

**NORTHWEST BRAMPTON  
URBAN BOUNDARY STUDY**

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**Region of Peel**

**Hemson Consulting Ltd.**

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**June 7, 2005**

# HEMSON

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June 7, 2005

Mr. Nick Tunnacliffe  
Commissioner of Planning  
Regional Municipality of Peel  
10 Peel Centre Drive  
Brampton, Ontario  
L6T 4B9

Dear Mr. Tunnacliffe:

**Re: Northwest Brampton Urban Boundary Study**

Hemson Consulting Ltd. is pleased to submit our final report for the Northwest Urban Boundary Study for the Region of Peel. The report evaluates the proposal by the City of Brampton to expand the Urban System to include Northwest Brampton under the requirements of the new Provincial Policy Statement.

The conclusion of our report is that the land supply and forecast work undertaken in earlier studies and in this report justify the need for Northwest Brampton. In our view, the extensive set of studies on growth forecasts, the natural environment, servicing, agriculture, shale and municipal finance completed by the Region, Mississauga and especially Brampton, collectively constitute a comprehensive review as defined in the PPS.

We would like to thank Region of Peel, City of Brampton, City of Mississauga and Town of Caledon staff for their valuable input during the course of the study. We trust that our report will assist the Regional Council in their decision-making process for Northwest Brampton.

Yours truly,

HEMSON CONSULTING LTD.



Russell Mathew, RPP, MCIP, PLE  
Partner

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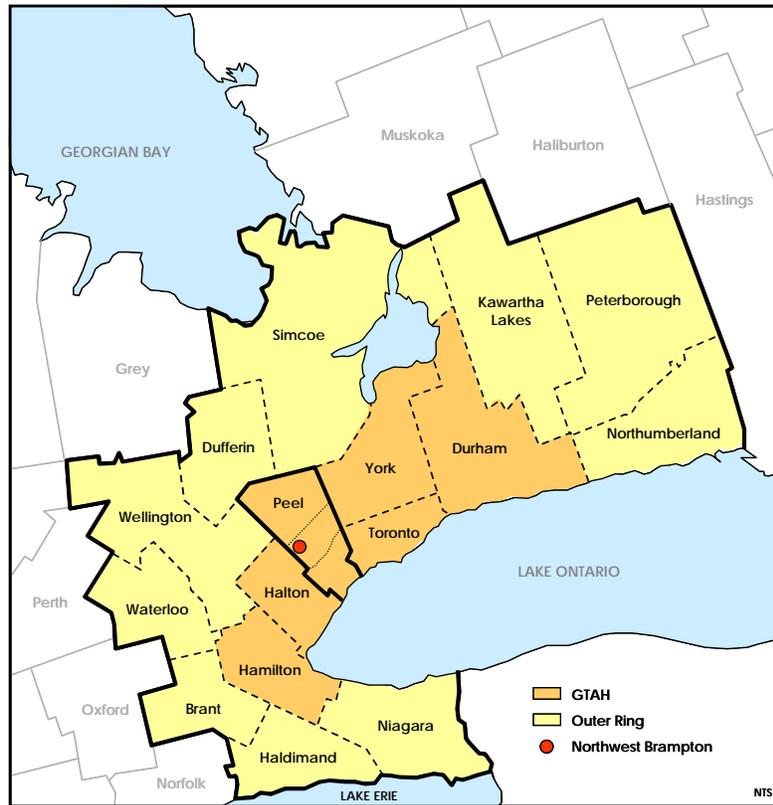
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## EXECUTIVE SUMMARY

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- This report has been prepared for the Region of Peel as part of the Region's review of the City of Brampton's application to expand the Regional urban boundary to include the Northwest Brampton area. The location of Northwest Brampton in the context of the Greater Golden Horseshoe (GGH) is shown on the map below.

### GREATER GOLDEN HORSESHOE CONTEXT



Source: Hemson Consulting Ltd.

- This report primarily looks at three matters:
  - Updated population and employment growth outlooks for the Region and area municipalities based on the forecasts in the recently released *Growth Outlook for the Greater Golden Horseshoe* and based on updated urban land supply information for the Region.
  - A review of the Regional growth allocation, including Northwest Brampton, in the context of the Province's proposed target of 40% of annual housing growth by 2015 being provided within the Region's built-up area.

- Review of the proposed Regional OPA under the conditions of the new Provincial Policy Statement (PPS), which came into force on March 1, 2005. In particular, we have assessed the OPA against the sections requiring that urban boundary expansions meet certain conditions within a “comprehensive review” process.
- The *Growth Outlook for the Greater Golden Horseshoe* provides a “compact scenario” which is proposed by the Province to be the basis of planning targets for the GGH in the coming years. The results of this forecast, compared to the current Regional forecasts, are provided in the following table.

<b>Growth Outlook for the Region of Peel Comparing New GGH Forecasts to Region’s 2003 forecasts (in 000s)</b>					
	Population			Employment	
Year	Peel 2003 — Census definition of population	GGH 2005, Compact Scenario		Peel 2003	GGH 2005, Compact Scenario
		Census definition of population	Total population including Census under-coverage		
1991	730	730	760	380	380
2001	990	990	1,030	530	530
2011	1,220	1,260	1,310	670	730
2021	1,390	1,430	1,480	760	820
2031	1,520	1,570	1,640	830	870

Note: The difference between the Census Population and the Total Population including under-coverage is about 4% of the population in 2001 and in the forecast and about 3% in 1991. An explanation of the issues associated with population and under-coverage is provided in the first section of Chapter 2 of this report.

- The growth outlook for the Region of Peel is now for a population about 40,000 higher in 2011 and in 2021 and 50,000 higher in 2031 than the Region’s currently adopted forecasts used for official plan and development charge purposes. The differences between the two are mainly the result of the rapid growth occurring right now in the Region — our mid-2005 population estimate is already about 20,000 higher than the adopted Regional forecast.
- Based on updated residential land supply information, including recent work prepared by the Region and the City of Mississauga for the Mississauga City Centre, the following allocation of population growth is forecast.

<b>Forecast Population within the Region of Peel – GGH Compact Scenario (<i>Places to Grow</i>)</b> (in 000s)					
<b>Census Population</b>					
	Mississauga	Brampton (including Northwest)	Caledon	Unallocated	Total Peel
1991	463	234	35	—	732
2001	613	325	51	—	989
2011	693	500	66	—	1,260
2021	714	623	84	5	1,425
2031	731	696	(84 — see notes)	59	1,571
<b>Total Population (including Census under-coverage)</b>					
	Mississauga	Brampton (including Northwest)	Caledon	Unallocated	Total Peel
1991	479	243	36	—	758
2001	638	339	53	—	1,030
2011	722	522	69	—	1,312
2021	743	649	87	5	1,484
2031	761	726	(88 — see notes)	61	1,636

Source: Statistics Canada (Historic) , Hemson Consulting (Forecast)

Notes: Figures in the table have been rounded to the nearest 1,000, because of the relatively small totals in Caledon and Unallocated. The larger totals for Mississauga, Brampton and the Region, when used for policy purposes should be at least rounded to the nearest 5,000.

The Caledon population of 88,000 in 2031 includes Census under-coverage of 4%. The 88,000 is equivalent to the 84,000 population limit in the *Caledon Official Plan*.

The Caledon forecast for 2031 reflects the population that would be within the land use designations that are currently being planned within the 2021 population limit. If Caledon chooses to accommodate additional growth for the period beyond 2021, this population would be shifted from Unallocated to Caledon.

- In considering the Region's supply of residential land and the future growth it can accommodate, it is important to consider the type of housing. There are 525,000 households forecast for designated areas in Peel in 2031 (there are another 20,000 units in Unallocated for a total 545,000 forecast). The supply (including units built today) within designated areas is over 550,000 potential units. Although the total housing supply exceeds the total demand, there is a significant mismatch between demand and supply by housing type. The supply cannot accommodate the projected long-term demand for ground-related housing. A potential supply of 25,000 apartment units is forecast to remain unbuilt in Mississauga in 2031, a supply which will accommodate

continued growth after 2031. The demand for ground-related housing in the Region cannot be met within the designated area and so an unallocated population in the Region is shown beginning just before 2021.

The population in these unallocated units is shown as just over 60,000 in the table, above. Without Northwest Brampton, the Unallocated population in the Region would reach over 135,000 by 2031.

- Based on updated employment land supply information, the following allocation of employment growth is forecast. The need for additional lands in unallocated begins just prior to 2021, similar to the timing of the requirements for residential development.

<b>Forecast Employment within the Region of Peel – GGH Compact Scenario (<i>Places to Grow</i>)</b> (in 000s)					
	Mississauga	Brampton (including Northwest)	Caledon	Unallocated	Peel
1991	274	93	11	—	378
2001	382	134	18	—	534
2011	471	226	30	—	727
2021	495	281	37	2	815
2031	502	313	(40 — see note)	14	869

Source: Statistics Canada (Historic) , Hemson Consulting (Forecast)

Notes: Figures in the table have been rounded to the nearest 1,000, because of the relatively small totals in Caledon and Unallocated. The larger totals for Mississauga, Brampton and the Region, when used for policy purposes should be at least rounded to the nearest 5,000.

The Caledon forecast for 2031 reflects the employment that the Hemson forecast indicates would be within the land use designations that are currently being planned within the context of the 2021 *Caledon Official Plan*. If Caledon chooses to accommodate additional growth for the period beyond 2021, this employment may be shifted from Unallocated to Caledon.

- Analysis of the forecast allocation in the context of intensification opportunities and a defined “built boundary” to the developed urban parts of the Region, indicates that the Region of Peel can meet *Places to Grow*’s proposed target of 40% of new housing units being provided within the built-up area of Peel by 2015. Further analysis of the forecasts in this report indicate a share within today’s built boundary increases from about 23% today to 41% in 2015. This owes, particularly, to the significant medium and high density development anticipated in Mississauga, especially in the City Centre, over the next 10 years. The maturing of the older developed parts of Brampton during the same period will also increase the amount of growth provided through intensification.

