
For Information

REPORT TITLE: **Peel 2051 New Urban Area Mapping and Caledon Official Plan Review Update (Referred Motion)**

FROM: Kealy Dedman, Commissioner of Public Works

OBJECTIVE

To provide a response to a Motion (Resolution 2022-378) referred to staff at the April 28, 2022 Regional Council meeting regarding the Peel 2051 New Urban Area mapping (formerly referred to as Settlement Area Boundary Expansion) and a brief update on comments on the Caledon Official Plan review.

REPORT HIGHLIGHTS

- At the April 28, 2022 Regional Council meeting, Regional Council referred a Motion to staff which requested that relevant mapping Schedules of the new Region of Peel Official Plan (RPOP) be revised to be consistent with Caledon's mapping in the Motion.
- Staff have previously provided responses to Caledon's proposed Settlement Area Boundary Expansion (SABE) mapping and made some revisions to SABE mapping which was outlined in a report to the Region of Peel Planning and Growth Management Committee on February 3, 2022.
- The 2051 New Urban Area included in the new RPOP was determined based on the results of numerous technical studies, as well as comments from internal divisions, local municipal staff, external agencies, and other stakeholders including the public.
- Since the new Plan has been adopted by Council and submitted to the Minister of Municipal Affairs and Housing for approval, there is no formal *Planning Act* process open to amend the adopted Plan and any change contemplated would be subject to direct request submitted to the Minister for consideration.
- At the June 21, 2022 Town of Caledon Planning and Development Committee, Town staff presented a report containing "Caledon's Growth Concept", proposing changes to Peel's adopted RPOP. The report recommendations included that Caledon forward the "Caledon Growth Concept" to the Minister of Municipal Affairs and Housing for consideration in its review and approval of Peel's 2051 RPOP and that Caledon Council request the Minister to modify the adopted RPOP to reflect Caledon's Growth Concept. The concept was further modified at Caledon Council on June 28, 2022.
- Staff have reviewed the Motion and Caledon's Growth Concept and do not recommend any further changes to the new RPOP and enacting By-law, as adopted by Regional Council on April 28, 2022. Regional staff will continue to support approval of the Council adopted RPOP by the Minister.
- Staff have reviewed the Draft Caledon Official Plan circulated in April 2022 for conformity with Provincial policy and the new RPOP and provided detailed comments to Town of Caledon staff.

Peel 2051 New Urban Area Mapping and Caledon Official Plan Review Update (Referred Motion)

- The Region continues collaborative discussions with Town staff to ensure conformity with Provincial policy, the adopted RPOP, and provide a comprehensive effective framework to guide development in the Town consistent with Regional and local objectives.
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DISCUSSION

1. Background

On April 28, 2022, Regional Council received a report titled “Recommending a New Region of Peel Official Plan (RPOP) for Regional Council Adoption” (listed as Item 8.1) and enacted By-law 20-2022 to adopt the new Official Plan for Peel.

On the same agenda, Mayor Thompson proposed a Motion to amend the draft resolution in Item 8.1 by revising schedules to By-law 20-2022 (the staff recommended new Peel Official Plan), to be consistent with the mapping attached in the Motion (see Appendix I). The changes were in respect of the boundary of the SABE (now referred to as the Peel 2051 New Urban Area), including the Community and Employment Areas, and Future Strategic Employment reserves. Regional staff advised that the mapping in the Motion was a substantial departure from what was included in the 2051 RPOP being recommended for adoption. Regional Council discussed the Motion and referred it back to staff (Resolution 2022-378).

2. Responses to Previous Caledon Comments

The Region received comments from the Town of Caledon in December 2021 on the Region’s Peel 2051 Official Plan Review and Municipal Comprehensive Review, requesting the following:

- an increase of the SABE Employment Area from 1,400 hectares (ha) to 1,650 ha, and reduction to the Community Area from 3,000 ha to 2,800 ha; totaling 4,450 ha, which exceeded the Region’s draft SABE area of 4,400 ha by an additional 50 ha;
- an increase in the minimum density for the SABE Community Area from 65 people and jobs per ha to 70 people and jobs per ha; and
- revisions to some locations of the SABE Employment and Community Areas (see Appendix II)

In response to the comments from the Town of Caledon, a memo was prepared by Hemson Consulting dated January 17, 2022 and was attached to the February 3, 2022 Region of Peel Planning and Growth Management report (see Appendix III). The memo outlined implications of the comments on the Land Needs Assessment (LNA) and the SABE. It was determined that changes relating to the LNA and to the total hectares of land for SABE could not be supported. However, Regional staff recommended some revisions where the requests could be supported based on alignment with Regional policies and interests, and principles of good planning.

