



MA-21-1

April 8, 2013

Ms. Kathryn Lockyer, Clerk  
Region of Peel  
10 Peel Centre Drive  
Brampton, Ontario  
L6T 4B9

Dear Ms. Lockyer:

**RE: Revised Growth Forecasts Review Terms of Reference**

At the regular meeting of Council held on March 19, 2013, Council passed a resolution regarding Revised Growth Forecasts Review Terms of Reference. The following resolution was adopted:

That Report DP-2013-043 regarding Revised Growth Forecasts Review Terms of Reference, be received; and

That Council direct staff to initiate the Growth Forecasts Review based on the Revised Terms of Reference in accordance with the Town's Purchasing By-law; and

That this report be forwarded to the Region of Peel, the City of Brampton and the City of Mississauga for their information.

Attached please find a copy of Report DP-2013-043 for your information.

Thank you.

Yours truly,

Barbara Karrandjas  
Council/Committee Co-ordinator  
e-mail: [barbara.karrandjas@caledon.ca](mailto:barbara.karrandjas@caledon.ca)  
Encl.

cc: Kathie Kurtz, Senior Policy Planner  
City of Brampton, Peter Fay  
City of Mississauga, Crystal Greer

LEGISLATIVE SERVICES	
COPY TO:	FOR:
Chair	<input checked="" type="checkbox"/> Committee
CAO	<input checked="" type="checkbox"/>
Corporate Services	<input checked="" type="checkbox"/> Council
Public Works	MAY 9 113
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Peel Living	

**Administration**

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T. 905.584.2272  
1.888.225.3366  
F. 905.584.4325

REFERRAL TO \_\_\_\_\_  
RECOMMENDED \_\_\_\_\_  
DIRECTION REQUIRED \_\_\_\_\_  
RECEIPT RECOMMENDED

RECEIVED

APR 09 2013

REGION OF PEEL  
CLERKS DEPT.

To: Mayor and Members of Council

From: Development Approval & Planning Policy Department

Meeting: 2013-03-19

**Subject: Revised Growth Forecasts Review Terms of Reference**

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## RECOMMENDATIONS

That Report DP-2013-043 regarding Revised Growth Forecasts Review Terms of Reference, be received; and

That Council direct staff to initiate the Growth Forecasts Review based on the Revised Terms of Reference in accordance with the Town's Purchasing By-law; and,

That this report be forwarded to the Region of Peel, the City of Brampton and the City of Mississauga for their information.

## EXECUTIVE SUMMARY

Report DP-2013-043 presents Council with a revised Terms of Reference for the Growth Forecasts Review that incorporates a process for developing an ultimate long-term growth scenario. Council directed that a revised Terms of Reference be presented on March 19, 2013 at the Council meeting of March 5, 2013.

## DISCUSSION

### Purpose (background)

The Town of Caledon is proposing to undertake a Growth Forecasts Review to develop population, employment and household forecasts for 2041. These forecasts will be used as input into the Region of Peel Official Plan Review. As part of the Region of Peel Official Plan Review, the Region will be allocating growth forecasts to the Town of Caledon and the Cities of Mississauga and Brampton, based on the new forecasts in Amendment 2 to the provincial Growth Plan which will be issued by the Ministry of Infrastructure in 2013.

Staff presented the Terms of Reference for the Growth Forecasts Review to Council on March 5, 2013 through report DP-2013-006. The Terms of Reference indicated the product of the Growth Forecasts Review is population, employment and household forecasts to 2041 for the Town as a whole, for the communities within the Town and within the Growth Plan policy areas including the Built-up Area, the Designated Greenfield Area and the Future Designated Greenfield Area. The Terms of Reference also called for the study to develop a mature state scenario for all developable land within the Town.

Council wished to incorporate a process for determining the configuration of growth in the long term within the Town, particularly within the "white belt", the area outside of the Greenbelt.

A revised Terms of Reference has been developed incorporating a process for developing an "ultimate long-term growth scenario" (beyond 2041) into the work program for the Growth Forecasts Review. The ultimate long-term growth scenario includes an indication of the growth capacity of the "white belt" for population and employment growth, and the geographical configuration of this growth. It will provide a context for the development of the population, employment and household forecasts to 2041. The process for developing the ultimate long-term growth scenario runs parallel with the process for forecasting growth to 2041, with the activities in each Phase being applied to both exercises.

