




PEEL REGION
Bolton Residential Expansion
Regional Official Plan Amendment

DISCUSSION PAPER



The Planning Partnership
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1.0 Introduction

On November 12, 2015 Regional Council endorsed a planning process for the consideration of the Town's Bolton Residential Expansion ROPA application. The planning process lays out a number of tasks and milestones to ensure an open, fair and transparent public process that provides all stakeholders, agencies, and members of the public with an opportunity to provide their input. The process includes an evaluation of the six potential expansion options and the three rounding-out areas identified in the Town's BRES as well as the triangle-shaped lands between the South Albion-Bolton Employment Lands and Mayfield Road.

In October 2014, the Town of Caledon submitted the Bolton Residential Expansion Regional Official Plan Amendment (ROPA) application for the expansion of the Bolton Rural Service Centre to include approximately 185 hectares of additional land. Regional staff deemed the BRES ROPA to be a complete application and circulated the application to appropriate agencies and stakeholders for their review and comment.

1.1 Summary of the Application

In April 2012, the Town of Caledon initiated the Bolton Residential Expansion Study (BRES) to identify lands to accommodate planned growth to 2031. Six potential expansion options and three rounding-out areas were identified and evaluated by the Town of Caledon.

The Town identified 10 evaluation criteria and found that Options 1 and 3 were the most supportable. On July 9, 2013, Town Council directed that further technical studies be completed for Options 1 and 3 in order to determine the preferred expansion option.

Based on the results of these studies, Town Council passed Resolution 2014-243 on June 24, 2014 to support Option 3 and the three rounding-out areas as the Town's preferred areas to expand the Bolton Rural Service Centre. Town staff formally submitted a Regional Official Plan Amendment (ROPA) in October 2014.

The Town undertook an extensive public consultation process including three open houses and workshops. Numerous technical studies were prepared in support of Caledon's application, including:

- Planning Justification Report
- Background Environmental Reports
- Headwater Drainage Features Assessment
- Transportation Analysis
- Agricultural Impact Assessment
- Infrastructure Servicing Study

- Fiscal Impact Assessment
- Retail Market Demand Analysis
- Stage 1 Archaeological Assessment
- Cultural Heritage Landscapes and Built Heritage Resources Assessment
- Population and Employment Forecasts and Analysis

The application was deemed complete by Regional staff in October 2014 and was circulated to appropriate agencies and stakeholders.

The application is being reviewed in accordance with the *Planning Act*, the Provincial Policy Statement, Places to Grow, the Region of Peel Official Plan, the ROPA 28 facilitated settlement, and all other applicable Provincial laws, plans, and policies.

1.2 Purpose of this Discussion Paper

The purpose of this Discussion Paper is to assist the Region of Peel in their consideration of the Town of Caledon's application to amend the Region of Peel Official Plan, received on October 14, 2014, to expand the current Bolton Settlement Boundary. There has been a tremendous amount of work carried out by the Town of Caledon. This Discussion Paper considers all of the prior work, and the recent submissions and technical analysis submitted by stakeholders, members of the public, and Regional staff, to provide supportable recommendations on boundary expansion to the Region of Peel. The Bolton Rural Service Centre is identified on Map 1.

This Discussion Paper includes:

- An overview and analysis of the **stakeholder consultation** (events and correspondence) and a summary of common issues;
- The establishment of **evaluation themes and criteria** that are policy based and focus on issues of interest to the Region while having regard to the criteria used by the Town of Caledon; and,
- **Recommendations** with respect to the themes and evaluation criterion that would be used to undertake an **integrated evaluation** of the six expansion options and rounding-out areas identified by the Town of Caledon, and the triangle-shaped lands between the South Albion-Bolton Employment Lands and Mayfield Road.

1.3 Basis for the Boundary Expansion

The Town of Caledon adopted OPA 226 on June 8, 2010 to bring the Town's Official Plan into conformity with the Provincial Growth Plan and ROPA 24, and to update the Town's population and employment forecasts and land area allocation for the 2031 planning horizon. OPA 226 established the 2031 population forecasts for the Bolton Rural Service Centre and other communities in Caledon. Table 1 provides an overview of existing and planned growth in the Town of Caledon.

To meet the Town-wide Designated Greenfield Area (DGA) density target of 42 persons and jobs per hectare, Caledon Council Report titled "OPA 226 Modifications" identified 10,348 persons and 2,635 jobs to be accommodated within the Bolton Residential Expansion. The employment forecast was reduced by 114 jobs, which was allocated to the North Hill supermarket expansion that was part of ROPA 28.

Municipality	DGA			Places to Grow Density (res&jobs/ha)
	Residents	Jobs	Developable Lands (ha)	
Caledon Existing DGA	18,500	10,500	865	34
Unallocated Caledon- ROPA 24	21,500	11,000	609	53
MW2 (ROPA 29)	10,348	3,799	207.5	68.2
Alton (existing commitment)	804	0	16	50.3
ROPA 28 (supermarket)	0	114	3.3	34.5
ROPA 28 (empl.)	0	4,567	197	23.2
Bolton Residential Expansion	10,348	2,520	185	69.6
Caledon with Unallocated ROPA 24	40,000	21,500	1,474	42

Source: Region of Peel Planning Staff, March 2016

2.0 Stakeholder Comments and Issues

2.1 The Region's Request for Comments

The Region's request for comments was released on December 18, 2015 and circulated to interested stakeholders including area/adjacent municipalities, utility providers, aboriginal communities, landowners within 150 metres of the potential expansion areas, local community groups, and any persons who requested notification through the Town's BRES process.

The request for comments included the following questions:

- What evaluation criteria and/or process should be utilized by Regional Council to identify appropriate lands for completing the 2031A Growth Plan targets in Caledon?
- What are the locational or other attributes of any of the various land areas under consideration in the process that either make them more suitable or less suitable to be selected by the Region for the inclusion in the Bolton settlement area boundary to complete the 2031A Growth Plan targets in Caledon?
- Which lands should be included in the 2031A Bolton settlement area boundary as a result of this planning process? Why should this conclusion be considered to be appropriate by Regional Council?

The stakeholder submissions and public comments received in response to the request for comments is organized into five groups and summarized in **Appendix A** of this Discussion Paper.

1. General Stakeholders/Public;
2. Option 3 Landowner/Developers;
3. Other Options Landowner/Developers; and
4. Landowners Outside of, or Requesting Modifications to the 6 Options.
5. Public Agencies and Aboriginal Communities.

Over 70 comments were received and reviewed as of March 28, 2016. In addition, meetings with stakeholders were held at their request with Regional staff. The majority of the submissions are from landowners, developers, or others with an interest, advocating on behalf of their lands for inclusion or selection in the expansion area. **Land use, transportation, and servicing costs** are the common themes in the submissions.

2.2 Overview of Comments

The summary of the stakeholder and public comments (Appendix A) has found that overall, there is no clear preference for any one particular expansion option. The range of comments received includes support for all of the options, hybrid options that combine or modify expansion areas, or no expansion at all.

In addition to setting forth a preference for a specific option, a number of the submissions include a critique of the appropriateness of Option 3 as the preferred expansion area and a re-examination of the evaluation criteria and selection process used by the Town. To support the re-examination of the Town's criteria, a number of new criteria were proposed by some of the landowner groups for the Region's evaluation of the expansion options and rounding out areas.

The following highlights the **key points or themes** found in the stakeholder and public comments:

- compact, complete, and healthy communities;
- providing a range of housing types;
- transit-supportive development which will benefit future modal splits and reduce local vehicular traffic volumes;
- climate change considerations;
- proximity to existing arterial road network;
- optimize the use of existing and already planned community infrastructure;
- meeting the residential and employment targets;
- cost-effective infrastructure/servicing costs;
- supporting future expansion options to the northwest;
- proximity to employment lands;
- economic and fiscal responsibility;
- protection of natural heritage and agricultural lands; and,
- logical and contiguous extension of the existing community.

The formulation of the proposed Regional themes and evaluation criteria, set forth in Section 3.2 of this report, had regard for the stakeholder and public comments, key points, and suggested criteria.

3.0 Evaluation Principles, Themes, and Criteria

3.1 Three Overarching Principles

Regard for the Decisions of Councils

The planning process for the consideration of the BRES application, which was negotiated at the Provincial Facilitation and approved by Regional Council, provides that "appropriate consideration" will be given to the BRES application, the decision of Caledon Council, and the supporting documentation submitted by Caledon, among other things.

In this exercise, giving appropriate consideration to all of the work carried out to date, including the ongoing public process, and the decision of Regional Council to implement the planning process, is a guiding principle.