Peel 2051 New Urban Area Mapping and Caledon Official Plan Review Update (Referred Motion)

As a result of these comments and other stakeholder comments, the following changes were made and incorporated in the adopted version of the new RPOP:

- Revision to a minimum density of 67.5 people and jobs per ha.
- Increasing the minimum density 67.5 people and jobs per ha reduced the Community Area land required by approximately 130 ha and increased the Employment Area by the same.
- The size and configuration of the Region's Future Strategic Employment Area was increased, more closely matching the area of what is requested by the Town.
- Replaced approximately 60 ha of Community Area north east of Mayfield West, at Heart Lake Road with Employment Area.
- Replaced approximately 20 ha of Employment Area on the south side of Old School Road at the intersection of Hurontario with Community Area.
- Replaced approximately 40 ha of proposed Community Area north of the proposed Employment Area north of Mayfield Road at Mississauga Road with proposed Employment Area to better reflect current land uses and property lines.
- Replaced approximately 70 ha of Community Area with Employment Area on the east side of Dixie Road, South of Old School Road.
- Replaced approximately 20 ha of Employment Area with Community Area on the south west side of the Campbell's Cross Settlement Area.

Additionally, Regional staff assessed the Minister's Zoning Order request submitted to the Town of Caledon on February 22, 2022 on behalf of the Humber Station Village Landowners Group Inc. to zone the Regional Official Plan Amendment (ROPA) 30 Option 6 lands as Employment Area for the provision of a prestige industrial park to create approximately 3,400 jobs. In the context of the Municipal Comprehensive Review, staff determined that development of the Option 6 lands for Employment Area purposes could be supported and would align with the Town's vision for the Bolton area. Therefore, staff recommended an Employment Area designation for the Option 6 lands through the new RPOP.

3. Response to April 28, 2022 Caledon Motion

Many of the elements in the SABE mapping contained in the April 28, 2022 Motion from Mayor Thompson have been assessed previously in response to the December 2021 comments from the Town and considered again as part of this referral.

Based on the technical studies completed as part of the SABE study, comments on the areas requested in the Motion are as follows:

Area A (East of Hurontario Street) – this area has been requested in the Motion to change the 2051 Employment Area to a Future Strategic Employment Area. The SABE study included this as Employment Area in the SABE on the basis of its relatively flat topography that is suitable for land extensive employment uses and large property parcels, strong road links (including to the GTA West Corridor should it be constructed and Highway 10), and the opportunity to connect to sustainable transportation modes. Comments received from representatives of the employment development industry supported early development of these lands for employment uses. Together with the lands west of Hurontario Street, the Employment Area is centred on the Brampton Caledon Airport and the airport may attract related employment uses within the 2051 horizon.

Peel 2051 New Urban Area Mapping and Caledon Official Plan Review Update (Referred Motion)

Area B (Dixie Road, north of GTA West) – This area has been requested in the Motion to be added as a Future Strategic Employment Area. This area did not meet the criteria for inclusion in the Focus Study Area in one of the first phases of the SABE study and was therefore, not assessed in detail. As such, there is a lack of supporting rationale for designating the lands as Future Strategic Employment Area.

Area C (Between Old School Road and GTA West) – This area has been requested in the Motion to contain 2051 Employment and Community Areas. While a portion of these lands were shown in an earlier version of the draft SABE, given the Region's support of alternatives to a Highway and that other lands elsewhere are well-suited for employment and community uses, such as those in Areas A and D of the Motion's mapping, Area C was not recommended for inclusion. It is recognized that this area is likely to be considered for urban development in future planning beyond the current 2051 growth allocation and LNA process.

Area D (Humber Station Road and Healey Road) – This area has been requested in the Motion to change from Community Area to Employment Area. This area was recommended for community uses in the SABE study. A northerly extension of employment as proposed in the Motion would significantly reduce the Community Area expansion in the north-west part of Bolton. This reduction of Community Area could significantly shrink the "critical mass" of residential development that is required to optimize the planned Major Transit Station Area in this area, focused around a GO Station, and the substantial transportation investment that is a major opportunity in the area to achieve complete community objectives. From an employment perspective, the northerly part of the Bolton Provincially Significant Employment Zone (PSEZ) is less suitable for employment expansion based on its farther distance from the GTA West Corridor than other areas in the RPOP adopted by Regional Council. Further, the southerly part of the Bolton PSEZ between Humber Station Road and the Greenbelt contains defined valleyland features that inhibit the development of large, land extensive uses required for the full range of employment activity. With the addition of the ROPA 30 Option 6 lands as employment uses, there is now more than a sufficient amount of employment available to meet forecasted employment.

It is also noted that the Region's Employment Area designation is focused on protecting those lands most suitable for larger footprint logistics, warehousing, goods movement and manufacturing uses. A Community Area designation for Area D would not preclude the Town from pursuing a variety of mixed use, commercial, office, and institutional uses that yield a relatively higher employment density as part of the local planning framework for the area through local technical and consultation planning process underway.

Area E (Airport Road, north of GTA West) – This area in the Motion has been requested to increase the size of the Future Strategic Employment Area north of King Street up to Boston Mills Road. Similar to Area B, the SABE Study's Focus Study Area did not include lands north of King Street and therefore was not assessed and does not have the appropriate justification to include them as Future Strategic Employment Area.