The purpose of this report is to provide Council with the revised Terms of Reference for the Growth Forecasts Review that incorporates a process for developing the ultimate long-term growth scenario as directed by Council.

**Financial Implications**

The study is anticipated to cost \$80,000 and will be funded from:

Exercise	\$10,000	2012 Capital Project #12-94 - Provincial Policy Conformity
	<u>\$70,000</u>	2013 Capital Project #13-10 - Growth Projection and Provincial Policy Conformity Exercise
	<u>\$80,000</u>	

**Applicable Legislation and Requirements**

- Growth Plan for the Greater Golden Horseshoe
- Amendment 2 to the Growth Plan for the Greater Golden Horseshoe
- Greenbelt Plan
- Region of Peel Official Plan
- Region of Peel Official Plan Amendment 24 (ROPA 24)
- Places to Prosper Background Report to ROPA 24 regarding the Land Budget
- Town of Caledon Official Plan
- Town of Caledon Official Plan Amendment 226
- Town of Caledon Purchasing Bylaw No. 2009-151.

**COMMUNITY BASED STRATEGIC PLAN**

Strategic Objective 2D- Manage Growth and Use Land Wisely.

**NEXT STEPS**



The next step is to retain a consultant and initiate the Growth Forecasts Review.

**ATTACHMENTS**

Schedule A: Terms of Reference: Growth Forecasts Review

**Prepared by: Kathie Kurtz**

**Approver (L1): Haiqing Xu**

**Approver (L2): Glenn Middlebrook**

**Approver (L3): Doug Barnes**

**Approver (L4):**

**Approver (L5):**

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## TERMS OF REFERENCE

FOR THE  
TOWN OF CALEDON POPULATION, HOUSEHOLD AND EMPLOYMENT FORECASTS

(2011-2041)

### 1. Introduction/Background

#### 1.1 Introduction

This study consists of two components: the determination of the Town's desired population and employment forecasts within the 2041 planning horizon set out in the provincial Growth Plan Amendment 2; and an examination of the ultimate growth capacity and development form for the Town of Caledon in the longer term. Council wishes to explore the capacity and development form of the developable lands within the Town, primarily located in the "white belt" to create a context in which to determine the 2041 growth forecasts.

#### 1.2 Background

##### 1.2.1 Background for Growth Forecasts to 2041

Caledon's currently approved growth forecasts as well as its Tri-nodal Growth Strategy were established through OPA 114, the Town's Official Plan Review which was approved by the OMB in 1997. The Tri-nodal Growth Strategy as articulated in Section 2.2.2 Strategic Direction of the Official Plan outlines the hierarchy of settlements within the Town of Caledon and is the basis for the distribution of growth to the various communities/areas within Caledon. The majority of growth is directed to the three Rural Service Centres of Bolton, Mayfield West and Caledon East, the three fully serviced communities that are to be the focus for growth. The Strategic Direction indicates that Mayfield West will experience a higher growth rate than Bolton and in the longer term it is anticipated that the two communities will be similar in size. Both communities will be larger than Caledon East which is constrained by geophysical characteristics. Generally, villages and hamlets will experience only modest growth during the plan period.

OPA 114 established Town-wide population and employment forecasts for 2011 and 2021 and distributed the population growth among the various communities/areas in Caledon, based on the Tri-nodal Growth Strategy.

In 2005, the Town initiated a review of its population and employment forecasts and allocations as part of the South Albion-Bolton Community Plan. This was a Town-wide exercise dealing with the distribution of growth across the Town that for the first time projected growth to 2031. This review produced the Population and Employment Forecasts and Allocations Study Draft Phase 3 report dated June 16, 2006. The study evaluated four alternative population growth levels and two scenarios for distributing growth between Bolton and Mayfield West.

