Topics

- Employment Land Supply
- Employment Land Protection
- Location of Office, High Density Employment
- Uses in Employment Areas
- Employment Lands and Transportation Facilities
Employment Lands: Employment Land Supply

- ROPA 24 directs the area municipalities to designate an adequate supply of employment land to achieve the employment forecasts in Table 3.
- The Region identified the employment land needs for the area municipalities through its Employment Land Study. ROPA 24 includes a new Figure 15 showing the employment land needs.

Comments

- Caledon is planning to meet the majority of its employment land needs in the Settlement Study Areas through the South Albion-Bolton Community Plan, the Mayfield West Phase 2 Secondary Plan and a future review of the function of Tullamore.
- The employment land need for 2031 identified in the Region’s study is about 80 acres less than the need identified in the Caledon study due to the proportional reduction and some methodological differences. This change will have to be reflected in the amount of employment land being planned for.
Employment Lands: Employment Land Protection

- ROPA 24 directs the area municipalities to include policies in their Official Plans that only permit conversion of employment land subject to certain conditions specified in the Growth Plan.
- Conversions must be justified through a municipal comprehensive review.
- ROPA 24 supports the protection of the SISA for long term employment lands planning.

Comments

- Caledon will include policies similar to those in ROPA 24 in its PPC LOPA to restrict the conversion of employment land.
- Caledon has previously converted employment lands in Bolton to expand the Community Shopping Centre Area on the basis of a municipal comprehensive review in conformity with these policies which originated with the PPS 2005.
Employment Lands: Location of Office and High Density Employment Uses and Uses in Employment Areas

- ROPA 24 encourages office and high density employment uses to locate in nodes and corridors served by transit such as Major Transit Station Areas.
- ROPA 24 prohibits major retail uses on employment land and supports area municipalities in discouraging retail uses on employment land except accessory retail or uses serving the employment area.

Comments
- Caledon’s current policies direct business and office uses to areas with good access for cars and trucks. The PPC LOPA should include policies to encourage these uses in areas served by transit.
- Caledon’s current policies do not permit any retail uses other than accessory retail or retail uses serving the employment area. ROPA 24 supports Caledon’s existing policies.
CONCLUSIONS

• The PROPR process has involved considerable consultation and coordination with area municipal staff, Councils and stakeholders. As a result, the policies of ROPA 24 address provincial conformity, but are responsive to and supportive of local planning objectives to the greatest degree possible.

• ROPA 24 allocates population and employment forecasts to Caledon that are similar to those previously endorsed by Council.

• ROPA 24 contains new provisions that recognize the uniqueness of Caledon, notably the recognition that Caledon is a community of communities and should be planned holistically in the context of complete communities and the identification of the Settlement Study Areas.

• ROPA 24 contains provisions that facilitate long term planning in Caledon including the Settlement Study Areas and SISA.
CONCLUSIONS

● There is a need to clarify the scope of the regional municipal comprehensive review for settlement boundary expansions and confirm that the population and employment allocations established through the 5 year review satisfy the requirement to determine whether the growth can be accommodated in the regional market area.

● The primary concern with ROPA 24 is the need for Caledon to plan to meet the Greenfield Density Target. The inclusion of the Palgrave Estate Residential Community in the Designated Greenfield Area makes this impossible. Further difficulties are created by the low density employment lands and previously approved residential lands in the Designated Greenfield Area.

● Caledon is requesting that the Region exclude the Palgrave Estate Residential Community from its Greenfield Density calculations.

● The employment land densities and residential densities should be de-linked in the calculation of Greenfield densities.

● Caledon should not have to compensate for existing low density Designated Greenfield Areas.
DRAFT RECOMMENDATIONS: It is recommended:

- That the Town of Caledon express its support for key aspects of Draft ROPA 24, including the proposed population and employment forecasts and the proposed policies and identification of the Settlement Study Areas and SISA;
- That the Region be requested to clarify that the regional municipal comprehensive review for a settlement boundary expansion will not involve the re-examination of the population and employment forecasts;
- That the Region be requested to amend ROPA 24 to exclude the Palgrave Estate Residential Community from the Greenfield Density calculation;
- That Council reiterate its request to the Province, as initially expressed through Resolution W-654-2008, that special consideration be given regarding the applicability of the Greenfield Density Target to mixed use campus development on employment lands without impacting the densities and urban form of new residential communities;
DRAFT RECOMMENDATIONS: It is recommended:

That the Town advise the Region that ROPA 24 and the other ROPAs being proposed through the Peel Region Official Plan Review exercise must acknowledge Caledon’s unique responsibilities and contributions to the Region as a whole in terms of providing the vast majority of the Region’s natural heritage system, clean air and water, mitigation against climate change, carbon sequestration and local food production, and that the Regional Official Plan must recognize the Region’s responsibility to support the Town’s efforts to expand its local economy and enhance its fiscal sustainability in the context of these unique contributions and corresponding planning responsibilities and constraints.