



Growth Management in Peel

June 5, 2008

Introduction

Growth forecasts are the basis for decisions regarding various Regional services, particularly for water and wastewater, policing, ambulance services, waste management, human services, health planning and regional roads. In a fast growing Region such as Peel, it is important to have the most up-to-date and accurate forecasts to program accordingly for the provision of services.



Regional Official Plan

Regional Council adopted the current Region Official Plan (ROP) in 1996. It sets out policies for a 25-year planning period ending in 2021. In 2005, the Region of Peel adopted Region Official Plan Amendment (ROPA) 15 which updated the Population and Employment Forecasts for the Region Official Plan. This entire amendment was approved by the Ontario Municipal Board on December 8, 2006. The approved ROPA 15 forecasts are presented in Table 2.

Year	2011			2021			2031 ³		
	Population ¹	Households	Employment	Population ¹	Households	Employment	Population ¹	Households	Employment
Brampton	500,000	155,000	225,000	625,000	200,000	280,000	695,000	230,000	310,000
Mississauga ²	695,000	235,000	470,000	715,000	250,000	495,000	730,000	265,000	500,000
Caledon ²	66,000	22,000	30,000	84,000	29,000	37,000			
Total Peel	1,261,000	412,000	725,000	1,424,000	479,000	812,000	1,509,000	524,000	847,000

Sources:

ROPA 15 - Table 1, as approved by the Ontario Municipal Board, December 8, 2006.

Notes:

¹ - Census population excluding Census undercount.

² - The Mississauga and Caledon Population, Household and Employment Forecasts are under review.

³ - The 2031 Peel totals include the 2021 Caledon forecasts.

ROPA 15 forecasts have two different time horizons: 2031 for the Urban System (Brampton and Mississauga) and 2021 for the Rural System (Caledon). This amendment established the following figures for 2031 for Peel: 1.51 million people, 524,000 households and 847,000 jobs. These forecasts do not include any growth in Caledon between 2021 and 2031. In addition, the population figures do not include the 2001 Census undercount. These forecasts are currently being reviewed as part of Region's Places to Grow conformity exercise that has to be completed by June 2009.

Places to Grow (P2G) Growth Targets

The Greater Golden Horseshoe (GGH) is one of the fastest growing regions in North America. The Growth Plan forecasts indicate that the GGH will reach 11.5 million people and 5.6 million jobs by 2031. The GGH will need to accommodate close to 4 million additional people and create close to 2 million new jobs. The Growth Plan sets specific population and employment growth forecasts for Peel for the 2011, 2021 and 2031 planning horizons. These forecasts are intended to guide growth within Peel. Table 2 includes the targets for the GGH and the upper-tier municipalities within the Greater Toronto Area and Hamilton (GTAH).

Geographic Area	Population				Employment			
	2001	2011	2021	2031	2001	2011	2021	2031
Region of Durham	530,000	660,000	810,000	960,000	190,000	260,000	310,000	350,000
Region of York	760,000	1,060,000	1,300,000	1,500,000	390,000	590,000	700,000	780,000
City of Toronto	2,590,000	2,760,000	2,930,000	3,080,000	1,440,000	1,540,000	1,600,000	1,640,000
<i>Region of Peel</i>	1,030,000	1,320,000	1,490,000	1,640,000	530,000	730,000	820,000	870,000
Region of Halton	390,000	520,000	650,000	780,000	190,000	280,000	340,000	390,000
City of Hamilton	510,000	540,000	590,000	660,000	210,000	230,000	270,000	300,000
GTAH Total	5,810,000	6,860,000	7,770,000	8,620,000	2,950,000	3,630,000	4,040,000	4,330,000
Outer Ring Total	1,980,000	2,230,000	2,560,000	2,880,000	870,000	1,010,000	1,130,000	1,240,000
Total GGH	7,790,000	9,090,000	10,330,000	11,500,000	3,820,000	4,640,000	5,170,000	5,570,000

Sources:

Ministry of Public Infrastructure Renewal, The Growth Plan for the Greater Golden Horseshoe, June 2006.