Sustainability

The overarching theme of the Region of Peel Official Plan is sustainability. The sustainable development framework established in the Official Plan is categorized under four areas: environmental imperative, social imperative, economic imperative, and cultural imperative. Together the four sustainable imperatives establish an integrated and flexible basis for the development of policy and decision-making in the Region to reflect the vision that *"Peel will be a healthy, vibrant and safe community that values diversity and quality of life."*

The subsequent **6 Themes** and **18 Criteria** established within this Discussion Paper are cognizant of the overarching sustainability principle of the Peel Official Plan, and where applicable, specifically deal with the environmental, social, economic, and cultural imperatives.

The policy basis for this statement is found within Section 1.3.5 Themes of the Plan, from the Region of Peel Official Plan, and is as follows:

"The environmental imperative is to protect, enhance and foster self-sustaining, regional, native biodiversity while reducing and measuring the impact of development on the ecosystem based on an integrated systems approach. The imperative ensures water quantity and quality is protected or enhanced to meet ecosystem needs and for human uses. Further, the imperative seeks to reduce Greenhouse Gas (GHG) emissions and other pollutants while promoting best practices in sustainable

development including use of green development standards, energy and water efficient systems and living within the carrying capacity of Peel's supporting ecosystems.

The social imperative is to create conditions conducive to healthy citizens and thriving communities committed to achieving social harmony and social inclusion so that individual, family, neighbourhood and community needs are met. The Region will strive to have a society that encourages healthy behaviours, lifestyles, and respect for one another; fosters inclusiveness, kindness and human dignity; that welcomes newcomers with grace and speed; and that ensures a civil and peaceful society for all people.

The economic imperative is to promote a strong, vibrant and prosperous economy that operates within the sustainability theme while encouraging environmentally friendly businesses and business practices, providing for an adequate supply of future employment lands, convenient, efficient and effective public transportation system, sustainable infrastructure and services to support a diverse and growing economy including local employment and financial sustainability.

The cultural imperative is to promote arts, culture and heritage, and quality of place that will attract and retain talented people, and encourage creativity and entrepreneurship. Also, the imperative seeks to create buildings and public spaces that are beautiful and accessible building on our distinctive human, cultural, historical and natural characteristics, where people take personal responsibility for the success of our community and promote civic engagement and social cohesion, placing value on the many diverse ethnic, religious, cultural groups that make up the rich fabric of Peel's population."

An Integrated Approach

An integrated approach to the evaluation methodology is fundamental to the success of this review. Planning, engineering, environmental, agricultural, and financial perspectives need to be considered collectively to ensure a comprehensive and highly integrated approach. Each topic area informs the next.

Policy support for the integrated approach is found within Section 1.3.6 General Goals, of the Region of Peel Official Plan. There are four overall goals within the Region of Peel Official Plan that work together to ensure an integrated approach to decision-making:

"1.3.6.1 To create healthy and sustainable regional communities for those living and working in Peel which is characterized by physical, mental, economic and social well-being; minimized crime, hunger and homelessness; a recognition and preservation of the region's natural and cultural heritage; and an emphasis on the importance of Peel's future as a caring community.

- 1.3.6.2 *To recognize, respect, preserve, restore and enhance the importance of ecosystem features, functions and linkages, and enhance the environmental well-being of air, water, land resources and living organisms.*
- 1.3.6.3 *To recognize the importance of a vital, competitive and diverse economy and a sound tax base, and manage and stage growth and development in accordance with the financial goals and overall fiscal sustainability of the Region.*
- 1.3.6.4 *To support growth and development which takes place in a sustainable manner, and which integrates the environmental, social, economic and cultural responsibilities of the Region and the Province.”*

3.2 Themes and Criteria

Overview of Criteria

The following **6 themes and 18 criteria** were developed for the Region of Peel based on a review of provincial and regional policies, stakeholder and public comments, as well as the criteria developed for the Caledon BRES submission.

The following are the proposed Peel Themes and Criteria:

THEME ONE: Protect Natural Heritage features and their associated functions.

Peel Criterion 1 - Are there significant natural heritage features/functions within the expansion area that have an adverse impact on the development potential of the lands and/or on the design and layout of the new community?

Peel Criterion 2 - How well can the development of transportation, water, and wastewater infrastructure in the expansion area minimize impacts on the environment?

THEME TWO – Promote coordinated, efficient, and cost effective infrastructure.

Peel Criterion 3 - How well can development in the expansion area make the most efficient use of existing Regional transportation, water, and wastewater infrastructure?

Peel Criterion 4 - Is a significant amount of new transportation, water, and wastewater infrastructure required to provide servicing in the expansion area?

Peel Criterion 5 - Can Regional transportation, water, and wastewater infrastructure be provided in a cost effective manner to properly service development in the expansion area and potential future expansion areas?

Peel Criterion 6 - How well can development in the expansion area support the establishment of a full range of transportation mobility options including public transit, active transportation, and carpooling?

THEME THREE - Promote fiscal responsibility.

Peel Criterion 7 - Does the development of the expansion area have any substantial negative financial risk to the Region of Peel?

Peel Criterion 8 - Will the development of the expansion area and resultant Regional infrastructure be cost effective, including operational and maintenance costs?

THEME FOUR – Ensure compact, complete, and healthy communities.

Peel Criterion 9 - Is the expansion area a logical and contiguous extension to the current built-up area that can be well integrated into the fabric of the existing residential community, and will it have any impacts on future planned residential areas?

Peel Criterion 10 - Can the expansion area achieve planned urban density targets, and an appropriate range and mix of housing types, including housing that is considered more affordable?

Peel Criterion 11 - Can the expansion area develop in a form that enables healthy outcomes, both within the expansion area and in the built up areas surrounding it?

Peel Criterion 12 - Will new development in the expansion area optimize the use of existing and already planned community infrastructure and services?

Peel Criterion 13 - Does the location of the expansion area support the planned function of existing and already planned commercial areas in Bolton?

Peel Criterion 14 - Will the residential character of the expansion area have any detrimental impacts on the function of existing and planned employment areas, or their future expansion?

THEME FIVE– Protect agricultural lands and aggregate resources.

Peel Criterion 15 - Does the development of the expansion area minimize land use conflicts with existing farm operations in the adjacent agricultural area?

Peel Criterion 16 - Does the expansion area represent an alternative that uses lower priority agricultural lands?

Peel Criterion 17 - Does the expansion area include any aggregate resources that require long-term protection?

THEME SIX - Conformity with applicable policy frameworks.

Peel Criterion 18 - Is the Regional Official Plan Amendment that implements the Bolton Residential Expansion Area consistent with the Provincial Policy Statement and does it conform with Places to Grow and the Regional Official Plan?

This section of the Discussion Paper outlines the proposed Peel themes and criteria (column one) and illustrates how the new criteria have appropriate consideration for the evaluation criteria developed for the Caledon BRES (column two). The justification for the Regional criteria are provided in the following section.

PEEL PROPOSED CRITERIA	TOWN OF CALEDON CRITERIA
THEME ONE – Protect Natural Heritage features and their associated functions.	
Criterion 1 Are there significant natural heritage features/functions within the expansion area that have an adverse impact on the development potential of the lands and/or on the design and layout of the new community?	<u>Criteria 5</u> There are no sensitive or significant features within the expansion area that have a moderate to high impact on the development potential of the lands and/or on the design and layout of the new residential area.
Criterion 2 How well can the development of transportation, water, and wastewater infrastructure in the expansion area minimize impacts on the environment?	
THEME TWO – Promote coordinated, efficient, and cost effective infrastructure.	
Criterion 3 How well can development in the expansion area make the most efficient use of existing Regional transportation, water, and wastewater infrastructure?	<u>Criteria 6</u> There is capacity in the existing and already planned major road system to accommodate development in the expansion area without having a significant impact on the level of service.
Criterion 4 Is a significant amount of new transportation, water, and wastewater infrastructure required to provide servicing in the expansion area?	
Criterion 5 Can Regional transportation, water, and wastewater infrastructure be provided in a cost effective manner to properly service development in the expansion area and potential future expansion areas?	<u>Criteria 8</u> Development in the expansion area will not result in the need for complex and expensive servicing infrastructure upgrades that may have an impact on the availability of the lands for development in 2021.
Criterion 6 How well can development in the expansion area support the establishment of a full range of transportation mobility options including public transit, active transportation, and carpooling?	<u>Criteria 7</u> Development in the expansion area will support the establishment of GO Rail services in Bolton.

