Peel Region Official Plan Review

Employment and Employment Lands Stakeholder Workshop Summary Report

Friday November 14th, 2008

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Region of Peel
Working for you

HARDY STEVENSON AND ASSOCIATES

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1.0 Introduction

Peel Region hosted the 'Employment and Employment Lands – Stakeholder Workshop' on Friday, November 14th, 2008 at the Century Gardens Recreation Centre at 340 Vodden Street East, Brampton. The workshop began at 12:00 pm with lunch and registration.

The workshop was part of the Peel Region Official Plan Review (PROPR) consultation process. The objectives of the workshop were threefold: (1) to provide an overview of the preliminary Peel Employment and Employment Land Project findings; (2) to provide an overview and get input on Peel's Regional Official Plan Policy direction related to employment lands; and (3) to provide an overview and get input on the Region's employment land budget methodology (supply & demand).

The workshop was a half-day afternoon session with the following agenda:

Figure 1: Stakeholder Workshop Agenda

Time	Item	Presenter
12:00 pm	Lunch and Registration	All
12:45 pm	Welcome and Workshop Objectives	Emil Kolb, Regional Chair, Region of Peel* Dave Hardy, Facilitator, Hardy Stevenson and Associates Ltd
12:55 pm	Study Context	Arvin Prasad, Director, Planning Policy and Research, Region of Peel
1:05 pm	Agenda Review and Ground Rules	Dave Hardy, Facilitator, Hardy Stevenson and Associates Ltd
1:10 pm	Overview of Policy Directions	Jeff Lehman, Principal, MKI
1:25 pm	Breakout Session 1	All
2:25 pm	Reporting Back and Discussion	Dave Hardy, Facilitator, Hardy Stevenson and Associates Ltd
2:40 pm	Break	All
2:55 pm	Land Budget Methodology	Jeff Lehman, Principal, MKI
3:10 pm	Breakout Session 2	All
4:05 pm	Reporting Back and Discussion	Dave Hardy, Facilitator, Hardy Stevenson and Associates Ltd
4:20 pm	Closing Discussion and Wrap-Up	Dave Hardy, Facilitator, Hardy Stevenson and Associates Ltd

** Emil Kolb, Regional Chair, Region of Peel was not able to attend the session, however Elaine Moore, City of Brampton, Regional Councillor (Wards 1 and 5) provided welcome and introductory remarks.*

The workshop followed the proposed agenda and concluded at 4:40 pm. Based on participant feedback, the afternoon break was shifted to 3:10 pm in advance of Breakout Session 2.

2.0 Discussion Paper

Prior to attending the workshop, participants were given online internet access to a copy of a Discussion Paper entitled 'Employment and Employment Lands' which was prepared by MKI Consulting and Regional staff in October of 2008.

The purpose of the Employment and Employment Lands Discussion Paper is to present the findings of the Employment and Employment Lands Project to date, and stimulate comments on Employment and Employment lands policy issues in Peel in relation to PROPR.

The Employment Lands Discussion Paper includes:

(1) A summary of Peel's economic context including trends and opportunities;
(2) The methodology and analysis of employment supply and demand;
(3) Policy analysis including existing policy review, best practices and key policy issues;
(4) Discussion of key policy issues and directions; and
(5) Recommended monitoring strategy for the future.

Comments on the paper were due to the Region before December 5th, 2008.

3.0 Lunch and Registration

Upon arrival, participants were given a registration folder which included the following items:

- Agenda;
- Peel Region Official Plan Review (PROPR) Newsletters;
- Questions for Breakout Sessions;
- Workshop Evaluation Form; and
- Extra notes paper.

The participant registration folder has been included as **Appendix A**. Note that Appendix A does not include Peel Region Official Plan Review (PROPR) Newsletters.

The lunch and registration component of the workshop began at 12:00 pm and lasted 45 minutes. A total of 56 participants registered for the event, including representatives from the Region of Peel, City of Brampton, City of Mississauga, Town of Caledon as well as various consultants and developers.