Note:

All numbers have been rounded to the nearest 1000 what may result in discrepancies between total figures and sums of sub-components.

Population Growth

Population growth is one of the major drivers for provision of new infrastructure within the GGH. According to the Growth Plan, Peel Region is expected to reach 1.64 million people by 2031. At the beginning of the forecasting period, growth is expected to be faster and will reach the following milestones: 1.32 million in 2011 and 1.49 million in 2021. At the end of the period, growth is forecasted to slow down. With the growth of 610,000 people between 2001 and 2031, the Region of Peel is expected to be the second fastest growing upper- or single-tier municipality within the GGH. Only the Region of York is forecasted to grow faster with the absolute growth of 740,000 people during the same period of time.

Employment Growth

The Growth Plan also establishes growth targets for employment to make sure that a balance between population and employment is achieved and maintained. The plan forecasts that Peel Region will reach the level of 870,000 jobs by 2031. This will establish a 53% activity rate for the Region. This will solidify the Region's second place among the municipalities of the GGH. The City of Toronto will still be dominant in this area with forecasted employment of 1.64 million jobs. Similarly to population, the Growth Plan forecasts faster growth at the beginning of the forecasting period and a slow down at the end. The Region should reach the level of 730,000 and 820,000 jobs by 2011 and 2021 respectively.

P2G Intensification Targets

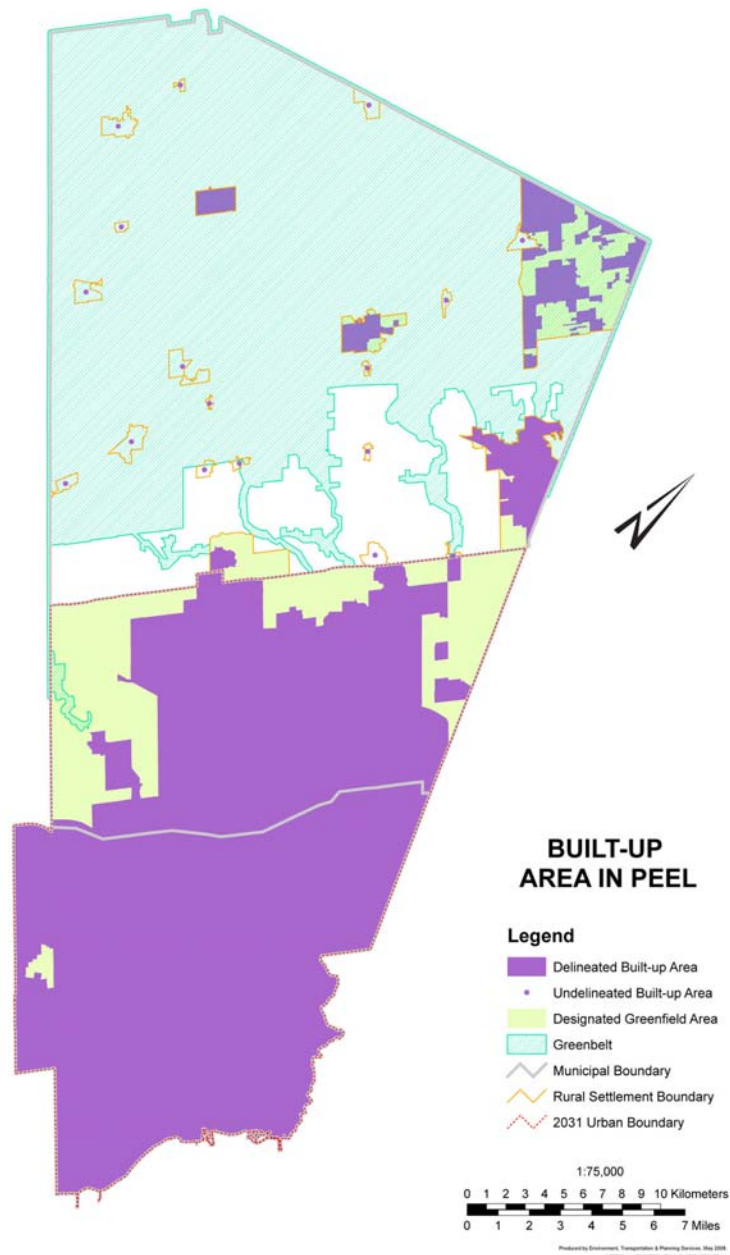
The Growth Plan sets out directions for managing growth in the Greater Golden Horseshoe. The Plan directs a significant portion of new growth to built-up areas as defined by the province as of June 2006, promotes compact urban form, intensification and redevelopment. Intensification is defined as “development of a property, site or area at a higher density than currently exists”. The Plan lists the following forms of intensification identified by the Provincial Policy Statement, 2006:

- redevelopment, including the reuse of brownfield sites;
- the development of vacant and/or underutilized lots within previously developed areas;
- infill development; or
- the expansion or conversion of existing buildings.



Residential Intensification Target

The Growth Plan introduces a number of intensification policies. One of these policies defines the intensification target for all residential development. It translates the requirement for intensification from a general principle of desirability to a specific rule that states: “By the year 2015 and for each year thereafter, a minimum of 40 per cent of all residential development occurring annually within each upper- and single-tier municipality will be within the built-up area.”. Development anywhere within the built boundary will count towards the 40% target whether it is a remaining greenfield parcel or true infill or redevelopment.



Density Targets

In addition to the residential intensification target, the Growth Plan establishes a density target for greenfields and Urban Growth Centres. This is consistent with the goals of the Growth plan which aim to achieve “complete communities” that support walking, cycling, and transit, and provide public open space that supports these activities.

In order to achieve complete communities, the Growth Plan imposes a density target on greenfield development. The Growth Plan defines density as a “concentration of residents and jobs over a particular land area (in hectares)”. The minimum density target for greenfield areas is a combination of 50 people and jobs per hectare across the Region’s designated greenfield area excluding environmentally protected areas as defined in the Growth Plan.

The Growth Plan also sets out a minimum density for the Urban Growth Centres to be achieved by 2031 or earlier. Similar to designated greenfield areas, the density target is a combination of residents and jobs per hectare of gross area across a specific urban growth centre. Depending on the size of the municipality it might vary from 400 resident and jobs per hectare in Toronto to 150 residents and jobs per hectare in smaller cities or towns (e.g. Cambridge, Guelph or Peterborough). For the two urban growth centres identified within Peel (Mississauga City Center and Downtown Brampton), the Growth Plan establishes the density target of 200 residents and jobs per hectare.

Area Municipal Forecasts

Table 3 includes the most recent area municipal Council approved forecasts and compares them to the P2G figures.

	Population			Employment		
	2011	2021	2031	2011	2021	2031
Brampton	522,000	652,000	725,000	225,000	280,000	310,000
Caledon**	75,000	88,000	113,000	28,000	38,000	49,000
Mississauga	724,000	748,000	769,000	472,000	495,000	502,000
Total	1,321,000	1,488,000	1,607,000	725,000	813,000	861,000
Peel P2G Target	1,320,000	1,490,000	1,640,000	730,000	820,000	870,000
Difference	-1,000	2,000	33,000	5,000	7,000	9,000

Both the Cities of Brampton and Mississauga are currently examining intensification potential in their respective municipalities which will lead to revised forecasts during the PROPR period.

Sources:

City of Brampton, The 2006 Official Plan, as adopted by City Council, October 11, 2006.

Town of Caledon, Proposed OPA 2003, as endorsed by Town Council, August 1, 2006 and November 6, 2007.

City of Mississauga, Revised Growth Forecasts, as adopted by City Council, January 18, 2006.

Ministry of Public Infrastructure Renewal, The Growth Plan for the Greater Golden Horseshoe, June 2006.

* - All numbers have been rounded to the nearest 1000.