THEME THREE – Promote fiscal responsibility.	
Criterion 7 Does the development of the expansion area have any substantial negative financial risk to the Region of Peel?	<u>Criteria 8</u> Development in the expansion area will not result in the need for complex and expensive servicing infrastructure upgrades that may have an impact on the availability of the lands for development in 2021
Criterion 8 Will the development of the expansion area and resultant Regional infrastructure be cost effective, including operational and maintenance costs?	
THEME FOUR – Ensure compact, complete, and healthy communities.	
Criterion 9 Is the expansion area a logical and contiguous extension to the current built-up area that can be well integrated into the fabric of the existing residential community, and will it have any impacts on future planned residential areas?	<u>Criteria 1</u> The expansion area is a logical extension to the current built-up area and will be well integrated into the fabric of the existing developed area.
Criterion 10 Can the expansion area achieve planned urban density targets, and an appropriate range and mix of housing types, including housing that is considered more affordable?	<u>Criteria 2</u> The selection of the expansion area will provide for the completion of a component of the existing urban area and will not prejudice the preparation of larger-scale comprehensive planning studies in the future.
Criterion 11 Can the expansion area develop in a form that enables healthy outcomes both within the expansion area, and in the built up areas surrounding it?	
Criterion 12 Will new development in the expansion area optimize the use of existing and already planned community infrastructure and services	<u>Criteria 9</u> New development in the expansion area will optimize the use of existing and already planned community infrastructure.
Criterion 13 Does the location of the expansion area support the planned function of existing and already planned commercial areas in Bolton?	<u>Criteria 10</u> The location of the expansion area will support the planned function of existing and already planned commercial areas in Bolton.
Criterion 14 Will the residential character of the expansion area have any detrimental impacts on the function of existing and planned employment areas, or their future expansion?	<u>Criteria 3</u> Development in the expansion area will have minimal impacts on the function of existing and planned employment lands.

<p>THEME FIVE– Protect agricultural lands and aggregate resources.</p>	
<p>Criterion 15 Does the development of the expansion area minimize land use conflicts with existing farm operations in the adjacent agricultural area?</p>	<p><u>Criteria 4</u> Land use conflicts between development in the expansion area and normal farm practices over the long-term in the adjacent prime agricultural area are minimal.</p>
<p>Criterion 16 Does the expansion area represent an alternative that uses lower priority agricultural lands?</p>	
<p>Criterion 17 Does the expansion area include any aggregate resources that require long-term protection?</p>	
<p>THEME SIX– Conformity with applicable policy framework.</p>	
<p>Criterion 18 Is the Regional Official Plan Amendment that implements the Bolton Residential Expansion Area consistent with the Provincial Policy Statement and does it conform with Places to Grow and the Regional Official Plan?</p>	

6 Themes and 18 Criteria

The following review of the Provincial Policy Statement (PPS), Places to Grow, the Region of Peel Official Plan, and the criteria developed for the Caledon BRES submission, in relation to a Municipal Comprehensive Review, has been organized under **6 Themes**. Each of the **6 Themes** is further articulated with **18 Criteria**. The **18 Peel Criteria** are posed in the form of questions that require further review in relation to more technical and specific targets for measurement, either qualitative or quantitative. Answering the **18 Peel Criteria**, will ultimately form the basis for the identification of a Preferred Expansion Area Option.

THEME ONE: Protect Natural Heritage features and their associated functions.

Peel

Criterion 1: Are there significant natural heritage features/functions within the expansion area that have an adverse impact on the development potential of the lands and/or on the design and layout of the new community?

Peel

Criterion 2: How well can the development of transportation, water, and wastewater infrastructure in the expansion area minimize impacts on the environment?

As previously noted, in establishing this Theme and associated Criteria, Provincial and Regional policies were reviewed. In addition, the work carried out by the Town of Caledon was reviewed and appropriately incorporated.

There is a tremendous amount of consistency among all of the documents reviewed with respect to the protection of natural heritage features and their associated functions. The following documents were reviewed, and key statements used to frame this Theme and associated Criteria.

The Provincial Policy Statement, 2014

The PPS provides a substantial policy framework aimed at building strong and healthy communities. Section 1.1.1 of the PPS states:

- "1.1.1 Healthy, liveable and safe communities are sustained by:"...*
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;"...*
 - h) promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate."...*

Section 1.1.3.8 of the PPS states:

“A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:”...

“b) the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, are financially viable over their life cycle, and protect public health and safety and the natural environment;”...

In addition, and fundamental to the establishment of this Theme and subsequent Criteria, are Sections 2.1.1 and 2.1.2 of the PPS, which state:

“2.1.1 Natural features and areas shall be protected for the long term.

2.1.2 The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.”

The PPS includes additional detailed policies with respect to Natural Heritage protection, that were considered too detailed for consideration at this level of analysis. However, those policies will need to be more fully explored through any subsequent planning approval processes.

Places to Grow, 2015

Like the PPS, Places to Grow supports the protection of natural systems from development, although the policy framework is less rigid than either of the PPS or the Region of Peel Official Plan. Section 4.2.1 Natural Systems of Places to Grow States:

“1. Through sub-area assessment, the Minister of Infrastructure and other Ministers of the Crown, in consultation with municipalities and other stakeholders will identify natural systems for the GGH, and where appropriate develop additional policies for their protection.”...

3. Planning authorities are encouraged to identify natural heritage features and areas that complement, link, or enhance natural systems.”...

Section 2.2.8.2 of Places to Grow states:

“A settlement area boundary expansion may only occur as part of a municipal comprehensive review where it has been demonstrated that”...

“e) the existing or planned infrastructure required to accommodate the proposed expansion can be provided in a financially and environmentally sustainable manner”...

Region of Peel Official Plan

Section 1.3.6.1 of the Region of Peel Official Plan states that it is a goal:

“To create healthy and sustainable regional communities for those living and working in Peel which is characterized by physical, mental, economic and social well-being; minimized crime, hunger and homelessness; a recognition and preservation of the region's natural and cultural heritage; and an emphasis on the importance of Peel's future as a caring community.”

In addition, the Region of Peel Official Plan includes policies that protect ecosystem features, functions and linkages, and the consideration of those elements is an important consideration for all planning decisions, including boundary expansions. The Region Official Plan states:

“1.3.6.2 To recognize, respect, preserve, restore and enhance the importance of ecosystem features, functions and linkages, and enhance the environmental well-being of air, water, land resources and living organisms.”...

“7.9.2.12 f) environmental and resource protection and enhancement including the identification of a natural heritage system, in accordance with the policies of this Plan;”...

Town of Caledon Report: Selection of Expansion Area, June 21, 2013, Meridian Planning, Revised Criteria

The work prepared by the Town of Caledon has recognized that the protection of natural heritage features and functions is a key element for consideration in this exercise. The Caledon Criterion 5 forms the basis for the Peel Criterion 1 in this analysis. It states:

“Criteria 5 - There are no sensitive or significant features within the expansion area that have a moderate to high impact on the development potential of the lands and/or on the design and layout of the new residential area.”

Comments

Caledon Criterion 5 was included as **Peel Criterion 1** in this analysis. **Peel Criterion 2** of this analysis was added to recognize the need to consider the issues related to the impact of infrastructure development on natural heritage features and functions.

It is important to note that both the PPS and Places to Grow include policy direction with respect to cultural heritage and archaeological conservation, however, the Region of Peel does not exercise jurisdiction on cultural heritage matters, therefore the Theme does not include it, and there are no Criteria that requires action in this analysis. Cultural heritage matters should however, not be ignored, and should be duly considered by the Town of Caledon through subsequent development approval processes.

THEME TWO - Promote coordinated, efficient, and cost effective infrastructure.

Peel

Criterion 3: How well can development in the expansion area make the most efficient use of existing Regional transportation, water, and wastewater infrastructure?

Peel

Criterion 4: Is a significant amount of new transportation, water, and wastewater infrastructure required to provide servicing in the expansion area?

Peel

Criterion 5: Can Regional transportation, water, and wastewater infrastructure be provided in a cost effective manner to properly service development in the expansion area and potential future expansion areas?

Peel

Criterion 6: How well can development in the expansion area support the establishment of a full range of transportation mobility options including public transit, active transportation, and carpooling?

This Theme is focused on the provision of Regional transportation, water, and wastewater infrastructure provision, and the need to:

- Optimize the use of existing infrastructure investments;
- Ensure that new infrastructure is provided in a coordinated, efficient and cost effective way; and,
- Ensure that new development supports a full range of mobility options, including transit.

There is a very explicit link between land use planning policy and the provision of infrastructure within Provincial and Regional planning policy documents. The Peel Criteria provided under this Theme are intended to respond to those policy requirements. In addition, the policies identify a requirement that infrastructure development minimize impacts on the natural environment, and while the policy support for that requirement is included in the following text, it is dealt with in Peel Criterion 2, as part of Theme 1.