For the reasons noted above, further changes are not recommended to the adopted mapping in the new RPOP.

Peel 2051 New Urban Area Mapping and Caledon Official Plan Review Update (Referred Motion)

4. June 21, 2022 Caledon Growth Concept

At the June 21, 2022 Town of Caledon Planning and Development Committee Town staff presented a report containing “Caledon’s Growth Concept” map, proposing changes to Peel’s adopted RPOP (See Appendix IV). The report recommendations included that Caledon forward the “Caledon Growth Concept” to the Minister of Municipal Affairs and Housing for consideration during its review and approval of Peel’s 2051 RPOP. Further, the report recommends that Caledon Council request the Minister to modify the adopted RPOP to reflect Caledon’s Growth Concept.

The June 21, 2022 map differs slightly from the April 28, 2022 motion referred to Regional Staff. The June 21, 2022 changes include:

- Area 1 has been changed Community Area and is consistent with the RPOP Community Area.
- Area 2 is continued to be proposed as Employment Area. The RPOP has this as Community Area.
- Area 3 is fully proposed for Community Area. The RPOP has most of this area as Employment Area, with a smaller portion as Community Area.
- Area 4 is proposed for Community and Employment Areas. The RPOP does not include most of this area for 2051 growth, with the exception of a small piece of Employment Area between the Highway 410 extension and Dixie Road.
- Area 5 has been changed to add Employment Area and is consistent with RPOP Employment Area.
- Area 6 continues to be proposed for Future Strategic Employment Reserve. RPOP includes this area as a 2051 Employment Area and Campbell’s Cross Community Transition Area.
- Area 7 continues to be proposed for Future Strategic Employment Reserve. RPOP does not include this area in any way.
- Area 8 has changed to show a Future Strategic Employment Reserve that is more closely aligned to the RPOP Future Strategic Employment Area and is south of King Street but is still larger than the RPOP’s. Since this is a study area and not a designation, the differences are not material.
- Area 9 has changed to show Community Area, RPOP has Employment Area.
- Area 10 proposes minor changes to the shape of the Community/Employment Areas in that area, differing slightly from the RPOP.

The concept was further revised by Caledon Council on June 28, 2022 to reduce Area 10 to remove lands from the Employment Area adjacent to Creditview Road, north of Mayfield Road; and a reconfiguration of Area 5 to add lands to the Employment Area from the Strategic Employment Reserve (Area 6). The June 28, 2022 concept is attached as Appendix V.

5. Caledon Draft Official Plan Comments

As the Region is the approval authority for the Town of Caledon Official Plan, Regional staff are currently reviewing the Draft Caledon Official Plan that was circulated in April 2022. As the new RPOP has been adopted by Regional Council, staff have been reviewing the Draft Caledon Official Plan for conformity with the new RPOP.

Peel 2051 New Urban Area Mapping and Caledon Official Plan Review Update (Referred Motion)

Staff have provided extensive comments back to Town staff including the need for the mapping contained in the Draft Caledon Official Plan for the 2051 New Urban Area to conform with the mapping in the adopted RPOP, as well as other areas that require revisions to achieve conformity.

The Region continues collaborative discussions with Town staff on how the comments can be addressed to ensure conformity with Provincial policy, the adopted Regional Official Plan and provide a comprehensive effective framework to guide development in the Town consistent with Regional and local objectives.

CONCLUSION

Staff have worked collaboratively with agencies and stakeholders to respond to all comments received through the Peel 2051 Official Plan Review and Municipal Comprehensive Review process. Staff have provided responses previously on the Caledon comments and areas contained in the Motion. Staff are confident the 2051 New Urban Area (formerly SABE) has been thoroughly justified through the technical studies and represents good planning informed by consultation with a diverse range of stakeholders to support Provincial, Regional, and local planning objectives.

Since the new Peel Region Official Plan has been adopted by Council and submitted to the Minister of Municipal Affairs and Housing for approval, there is no formal *Planning Act* process open to amend the adopted Plan and any change contemplated would be subject to direct request submitted to the Minister for consideration. As part of the provincial review, a notice is posted on the Environmental Registry of Ontario, which allows stakeholders the opportunity to provide input for consideration during the approval process. The Minister has the authority under the *Planning Act* to approve, modify and approve, refuse or defer a decision on all or part of the Plan. The recent Bill 109 legislation also allows the Minister to refer the plan to the Ontario Land Tribunal. Regional staff will continue to support approval of the Council adopted RPOP by the Minister.

APPENDICES

Appendix I - Referred Motion – Resolution Number 2022-378 – April 28, 2022

Appendix II - Caledon Requested Changes and Peel's SABE Comparison – January 2022

Appendix III - Hemson Response to Caledon Comments on SABE – January 17, 2022

Appendix IV - Caledon Growth Concept – June 21, 2022

Appendix V – Caledon Growth Concept – June 28, 2022

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Kealy Dedman, Commissioner of Public Works