Attending on behalf of the Province of Ontario were Trevor Bingler and Ron Glenn (Ministry of Energy and Infrastructure), and David Sit (Ministry of Municipal Affairs and Housing). Local politicians included Regional Councillors Elaine Moore (City of Brampton, Wards 1 and 5), Richard Paterak (Town of Caledon, Ward 1), Allan Thompson (Town of Caledon, Ward 2), and Richard Whitehead (Town of Caledon, Wards 3 and 4) as well as Local Area Councillor Gord McClure (Town of Caledon, Ward 2).

4.0 Welcome and Workshop Objectives

Following lunch, Dave Hardy, Planner and President of Hardy Stevenson and Associates Limited (HSAL), welcomed participants to the workshop and invited them to take their seats. Dave introduced himself as the workshop facilitator for the afternoon and Shannon Logan, Planner at HSAL, as report writer for the session. Dave provided introductory remarks on the importance of planning for employment and employment lands, and outlined the objectives of the workshop. Dave noted that the workshop is part of the PROPR consultation process.

Dave invited Regional Councillor Elaine Moore to provide a welcome to the group on behalf of Regional Chair Emil Kolb who was not able to attend. Councillor Moore welcomed participants and recognized other political representatives in attendance. She discussed the existing state of the economy and the importance of coming together to plan strategically for employment and employment lands. Following these remarks, Councillor Moore returned the meeting to Dave.

5.0 Overview of Study Context

Dave invited Arvin Prasad, Director, Planning Policy and Research Division, Region of Peel to provide an overview of Peel Region's Official Plan Review (PROPR) process, the Employment and Employment Lands project, and the Region's next steps in the process. A copy of Arvin's presentation can be found in **Appendix B**.

To begin, Arvin provided an overview of the larger study context by making the connection between planning and the Region's effort to reduce negative environmental impacts and climate change. He noted that there is an opportunity to reverse these negative trends through sustainable employment lands planning. Opportunities include the building of live/work communities; reliable, efficient transportation alternatives; green buildings and development; and adapting to climate change using Peel's pool of resources.

Arvin outlined the fifteen focus areas of PROPR and the background discussion papers that have been produced or are currently underway. He emphasized that Sustainability and the four pillars of environment, economy, society and culture as the overarching framework guiding all aspects of the policy review.

Arvin explained that the employment land policies will implement and reflect any new sustainability policies of the Official Plan. He provided an overview of the existing policy context and requirements to update the Regional Official Plan. Provincial Policies include the *Planning Act*, Provincial Policy Statement, Greenbelt Plan, Growth Plan for the Greater Golden Horseshoe, *Planning and Conservation Land Statute Law Amendment Act*, and Bill 51.

Arvin then outlined some of the challenges associated with the existing employment context. These include population and employment growth, immigration, quality of jobs, land supply and availability, employment land conversion and live-work environment.

Arvin then outlined the next steps in the PROPR process. They are as follows:

- December 5, 2008 – Comments expected on Employment and Employment Lands discussion paper;
- Policy Formulation;
- January 30, 2009 – Growth and Intensification workshop;
- Draft Regional Official Plan Amendment (ROPA);
- April, 2009 – Public open house;
- May, 2009 – Public meeting on draft ROPA; and
- June 18, 2009 – Recommend to Council adoption of policies.

Arvin noted the upcoming stakeholder consultations including the Environment Workshop on November 24, 2008 and the Growth and Intensification workshop on January 30, 2009.

6.0 Agenda Review and Ground Rules

Following Arvin Prasad's presentation, Dave Hardy referred participants to the agenda that was included in their registration folders and reviewed it with them. He outlined ground rules for the workshop session to ensure its success, and confirmed that there were no questions. A copy of Dave's presentation can be found in **Appendix C.**

7.0 Technical Presentations

Following the agenda and ground rules discussion, Dave invited Jeff Lehman, Principle of MKI, to provide a technical overview of the Employment and Employment Lands project. Over the course of the afternoon, Jeff provided two presentations to the group including one on emerging Employment and Employment Land policy directions, and the second on the land budget methodology and assumptions. The following provides a summary of both presentations. A copy of Jeff's presentations can be found in **Appendix D**.