The preferred scenario identified in the Population and Employment Forecasts and Allocations Study was the basis for draft OPA 203 which was endorsed by Council on August 1, 2006. Draft OPA 203 was submitted to the Region of Peel as the Town's input into the Region of Peel's comprehensive review of the regional forecasts which was then underway. The Region's review addressed the allocation of the

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growth forecasts in Schedule 3 of the Growth Plan for the Greater Golden Horseshoe to the area municipalities. Caledon's draft OPA 203 represented the Town's desired growth allocation.

The Region of Peel's review of its growth forecasts resulted in ROPA 24, its Growth Management, Employment and Employment Lands and Greenbelt provincial policy conformity amendment. ROPA 24 set out the total population and employment forecasts for the Region to 2031, in conformity with the Schedule 3 forecasts in the Growth Plan. ROPA 24 also allocated population and employment growth to the area municipalities of Mississauga, Brampton and Caledon. ROPA 24 was adopted by Regional Council on April 22, 2010 and was approved by the OMB on June 25, 2012. The Land Budget associated with ROPA 24 allocated population and employment growth numbers to the Growth Plan policy areas including the Built-up Area, the Designated Greenfield Area and the Future Designated Greenfield Area in Caledon.

The Town of Caledon had begun its provincial policy conformity exercise in spring 2007. This exercise resulted in OPA 226, the Town's provincial policy conformity amendment. The growth numbers in OPA 226 were based on those in draft OPA 203 with revisions to conform to the numbers in ROPA 24. A Land Budget was developed for OPA 226 which allocated population and employment growth numbers to the communities and Growth Plan policy areas in Caledon.

Based on the growth numbers proposed in OPA 226 to 2031, the Town is undertaking three settlement expansion studies: The South Albion-Bolton Employment Land and North Hill Supermarket Expansion Study, the Mayfield West Phase 2 Settlement Expansion Study and the Bolton Residential Expansion Study.

The Region of Peel has initiated a Regional Municipal Comprehensive Review Study to examine the requirements for a municipal comprehensive review for a settlement expansion in Caledon. This study is expected to be completed in early 2013.

#### 1.2.2 Background for the Ultimate Growth Scenario

The Ministry of Municipal Affairs and Housing issued the Greenbelt Plan in 2005. The Greenbelt Plan identifies where urbanization should not occur in order to protect the agricultural land base and ecological features and functions. The Greenbelt stretches across the Greater Golden Horseshoe, incorporating the Niagara Escarpment Plan area and the Oak Ridges Moraine Conservation Plan area. In Caledon, the Greenbelt occupies approximately 80% of the land area, creating a major constraint to growth in this area. The area outside the Greenbelt in Caledon is known as the "white belt". This is the area where the Province envisions growth to occur. Caledon's tri-nodal growth strategy is consistent with the Greenbelt planning approach as its major growth nodes; Bolton and Mayfield West are located within the "white belt". The third node, Caledon East is located within the Greenbelt. The Caledon growth management strategy has already recognized the physical constraints to growth in Caledon East and growth beyond what is already approved for this community is not envisioned.

The ultimate capacity of the "white belt" depends on the assumptions that will ultimately govern how this community grows, such as density of development, amount of green space and the form of the community.

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### 1.3 The Project

#### 1.3.1 Growth Forecasts to 2041

The provincial Growth Plan requires the Schedule 3 forecasts to be reviewed by the Ministry of Infrastructure at least every five years. The current review was initiated in 2010 and the Ministry issued revised Schedule 3 forecasts in November 2012 for comment as Proposed Amendment 2 to the Growth Plan. The revised Schedule 3 forecasts extend the planning horizon to 2041.

The Region of Peel will be undertaking an Official Plan Review starting in 2013 that will allocate the revised Schedule 3 forecasts among the Area Municipalities of Mississauga, Brampton and Caledon. Caledon is undertaking a review of its growth forecasts to be used as the Town's input into the Region of Peel Official Plan Review growth allocation exercise.

#### 1.3.2 Ultimate Growth Scenario

The Province has designated approximately 80% of the land area in Caledon as Greenbelt. This area is not eligible for significant population and employment growth. The remaining 20% of the land outside the Greenbelt is known as the "white belt" and will be the focus for the majority of growth in Caledon. To provide a context for the Town's determination of its growth to 2041, Council wishes to develop a concept for an ultimate growth scenario that will represent the build-out of the "white belt" and the appropriate growth level within the Greenbelt.