** - Caledon population numbers have been adjusted to reflect 4.2% 2001 Census undercounts.

Caledon

The Town of Caledon has an approved Tri-Nodal Growth Strategy to allocate the majority of new residential growth to the Rural Service Centres of Bolton, Caledon East and Mayfield West based on the principle of easier access to piped services, major roads and the economic spinoffs of the Greater Toronto Area. Official Plan Amendment 114 (OPA 114) which set in place this strategy had a planning horizon extending through to 2021 and included the allocation of the Town's forecast population of 84,444 among the three Rural Service Centres, villages, hamlets, estate communities and rural area. In keeping with the Tri-Nodal Growth Strategy, population was distributed among the three Rural Service Centres to optimize the access to services for residents across the Town.

The Town of Caledon has recently completed a review of its population and employment forecasts. This exercise established the 2031 planning horizon as well as new 2031 forecasts of 108,000 people and 48,622 jobs. Caledon Council has endorsed these targets. Population figures do not include the 2001 Census undercount. For consistency with the Growth Plan, an adjustment to the population target has been made in order to reflect the undercount of 4.2%. After this adjustment, Caledon's population target for 2031 is 113,000 people. Table 3 includes Caledon's population and employment forecasts for the three forecasting horizons: 2011, 2021 and 2031.

Brampton

On October 11, 2006, Brampton City Council adopted the City of Brampton Official Plan. Growth forecasts are one of the components of the plan. The plan recognizes that Brampton will need to absorb a significant portion of forecasted growth for the GGH region over the next 25 years. With a shortage of greenfield land in many GTA municipalities, significant growth is expected to occur in new areas (e.g. Bram East, Bram West, North West Brampton, etc.). There is also provision for growth in mature neighbourhoods mostly within the downtown area and the Queen Street corridor. The forecasts adopted by City Council are included in Table 3. The City of Brampton is undertaking a number of studies as part of the Growth Plan conformity requirements, including an intensification and an employment lands study, which will result in updating the population and employment forecasts and the Brampton Official Plan. Preliminary updated forecasts show an increase in population from past version, due largely to the revised assumptions regarding Persons Per Unit (PPU) as supported by the 1996, 2001 and 2006 Census.

Mississauga

On January 18, 2006 Mississauga City Council adopted revised growth forecasts for Mississauga prepared by Hemson Consulting Ltd. The forecasts also incorporated housing, office and employment land supply estimates, including a revision of City Centre supply as well as intensification and redevelopment potential. These forecasts established the following 2031 targets: 769,000 people and 502,000 jobs. Population figures include the 2001 Census undercounts. The targets for the three major forecasting horizons are presented in Table 3. The City of Mississauga is also undertaking a comprehensive review of intensification potential as part of its Places to Grow conformity exercise. This may result in the revision of its forecasts.

Places to Grow (P2G) Conformity Exercises

The Region is currently engaged in a series of planning studies as part of the requirements of the Places to Grow Plan to bring the Regional Official Plan into conformity with the provincial direction. At the same time, Caledon, Brampton and Mississauga are doing similar conformity exercises. As part of the Regional exercise, Peel has been allotted a population number of 1.64 million by the Province to incorporate as part of its planning projections to 2031. As part of that exercise the Region is to coordinate with the other municipalities in Peel to develop an appropriate allotment to each municipality. Included in this will be both residential population projections as well as employment projections. In addition, the principles of intensification will be an integral part of the proposed population and employment forecasts. In this respect, the plan must address the minimum 40% residential intensification target across the Region. As well, as the minimum density target (50 residents and jobs per hectare) established for the designated greenfield area must be planned for on a region-wide basis. The conformity exercise requires amendments to the Official Plan for the Region as well as for Caledon, Brampton and Mississauga by June 2009.

The Region of Peel will be developing various growth options as part of its ongoing work in planning for the 2011, 2021 and 2031 population and employment projections as well as region-wide intensification and density targets. A discussion paper and consultations will be undertaken as part of the Peel regional Official Plan review process.