The following documents were reviewed, and key statements used to frame this Theme and associated Criteria.

The Provincial Policy Statement, 2014

The PPS is very explicitly supportive of this Theme. The document provides a substantial policy framework aimed at building strong and healthy communities. Section 1.1.1 of the PPS states:

- “1.1.1 Healthy, liveable and safe communities are sustained by:”...*
- “e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;”...*
 - “g) ensuring that necessary infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities are or will be available to meet current and projected needs;”...*

Further, Section 1.6.1 states:

“1.6.1 Infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be provided in a coordinated, efficient and cost-effective manner that considers impacts from climate change while accommodating projected needs.”...

“Planning for infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be coordinated and integrated with land use planning so that they are:

- a) financially viable over their life cycle, which may be demonstrated through asset management planning; and*
- b) available to meet current and projected needs.”*

With more specific reference to sewage and water services, the PPS goes on to state, in Section 1.6.6:

“1.6.6.1 Planning for sewage and water services shall:

- a) direct and accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing:*
 - 1. municipal sewage services and municipal water services;”...*
- b) ensure that these systems are provided in a manner that:*
 - 1. can be sustained by the water resources upon which such services rely;*
 - 2. is feasible, financially viable and complies with all regulatory requirements; and*
 - 3. protects human health and the natural environment;*
- c) promote water conservation and water use efficiency;*

- d) *integrate servicing and land use considerations at all stages of the planning process;”...*

For transportation systems, the PPS in Section 1.6.7 states:

- “1.6.7.1 Transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs.*
- 1.6.7.2 Efficient use shall be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.*
- 1.6.7.4 A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.*
- 1.6.7.5 Transportation and land use considerations shall be integrated at all stages of the planning process.”*

Places to Grow, 2015

Places to Grow supports the policy framework in the PPS and provides an approach to transportation planning that is focused on transportation demand management, and urban structures and densities that support the provision of transit. Those policies are found in Sections 3.2.2 and 3.2.3, as follows:

- “3.2.2.5. Municipalities will develop and implement transportation demand management policies in official plans or other planning documents, to reduce trip distance and time, and increase the modal share of alternatives to the automobile.”...*
- “3.2.3.1. Public transit will be the first priority for transportation infrastructure planning and major transportation investments.”...*
- “3.2.3.2. All decisions on transit planning and investment will be made according to the following criteria:*
- a) *Using transit infrastructure to shape growth, and planning for high residential and employment densities that ensure the efficiency and viability of existing and planned transit service levels;”...*
- c) *Expanding transit service to areas that have achieved, or will be planned so as to achieve, transit-supportive residential and employment densities, together with*

a mix of residential, office, institutional and commercial development wherever possible;...”

Water and wastewater systems are specifically dealt with under Section 3.2.5 of Places to Grow, which states:

- “4. Construction of new, or expansion of existing, municipal or private communal water and wastewater systems should only be considered where the following conditions are met:*
- a) Strategies for water conservation and other water demand management initiatives are being implemented in the existing service area;*
 - b) Plans for expansion or for new services are to serve growth in a manner that supports achievement of the intensification target and density targets;”...*

Region of Peel Official Plan

Section 7.9.2.12, subsection m) of the Region of Peel Official Plan succinctly provides the policy support for this Theme and its subsequent Criteria. It states that the Region may consider an *“expansion to the 2031 Urban Boundary, 2021 or 2031 Rural Service Centre boundary only through a Regional Official Plan Amendment which is based on municipal comprehensive review which demonstrates the following:”...*

- “m) the ability to provide the necessary Regional infrastructure and services, including Regional and local transportation infrastructure, water and wastewater servicing, in a financially and environmentally sustainable manner;”...*

Town of Caledon Report: Selection of Expansion Area, June 21, 2013, Meridian Planning, Revised Criteria

The work carried out by the Town of Caledon has considered Criteria that generally support the Theme and Criteria identified in this analysis. The Town’s Criteria are as follows:

“Criteria 6 - There is capacity in the existing and already planned major road system to accommodate development in the expansion area without having a significant impact on the level of service.”

“Criteria 7 - Development in the expansion area will support the establishment of GO Rail services in Bolton.”

“Criteria 8 - Development in the expansion area will not result in the need for complex and expensive servicing infrastructure upgrades that may have an impact on the availability of the lands for development in 2021.”

Comments

Caledon Criterion 6 has been broadened, and essentially covered in **Peel Criterion 3** of this analysis.

Caledon Criterion 7 was considered too specific to rail based transit only. It has been broadened to reflect all mobility options including active transportation initiatives in **Peel Criterion 6** of this analysis.

Caledon Criterion 8 was considered confusing, linking the cost and complexity of service infrastructure to the timing of development to 2021. The key elements of this criterion, cost and timing, were rephrased and broadened in **Peel Criterion 5** of this Analysis. The identification of a specific time frame has been deleted.

THEME THREE - Promote fiscal responsibility.

Peel

Criterion 7: Does the development of the expansion area have any substantial negative financial risk on the Region of Peel?

Peel

Criterion 8: Will the development of the expansion area and resultant Regional transportation, water, and wastewater infrastructure be cost effective, including operational and maintenance costs, as well as capital costs?

Fiscal responsibility is a key element of community building, and the links with land use planning and infrastructure development decisions are strong and fully integrated through Provincial and Regional policy frameworks.

The Provincial Policy Statement, 2014

The PPS provides a substantial policy framework aimed at building strong and healthy communities, which includes financial well-being. Section 1.1.1, subsection a) of the PPS states that healthy, liveable and safe communities are sustained by:

“promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;”...

Section 1.1.3.8 of the PPS states:

“A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:”...

“b) the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, are financially viable over their life cycle, and protect public health and safety and the natural environment;”...

Places to Grow, 2015

Places to Grow provides a policy link between the provision of infrastructure to support growth, and the fiscal implications of providing and paying for that infrastructure.

Section 3.1 of Places to Grow states:

“This Plan provides the framework for infrastructure investments in the GGH, so that existing infrastructure and future investments are optimized to serve growth to 2031 and beyond.”

“This Plan guides infrastructure planning and strategic investment decisions to support and accommodate forecasted population and economic growth – particularly in the three key areas of transportation, water and wastewater systems, and community infrastructure.”

“There is a need to co-ordinate investment in water and wastewater infrastructure to support future growth in ways that are linked to the determination of how these systems are paid for and administered.”

Section 3.2.1 Infrastructure Planning of the Growth Plan states that:

“Infrastructure planning, land use planning, and infrastructure investment will be co-ordinated to implement this Plan. Infrastructure includes but is not limited to transit, transportation corridors, water and wastewater systems,”...

Section 3.2.5 Water and Wastewater Systems of the Growth Plan states:

“Municipalities should generate sufficient revenue to recover the full cost of providing municipal water and wastewater systems. “

Settlement area boundary expansions are dealt with in Section 2.2.8.2 of Places to Grow, which states:

“A settlement area boundary expansion may only occur as part of a municipal comprehensive review where it has been demonstrated that”...

“e) the existing or planned infrastructure required to accommodate the proposed expansion can be provided in a financially and environmentally sustainable manner”...

Region of Peel Official Plan

The Region of Peel Official Plan provides policy support for understanding the crucial link between community-building and fiscal sustainability. Section 1.3.6.3 of the Peel Region Official Plan states that it is a goal of the Region:

“To recognize the importance of a vital, competitive and diverse economy and a sound tax base, and manage and stage growth and development in accordance with the financial goals and overall fiscal sustainability of the Region.

Town of Caledon Report: Selection of Expansion Area, June 21, 2013, Meridian Planning, Revised Criteria

The Town of Caledon did not include any specific criteria on the theme of economic and fiscal responsibility. Their Criteria 8 does mention servicing infrastructure upgrades but is linked to development timing.

“Criteria 8 - Development in the expansion area will not result in the need for complex and expensive servicing infrastructure upgrades that may have an impact on the availability of the lands for development in 2021.”

Comments

As noted previously, Caledon Criterion 8 was considered confusing, linking the cost and complexity of service infrastructure to the timing of development to 2021. The key elements of this criterion, cost and timing, were rephrased and broadened in **Peel Criterion 5** of this Analysis. The identification of a specific time frame has been deleted.

THEME FOUR - Ensure compact, complete, and healthy communities.

Peel

Criterion 9: Is the expansion area a logical and contiguous extension to the current built-up area that can be well integrated into the fabric of the existing community, and will it have any impacts on future planned residential areas?