## 2. Scope of Work/Terms of Reference

### 2.1 Purpose of the Study

The purpose of the Caledon Growth Forecasts Review is to develop population, household and employment forecasts for the Town as a whole and for each of the individual communities within the Town to 2041 within the context of an ultimate long-term growth scenario.

Objectives of the Study include the following:

- Develop three plausible population, household and employment growth forecasts (reference, low and high scenarios) for the 2041 planning horizon, including forecasts for each of the 5-year intervals between 2011 and 2041 for the Town as a whole and for the communities in Caledon;
- Forecast the intensification totals within the 2006 built boundary, the growth numbers for the Designated Greenfield Area, the Future Designated Greenfield Area and in all designated settlement areas;
- Provide a break-down of the employment growth forecast by employment type, namely industrial, commercial and institutional jobs, as well as their respective land needs;
- Assess and provide an ultimate long-term growth scenario for all developable land in the Town, including the "white belt", as well as the Villages, the Hamlets, the Palgrave Estate Residential Community, and the Industrial/Commercial Centres. This ultimate long-term growth scenario will include a concept for the ultimate development of the "white belt".

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## 2.2 Study Phases

The study will consist of four phases as shown on Figure 1 Growth Forecasts Review – Work Program.

### Phase 1: Data Collection and Review

Phase 1 of the Growth Forecasts Review includes the review of the background information that will inform the development and evaluation of population, household and employment growth alternatives and the development of the ultimate long-term growth scenario including:

- Policy documents related to growth management in Caledon: Caledon Official Plan and OPA 226
- Policy documents related to growth management in the Greater Golden Horseshoe and in Peel Region:
  - Growth Plan for the Greater Golden Horseshoe;
  - Proposed Amendment 2 to the Growth Plan;
  - Greater Golden Horseshoe Growth Forecasts to 2041 Technical Report November 2012;
  - Greenbelt Plan
  - Peel Region Official Plan Amendment number 24 (ROPA 24); and,
  - Places to Prosper Background report to ROPA 24 regarding the Land Budget
  - Town of Caledon Official Plan
- Background material related to the development of the Town's currently proposed growth forecasts: Population and Employment Forecasts and Allocations Study June 16, 2006 and the resulting policies and forecasts included in the draft Official Plan Amendment 203
- Historic population, employment and housing growth rates by community in the Town of Caledon and within the Greater Toronto Area
- The information being generated by the Region of Peel Official Plan Review and the growth forecasting exercises being undertaken by the Cities of Mississauga and Brampton

Phase 1 includes the identification of opportunities and constraints to development and the identification of all developable land (limited to a desktop exercise only) in the Town and in each Small Geographic Unit as a base for developing the ultimate long-term growth scenario.

Phase 1 will include a Council Workshop and a public meeting/open house to introduce the project, highlight factors that will affect the future growth projections to 2041 and the ultimate long-term growth scenario and discuss the potential range within which the growth projections may fall.

### Phase Two: Alternative Population, Employment and Housing Scenarios

Phase two will include the development of preliminary alternative population, employment and housing scenarios for Caledon and the communities within Caledon to 2041. The preliminary alternative population, employment and housing scenarios will be developed in consideration of:

- The growth projections for the GTA and the Region of Peel contained in the Schedule 3 Growth Plan forecasts and the proposed Amendment 2 to the Growth Plan
- The growth projections for Caledon contained in ROPA 24
- The growth projections for Caledon contained in OPA 226
- Historic growth rates in the western GTA



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- Caledon's historic growth performance
- Population and demographic trends that may be relevant to Caledon's population growth
- The population, employment and housing potential of Caledon's Rural Service Centres, Villages, Hamlets, Palgrave Estate Residential Community and the Industrial/Commercial Centres and,
- The Town's growth management strategy
- The provincial and regional policy frameworks
- The revised growth management strategy for the Region of Peel to be developed with input from the area municipalities

Phase 2 will include the development of alternate scenarios for the ultimate long-term development of the Town including the distribution of residential and employment lands based on:

- The opportunities and constraints for development identified in Phase 1
- Options for locating growth, such as the continued expansion of existing communities or the creation of new nodes
- Opportunities created by the GTA-West Corridor
- Alternative assumptions regarding greenfield density requirements

A Phase two Council Workshop will be held and a public meeting will be held to enable public discussion of the alternative scenarios for population, employment and housing growth to 2041 and the ultimate long-term growth. Public input regarding potential evaluation criteria for assessing the alternative scenarios will be solicited at the public meeting.