- The proposed urban boundary expansion in Northwest Brampton, in our view, meets the requirements of the new PPS for an urban expansion. Sufficient analysis has been undertaken of opportunities for redevelopment and intensification as well as growth within existing designated areas to demonstrate the need for the lands in Northwest Brampton. Agricultural issues have been analysed in separate work, the conclusions of which are also in accordance with the PPS.
- The PPS requires that the conditions for an urban boundary expansion be met through a comprehensive review. While not all completed at one time or by a single municipal body, work undertaken on growth and development in the Region in recent years by the Region, Mississauga and especially, Brampton collectively constitute a comprehensive review within the meaning of the PPS.
- In our view, the growth outlook, intensification analyses, agriculture, infrastructure and cross-jurisdictional issues have been appropriately analysed and indicate the need for the boundary expansion in Northwest Brampton.
- The PPS requires that the Region maintain a 10-year supply of designated lands to accommodate housing growth. Without Northwest Brampton, Peel would shortly be nearing this 10-year supply. Even with the addition of Northwest Brampton, there is still a significant amount of unallocated growth in the Region during the full planning period to 2031. Consideration of how to accommodate this unallocated growth will give the Region and area municipalities in Peel the opportunity to further consider opportunities for increased intensification or to consider other options for accommodating long-term growth. The designation of the lands in Northwest Brampton will not compromise the future Provincial, Regional or area municipal ability to consider alternative growth and intensification options.

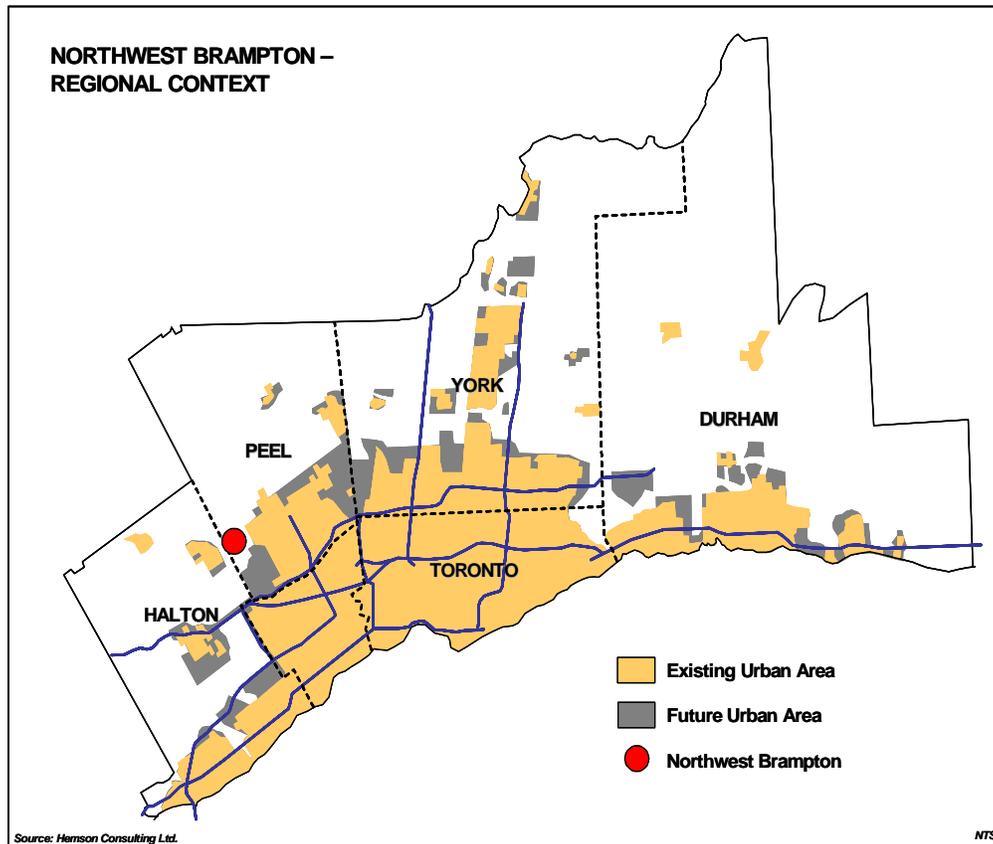
# I INTRODUCTION

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The Region of Peel has received an application from the City of Brampton to expand the Regional Urban System to include the Northwest Brampton area. Hemson Consulting Ltd. was retained by the Region of Peel to update the growth outlook for the Region and to prepare an assessment of whether this application meets the Comprehensive Review criteria as set out in the new Provincial Policy Statement (PPS).

## A. BRAMPTON IS PROPOSING TO BRING NORTHWEST BRAMPTON INTO THE REGION'S URBAN SYSTEM

The Region of Peel's history of rapid growth is expected to continue over the coming years. The urban land supply available in the Region to accommodate this growth is limited. Northwest Brampton consists of about 2,400 ha (6,000 acres) of largely rural and agricultural uses and is the only remaining area in Brampton outside of the Regional Urban System. The location of Northwest Brampton in the context of the developed and developing lands of the GTA is shown on the map below.



In 2000, the City of Brampton initiated an urban boundary review as part of an overall official plan review. Following completion of a range of component studies on growth forecasts, land use options, transportation, servicing, the natural environment, agricultural, shale and municipal finance, the City determined that an urban boundary expansion was desirable. In March of 2005, the City submitted a formal application to the Region of Peel to expand the Urban System.

## **1. Continued Strong Growth Forecast for the GTAH and Peel**

The Region of Peel has been one of the fastest growing areas in Ontario over the last 25 years and has historically accommodated a large share of the population and employment growth in the Greater Toronto Area – Hamilton (GTAH). In recent years, Peel has continued to attract high levels of growth. Brampton has been experiencing record levels of ground-related housing completions over the last few years and Mississauga continues toward build out of its last remaining residential greenfield areas and to attract more infill and redevelopment. The Region’s business parks also continue to experience high levels of employment land development. Growth pressures in Caledon are increasing and will continue to intensify in the future as Mississauga and, later, Brampton build-out their greenfield residential and employment areas.

The long-term outlook for the GTAH and Peel is for continued economic health and sustained growth. In the *Region of Peel Official Plan*, the Region is forecast to reach about 1.45 million total population (including Census under-coverage) by 2021 from a 2001 population of about 1.03 million. More recent forecasts suggest even higher levels of growth. In the work recently prepared for the Province and the Regions of the GTAH, the *Growth Outlook for the Greater Golden Horseshoe* indicates that Peel is forecast to grow to 1.49 million by 2021 and to 1.64 million by 2031.

## **2. Urban Land Supply in the Region is Being Rapidly Depleted**

The Region of Peel’s Urban System consists of all of the City of Mississauga and the majority of the City of Brampton, excluding only the Northwest Brampton part of the City. Three Rural Service Centres are also designated in the Region in Caledon at Bolton, Caledon East and Mayfield West.

Land supply in the Region to accommodate the projected growth is becoming more limited. Mississauga is nearing build-out of its greenfield lands for ground-related housing. It is anticipated that Brampton’s greenfield residential supply will be largely developed within the next 10 to 12 years. On the employment side, Mississauga’s employment land supply is becoming constrained and will be nearing full build-out by

about 2012 and Brampton's current supply (excluding Northwest Brampton) will be in the same circumstance by about 2021. Some vacant land supply for both residential and employment uses remains in the Town of Caledon, but, as a largely rural community, this forms a very small proportion of the Region's planned growth areas.

### **3. City of Brampton is Proposing to Expand the Region's Urban Boundary**

In March 2000, City of Brampton Council passed a resolution to undertake an urban boundary review to consider the designation of Northwest Brampton for urban uses as part of an overall official plan review. The review was undertaken in two phases. In Phase 1, three background studies were prepared: an employment and residential land demand study, including an analysis of land use options; an assessment of shale resources in the area; and a review of transportation infrastructure issues. The results of these studies indicated that the expansion of the urban boundary was supportable from an overall planning context.

Phase 2 of the urban boundary review focussed on more detailed analysis of specific issues in order to satisfy the criteria in Section 7.9.2.8 of the *Region of Peel Official Plan*. The Phase 2 studies dealt with the natural environment and open space, agriculture, municipal finance, further work on transportation issues and the financial and physical ability to provide the necessary services to Northwest Brampton. Outside of the urban boundary review process, Hemson has also prepared revised growth forecasts for the City as part of the Growth Management Program. Based on the findings of these studies, the City has submitted an application to the Region to amend the *Regional Official Plan* to include Northwest Brampton in the Region's Urban System.

### **B. REGION'S RESPONSE TO BRAMPTON'S APPLICATION NEEDS TO BE BASED IN NEW PROVINCIAL PLANNING POLICY CONTEXT**

The Province has recently undertaken a number of important growth-management-related initiatives including the *Greenbelt Plan*, the new *Provincial Policy Statement* and the Draft *Places to Grow Plan*. These initiatives could have significant impacts on planning for growth in Peel Region. The Region's evaluation of the Northwest Brampton proposal needs to be based on this new and emerging provincial planning policy context.

### **1. New PPS Has Specific Criteria for Urban Boundary Expansion**

The new PPS, adopted by the Province under the *Planning Act* on March 1, 2005, sets out a new set of criteria for expansion of urban boundaries to which Northwest Brampton would be subject. Section 1.1.3.9 states that settlement area expansions must be part of a “comprehensive review” that takes into account opportunities for intensification, planned infrastructure and public service facilities and the effect on agricultural areas. The term comprehensive review is defined specifically in the definitions section of the PPS and includes consideration of population and growth projections, alternative directions for growth and cross-jurisdictional issues.

### **2. Greenbelt Has Little Impact on Northwest Brampton**

The Province’s *Greenbelt Plan* designates a Greenbelt area that includes the Oak Ridges Moraine and the Niagara Escarpment plus an additional one million acres in the GGH. The *Greenbelt Plan* affects growth in Peel and the rest of the GGH by designating protection areas, not to be developed for urban uses. By popular interpretation, the *Greenbelt Plan* also indirectly identifies areas for potential future urban expansion through *not* designating areas as Greenbelt.

The majority of Northwest Brampton is outside of the Greenbelt area. The only exception is the Credit River valley which was already identified as a major environmental feature in the area by the City and the Region. Should Northwest Brampton be brought into the Urban System, the area protected from development in the area of the Credit River would, by law, have to be consistent with the designations in the *Greenbelt Plan*. Where boundaries vary, policies contained in the *Greenbelt Plan* supercede those in the Regional and City Official Plans. The *Greenbelt Plan* directly affects Caledon to a much greater extent than Brampton and Mississauga. The *Greenbelt Plan* may also have indirect impacts on growth pressures in Peel by affecting the amount and location of future growth in the GGH.

### **3. In Considering Northwest Brampton, the Proposed *Places to Grow* Plan Is Consistent with the new PPS**

The *Places to Grow* plan sets out the Province’s growth management plan for the GGH by identifying where and how to grow. *Places to Grow* is currently a draft proposal and its enabling legislation has not yet been passed. For the purposes of considering the Northwest Brampton application, most of the initiatives are largely consistent with those already in the PPS, including the criteria for urban boundary expansions.