Peel

Criterion 10: Can the expansion area achieve planned urban density targets, and an appropriate range and mix of housing types, including housing that is considered more affordable?

Peel

Criterion 11: Can the expansion area develop in a form that enables healthy outcomes both within the expansion area, and in the built up areas surrounding it?

Peel

Criterion 12: Will new development in the expansion area optimize the use of existing and already planned community infrastructure and services?

Peel

Criterion 13: Does the location of the expansion area support the planned function of existing and already planned commercial areas in Bolton?

Peel

Criterion 14: Will the residential character of the expansion area have any detrimental impacts on the function of existing and planned employment areas, or their future expansion?

This Theme is related to good land use planning principles and is supported by Provincial and Regional policy frameworks. Many elements of good land use planning will be the focus of more detailed studies to be carried out once the expansion area has been selected, however, they are included as Criteria because they remain part of a comprehensive and integrated review.

Key elements of this Theme include:

- Logical and contiguous growth;
- Achievement of density targets;
- Climate change considerations;
- Integration and compatibility with the existing community;
- Healthy community outcomes;
- Range and mix of housing, including opportunities for affordable housing
- Availability of supportive community infrastructure; and,
- Appropriate long-term urban structure.

The following documents were reviewed, and key statements used to frame this Theme and associated Criteria:

The Provincial Policy Statement, 2014

The PPS provides a substantial policy framework aimed at building strong and healthy communities. Section 1.1.1 of the PPS states:

“1.1.1 Healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;”...*
- “d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;”...*

Further, The PPS provides policy support on a number of related topics relevant to land use planning in this analysis, including:

“1.1.3.6 New development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.”...

- “1.3.2.3 Planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations.”*
- “1.3.2.4 Planning authorities may plan beyond 20 years for the long-term protection of employment areas provided lands are not designated beyond the planning horizon identified in policy 1.1.2.”*
- “1.4.3 Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:”...*
- “c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs*
 - d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use;”...*
- “1.6.5 Public service facilities should be co-located in community hubs, where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.”*

Places to Grow, 2015

Places to Grow is supportive of the approach to community planning promoted by the PPS. Section 2.2.7 provides additional policy support for new development within Designated Greenfields Areas, which are applicable to development within the Bolton Residential Expansion Area, as follows:

- “1. New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that –*
- a) contributes to creating complete communities*
 - b) creates street configurations, densities, and an urban form that support walking, cycling, and the early integration and sustained viability of transit services*
 - c) provides a diverse mix of land uses, including residential and employment uses, to support vibrant neighbourhoods*
 - d) creates high quality public open spaces with site design and urban design standards that support opportunities for transit, walking and cycling.”*

In addition, Section 3.2.6 of Places to Grow deals specifically with the issue of community infrastructure (public service facilities), as follows:

- “2. Planning for growth will take into account the availability and location of existing and planned community infrastructure so that community infrastructure can be provided efficiently and effectively.*
- 3. An appropriate range of community infrastructure should be planned to meet the needs resulting from population changes and to foster complete communities.”*

Region of Peel Official Plan

Section 1.3.6.1 of the Region of Peel Official Plan states that it is a goal:

“To create healthy and sustainable regional communities for those living and working in Peel which is characterized by physical, mental, economic and social well-being; minimized crime, hunger and homelessness; a recognition and preservation of the region's natural and cultural heritage; and an emphasis on the importance of Peel's future as a caring community.”

Further, under Section 5.1.2 the goal is:

“To provide a diversity of healthy complete communities for those living and working in Peel Region, offering a wide range and mix of housing, employment, and recreational and cultural activities. These communities will be served and connected by a multi-modal transportation system and provide an efficient use of land, public services, finances and infrastructure, while respecting the natural environment, hazards and resources, and the characteristics of existing communities in Peel.”

Under Section 5.4.3 Rural Service Centres, the following objectives are stated:

- “5.4.3.1.1 To promote safe and secure communities and improvement in the quality of life through proper design and effective use of the built environment.*
- 5.4.3.1.2 To preserve and enhance the distinct character, cultural attributes, village atmosphere and historical heritage of Bolton and Caledon East.*
- 5.4.3.1.4 To provide within Rural Service Centres opportunities for a wide range of goods and services for those living and working in the Rural System.”*

Town of Caledon Report: Selection of Expansion Area, June 21, 2013, Meridian Planning, Revised Criteria

The work carried out by the Town of Caledon included a number of Criteria related to this Theme, including:

“Criteria 1 - The expansion area is a logical extension to the current built-up area and will be well integrated into the fabric of the existing developed area.”

“Criteria 2 - The selection of the expansion area will provide for the completion of a component of the existing urban area and will not prejudice the preparation of larger-scale comprehensive planning studies in the future.”

“Criteria 3 - Development in the expansion area will have minimal impacts on the function of existing and planned employment lands.”

“Criteria 9 - New development in the expansion area will optimize the use of existing and already planned community infrastructure.”

“Criteria 10 - The location of the expansion area will support the planned function of existing and already planned commercial areas in Bolton.”

Comments

This analysis has considered the criteria put forward by the Town and has broadened their scope to capture a number of key community-building elements that are of importance to the Region, including healthy outcomes, affordable housing, integration/compatibility with the existing community, and issues related to long term planning, beyond the 2031 planning horizon.

Climate change considerations are related to sustainable modes of transportation, such as active transportation (walking, cycling, transit), reduction in greenhouse gas emissions, and a number of other factors. Although a separate criterion has not been created for climate change specifically, adaptation and mitigation considerations will be measured under the new **Criterion 11** which relates to healthy outcomes and will include a health assessment of the expansion options.

THEME FIVE - Protect agricultural lands and aggregate resources.

Peel

Criterion 15: Does the development of the expansion area create any land use conflicts with existing farm operations in the adjacent prime agricultural area?

Peel

Criterion 16: Does the expansion area represent an alternative that uses lower priority agricultural lands?

Peel

Criterion 17: Does the expansion area include any aggregate resources that require long-term protection?

Bolton sits within a rural context and it is an important Theme of this analysis to ensure that the remaining rural/agricultural community and their associated economic activities are appropriately protected. The same holds true for aggregate resources, and their operational requirements.

Provincial Policy Statement, 2014

The PPS provides a very strong policy framework that ensures boundary expansion considers impacts on rural/agricultural communities. Section 1.1.3.8 states:

“A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:”...

“c) in prime agricultural areas:

- 1. the lands do not comprise specialty crop areas;*
- 2. alternative locations have been evaluated, and*
 - i. there are no reasonable alternatives which avoid prime agricultural areas; and*
 - ii. there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;*

d) the new or expanding settlement area is in compliance with the minimum distance separation formulae; and

- e) *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.”*

In Section 2.3.1, the PPS further states:

“Prime agricultural areas shall be protected for long-term use for agriculture. Prime agricultural areas are areas where prime agricultural lands predominate. Specialty crop areas shall be given the highest priority for protection, followed by Canada Land Inventory Class 1, 2, and 3 lands, and any associated Class 4 through 7 lands within the prime agricultural area, in this order of priority.”

The PPS also has very clear direction with respect to mineral aggregate resources, including lands adjacent to those resources. Section 2.5.1 states:

“Mineral aggregate resources shall be protected for long-term use and, where provincial information is available, deposits of mineral aggregate resources shall be identified.”

Further, Section 2.5.2.5 states:

“In known deposits of mineral aggregate resources and on adjacent lands, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if:

- a) *resource use would not be feasible; or*
- b) *the proposed land use or development serves a greater long-term public interest; and*
- c) *issues of public health, public safety and environmental impact are addressed.”*

Places to Grow, 2015

Like the PPS, Places to Grow includes policy direction with respect to the consideration of rural/agricultural resources, specifically related to boundary expansion exercises. Section 2.2.8 of Places to Grow states:

“2. A settlement area boundary expansion may only occur as part of a municipal comprehensive review where it has been demonstrated that –“...