### Phase 3: Impact Analysis and Evaluation

A list of objectives and criteria for evaluating the alternative growth scenarios to 2041 and the ultimate long-term growth scenarios will be compiled based on the information received through public consultation, Council workshops, agency consultation and the policy requirements of the Caledon and Regional Official Plans as well as expertise provided by the consultants. The potential impacts of the alternative growth scenarios will be assessed using the criteria developed in this phase. In order to assess the impacts of the alternative growth scenarios, assumptions will be made regarding the amount of land that will be developed under each scenario within the Town as a whole and by community.

Matters to be considered in the evaluation of the alternative growth scenarios to 2041 include:

- Environmental impacts, environmental enhancement opportunities and environmental policy implications
- Impacts on agricultural land, agricultural operations and the long term viability of the agricultural economy and community
- Impacts on the existing and planned transportation system and the requirements for new transportation infrastructure
- Implications for water supply and wastewater treatment infrastructure
- Fiscal and economic impacts
- Impacts on the form, character and connectivity of individual communities

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A Phase 3 Council Workshop will be held and a public meeting will be held to discuss the criteria and the results of the impact assessment of the alternative growth scenarios to 2041 and the ultimate long-term growth scenario.

#### Phase 4: Recommended Growth Scenario

Based on the results of the evaluation undertaken in Phase 3, a preferred growth scenario to 2041 and preferred ultimate long-term growth scenario will be identified. The preferred growth scenario to 2041 will include an updated land budget outlining the proposed growth in the communities/areas in Caledon and in the Growth Plan policy areas including the Built-up Area, the Designated Greenfield Area and the Future Designated Greenfield Area.

A report documenting the study process for the preferred growth scenario to 2041 and for the ultimate long-term growth scenario will be prepared and will be presented to Council.

The recommended growth scenario to 2041 may be further adjusted through a region-wide exercise aimed at conforming to the total growth to Peel Region assigned by the Growth Plan Amendment 2. The growth forecasts for Caledon as a result of the region-wide adjustment will form the basis for a future Official Plan Amendment.

Phase 4 includes a Council Workshop, a public meeting to discuss the recommended growth scenario to 2041 and the preferred ultimate long-term growth scenario, and a Council meeting at which the final report will be presented.

#### **2.3 Agency Consultation**

The Growth Forecasts Review study will be undertaken in close consultation with the Region of Peel. Meetings with regional staff to provide updates and discuss progress will be held in each phase of the project. Town staff will update the Region's Technical Advisory Committee at key milestones in the project. The Technical Advisory Committee is the Region's staff liaison body consisting of staff representatives from the Region of Peel, the City of Mississauga, the City of Brampton and the Town of Caledon.

The consultants will be required to attend three meetings with Regional staff in each of the first three phases of the project and one Technical Advisory Committee meeting at the conclusion of Phase 3 of the project.

Other agencies, such as the Conservation Authorities, the Niagara Escarpment Commission and the School Boards will be consulted through the circulation of the alternative growth scenarios and the preliminary results of the impact analysis and evaluation.

#### **2.4 Public Consultation**

The consultant will attend four public meetings to be held at the conclusion of each of the phases of the study. The consultant will be responsible for the preparation of the presentation and display material to be presented at the public meetings.