The major analytical matter arising from Places to Grow is the consideration of the effect of the proposed 40% intensification rule. This proposed policy states that within the inner ring (GTAH), single-tier municipalities should plan for a phased increase in intensification so that by 2015, a minimum of 40% of all new residential development will be within built-up areas. The method of defining the built-up area will be key in assessing whether this policy objective is met. As part of the evaluation undertaken in this report, the Region has developed a definition of the built-up area in Peel.

### **C. REPORT PURPOSE AND STRUCTURE**

The primary purpose of this report is to determine whether the City of Brampton's proposal to amend the *Peel Region Official Plan* to include Northwest Brampton in the Urban System meets the Comprehensive Review criteria in the new PPS for urban boundary expansions. This report is organized into four chapters. The following chapter assesses the regional land supply in the context of the growth forecast in Peel and identifies any unallocated growth to 2031. It also discussed the Region's growth potential under the proposed 40% intensification scenario as discussed in the Draft *Places to Grow* plan. The third chapter provides an evaluation of how the application to expand the Urban System meets the criteria of the PPS. The final chapter provides a summary of the conclusions of the report.

## **II ADDITIONAL URBAN LANDS ARE REQUIRED TO ACCOMMODATE LONG TERM GROWTH IN PEEL REGION**

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This chapter provides an analysis of the Region’s current residential and employment land supply by area municipality including the potential for intensification. This is followed by an allocation of long range growth forecasts for the area municipalities based on the recent forecast work completed for the GGH. The amount and timing of any unallocated growth in the Region is identified. Finally, the forecast growth in the Region is tested against the proposed 40% intensification policy objective in the Draft *Places to Grow Plan*.

### **A. GROWTH OUTLOOK FOR PEEL BASED ON THE 2005 *GROWTH OUTLOOK FOR THE GREATER GOLDEN HORSESHOE***

The growth forecasts for Peel Region in this report are based on the projections contained in the recently published *Growth Outlook for the Greater Golden Horseshoe* prepared jointly for the Province and the four regions and two single-tier cities of the GTAH. The results of the forecasts are being used by the Province to assist with the implementation of the Province’s recent growth management initiatives including the Draft *Places to Grow Plan* and associated infrastructure plans.

The forecasting method used by Hemson in the *Growth Outlook for the GGH* is structured as a “top-down” model in which local forecasts reflect broader economic trends at the regional, provincial and national level. The forecasts also incorporate a number of “bottom-up” factors including planning policy and the physical ability to accommodate growth. An iterative approach is used in developing the forecasts. More specifically, the method uses a standard cohort-survival model with inputs for births, mortality and migration to project population. Employment is tied to the population forecast incorporating labour force participation, net in-commuting and unemployment.

The results of the forecast indicate that the GGH will add nearly 3.7 million people and 1.8 million jobs over the 2001-2031 period.

Three distribution scenarios were prepared for the inner ring forecasts. The Current Trends scenario is based on continuing current policy trends. The Compact and More Compact scenarios are based on proposed growth plan strategies from the Province’s *Places to Grow* discussion paper. The Compact Scenario is based on policies being implemented to direct growth to priority and emerging urban centres and other intensification opportunities. This would involve shifting housing preferences to favour more medium and higher density

housing forms. The More Compact scenario is based on a higher level of policy intervention to result in an even higher share of growth in medium and high density housing in identified intensification locations.

The forecast method used for the GTAH prepared as part of the GGH growth outlook is shown graphically on the following page. The distribution of growth within the GTAH to the Regions is based on planning policy and the ability of the areas to accommodate different types of housing and employment. The same method is used to allocate growth within Peel, taking account of the available land supply and characteristics of the housing and employment markets in Mississauga, Brampton and Caledon.

An important technical matter related to the forecasts is the common use of two different definitions of population. An explanation is provided in the box below. This is an excerpt from the *Growth Outlook for the GGH*.

**There are two definitions of population in common use: Census Population and Total Population (including Census under-coverage):**

Statistics Canada undertakes the national Census every five years. The data from the Census form the basis of most elements of the forecasts contained in this report. The Census is a survey intended to capture all of the population, that is a 100% survey. In fact, some people are missed and some people are counted twice (or otherwise should not have been counted). Based on studies conducted after the Census, in Canada about 4% of persons were missed (under coverage) and 1% over covered, yielding a net under coverage of about 3%.

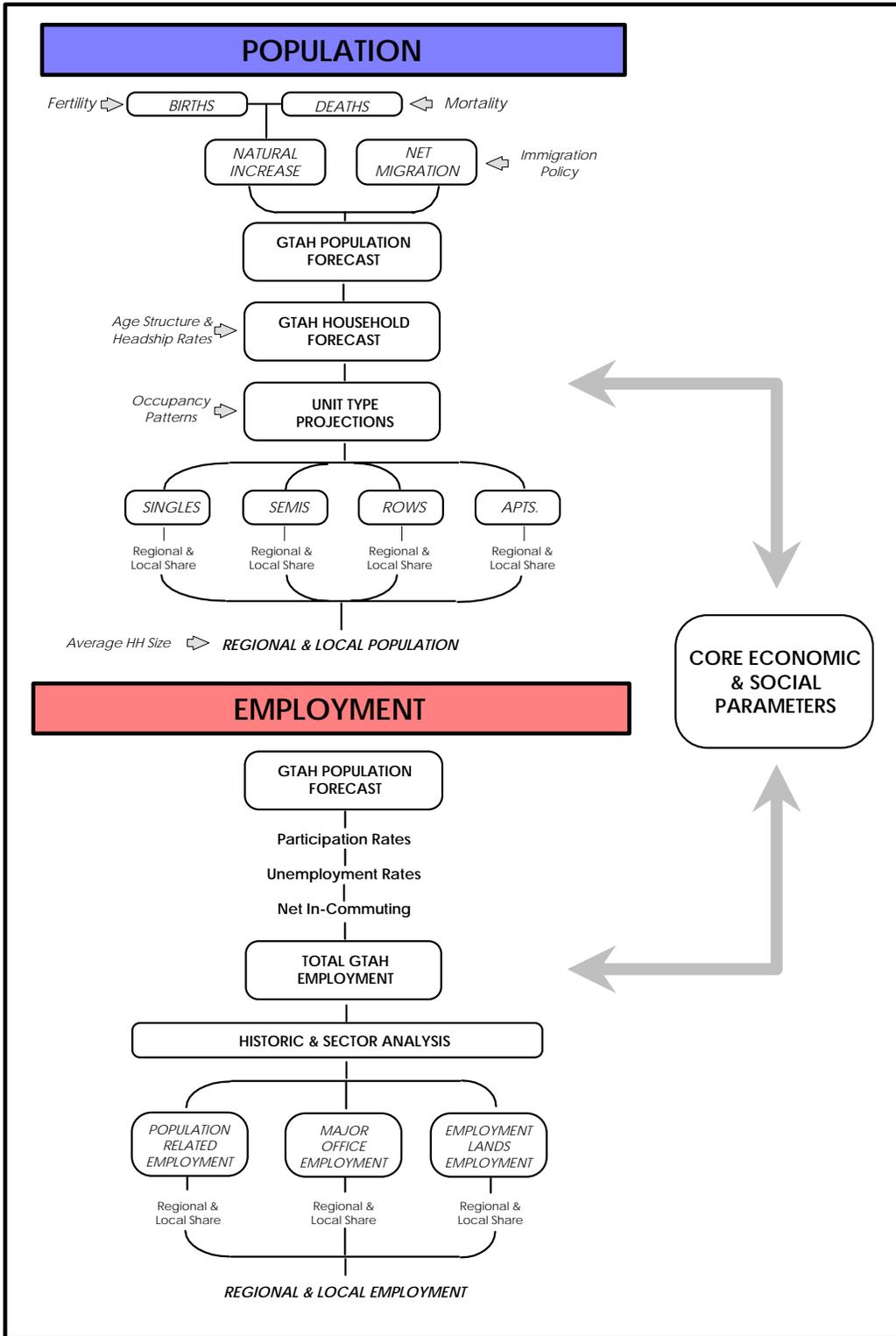
The population counted by the Census is the "Census Population" and the population count including the net under coverage is "Total Population." Both definitions of population are in common usage. All population figures quoted in this report are Total Population (including net under coverage).

There are three areas where one must be cautious:

- Comparison to population figures that may not be in total population. For example in the GTAH, the Halton and Peel regional plans use the Census Population and the other four plans use Total Population.
- Technically, all of the modelling for forecasts is done according to the Census population. The under coverage is added to the results for publication. Some of the detailed technical tables supporting this report will show the Census definition of population.
- Employment and household figures in this report are all based on the Census. There is no under coverage estimate related to employment or households. Figures such as average household size, therefore, are shown in terms of the population within households by the Census definition of population.

It is unfortunate that this complexity exists, since there are often misunderstandings about results. However, it is an unavoidable consequence of how the data are collected and reported. The reader always needs to be aware of these matters when comparing sources.

# GTAH FORECAST METHOD



Source: Hemson Consulting Ltd. 2004

## **B. MAJORITY OF REGION'S CURRENT VACANT RESIDENTIAL LAND SUPPLY IS IN BRAMPTON**

This section provides an assessment of the Region's current vacant land supply by housing type and for employment land for Mississauga, Brampton and Caledon. The majority of Peel's remaining vacant urban supply is located in Brampton. There will also be continuing opportunities for intensification in the Region, mainly in Mississauga and Brampton. In Caledon, the Town is proceeding to assess growth management options regarding the expansion of rural service centres to achieve the target 2021 population.

### **1. Mississauga's Growth Will Become Focused on the City Centre and Redevelopment and Infill Elsewhere**

In Mississauga, remaining greenfield lands for ground-related housing and employment land development are approaching build out. Churchill Meadows, the City's last major residential district with greenfield supply is currently under development. Future residential development in Mississauga will be largely through the continued development of the City Centre and through intensification and infill elsewhere in the City. New housing growth will be focussed on medium and high density housing forms, the most common housing types developed through intensification.

The table below provides the vacant land supply by housing type. The largest number of potential units are through vacant land potential, largely comprised of available development sites in Mississauga City Centre. The City conducted an assessment of other potential intensification sites which amounts to a potential for about 13,000 units. The major corridors identified in the City's transit strategy (Eglinton Avenue, Dundas Street and Hurontario Street) will be the key locations for additional residential intensification in Mississauga.

There are also potential units created through infill on sites that cannot today be identified. This "supply" is really a statement that after the identified vacant supply has been built out, there will continue to be construction of all housing unit types on sites that become available in the future — even the former City of Toronto, which has been fully built out for many decades, continues to add small numbers of new single and semi-detached units. Hemson has estimated a minimum potential for an additional 1,900 units through 2031 on such sites in Mississauga.