- “f) in prime agricultural areas:*
 - i. the lands do not comprise specialty crop areas*
 - ii. there are no reasonable alternatives that avoid prime agricultural areas*
 - iii. there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas*

- g) impacts from expanding settlement areas on agricultural operations which are adjacent or close to the settlement areas are mitigated to the extent feasible”*

Places to Grow is less specific than the PPS with respect to mineral aggregate resources, however, Section 4.2.3 of Places to Grow states:

- “1. Through sub-area assessment, the Ministers of Infrastructure and Natural Resources will work with municipalities, producers of mineral aggregate resources, and other stakeholders to identify significant mineral aggregate resources for the GGH, and to develop a long-term strategy for ensuring the wise use, conservation, availability and management of mineral aggregate resources in the GGH, as well as identifying opportunities for resource recovery and for co-ordinated approaches to rehabilitation where feasible.”*

Region of Peel Official Plan

With respect to the protection of the rural/agricultural community, and its consideration through a boundary expansion exercise, the Region of Peel Official Plan, in Section 7.9.2.12 requires the demonstration of the following:

- “g) that there are no reasonable alternative locations which avoid the Prime Agricultural Areas;*
- h) Impacts of a proposed settlement area boundary expansion on agricultural operations which are adjacent or close to the settlement area, and if impacts are identified, the analysis is to identify mitigation of the impacts to the greatest extent feasible;*
- i) within the Prime Agricultural Area there are no reasonable alternative locations on lower priority agricultural lands;*
- j) impacts from expanding settlement areas on agricultural operations are mitigated to the greatest extent feasible;*
- k) compliance with the minimum distance separation formulae;”...*

The Region of Peel Official Plan, in Section 3.3.2.1 states:

“Protect the High Potential Mineral Aggregate Resource Areas (HPMARA), as generally identified on Schedule C for possible use. These areas shall be reflected in area municipal official plans, and may be refined in those plans, having regard for local environmental, cultural, social and other planning considerations. An amendment to Schedule C to reflect local refinements shall not be required, as long as the local refinements respect the intent of this Plan.”

Section 3.3.2.4 further states:

“Permit development, and direct the area municipalities to permit development, within their respective administrative and geographic jurisdictions, in or adjacent to the HPMARA as refined pursuant to Policy 3.3.2.1, that would preclude or hinder the potential establishment of new or expanded mineral aggregate extraction sites or access to the resource only if:

- a) resource use would not be feasible; or*
- b) the proposed land uses or development serves a greater long term public interest; and*
- c) issues of public health, public safety and environmental impact are addressed.”*

Town of Caledon Report: Selection of Expansion Area, June 21, 2013, Meridian Planning, Revised Criteria

The Town of Caledon provided the following criteria in response to the issue of land use conflict with agricultural operations:

“Criteria 4 - Land use conflicts between development in the expansion area and normal farm practices over the long-term in the adjacent prime agricultural area are minimal.”

Comments

The Town’s Criterion was considered too focused on land use conflicts, and not on the protection of the land resource. It did not deal specifically with the range of issues and requirements identified in the PPS, the Growth Plan, and the Region of Peel Official Plan. Further, there were no Criteria promoted by the Town that dealt with aggregate resources. The criteria that are related specifically to agricultural lands and aggregate resources was removed in the Town’s review of the criteria as it was concluded that all of the expansion options would be impacted equally by these two resources.

THEME SIX - Conformity with applicable policy frameworks.

Peel

Criterion 18: Is the Regional Official Plan Amendment that implements the Bolton Residential Expansion Area consistent with the Provincial Policy Statement and does it conform with Places to Grow and the Regional Official Plan?

This Theme is focused on the policy frameworks that facilitate boundary expansions. There is substantial similarity among the PPS, Places to Grow, and the Region of Peel Official Plan. Some of the policy requirements are more specifically dealt with through the other Themes identified in this analysis, and are not repeated here. The following provides the applicable policy frameworks:

The Provincial Policy Statement, 2014

Section 1.1.3.8 of the PPS states:

“A planning authority may identify a settlement area or allow the expansion of a settlement area boundary 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;”...*

Places to Grow, 2015

Settlement area boundary expansions are dealt with in Section 2.2.8.2 of Places to Grow, which states:

“A settlement area boundary expansion may only occur as part of a municipal comprehensive review where it has been demonstrated that –

- a) sufficient opportunities to accommodate forecasted growth contained in Schedule 3, through intensification and in designated greenfield areas, using the intensification target and density targets, are not available:*
 - i. within the regional market area, as determined by the upper- or single-tier municipality, and*
 - ii. within the applicable lower-tier municipality to accommodate the growth allocated to the municipality pursuant to this Plan*
- b) the expansion makes available sufficient lands for a time horizon not exceeding 20 years, based on the analysis provided for in Policy 2.2.8.2(a)*

- c) *the timing of the expansion and the phasing of development within the designated greenfield area will not adversely affect the achievement of the intensification target and density targets, and the other policies of this Plan”...*

Region of Peel Official Plan

Section 7.9.2.12 of the Region of Peel Official Plan provides a policy framework specifically related to boundary expansions. It states:

- “a) that the proposed expansion is based on the population, household and employment growth forecasts contained in Table 3;*
- b) that sufficient opportunities, as determined by the Region, are not available in the area municipality to accommodate forecasted growth for the area municipality contained in Table 3, through intensification and in designated greenfield areas;*
- c) the timing of the expansion and the phasing of development within the designated greenfield area will not adversely affect the achievement of the intensification and density targets of this Plan;*
- d) that the proposed expansion makes available sufficient lands for a time horizon not exceeding 2031;”...*
- n) the sustainable development imperatives in Section 1.3.5 have been addressed;*
- o) other relevant Regional interests as may be confirmed through pre-consultation.”*

Town of Caledon Report: Selection of Expansion Area, June 21, 2013, Meridian Planning, Revised Criteria

Comments

Although the Town of Caledon’s criteria were developed on the basis of a comprehensive review of Provincial and Regional planning policies, there were no specific criteria on the theme of consistency or conformity with Provincial and Regional planning documents.

4.0 Moving Forward

The Discussion Paper has reviewed the stakeholder and public comments, undertaken a review of the Provincial Policy Statement, Places to Grow, the Region of Peel Official Plan, and the criteria developed for the Caledon BRES submission, in relation to a Municipal Comprehensive Review, to formulate a set of themes and evaluation criteria that are policy based and focus on issues of interest to the Region. Further, the development of the themes and criteria followed the structure of the preliminary Regional interests, which include the following:

- Provincial and Regional Policies
- Municipal Comprehensive Review
- Complete Communities
- Water/Wastewater Servicing
- Regional Transportation Infrastructure
- Active Transportation
- Healthy Development Assessment
- Natural Environment
- Agriculture
- Health Services
- Affordable Housing
- Financial Analysis
- Opportunities for Future Growth

The purpose of the Discussion Paper is to assist the Region of Peel in their consideration of the Town of Caledon's application to amend the Region of Peel Official Plan. A review of the prior work carried out by the Town was undertaken to understand the background, process, and rationale for the evaluation criteria developed by the Town.

The following are recommendations and comments that support the proposed Peel Criteria for the evaluation of the Bolton expansion options. Points for further discussion have also been included with the potential for enhancements to the proposed criteria or additional criteria.

- This analysis has considered the criteria put forward by the Town of Caledon and a number of criteria were incorporated into the proposed Peel criteria. In some instances, the scope has been broadened to capture a number of key community-building elements that are of importance to the Region, including healthy outcomes, affordable housing, infrastructure costs and risk, integration/compatibility with the existing community, and issues related to long term planning, beyond the 2031 planning horizon.

- It is important to note that both the PPS and Places to Grow include policy direction with respect to cultural heritage and archaeological conservation, however, the Region of Peel does not exercise jurisdiction on cultural heritage matters, therefore the criteria do not include it, and there is no criterion that requires action in this analysis. Cultural heritage matters should however, not be ignored, and should be duly considered by the Town of Caledon through subsequent development approval processes.
- A criterion was added to recognize the need to consider the issues related to the impact of infrastructure development on natural heritage features and functions.
- Theme Four – Ensure compact, complete, and healthy communities, is related to good land use planning principles, and is supported by Provincial and Regional policy frameworks. Many elements of good land use planning will be the focus of more detailed studies to be carried out once the expansion area has been selected, however, they are included as Criteria because they remain part of a comprehensive and integrated review. The key elements of this Theme include:
 - Logical and contiguous growth;
 - Achievement of density targets;
 - Climate change considerations;
 - Integration and compatibility with the existing community;
 - Healthy community outcomes;
 - Range and mix of housing, including opportunities for affordable housing
 - Availability of supportive community infrastructure; and,
 - Appropriate long-term urban structure.
- Climate change mitigation and adaptation does not have a separate criterion but climate change considerations have been taken into account in relation to sustainable modes of transportation, such as active transportation (walking, cycling, transit), reduction in greenhouse gas emissions, and a number of other factors. The climate change considerations will be measured under the proposed Criterion 11 which relates to healthy outcomes and will include a health assessment of the expansion options.
- One of the Town’s criterion was too specific to rail based transit only. All mobility options need to be reflected in the evaluation criteria and not directed to one mode. As well, the timing of a transit station is not always guaranteed and could be beyond the 2031 planning horizon for the Bolton Residential Expansion.
- The linking of the cost and complexity of service infrastructure to the timing of development to 2021 has been removed. The key elements of cost and timing were rephrased and broadened and the identification of a specific time frame was deleted.