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- Phase 1 Public Meeting: Introduce the study and discuss the findings of the data review, highlighting the factors that will affect future growth projections. Discuss the potential range within which the growth projections to 2041 may fall and the opportunities and constraints applicable to the ultimate long-term growth scenario.
- Phase 2 Public Meeting: Present and discuss the alternative growth scenarios to 2041 and the ultimate long-term growth scenario. Discuss potential evaluation criteria
- Phase 3 Public Meeting: Present the criteria for evaluating the alternative growth scenarios to 2041 and the ultimate long-term growth scenario. Discuss the results of the evaluation of the scenarios
- Phase 4 Public Meeting: Present the recommended growth scenario to 2041 and the ultimate long-term growth scenario

## **2.5 Council Workshops/Meetings**

The consultant will attend four Council Workshops which will be held throughout the course of the study to update Councillors on the progress of the Study. The Council Workshops will be held near the conclusion of each Study phase. The consultant will be responsible for preparing the presentation material for the Council Workshops.

The consultant will attend one Council Meeting to present the Study report at the conclusion of the project.

## **2.6 Project Management**

The successful consultant shall appoint one person as Project Manager who shall work closely with and report to the Town's Project Manager. The consultant's project manager shall:

- Keep the Town's Project Manager informed of progress on a regular basis;
- Provide the Town's Project Manager with copies of all correspondence;
- Consult with the Town's Project Manager on significant issues, options being considered and solutions to be adopted;
- Consult with the Town's Project Manager prior to deviations from standards, specifications and procedures;
- Consult with the Town's Project Manager prior to any significant schedule changes; and
- Participate in meetings with the public, agencies and Council as specified in this Terms of Reference

## **2.7 Deliverables**

The following are the key deliverables to be provided as part of the project

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Detailed Work Program	At the initiation of the project, the consultant shall prepare a detailed work program that includes the refinement and confirmation of the approach and methodology to be followed and timeline for the project
Study Report	<p>The consultant shall prepare a comprehensive report documenting the work completed for the project and outlining the study findings. The report will also summarize the key inputs by stakeholders, agencies and the public. Specific contents for each phase of the project include:</p> <p>Phase 1: Data Collection and Review Documentation of the data reviewed and the factors identified that will have an influence on the growth forecasting exercise.</p> <p>Phase 2: Alternative Population, Household and Employment Scenarios to 2041 and alternative ultimate long-term growth scenarios. Documentation of the development of alternative growth scenarios, description of the alternative scenarios, and summary of the public and agency comments. A Land Budget is to be provided for each of the alternative population, household and employment scenarios.</p> <p>Phase 3: Impact Analysis and Evaluation Documentation of the development of the evaluation criteria, the process of the impact analysis, the results of the impact analysis and evaluation and summary of the public and agency comments.</p> <p>Phase 4: Recommended Growth Scenario to 2041 and ultimate long-term growth scenario. Documentation of the development of and rationale for the final recommended growth scenario, and summary of the public and agency comments.</p>

## **2.8 Presentations and Meetings to be Attended by the Consultant**

### Public Consultation Meetings

4 Public Meetings/Open Houses

### Meetings with Council

4 Council Workshops

1 Presentation of the Study Report to Council

### Meetings with Caledon Development Approval and Planning Policy Staff

1 Project Initiation Meeting

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4 Meetings - one in each Phase of the Project

Meetings with Regional Staff and the Regional Technical Advisory Committee

- 3 Meetings with Regional staff\*
- 1 Presentation to the Technical Advisory Committee

\* Meetings with Regional staff may be co-ordinated with meetings with Caledon Development Approval and Planning Policy staff.

**3 Budget**

The budget for this project is approximately \$80,000, inclusive of taxes.

**4 Schedule**

The Growth Forecasts Review commences when the consulting firm is retained to undertake the work. The timeline for the project is shown on Figure 1: Growth Forecasts Review – Work Program 2013.

Figure 1: Growth Forecasts Review – Work Program 2013

	May	June	July	August	September	October	November	December
Phase 1: Data Collection and Review	*	*	△	○				
Phase 2: Scenario Generation				*	△	○		
Phase 3: Impact Analysis and Evaluation						*	△	○
Phase 4: Recommendation and Official Plan Amendment							*	△
								○
								□

- \* Project Initiation Meeting and meetings with Town/Regional Staff
- △ Council Workshop
- Public Meeting
- Report to Council

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