The following table summarises Mississauga's residential supply by housing type. It is based on the detailed land supply information prepared by the City for the 2003 forecasts. The one update to this supply is the addition of units in the City Centre based on recent work prepared by the Region and the City of Mississauga.

<b>Mississauga Housing Supply Potential</b>					
		<b>Singles &amp; Semis</b>	<b>Rows</b>	<b>Apts.</b>	<b>Total</b>
Existing completed units (year end 2005)		126,100	30,300	64,300	220,700
Unbuilt Potential	Vacant land potential	7,200	2,800	46,400	56,400
	Identified infill and redevelopment opportunities	900	3,600	8,500	13,100
	Infill and redevelopment occurring in locations not yet identified	800	1,100	0	1,900
	Sub-Total Vacant Unit Potential	8,900	7,600	54,900	71,400
Total Housing Potential, Occupied and Vacant		135,000	37,900	119,200	292,100
Theoretical Ultimate Population Capacity (based on a forecast 2031 average household size)					815,000

Sources: *Growth in a Maturing Community - Population, Household and Employment Forecasts, 2001-2031*, prepared for the City of Mississauga by Hemson Consulting

City Centre data updated with information in an April 12, 2005 City of Mississauga Corporate Staff Report titled, Mississauga City Centre Water and Wastewater Servicing

Notes: Vacant land potential is the estimated supply of units on vacant lands as currently permitted in principle in the *Mississauga Official Plan*. Particular projects would require other planning approvals, so ultimate unit yields may vary.

Identified infill and redevelopment opportunities are sites identified as having a good potential for redevelopment, however approvals would still be required to yield these units. Units in locations not yet identified are more theoretical, as explained in the text, and are developments likely to occur over time, but are not based on any existing planning status associated with the development.

## **2. Brampton is Positioned to Accommodate A Large Share of The Region's Ground-Related Housing Growth**

Brampton's greenfield residential land supply surrounds the existing built-up area to the east, west and north in Bram East, Bram West and the Springdale area.

Recent housing growth in Brampton has been at record high levels. Growth pressures are expected to further intensify in Brampton as Mississauga, a former major player in the regional and GTA lower density housing market, approaches build-out of its greenfield areas and as the GTA continues to grow.

Like Mississauga, as Brampton matures, there will be greater opportunities for intensification, infill and redevelopment. The locations most amenable to residential

intensification are Downtown Brampton and the major transit corridors — Hurontario Street and Queen Street East and within several of the older abutting secondary plans.

Brampton's vacant land housing supply is based on the 2004 Growth Management Program forecasts and includes the supply for Northwest Brampton based on the 2002 studies prepared for the City. As part of the Urban Boundary Review, the development potential for Northwest Brampton was estimated. Three development scenarios were evaluated. The preferred scenario consisted of a mix of mainly residential uses with some employment land development. This scenario provides for about 85,000 total population and 21,000 in total employment at full development.

The identified intensification opportunities shown in the following table are those that the City has identified in studies for the Downtown area and Queen Street corridor, together with some infill development potential from several other older abutting secondary plans. These areas are likely to accommodate a large portion of Brampton's future intensification. In particular, the Downtown Brampton secondary plan area contains a number of vacant or under-utilized sites that are zoned or designated for mixed-use development with a significant high-density residential component. In the Queen Street secondary plan, mixed-use intensification areas have been designated. Although this secondary plan is currently undergoing a secondary plan review study, it is expected to retain significant mixed-use intensification potential. The expectation is that the potential will be more carefully focussed on redevelopment nodes located at key transit stops.

Like Mississauga, Brampton has additional intensification potential of units created through infill on sites that cannot today be identified. The following table shows Brampton's housing supply by type.

<b>Brampton Housing Supply Potential (including Northwest Brampton)</b>					
		Singles & Semis	Rows	Apts.	Total
Existing completed units (year end 2005)		91,800	14,400	20,900	127,100
Unbuilt Potential	Vacant land potential				
	Existing Designated Area	46,200	10,500	9,900	66,600
	Northwest Brampton	<u>19,500</u>	<u>4,000</u>	<u>2,100</u>	<u>25,600</u>
	Total	65,700	14,500	12,000	92,200
	Identified infill and redevelopment opportunities (Downtown and Queen Street Corridor and abutting older secondary plans)	1,400	1,700	5,500	8,600
Infill and redevelopment occurring in locations not yet identified	600	1,300	1,800	3,700	
Sub-Total Vacant Unit Potential		67,700	17,500	19,300	104,500
Total Housing Potential, Occupied and Vacant		159,500	31,900	40,200	231,600
Theoretical Ultimate Population Capacity (based on a forecast 2031 average household size)					730,000

Sources: *Development Outlook Report — Brampton Growth Management Program*, prepared by the City of Brampton with the assistance of Hemson Consulting.

*Northwest Brampton Urban Boundary Expansion Study, Analysis of Land Use Options*, May 2002 prepared by Hemson Consulting Ltd. and Dougan and Associates.

Notes: Vacant land potential is the estimated supply of units on vacant lands as currently permitted in the *Brampton Official Plan*. Particular projects would require other planning approvals, so ultimate unit yields may vary. Northwest Brampton unit yields are based on the background studies and, if the lands are designated for urban use, will be subject to Secondary Plans and other required approvals.

Identified infill and redevelopment opportunities are sites identified as having a good potential for redevelopment in Downtown Brampton, the Queen Street Corridor and abutting older Secondary Plan areas. Approvals would still be required to yield these units. Units in locations not yet identified are more theoretical, as explained in the text, and are developments likely to occur over time, but are not based on any existing planning status associated with the development.

The above supply and the forecasts assume Brampton is able to fully develop the Northwest Brampton area. The possibility of a shale resource reserve within Northwest Brampton is discussed later in this chapter.

### **3. Lands in Caledon’s Rural Service Centres Will Be Provided to Accommodate Growth Within the Town’s 2021 Official Plan Population Limit**

Three rural service centres are designated in Caledon: Bolton, Caledon East and Mayfield West. Caledon’s planning is based on the Town reaching a Census population of 84,000 in 2021 (equivalent to 88,000 total population, when the Census under-coverage is added). The planning for the Town has always recognised that there is not yet sufficient land designated to accommodate this level of growth. As a result, the Town is now considering options for the initial expansion of the Mayfield West area. It is also currently undertaking a longer-term examination of growth expectations and options for accommodating growth in the Town.

For the purposes of establishing a land supply comparable to that already provided for the Cities of Mississauga and Brampton, the following table shows a supply of housing units that would be sufficient to yield a capacity Census population in 2021 of 84,000 (based on anticipated 2011 average household sizes — used as the midpoint of the planning period).

The housing mix for Caledon is based on aggregate market demand estimates prepared by Hemson only for the purposes of this analysis. Caledon will determine the actual unit counts and unit types through its own planning processes as it considers how to accommodate growth pressures in the Town. Like the other communities in Peel, in Caledon we have assumed that there will continue to be intensification and redevelopment beyond the designated areas in the period between 2021 and 2031. In the case of Caledon these “extra” units would also include any rural development that might occur in scattered rural or hamlet locations outside the three rural service centres and the planned growth in Palgrave estates.

<b>Caledon Housing Supply Potential</b>					
		<b>Singles &amp; Semis</b>	<b>Rows</b>	<b>Apts.</b>	<b>Total</b>
Existing completed units (year end 2005)		17,200	800	700	18,700
Unbuilt Potential	Potential within planned 2021 population limit	6,900	1,400	700	9,100
	Identified infill and redevelopment opportunities	n/a	n/a	n/a	n/a
	Infill and redevelopment occurring in locations not yet identified	700	300	300	1,200
	Sub-Total Vacant Unit Potential	7,600	1,700	1,000	10,300
Total Housing Potential, Occupied and Vacant		24,800	2,500	1,700	29,000
Theoretical Ultimate Population Capacity (based on a forecast 2031 average household size)					83,000

Source: All estimated prepared by Hemson Consulting for the purposes of this analysis.

Notes: Potential within the planned 2021 population limit is based on the units that would be need to meet the *Caledon Official Plan's* Census population limit of 84,000 in 2021. The housing mix is based on market demand as forecast by Hemson Consulting.

Caledon does not have sufficient land currently designated for these units. Through the Town's planning process, the actual number of units and the housing mix will be determined.

Units in locations not yet identified and in scattered rural locations are more theoretical, as explained in the text, and are developments likely to occur over time, but are not based on any existing planning status associated with the development. This "supply" was determined by Hemson as the number of units likely to be built in the period between 2021 and 2031, within areas designated by the Town within its 2021 plan or in scattered rural locations..

## 5. Regional Supply Based on Local Information and Confirmed by a Separate Regional Vacant Land Analysis

The supply analysis for Mississauga, Brampton and Caledon described in the preceding sections results in the following total Regional development potential shown below.

<b>Summary Peel Housing Supply Potential (including Northwest Brampton)</b>				
	<b>Singles &amp; Semis</b>	<b>Rows</b>	<b>Apts.</b>	<b>Total</b>
Existing completed units (year end 2005)	235,100	45,500	85,900	366,500
Unbuilt Unit Potential	84,200	26,800	75,200	186,200
Total Housing Potential, Occupied and Vacant	319,300	72,300	161,100	552,700

As part of the new analytical work undertaken to prepare this report, an analysis of vacant developable land was prepared. This was primarily prepared for the analysis of the built up area and the 40% intensification policy proposed in *Places to Grow*. However, these data also provided the opportunity to review the residential land supply from a different source, as a way to “double check” the results of the area municipal work. The supply of vacant developable land for ground-related housing from the GIS-based vacant developable land analysis confirmed that the supply potential identified for both Mississauga and Brampton in the tables remains reasonable.

### C. REMAINING EMPLOYMENT LAND SUPPLY IS ALSO CONCENTRATED IN BRAMPTON

For the purposes of forecasting employment and land need, employment is divided into three land-use based categories.

- Major office employment is that occurring in freestanding office buildings of 20,000 square feet or more. Geographically, office development is not dependent on the availability of development land since little site area is required.
- Population-related employment is employment growth which occurs in response to population growth. It primarily services a resident population and includes retail, education, health care and municipal government, but also includes home-based employment.
- Employment land employment is the employment which occurs in land extensive employment areas and business parks, mostly in industrial-type buildings. Because this type of employment occurs in land extensive areas, the geography of

employment land employment growth depends on the supply of greenfield land to accommodate new development.

From a Regional planning perspective, the need for additional land for employment purposes is driven by the need for employment lands because of the associated extensive land needs. Most major office and population-related employment consume far less land and can be accommodated on relatively smaller sites on average than employment land uses.