- The Town's agricultural criterion was considered too focused on land use conflicts, and not on the protection of the land resource. The criterion did not deal specifically with the range of issues and requirements identified in the PPS, the Growth Plan, and the Region of Peel Official Plan. Further, there were no Criteria promoted by the Town that dealt with aggregate resources. The criteria that are related specifically to agricultural lands and aggregate resources was removed in the Town's review of the criteria as it was concluded that all of the expansion options would be impacted equally by these two resources. The Peel criteria have included both agricultural lands and aggregate resources as it is Provincial policy to protect these resources and they should be considered in the evaluation of the expansion options.
- Planning within the context of the Provincial Policy Statement and the Growth Plan requires thinking about a 20 to 30-year planning horizon, however, the evolution of a community must also take into account a much longer-term perspective. This longer-term perspective is useful to ensure that decisions about growth and investment today do not preclude logical growth and investment beyond typical land use planning horizons.
- An opportunity exists for the careful consideration of the broader settlement structure. Further discussion is required about the Bolton settlement structure and how it should play out over time. The proposed Peel themes and criteria set out in this Discussion Paper provide an appropriate framework for evaluating the preferred location for Bolton settlement expansion to accommodate planned growth to the year 2031. This should include consideration of topics around Bolton's future settlement structure such as opportunities for growth beyond 2031 – the planned GTA West Corridor, Highway 427 extension, access for employment uses, the potential to accommodate the highest density development in proximity to the potential high order transit stations on the rail line, and opportunity for focus on the old town core and the Highway 50 corridor.
- The impacts associated with costs and long term planning are important criteria to the Region as there is the risk of stranded debt and inefficient infrastructure. This also justifies the need to plan beyond the 2031 planning horizon and consider the 2041 projections.

Next Steps

1. Public comment on the Discussion Paper and the Peel themes and evaluation criteria.
2. Bring forward Discussion Paper to Regional Council.
3. Undertake an integrated evaluation of all of the expansion options, rounding out areas, and the triangle piece of land north of Mayfield to provide a recommendation on an appropriate boundary expansion option for Bolton.

APPENDIX A

Overview of Stakeholder Submissions and Public Comments

The stakeholder submissions and public comments received in response to the Region's request for comments is organized into five groups:

1. General Stakeholders/Public;
2. Option 3 Landowner/Developers;
3. Other Options Landowner/Developers; and
4. Landowners Outside of, or Requesting Modifications to the 6 Options.
5. Public Agencies and Aboriginal Communities.

1. General Stakeholders/Public Comments

It is important to note that some of the respondents within this category of Stakeholders may also be landowners advocating for a particular Expansion Option to include their lands. A summary of all of the comments are available in the Region's website.

The following represents a summary of the General Stakeholders/Public Comments:

- 20 comments (29%) appear to be from a number of individuals in support of Option 5;
- 21 comments (30%) are from the general public;
- 10 entries (14%) are general inquiries or correspondence (e.g. Aboriginal, school boards, general public inquiries) and have no specific comments.
- Two community group representatives provided comments. *Your Voice for Bolton* feels Option 6 is best from servicing, environmental, traffic, and complete community perspective. *The Caledon Chamber of Commerce* is in favour of any Option with the least expenditure, that supports employment, and can be developed the quickest;
- Of the public responses, one individual does not support expansion at all and feels decisions have already been made without proper process or consultation. Another individual does not agree with the expansion, however, favours Options north of King Street (1, 2 & 3) and believes the other Options are too near employment lands and would not fit the residential feel;
- Another individual suggests different weighting of the Town's evaluation criteria, and believes Options 1 and 2 would represent the best expansion because of their ability to become part of a cohesive community with Bolton. Additional comments include support for Option 6 to attract a shopping centre that would alleviate parking concerns and attract Bramptonians and that all 6 Options should be developed – that residential in just one area is not a good idea; and,

- Finally, other comment submissions suggest that Options 4, 5, and 6 are too close to employment uses, that Options 1 and 2 consume prime farmland, and that Option 3 is the best expansion options because it is in the whitebelt, not in the GTA West Corridor, is adjacent to the future GO station, and is close to existing Bolton.

Overall, there is no clear preference for any of the Expansion Options from the General Stakeholders/Public Comments. The range of comments includes no growth, to build it all, with preferences for almost all of the expansion options.

2. Option 3 Landowners Group

Glenn Schnarr & Associates (GSA), on behalf of Option 3 Landowners Group, including Argo Development.

The team of consultants includes BA Group, Beacon Environmental, Burnside, Corbett Land Strategies, NAK, urbanMetrics, Urbantech, and McNeil Management Services. GSA feel the BRES process was fair, open, and transparent. They re-state the Town's rationale for the selection of Option 3:

- GO Station proximity can create a transit hub which promotes the broadest mix of residential forms and encourages the development of a walkable, complete, and healthy community;
- More logical and contiguous growth area; enhances growth potential and efficiency of lands to the west;
- Opportunity to improve water and wastewater services to the existing community, as well as future expansion; and,
- Utilizes available capacity of the existing road network.

Throughout their correspondence, the Option 3 Landowners Group compares themselves primarily against Option 6. The team evaluates the six growth options using the information and recommendations contained in the Province's recently released Advisory Panel Report on the coordinated review of the four Provincial Plans. Their team re-examines the Town's evaluation criteria, and recommends the addition of three new criteria of their own, and establishes a higher scoring for Option 3 compared to the original evaluation prepared by the Town of Caledon. The three new criteria are:

- Promote healthy and liveable communities (proximity to GO; connection to Humber River Valley and Caledon Trails, best for Region's "Healthy Community Scoring");
- Municipal financial impact (if Option 6 is residential, loss of employment land revenues from DCs, permits, taxes - \$100M+, future employment less desirable or may not happen); and,

- Consider climate change (closely tied to complete, transit oriented communities).

The Option 3 Landowners Group's primary position is that Option 3 – with its GO station proximity – will create a range of housing types, a vibrant public realm, and a complete community. They feel the transit-supportive concept will attract GO services in the future, which will benefit future modal splits and reduce local vehicular traffic volumes. In addition, the Option 3 Landowners Group is willing to front-end infrastructure costs. Their per capita servicing cost calculation puts Option 3 in the middle of the pack compared with the other Options and they suggest that servicing Option 3 will make it cost-effective in the future to service Options 1 or 2, or other future expansion options to the northwest.

3. Other Options Landowner/Developers

Five submissions were received from landowner groups that are either advocating for the selection of their lands for expansion, critiquing the appropriateness of Option 3 as the preferred expansion area, or re-examining the evaluation criteria and selection process used by the Town.

Options 1 and 2 - Bousfields Inc. for Bolton North Hill Landowners Group - The team includes Loopstra Nixon LLP, and Crozier Engineering. Bousfields suggests a number of early assumptions and omissions undermined the Town's selection process, including:

- The assumption to study six separate areas;
- The assumption that growth into a new watershed is reasonable and the lack of attention to the efficiency of a new water pressure zone 7,
- The lack of attention on the available capacity of the new Emil Kolb Parkway; and,
- The lack of attention on the proximity to existing soft services.

Bousfields further suggests:

- That achieving the residential and employment targets entirely within Option 3 would require very high densities and would not be feasible. They suggest that the residential densities would be upwards of 60 units per net hectare for Option 3; and,
- That the long-term horizon for GO (Metrolinx 16-25 years) would result in non-transit-supportive housing densities in Option 3.

Bousfields suggests that Option 3 will not be able to achieve the required population and jobs forecasts and they appear to support allocating growth to more than one Option, specifically Options 1 and 2. The points are strategic in nature, and do not comprehensively address the evaluation criteria used by the Town of Caledon. There is no reference to natural heritage features and their associated functions or the protection of agricultural lands.

Bousfields does note that there are efficiencies to be gained related to coordinated, efficient, and cost effective infrastructure and fiscal responsibility by reconsidering some of the infrastructure and servicing advantages of Options 1 and 2 that were seemingly discounted.

Option 1 - James Dick Construction Ltd. – This group puts forth that Option 1 is a logical extension of Bolton, proximate to various soft services, with good transportation access, and that the existing GO bus service utilizes the James Dick lands. They point out that the Option 1 lands are Class 4 agricultural lands and that only 5.5% of the land base is identified as natural heritage features, which is less than Option 3. With regard to these statements, the submission deals with the protection of natural heritage features and agricultural lands.

Similar to Bousfields submission, this group suggests that the growth projections will require both Option 3 and Option 1 lands.

Hybrid Option (east half of options 3 and 4) - Overland LLP on behalf of Gold Humber Station Inc. and Flato Developments Inc. The team includes Gagnon & Law Urban Planners.

In the submission, Overland notes the Town did not “meaningfully” consider the Hybrid Option as put forth by Gagnon & Law, and that the selection process is premature. It is noted that supporting technical studies for the Hybrid Option are being prepared. Gagnon & Law, under separate cover, cite general attributes in support of *Option 4* on behalf of Flato Developments, including:

- Is a logical extension area integrated with Bolton;
- Better utilization of existing services and allows for servicing of adjacent industrial area;
- Allows for commercial or mixed use on north and south sides of King Street;
- Facilitates / protects the opportunity for the future expansion of Bolton to the west; and,
- Is accessible by roads and supports public transit.

Modified Option 6 - Sorensen Gravely Lowes (SGL) on behalf of Solmar Development Corporation. The team includes Poulos + Chung, Altus Group, Schaeffers Consulting Engineers, Archeoworks, Cole Engineering Group, Savanta, Agplan, and MW Hall Corporation. SGL provides a detailed analysis in support of a slightly modified Option 6 that removes a block of land north of Mayfield Road and includes the triangle-shaped lands immediately south of the ROPA 28 expansion lands.

SGL undertakes a detailed comparison of Options 3 and 6 against all of the Town's BRES criteria (unweighted), finding Option 6 equal or more appropriate regarding planning, transportation, and economic benefits. SGL agrees with the BRES findings that Option 6 is better from a natural heritage perspective and that the stream corridor forms a natural separation to employment lands. They also present a detailed analysis on the cost of servicing and the fiscal impact of development in comparison with Option 3, finding Option 6 to be significantly superior. It is also suggested that a Modified Option 6 better links to planned transportation improvements on the arterial road network and the potential GTA West Corridor.

The report notes that proximity to the GO station was of high importance in the Town's preference for Option 3 and that the proposed higher density development to support a GO Station is not the intended housing form that was assigned to the Bolton expansion area. They find flaw in basing the proximity of an option on a future GO station that is not anticipated until after 2031, beyond the planning period for BRES.

SGL recommends the use of **18 new criteria** which include the following:

- The expansion area is a logical extension to the current built up area and will be well integrated into the fabric of the existing developed area.
- Development in the expansion area will have minimal impacts on the function of existing and planned employment lands.
- The location of the expansion area will support the planned function of existing and already planned commercial areas in Bolton.
- Contribute to the creation of complete communities.
- There are no sensitive or significant features within the expansion area that have a moderate to high impact on the development potential of the lands and/or on the design and layout of the new residential area.
- There is capacity in the existing and already planned major road system to accommodate development in the expansion area without having a significant impact on the level of service.
- The expansion area makes efficient use of existing and planned transportation infrastructure;
- Promote the minimization of the length and number of vehicle trips.
- Support the development of viable choices and plans for public transit and other alternative transportation modes, including commuter rail or bus.
- Promote the efficient use and optimization of existing municipal sewage and water services
- Land use conflicts between development in the expansion area and normal farm practices over the long term in the adjacent prime agricultural area are minimal.

- There are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;
- Prohibit development and site alteration on lands containing archeological resources or areas of archeological potential unless significant archaeological resources have been conserved;
- Prohibit development and site alteration on lands adjacent to a protected heritage property unless the attributes of the protected heritage property will be conserved;
- Is the location and configuration of the expansion area suitable and appropriate to accommodate the types of residential and employment growth that cannot be accommodated through intensification or in the existing designated greenfield area?
- Will the timing of the expansion adversely affect the achievement of the intensification and density targets in the Growth Plan and municipal official plans?
- Has the ability to provide the necessary infrastructure and services in a financially sustainable manner been demonstrated?

Second Submission - Modified Option 6 - Sorensen Gravely Lowes (SGL) on behalf of Solmar Development Corporation. SGL submitted a second response to the BRES process and further discussed the flawed methodology used in the Town's analysis of the expansion options. SGL notes that the weighting and ranking of criteria is subjective, is not supported by provincial planning policy, that results can be misleading, and that the process to identify a preferred option should not include a weighting or ranked system of evaluation.

There is also discussion of climate change and the assessment of all travel movements. Based on an analysis of greenhouse gas emissions from vehicle trips, SGL believes Option 6 achieves better health and liveable community benefits over Option 3 on a climate change perspective. They also note inaccurate assumptions made by the Option 3 Landowners Group on future employment lands and ability to service future employment. Option 6 provides additional employment lands and strategically placed employment along the GTA West corridor. The lands are also less costly to service than Option 3.

The report concludes that *boundary expansion needs to be based on a quantitative, equitable and traceable evaluation of a multitude of factors.*

ROPA 28 Employment Lands (adjacent to Option 6) - Zelinka Priamo for BoltCol Holdings. BoltCol owns 77 hectares of land primarily within the existing employment lands of ROPA 28, however, 8 hectares of their land is actually within Option 6. They suggest that the 8 hectares of land form a logical extension of the employment area.

Rounding Out Area B - Larkin + Associates Land Use Planners for Bellport Homes. Larkin supports the Town’s recommendation that all rounding out areas be included in any expansion option. They note that the rounding out area is suitable for expansion because of proximity to Bolton, the arterial road network, and adjacent parks and community services.

4. Landowners Outside of, or Requesting Modifications to the Expansion Options

Six landowners *outside of the expansion options* submitted requests for the inclusion of their lands as part of one or more of the expansion options:

- One property has frontage on Emil Kolb Parkway and is in close proximity to the rounding-out areas. However, the property is entirely within the Greenbelt Plan and cannot be considered for settlement expansion.
- One property has frontage on King Street and is approximately 350 m west of King Street. They are not contiguous with Option 3.
- Five properties are west of Bolton, adjacent to the West Humber River:
 - One request is for inclusion in Option 6 but provides no rationale and they are not contiguous;
 - Another non-contiguous owner requests that Option 5 be shifted westward (to include his property) to provide a greater buffer between employment and residential uses;
 - A contiguous owner (to Option 5) would like to be included. They have made no justification in their submission; and,
 - A request was made for two properties, one in close proximity to Options 3 & 4 and one non-contiguous (2 km) to Option 5.

In addition, several residents provided suggestions to modify the expansion options.

- One resident suggests expanding Options 3 and 4 (and removing the “rounding-out” areas), in order to increase population in a GO Station focused complete community and to help alleviate Bolton traffic.
- Other suggestions include enlarging Options 4 and/or 5 westerly, for related reasons, including:
 - To create a greater distance separation to the Canadian Tire warehouse and Caledon Propane;

- Option 6 is in the GTA West Corridor and is best suited for employment purposes; and,
- Options 1, 2, and 3 require new servicing strategies, rather than building upon existing infrastructure investments.

5. Public Agencies and Aboriginal Communities

Responses were received from the MMAH, TRCA, the Dufferin Peel Catholic School Board, and the Aboriginal Community.

October 2014 Circulation (Option 3 only)

- The Ministry of Municipal Affairs and Housing (MMAH) provided a letter response, dated April 7, 2015, with comments focused on matters related to growth management, affordable housing, and protection of prime agricultural areas and habitat of endangered species and threatened species. The concerns include:
 - Not exceeding land allocation demonstrated through the Regions land budget
 - Realistically achieving the proposed density target of 71.5 persons and jobs combined per hectare
 - Infrastructure provided in a financially sound manner
 - How affordable housing is addressed
 - Removal of prime agricultural land
 - Minimum distance separation
 - Habitat of endangered species and species at risk

December 2015 Circulation (all expansion options)

- TRCA recommends the use of a natural systems approach in the evaluation criteria. The analysis should consider not only Provincially significant natural heritage features and systems, but also Regional and Locally significant features and systems. TRCA also identified additional resources and studies for consideration, including the Humber Watershed Plan, the West Humber Subwatershed Study, and new guidelines and criteria for Significant Wildlife Habitat. TRCA also commented on a preliminary natural heritage system, water balance analysis, groundwater monitoring, and regulatory floodplain mapping.
- The Dufferin-Peel Catholic School Board advises that the School Board will take a more active role in the review of the secondary plan.

- Three responses were received from the Aboriginal community:
 - The Six Nations Elected Council currently has no comments but would like to remain on the circulation list;
 - Curve Lake First Nations noted, that based on preliminary information, they are not aware of any issues relating to their Traditional, Aboriginal, and Treaty Rights; and,
 - The Huron-Wendat Nation requested GIS shape files to determine if First Nations archaeological sites exist in the area.