The analysis of land supply is focussed on employment areas and is based on detailed land supply work as updated in conjunction with the area municipalities for the Region of Peel's employment lands study.<sup>1</sup> Like the residential supply, Mississauga's employment land supply is also being rapidly depleted. It is anticipated that the City's employment land areas will be largely built out in the next 5 years. About three-quarters of the remaining supply in Mississauga is concentrated in Gateway, Meadowvale and Northeast.

Brampton will be experiencing increased demands for employment lands in the coming years due to the positive long-term outlook for economic growth in the GTAH, the building out of Mississauga's employment lands and the quality of the Brampton's existing and future vacant supply. Brampton's major future employment land area is in Bram West, just to the south of Northwest Brampton.

Caledon's employment land supply is concentrated in the Bolton area, which is the major centre for employment focus in the Town. Bolton has experienced rapid development recently; a trend expected to continue for the same reason as Brampton's recent growth. About one-third of Caledon's supply of employment land is in rural locations, and is likely to develop more slowly than the urban lands in Bolton.

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<sup>1</sup> *This study is in final draft form and is currently under review by Regional staff and the area municipalities. It is expected to be published in the summer of 2005.*

<b>Peel Employment Land Supply Potential (including Northwest Brampton) (in net ha)</b>				
	<b>Mississauga</b>	<b>Brampton (including Northwest)</b>	<b>Caledon</b>	<b>Total</b>
Estimated occupied land (year end 2005)	5,320	2,020	320	7,660
Vacant land potential	1,260	2,730	510	4,390
<b>Total Land</b>	<b>6,590</b>	<b>4,750</b>	<b>720</b>	<b>12,060</b>
Less 5% long-term vacancy factor	330	240	40	710
<b>Total effective supply</b>	<b>6,260</b>	<b>4,510</b>	<b>680</b>	<b>11,450</b>
Theoretical employment capacity for employment land employment (industrial- type employment, excluding major office employment in these areas)	235,000 (ex. LBPIA) 260,000 (inc. LBPIA)	170,000	25,000	430,000 (ex. LBPIA) 455,000 (inc. LBPIA)

Source: Regional and area municipal data as detailed in the soon-to-be-published Peel employment land needs study. The results for Mississauga and Brampton do not vary significantly from already published supply information in the Cities' documents.

Notes: The employment on the Lester B. Pearson International Airport (LBPIA) site is largely considered employment land employment, however the Airport itself is not included within the land base.

The Caledon vacant land potential of 510 net ha is based on the 400 ha shown in the employment land study plus 110 ha that the Town intends to designate in the Mayfield West area, where the Town is currently finalising a new Secondary plan.

The table does not include any specific intensification assumption. Intensification of employment uses cannot be counted on to accommodate any significant amount of employment growth. Opportunities for redevelopment of employment areas to higher density employment uses are very limited in Peel Region since much of the existing employment development is relatively recent. In any case, this type of redevelopment very rarely occurs and the re-use of older buildings typically results in decreased employment levels. The experience elsewhere in the GTA is that employment areas at best maintain employment levels and more typically decline as they age.

For the purposes of calculating the capacity of these employment lands, we have assumed that the Peel employment areas maintain current employment levels as they age. Given that the expectation would otherwise be for decline, there is an implicit intensification assumption in the Region's ability to maintain employment levels.

#### D. CURRENTLY DESIGNATED URBAN LANDS IN PEEL CANNOT ACCOMMODATE LONG TERM GROWTH

Given the land supply analysis discussed in the previous section, this part of the report allocates the regional growth forecast to Mississauga, Brampton and Caledon by 10 year intervals to 2031.

As described earlier in this report, the forecasts are based on those prepared as part of the *Growth Outlook for the GGH*. Using the updated supply analysis and the regional population, housing and employment forecast, growth was allocated to each area in Peel based on projected market shares, planning policy and available land capacity.

The household growth in each area is the basis of the distribution of the population. Under the GGH Compact Scenario, the household forecast is shown in the table below.

Forecast Households within the Region of Peel – GGH Compact Scenario ( <i>Places to Grow</i> ) (in 000s)					
	Mississauga	Brampton (including Northwest)	Caledon	Unallocated	Total Peel
1991	148	71	11	—	230
2001	195	98	16	—	309
2011	234	155	22	—	411
2021	252	201	29	2	484
2031	263	230	30	20	544

Source: Statistics Canada (Historic) , Hemson Consulting (Forecast)

Under the GGH Compact Scenario, the Region is forecast to reach a population of 1.64 million by 2031. Even with the designation of Northwest Brampton for urban uses, the Region of Peel will not be able to accommodate all of the projected growth to 2031. A portion of the forecast growth will be in Unallocated starting just before 2021 as shown in the table below. By 2031, the Unallocated growth will reach over 60,000 in population.

<b>Forecast Population within the Region of Peel – GGH Compact Scenario (<i>Places to Grow</i>)</b> (in 000s)					
<b>Census Population</b>					
	Mississauga	Brampton (including Northwest)	Caledon	Unallocated	Total Peel
1991	463	234	35	—	732
2001	613	325	51	—	989
2011	693	500	66	—	1,260
2021	714	623	84	5	1,425
2031	731	696	(84 — see notes)	59	1,571
<b>Total Population (including Census under-coverage)</b>					
	Mississauga	Brampton (including Northwest)	Caledon	Unallocated	Total Peel
1991	479	243	36	—	758
2001	638	339	53	—	1,030
2011	722	522	69	—	1,312
2021	743	649	87	5	1,484
2031	761	726	(88 — see notes)	61	1,636

Source: Statistics Canada (Historic) , Hemson Consulting (Forecast)

Notes: Figures in the table have been rounded to the nearest 1,000, because of the relatively small totals in Caledon. The larger totals for Mississauga, Brampton and the Region, when used for policy purposes, should be at least rounded to the nearest 5,000.

The Caledon population of 88,000 in 2031 includes Census under-coverage of 4%. The 88,000 is equivalent to the 84,000 population limit in *Caledon Official Plan*.

The Caledon forecast for 2031 reflects the land use designations that are currently being planned within the 2021 population target. If Caledon chooses to accommodate additional growth beyond 2021, this population would be shifted from Unallocated to Caledon.

The employment forecast is a forecast of total employment including all three major types defined earlier in this chapter. The employment land employment forecast is based on each area municipality's employment land supply and projected employment densities over the forecast period based on long term historic averages. Population-related employment is forecast in relation to the amount of projected population. The major office employment forecast is based on historic and projected regional market shares.

The forecast 870,000 employment in 2031 includes about 445,000 allocated employment land employment (see following table). This is nearing the 455,000 capacity of these areas. The unallocated employment of 14,000 in 2031 in the Compact Scenario includes about 10,000 population-related employees to serve the unallocated population and about 4,000 in new unallocated employment lands.

<b>Forecast Employment within the Region of Peel – GGH Compact Scenario (<i>Places to Grow</i>)</b> (in 000s)					
	Mississauga	Brampton (including Northwest)	Caledon	Unallocated	Total Peel Population
1991	274	93	11	—	378
2001	382	134	18	—	534
2011	471	226	30	—	727
2021	495	281	37	2	815
2031	502	313	40	14	869

Source: Statistics Canada (Historic) , Hemson Consulting (Forecast)

The need to accommodate growth in unallocated, even with the designation of Northwest Brampton, will begin just before 2021. In theory, the designation of Northwest Brampton could forestall the need for additional lands to beyond 2021. However, to accommodate a normal progression of growth in the Region, unallocated lands will likely be needed earlier than 2021. In the development of a large urban area such as Peel Region, it is not reasonable to expect that all of the designated urban areas to be fully built-out before moving onto a new urban area. If Northwest Brampton is designated for urban uses, the timing of development will be based on a range of factors including logical phasing and sequencing of service provision, according to the normal planning process.

For the purposes of the analysis contained within this report, the following more detailed timing of development is assumed:

<b>Forecast Household Growth by Area— GGH Compact Scenario (<i>Places to Grow</i>)</b>					
	Mississauga	Brampton (including Northwest)	Caledon (within 2021 Plan)	Unallocated	Total Peel
1986–91	28,200	13,800	1,800	0	43,800
1991–96	24,500	10,500	1,900	0	36,900
1996–01	22,500	16,400	3,400	0	42,300
2001–06	25,000	31,100	2,700	0	58,700
2006–11	13,400	26,800	3,600	0	43,700
2011–16	10,300	25,100	3,700	0	39,100
2016–21	7,800	21,100	3,200	1,600	33,700
2021–26	6,200	17,000	700	7,200	31,100
2026–31	5,800	11,700	500	10,800	28,800
<b>Total 2001–31</b>	<b>68,400</b>	<b>132,600</b>	<b>14,500</b>	<b>19,600</b>	<b>235,100</b>

Source: Statistics Canada (Historic) , Hemson Consulting (Forecast)

Notes: 2001–06 growth will be a close estimate of actual growth, given known units completed or under construction to the Spring 2005.

#### **E. POTENTIAL SHALE RESERVE WILL ONLY REDUCE AVAILABLE LAND FOR DEVELOPMENT BY A VERY SMALL AMOUNT**

Shale resources have been identified in the Northwest Brampton area. The Phase 1 Shale Study for Northwest Brampton prepared for the City identified areas totalling about 314 ha as potential extraction areas. There are still discussions underway as to the necessity for the reserve, the appropriate size and the need for buffers between urban development and extraction areas. Other studies prepared for the City have indicated a very large supply of shale in Southern Ontario. The need to protect shale resource in Northwest Brampton will be considered within the wider supply situation and must be balanced with the competing Provincial interest for efficient and compact new development and the accommodation of sufficient lands for long-term growth.

If any extraction were to occur, the most of the lands would be viable for urban use afterwards. A shale reserve would ultimately result in minimal net loss of developable land in Northwest Brampton. A shale reserve would, however, delay development of these areas to beyond 2031. If areas are protected for shale this would result in a proportionate loss of developable land within the 2031 time period for residential and employment uses. The 314 ha, for example, represents about 16% of the developable land in Northwest Brampton. Any delay in development of lands within Northwest Brampton due to a shale reserve would increase the size of the unallocated population and employment in the Region in 2031.

## **F. ASSESSMENT OF PEEL'S DEVELOPMENT UNDER PROPOSED 40 PERCENT INTENSIFICATION POLICY IN *PLACES TO GROW***

Early in 2005, Ontario's Ministry of Public Infrastructure Renewal released a proposed provincial plan to direct growth and infrastructure in the Greater Golden Horseshoe. The plan is known as *Places to Grow Plan*. The enabling legislation for the plan has yet to pass in the legislature (this is expected before the summer of 2005), so the plan currently has no legal status. If the legislation is passed, the plan must still go through a statutory public review process and may well, if adopted, be revised from the current draft plan. However, the proposed plan still indicates the Province's current intentions with regards to growth management policy.

While of no legal standing as yet, it is wise to assess the projected growth in Peel Region and the Northwest Brampton urban boundary proposal against the recommended policies in the draft Plan. The Draft *Places to Grow Plan* states:

Within the inner ring, upper- and single-tier municipalities will plan for a phased increase in the yearly percentage of intensification so that by the year 2015, a minimum of 40 per cent of all residential development occurring annually within each upper- or single-tier municipality will be within built-up areas.

Conceptually, this is a straight forward matter of defining a built edge to the urban development in the Region of Peel and forecasting (based on the land supply and intensification potential) the amount of housing growth accommodated within the built edge and the amount beyond the built edge.

While conceptually straight forward, these estimates are somewhat more complicated in practice. Firstly, wherever the built edge is drawn, the areas close to the line, on either side of it, will be a mixture of developed lands, lands under construction and lands that have not yet been brought to market. This means that during an initial period there will be the continued development of lands just inside the built boundary that are just greenfield lands coming on stream that could not be considered intensification. At the same time, there will be lands on scattered parcels within the built boundary that are not intensification in the sense of being redevelopment, since they have never been developed, but are, for the purposes of planning policy, desirable infill development. Most of the future development potential in the Mississauga City Centre, for example, is of this type — technically it is development of remnant greenfield sites, but clearly this is the type of development that the Province is trying to encourage through the 40% intensification policy.

The challenge in assessing the policy is to approach the measurements in a way that provide an appropriate assessment of the policy, but at the same time, done according to a clear set of standards and is at an appropriate level of detail for a regional planning exercise. The approach taken in this report is the following:

- Working with the Region's Planning Department and the area municipalities, a definition of the built-up area in Peel was prepared. It is based on Small Geographic Units (SGUs), which is the lowest geography used for regional planning purposes — in developed areas there are typically two to four SGUs in each concession block.

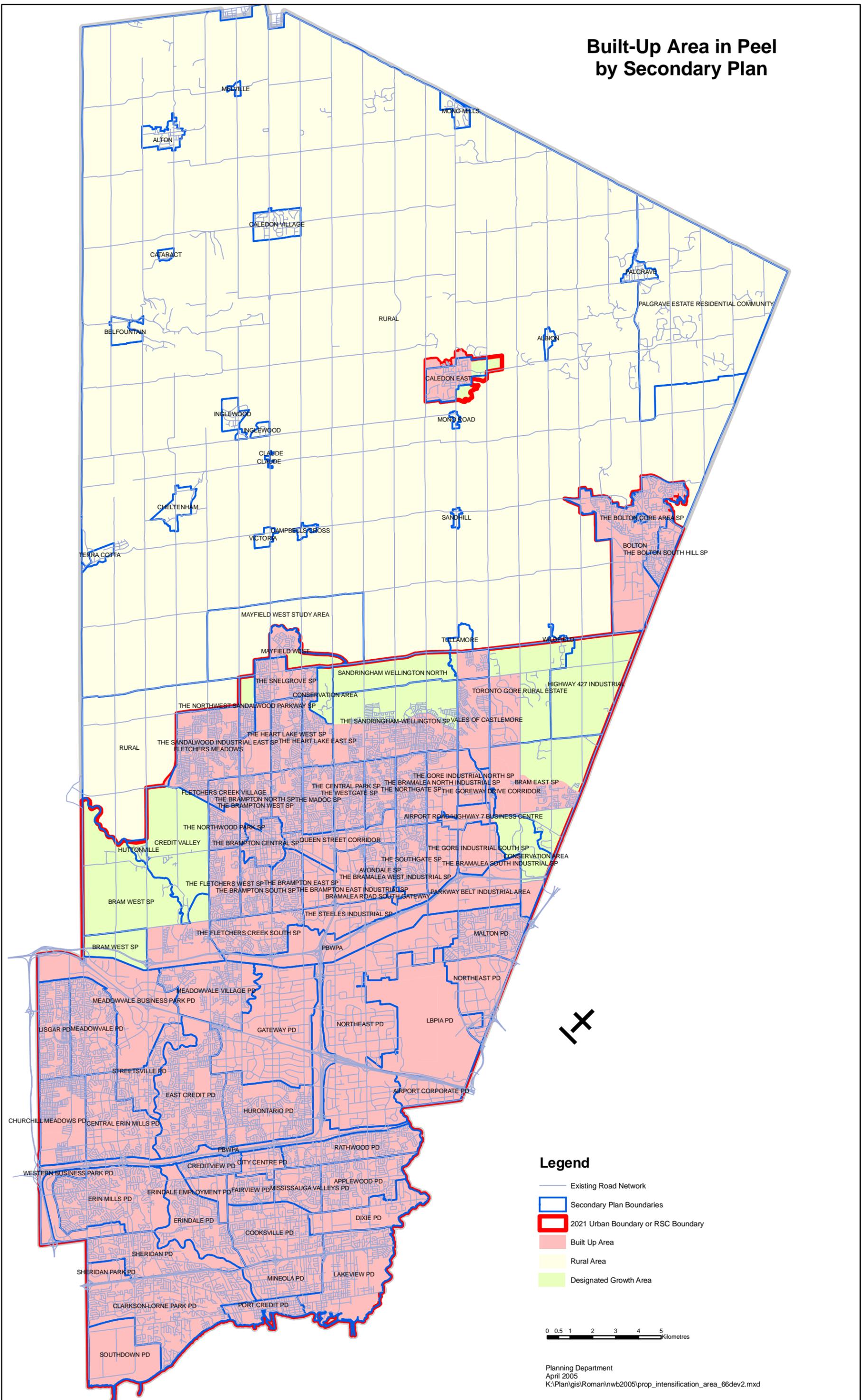
The built-up area includes mature residential neighbourhoods and areas with at least two-thirds of the developable residential land in registered plans as of the end of 2004. This is used as a simplifying assumption that approximates the developed area of the Region as of the end of 2005 — i.e. the assumption is that all the vacant lots in the registered plans will be built within the one year between the end of 2004 and the end of 2005.

The map on the following page shows the estimated boundary of the built-up area.

- The GIS-based analysis identified all of the vacant residential designated properties in Peel and associated each as being inside or outside the built boundary. This provides a reasonable estimate of land supply on each side of the line.
- The forecast is undertaken by annualising the growth outlook described earlier in this chapter. The annual forecast is attributed to the largely developed areas inside the built boundary and the developing areas outside the built boundary.
- This approach provides a reasonable measure of the share of development provided through intensification within the built boundary in 2015 and that which is outside the built boundary. However, in the period before 2015 and particularly in the first five years up to 2010, the development within the built boundary is dominated by the remaining greenfield lands that are coming on stream within the built boundary, such that the analysis shows 70% of development occurring in 2006 is within the built boundary. While this is an accurate geographic description, it certainly does not provide any measure of units provided through intensification.

For the purpose of the analysis, the lands for low and medium density housing in the secondary plan areas currently under development, which are largely those areas abutting the built boundary, have been removed. Using this approach, the growth outlook is shown in the table below, in terms of the share of development that is within the built boundary, but excluding greenfield lands in areas near the built boundary.

# Built-Up Area in Peel by Secondary Plan



**Legend**

- Existing Road Network
- Secondary Plan Boundaries
- 2021 Urban Boundary or RSC Boundary
- Built Up Area
- Rural Area
- Designated Growth Area

0 0.5 1 2 3 4 5 Kilometres

Forecast Annual Development in Peel Within the Built Boundary Adjusted for Near-Term Development of Greenfield Lands Near the Boundary								
	Singles & Semis		Rows		Apartments		Total	
	Units	Share	Units	Share	Units	Share	Units	Share
2006	190	3%	430	32%	1,380	100%	2,080	22%
2007	180	3%	430	30%	1,860	100%	2,500	28%
2008	190	3%	440	31%	1,860	100%	2,500	28%
2009	200	4%	470	34%	1,860	100%	2,500	29%
2010	210	4%	470	34%	1,860	100%	2,570	29%
2011	210	4%	480	33%	2,060	100%	2,760	33%
2012	200	5%	480	33%	2,270	100%	2,900	38%
2013	320	8%	510	35%	2,270	100%	2,970	40%
2014	380	9%	540	37%	2,270	100%	3,070	41%
<b>2015</b>	<b>440</b>	<b>11%</b>	<b>560</b>	<b>38%</b>	<b>2,190</b>	<b>96%</b>	<b>3,210</b>	<b>41%</b>

Notes: The unit counts represent the number of units built within the built boundary, after adjusting for the near term development near the boundary. The share indicates the share of the units within that unit type that are built within the built boundary.

The annualised forecast is shown here to illustrate the anticipated shifts in the pattern of development over the next ten years and should not be interpreted as specific annual forecasts of development.

Forecast Annual Development Within the Built Boundary by Municipality Adjusted for Near-Term Development of Greenfield Lands Near the Boundary										
	Mississauga		Brampton		Caledon		Unallocated		Total	
	Units	Share	Units	Share	Units	Share	Units	Share	Units	Share
2006	1,470	44%	420	8%	120	18%	0	0%	2,000	22%
2007	1,600	60%	790	15%	90	12%	0	0%	2,470	28%
2008	1,610	60%	790	15%	90	12%	0	0%	2,490	28%
2009	1,640	61%	790	15%	90	13%	0	0%	2,530	29%
2010	1,650	62%	790	15%	100	14%	0	0%	2,540	29%
2011	1,660	70%	970	19%	110	15%	0	0%	2,750	33%
2012	1,670	81%	1,150	23%	130	17%	0	0%	2,940	38%
2013	1,780	87%	1,180	24%	130	17%	0	0%	3,100	40%
2014	1,870	91%	1,180	24%	130	17%	0	0%	3,190	41%
<b>2015</b>	<b>1,950</b>	<b>94%</b>	<b>1,100</b>	<b>22%</b>	<b>130</b>	<b>17%</b>	<b>0</b>	<b>0%</b>	<b>3,170</b>	<b>41%</b>

Notes: The unit counts represent the number of units built within the built boundary, after adjusting for the near term development near the boundary. The share indicates the share of the units within the area municipality that are built within the built boundary.

The annualised forecast is shown here to illustrate the anticipated shifts in the pattern of development over the next ten years and should not be interpreted as specific annual forecasts of development.

These tables indicate that as the Region of Peel matures and, particularly as the fully developed southern parts of the Region increasingly relies on intensification for new development, the overall level of growth provided through intensification increases. As expected intensification is largely in medium and high density housing and much less in the low density forms. Also, as might be expected, Brampton and Caledon, both still developing new greenfield areas, have a much lower proportion of growth in intensification than Mississauga.

Overall, the currently planned development in the Region and the natural course of development in a maturing community means that the Region of Peel is expected to exceed the 40% intensification by 2015 policy suggested by the Province in *Places to Grow*.

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The Region of Peel's Urban System, including the potential for intensification, are insufficient to accommodate projected long term growth in the Region. The Region's currently designated lands will be largely built-out by 2016. Northwest Brampton would be able to accommodate a large share of the unallocated growth to 2031. The Region would likely be able to meet the 40 % intensification criteria set out in the Draft *Places to Grow Plan*.

### III NORTHWEST BRAMPTON MEETS PPS CRITERIA FOR URBAN BOUNDARY EXPANSION

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The new Provincial Policy Statement has specific criteria to be satisfied when a municipality is considering expansion of an urban boundary. This chapter provides an assessment of the Northwest Brampton urban boundary expansion in the context of the PPS requirements.

#### A. NEW PPS SETS OUT SPECIFIC CRITERIA FOR URBAN BOUNDARY EXPANSIONS

The new Provincial Policy Statement has more stringent and specific conditions related to urban boundary expansions than the former PPS. Section 1.1.3.9 of the new PPS sets out conditions for expansion of a settlement area which is to be permitted only at the time of a comprehensive review and only where it has been demonstrated that:

- a) sufficient opportunities for growth are not available through *intensification, redevelopment* and *designated growth areas* to accommodate the projected needs over the identified planning horizon;
- b) the *infrastructure* and *public service facilities* which are planned or available are suitable for the development over the long term and protect public health and safety;
- c) in *prime agricultural areas*;
  1. the lands do not comprise *specialty crop areas*;
  2. there are no reasonable alternatives which avoid *prime agricultural areas*; and
  3. there are no reasonable alternatives on lower priority agricultural lands in *prime agricultural areas*; and
- d) impacts from new or expanding *settlement areas* on agricultural operations which are adjacent or close to the *settlement area* are mitigated to the extent feasible.

A key question in meeting the standard of the new PPS is whether the proposal to expand the Urban System in Northwest Brampton was determined through a comprehensive process. The PPS provides the following definition:

Comprehensive review: means

for the purposes of policies 1.1.3.9 and 1.3.2, an official plan review which is initiated by a planning authority, or an official plan amendment which is initiated or adopted by a planning authority, which:

1. is based on a review of population and growth projections and which reflect projections and allocations by upper-tier municipalities and provincial plans, where applicable; considers alternative directions for growth; and determines how best to accommodate this growth while protecting provincial interests;

2. utilizes opportunities to accommodate projected growth through *intensification* and redevelopment;
3. confirms that the lands to be developed do not comprise specialty crop areas in accordance with policy 2.3.2;
4. is integrated with planning for infrastructure and public service facilities; and
5. considers cross-jurisdictional issues.

The focus of the assessment of the Northwest Brampton application in this report is on items 1, 2, 4 and 5 of the above criteria. We understand that items b), c) and d) of Policy 1.1.3.9 and items 3 and 4 of the Comprehensive Review Criteria have been dealt with by the water and wastewater, agricultural and financial evaluation studies prepared for Northwest Brampton and the servicing studies that have just been completed by the Region.

In a similar spirit to the requirements of the PPS, the Draft *Places to Grow Plan* also contains a set of criteria to be met when considering urban boundary expansions. The Draft Plan provides a vision for the Greater Golden Horseshoe for 2031 and contains policies for managing growth and development. The Growth Plan is meant to provide more detailed policies for the GGH that further elaborate on the concepts in the PPS. Similar to the PPS, the Draft Plan contains a number of criteria for determining the need for expansion of a settlement area. A *Sub-area Growth Strategy* will be required which assesses the need for and the phasing of settlement area expansions. Section 2.7.2 (2) of the Draft Plan requires that the following be considered when determining the need for urban expansion:

- a) compliance with the population, household and employment forecasts of the Growth Plan,
- b) the results of the sub-area economic analysis, as provided for in Section 5.2,
- c) an assessment of the impact of the expansion on the achievement of the *intensification* targets for the municipality,
- d) availability of infrastructure capacity (water, wastewater, transportation, stormwater and utilities) to service the proposed development,
- e) an assessment of the short and long-term fiscal impacts associated with expanding the amount of designated *growth area*; and
- f) an assessment of the impact of such an expansion on environmental features, natural resources, agricultural resources and heritage resources as provided for in the PPS.

It is important to note that the proposed *Places to Grow Plan* is in draft form and the enabling legislation that would allow the plan to be adopted has not yet been passed by the legislature. While it currently has no legal status, it does provide a clear indication of the Province's policy intentions in terms of growth management in the GGH.

## **B. NORTHWEST BRAMPTON PROPOSAL IS THE RESULT OF A COMPREHENSIVE PROCESS**

The new PPS requires that the conclusions for an urban boundary expansion be reached through a comprehensive review. While not all completed at one time or by a single municipal body, work undertaken on growth and development in the Region in recent years by the Region, Mississauga, Caledon and, especially Brampton, collectively constitute a comprehensive review within the meaning of the PPS. The table on the following page lists the studies specific to the designation of Northwest Brampton prepared for the City of Brampton.

### **1. Review of Growth Projections as Reflected in Provincial Plans**

Phase 1 of the City of Brampton *Northwest Brampton Urban Boundary Review* included a report assessing long term employment and residential land demand. This report provided a long term growth outlook to 2031 for the City and its planning districts. One of the main conclusions of the report was that additional urban lands were required.

These forecasts were subsequently updated in 2003 and again in 2004 as part of the City of Brampton's Growth Management Program and published in the *Development Outlook Report*.

A forecast of growth, consistent with all Northwest Brampton and Growth Management forecasts, was incorporated into the *Region of Peel Official Plan* in 2003 in the form of new growth targets for the Region and Brampton to 2021. This report contains an updated forecast for Brampton based on the recent forecast work completed for the Province as part of the growth outlook for the GGH.

The forecast work undertaken over the last four years in connection with the Northwest Brampton studies, the Growth Management Program and this report reflect the most up-to-date outlooks for growth at the time these studies were prepared. They are consistent with the Region's most recent forecasts. There is no adopted provincial plan as yet that is applicable to Brampton — the *Places to Grow* plan, if adopted, would be the applicable Provincial Plan.

<b>STUDIES RELATED TO NORTHWEST BRAMPTON APPLICATION</b>		
<b>Study Title and Date</b>	<b>Author (s)</b>	<b>Level of Geographic Analysis</b>
<b>Growth Forecasts</b>		
Employment and Residential Land Demand Forecast, May 2002	Hemson Consulting Ltd. and Dougan & Associates	Northwest Brampton, City of Brampton, Region of Peel
Analysis of Land Use Options, May 2002	Hemson Consulting Ltd. and Dougan & Associates	Northwest Brampton, City of Brampton, Region of Peel
Population, Housing & Employment Update, October 2004	Hemson Consulting Ltd.	Northwest Brampton, City of Brampton, Region of Peel
<b>Environment</b>		
Environmental Open Space Study, March 2005 and May 2002 Analysis of Land Use Options	Dougan & Associates	Northwest Brampton
<b>Transportation and Servicing Infrastructure</b>		
Northwest Brampton Transportation Infrastructure Review, Updated Report, April 2005	iTrans Consulting Inc.	Northwest Brampton and surrounding area
Preliminary Infrastructure Servicing Report, August 2002	Burnside Development Services	Northwest Brampton and surrounding area
North-South Transportation Corridor Study, September 2003	iTrans Consulting Inc.	Northwest Brampton and surrounding area
Northwest Brampton Servicing Analysis (Draft), April 2004	KMK Consultants for the Region of Peel	Northwest Brampton
<b>Shale Resources</b>		
Shale Resources Review Final Report, July 2002	MHBC Planning Ltd. & ESG International	Northwest Brampton and surrounding area
<b>Agriculture</b>		
Agricultural Assessment Report for the Brampton NW Urban Expansion Area in the City of Brampton, June 2004	Agplan Limited	Northwest Brampton and Peel Region
<b>Finance</b>		
Northwest Brampton Fiscal Impact Analysis, September 2002	Hemson Consulting Ltd.	Northwest Brampton, City of Brampton
Northwest Brampton Financial Evaluation - Phase 1, April 2005	Hemson Consulting Ltd.	Northwest Brampton, City of Brampton, Region of Peel

The draft *Places to Grow* plan is suggesting the use of the *Growth Outlook for the Greater Golden Horseshoe Compact Scenario* as the basis for growth planning in the GGH. Having used the Compact Scenario as the basis for the forecast in this report, the forecasts are consistent with the Province's proposed Provincial Plan. This forecast indicates sufficient growth in Peel Region to require the designation of Northwest Brampton for urban uses even if the Region meets the proposed intensification targets in the draft *Places to Grow* plan.

## **2. Consideration of Alternative Directions for Growth and Determination of How Best to Accommodate Growth While Protecting Provincial Interests**

The recent growth forecasts prepared for the Region of Peel including the forecast described in the previous chapter, indicate that without the designation of Northwest Brampton, there would be a need for additional urban land (unallocated growth) in the Region within the next 10 years. By 2031, the amount of Unallocated growth without Northwest Brampton would amount to more than 135,000 in population.

The geography of Peel means that there are a limited range of choices available when considering alternative directions for the expansion of the Urban System. Mississauga is already completely designated for urban uses as is most of the City of Brampton. Because the urban boundary is already at the municipal boundary there are no options for expansion to the east or west of the existing Urban System and, of course, Lake Ontario is to the south. The potential expansion options are therefore in a relatively narrow geographic range to the north of the existing Urban System. This means either expansion in Northwest Brampton or in southern Caledon.

Northwest Brampton is the only remaining rural area in Brampton and would be able to accommodate a large portion of the Unallocated growth — about 75,000 population by 2031 and an ultimate population of just over 80,000. Expansion of the Urban System into Northwest Brampton would constitute contiguous development to an existing large urban community in Brampton. The Region and City would be able to efficiently extend infrastructure and public service facilities as required to Northwest Brampton.

In Caledon, the area south of the Niagara Escarpment and Oak Ridges Moraine could potentially accommodate future urban expansion. The Town of Caledon, however, has a clearly stated position that it will not accept a general expansion of the Peel Urban System into Caledon in order to accommodate growth beyond the current 2021 Official Plan forecast of 84,000 Census population (equivalent to 88,000 when adjusted for the under-coverage). Caledon is maintaining this view, while undertaking its own growth management process to assess its future role in accommodating growth in the Region in terms of potential expansions of its existing Rural Service Centres. Current growth management work in the Town is considering both the need for designation of

additional lands to accommodate the planned growth to 2021 and the potential need to accommodate some growth beyond the 2021 plan.

Northwest Brampton is an efficient and desirable location for an initial expansion to the Urban System to meet some of the longer-term urban land needs of the Region. Further expansion of urban designations will also be required in Caledon, as is currently being considered by the Town, if the Town is to approach its planned Census population limit of 84,000 in 2021 and if the Town decides to accommodate additional growth in the period from 2021 to 2031.

Expansion of the Urban System to include Northwest Brampton protects Provincial interests in the following ways:

- **Results in efficient development and land use patterns**

Northwest Brampton would potentially be an extension of the adjacent existing urban area in Brampton. It would be developed with a mix and range of residential and employment uses to meet long term needs. Northwest Brampton would be developed at appropriate densities taking into consideration the existing land base, surrounding communities, the need to accommodate long-term growth in the Region and the efficient provision of services. Based on about 1,900 ha of developable land in Northwest Brampton, the current estimated development densities would yield about 55 population and employment per gross ha within the area. *Places to Grow* suggests a target of 50 per gross ha, meaning that the planned development in Northwest Brampton would exceed the Province's target in the draft plan and would therefore be considered efficient use of urban land within the meaning of the Province's policies.

- **Protects natural features**

The work undertaken as part of the City of Brampton Urban Boundary Review included a detailed analysis of environmental features. The study proposed a natural heritage system for Northwest Brampton. The *Greenbelt Plan* identifies Protected Countryside areas around the Credit River Valley. Should Northwest Brampton be designated for urban uses, identified environmental lands would remain protected from development.

- **Does not affect specialty crop areas and considers impacts on prime agricultural lands**

A comprehensive study was undertaken as part of the City's process to assess the agricultural issues related to Northwest Brampton. The study concluded that the

subject lands do not comprise specialty crop areas and that there are no reasonable alternatives in other parts of Peel or adjacent Halton (i.e. south Caledon or eastern Halton Hills) that would avoid prime agricultural land or be located on poorer agricultural lands than those in Northwest Brampton.

- **Protects mineral aggregate resources**

Another component study of the City's Urban Boundary Review was an assessment of the shale resources in Northwest Brampton. The study identified potential deposit areas feasible for extraction as discussed earlier in this report. Should it be determined that some of these areas should be preserved for extraction, there would only be a very marginal need for adjustment of the growth projections for Northwest Brampton since any actual extraction sites would be rehabilitated for urban uses that would otherwise be required anyway in the overall Northwest Brampton plan.

### **3. Utilization of All Opportunities for Intensification**

The previous growth forecasts prepared for the Cities of Brampton and Mississauga incorporate significant amounts of intensification within the existing urban areas of Peel. Intensification is both in the form of increased densities in new construction and through infill and redevelopment in existing areas.

Chapter 2 of this report discussed the extensive assessment of the intensification potential in the Region.

As intensification becomes an ever higher priority in planning for growth in the GTAH and Peel Region, further work will be undertaken on intensification issues, including significant analysis currently underway in the City of Mississauga. As more opportunities are identified, there is the potential for reductions in the remaining unallocated population growth in the Region. There is, however, no practical potential that such additional intensification will be sufficient to change the need to provide for urban lands in Northwest Brampton.

### **4. Integration with Planning for Infrastructure and Public Services**

Work undertaken as part of Phase 2 of the City of Brampton's Urban Boundary Review indicated that Northwest Brampton can be serviced through extension and capacity expansion of existing regional water and sewer infrastructure. The location of Northwest Brampton adjacent to existing developed areas and the developing Bram West area will allow for the logical and orderly sequencing of infrastructure provision.

Other municipal and regional services can be provided when needed as Northwest Brampton develops.

A servicing study conducted by the Region has determined that the Region can provide the required sewer and water to service Northwest Brampton as a component of the forecast 2031 population in the *Growth Outlook for the GGH*.

This study, however, also indicates that there are potential challenges in providing the required servicing capacity to accommodate forecast short-term growth in the Region. It will be difficult to physically provide the servicing necessary to achieve the 2011 forecast for Brampton on the basis of the currently estimated growth distribution. While this is a near term concern that may result in some shift in the timing and distribution of development, these servicing constraints would not be large enough or last long enough to have a discernable effect on the long-term development of the Region or the viability of servicing Northwest Brampton.

In terms of other public services, notably the human services (i.e. policing, social services, housing assistance, etc.), there is no geographic impediment to their provision in Northwest Brampton. The Financial Evaluation Study prepared for the City has identified that the financial implications of providing such services are manageable and typical of what would be required to accommodate such a population increment in any other area of the Region.

## **5. Consideration of Cross-Jurisdictional Issues**

At a regional planning level, the major cross-jurisdictional issues relate to transportation and impacts on the communities in the Region of Halton. Transportation studies undertaken for Northwest Brampton indicated that there could be the need for a substantial road connection between Highway 407 and Northwest Brampton which could take the form of a full limited access highway. In addition, the Draft *Places to Grow* Plan shows a potential future east– west economic corridor to the north in Caledon which will require a north–south connection to Highways 401/ 407. Both the City of Brampton and the Region are aware of this issue and how it may affect the planning for Northwest Brampton. This north–south corridor issue has been and will continue to be considered in conjunction with MTO and the Region of Halton and protected as plans of other jurisdictions unfold.

A second cross-jurisdictional transportation issue relates to GO Transit service. The Georgetown GO Train line bisects the Northwest Brampton area. Appropriate measures can be taken at the time should Northwest Brampton be designated for urban uses, to allow for the future potential expansions of GO service along this line and the provision of additional transportation facilities.

The other cross jurisdictional issues for Northwest Brampton relate to impacts on surrounding existing and future settlement areas. To the west of Northwest Brampton is the historic village of Norval along Highway 7 in the Town of Halton Hills in Halton Region. Should Northwest Brampton be brought into the Urban System, the secondary planning process can deal with issues of land use compatibility and major road connections with respect to Norval and any potential future expansion of Georgetown. Within the Region, appropriate measures can also be taken to integrate Northwest Brampton with Bram West to the south and any future potential growth areas in Caledon including Mayfield West.

Cross boundary transportation issues between Mississauga and Brampton are an ongoing subject of discussion and will be addressed further in subsequent more detailed transportation studies, including those further studies to be done for Northwest Brampton.

### **C. NORTHWEST BRAMPTON PROPOSAL SUPPORTED BY OTHER POLICIES**

The proposal to expand the Peel Urban System to include Northwest Brampton also supports a number of other urban growth and settlement policy objectives in the PPS.

- Designation of Northwest Brampton for urban uses maintains a 20 year planning horizon and extends the ability of the Region to accommodate residential growth for a minimum of 10 years and to supply at least a three year supply of residential lands in draft approved and registered plans. Without Northwest Brampton, the Region would be soon reaching the 10 year supply rule, leading to a constraint on proper long range transportation and land use planning.
- Expansion of the Urban System to include Northwest Brampton allows for the Region to continue to provide a range and mix of housing types and a range of employment opportunities. Without Northwest Brampton, Peel would not be able to provide for the forecast growth. A restricted housing market may force some of the future housing growth in the Region to be accommodated in medium to high density housing forms, but the pressures of lower density housing demand would largely be deflected to other areas outside of the Region. Similarly, the designation of Northwest Brampton for urban uses would potentially extend the Region's employment land supply providing for a wider range of employment opportunities than under a scenario where longer term employment growth would have to be restricted to mainly population-related and major office employment.
- The amount and type of planned development in Northwest Brampton is appropriate for and efficiently uses the infrastructure and public service facilities which are planned or available. The relevant servicing studies indicate that the

City and Region will be able to provide the required services at full development of Northwest Brampton. However, there may be short term challenges in the timing of providing water and sewer servicing capacity. These challenges may be sufficient to cause some slight adjustments to the distribution of growth but would not affect the longer-term growth outlook.

- Northwest Brampton would not have a significant negative impact on the financial well-being of the Region or City. As part of the Phase 2 work for the City of Brampton, a draft fiscal impact report was prepared examining the financial requirements and funding resources associated with the long term development of Northwest Brampton. The report concludes that the development scenarios under study will roughly break even under a relatively conservative assumptions regarding tax funding support requirements for potential major transportation projects, subject to determining a non-tax based means of financing the required North-South Transportation Corridor facility (i.e. through confirmation of Provincial jurisdiction, through 100% municipal development charge funding, etc.).

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This chapter has evaluated the Northwest Brampton proposal under the criteria of the new PPS. In our view, the expansion of the regional Urban System to include Northwest Brampton meets the settlement area expansion criteria in the PPS. Currently, there are insufficient opportunities to accommodate the long term forecast growth in the Region, including the potential for intensification. Given the geography of the Region, Northwest Brampton is the most logical location for urban expansion. The subject lands do not constitute specialty crop areas and there are not other reasonable alternatives for accommodating the forecast growth on lower priority agricultural lands. Infrastructure and public facilities will be available as needed for development of Northwest Brampton. The work completed to date for the City of Brampton on the boundary expansion and for the Region on servicing, along with the supply analysis and forecast work in this report constitutes a *Comprehensive Review* as defined in the PPS.

## IV CONCLUSION

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The Region of Peel is considering an application by the City of Brampton to expand the Region's Urban System to include Northwest Brampton. This report has assessed this application under the Comprehensive Review criteria contained in the recently adopted *Provincial Policy Statement*. The main conclusions of our assessment are as follows:

- The current designated urban land supply in Peel, including the potential for intensification cannot accommodate the long-term forecast growth. Without Northwest Brampton there would be unallocated growth in the Region starting well before 2021. In order to maintain a 10-year supply of designated residential land and a 20-year planning horizon, the Region needs to consider the designation of additional urban lands to accommodate the projected growth. Even with the designation of Northwest Barmpton there will be unallocated growth starting by 2021.
- Given the geography of Peel Region, there are limited choices for designating additional urban lands. Northwest Brampton is the most logical location for expanding the Urban System as it would be a contiguous extension of the existing large community of Brampton and it would allow for the efficient provision of City and Regional infrastructure and services as required.
- The work undertaken by the City of Brampton, the Region and the other municipalities in Peel collectively constitute a comprehensive review. Studies have been prepared on: residential and employment forecasts, the natural environment, transportation, servicing, shale resources, agriculture and municipal finance.
- In our view, the expansion of the Urban System to include Northwest Brampton meets the Comprehensive Review criteria of the PPS. The land supply analysis in this report together with the extensive work undertaken over the last five years on Northwest Brampton have addressed the requirements of the PPS.
- Based on the intensification and forecast allocation analysis and the definition of a current built boundary in this report, the Region will be able to meet the 40% intensification policy target as outlined in the Draft *Places to Grow Plan*.