7.1 Overview of Policy Directions

Jeff Lehman explained that the purpose of the Employment and Employment Lands Project is to assess employment lands at the Regional level and prepare policies to conform to the Provincial Growth Plan and future trends in employment lands. The three major tasks associated with the Project are to prepare Regional level inventory of employment lands (largely complete), develop scenarios for employment lands in Peel achieving various densities (underway), and develop policy and a draft ROPA (underway).

Jeff provided an overview of Peel's economy. He noted that there is strong employment growth in Peel relative to Ontario, and that the shift from goods production to services is a strong trend in Ontario, and even stronger in Peel. Generally, Peel is the dominant wholesale trade/transport/warehousing location in the greater golden horseshoe, and has the highest employment land prices.

Jeff explained the dominant employment trend across Canada as being a decrease in manufacturing jobs and an increase in retail. In Peel there is a very high level of growth in the Administrative and Support, Waste Management and Remediation Services as well as Management of Companies and Enterprises.

He explained that Places to Grow establishes the overall employment targets for planning purposes for Region of Peel. These include 730,000 jobs by 2011, 820,000 by 2021 and 870,000 by 2031. However, Stats Canada is showing actual employment growth between 2001 and 2006 is slower than this. Under the forecasts, it should have been at 630,000 jobs in 2006 whereas actual was approximately 600,000. Jeff noted that the Region still has to plan for the long-term targets, and that there are a number of key planning issues that must be considered. These include:

- Conversion/comprehensive review requirements – this is a new requirement in the provincial policies. A comprehensive municipal review of land needs must be undertaken if employment land is to be converted to non-employment uses, and this review can only be undertaken by a municipality, as part of an Official Plan Review.

- Settlement area expansion – this now requires a comprehensive municipal review, and can only occur if it does not impinge on other planning objectives.

- Allocations of employment to the area municipalities – based on the allocation of employment that will be developed through the land budget calculations, targets for employment and employment land will be developed and included in the Regional Official Plan.

- Employment use policies – the types of uses permitted on employment lands is a central planning issue; clarifying and ratifying the use permissions is a central policy issue. Key among these is the location of offices and major retail uses in employment areas.

- Provincially significant employment areas – This emerging Provincial direction is addressed in the discussion paper.

- Density of development in employment areas – the Growth Plan requirements for a density of 50 person and jobs per ha. in greenfield areas is a central challenge for planning policy and may require a series of supportive measures.

- Other considerations that require attention are identified, including sustainability, locating employment lands near major infrastructure, transportation and transit, and developing complete communities.

7.2 Land Budget Methodology

Jeff's second presentation provided an overview of the land budget methodology and the approach to calculating land supply and demand and overall employment land requirements for Peel. He began by outlining the general approach and the Provincial guiding policies.

Jeff explained the step-by-step process for identifying land supply, as well as the process for supply analysis. He then did the same for the demand calculation and analysis. Jeff highlighted a number of calculation specific issues including the integration of "no fixed place of work" and "work at home" jobs; Net to Gross Factor; market contingency and structural vacancy factors; as well as densities of employment uses. Jeff outlined the different density scenarios the team is drafting. These include 50 residents/jobs per hectare, current density trends, and a Nodes and Corridors scenario.

Jeff concluded by outlining the next steps in the Employment and Employment Lands Project. These include:

(1) Based on the input received at the workshop, the team will finalize a land budget that will identify the supply and demand for employment lands in Peel to 2031;
(2) On that basis, the team will prepare draft allocations of employment by type to municipalities;
(3) Comments on policy directions will be reviewed and a draft ROPA will be prepared; and
(4) There will be a public meeting and revisions to follow in early 2009.

8.0 Breakout Sessions – Specific Feedback

Following each of Jeff Lehman's technical presentations, workshop participants were invited to participate in breakout sessions. Dave outlined the objectives of breakout sessions. The first, which followed Jeff's overview of policy directions, was to give the Region advice on how to develop strong and appropriate employment and employment lands policy. The second, following Jeff's presentation on land budget methodology, was to see whether participants felt the proposed land budget methodology was accurate, as well providing advice on the overall policy directions. Dave's presentation has been included as **Appendix C.**

Dave described how participants were pre-assigned into five breakout tables and were being asked to provide feedback on specific discussion questions. Each table (spread over three breakout rooms) had a pre-designated facilitator and note-taker and had one hour to discuss the questions. Dave asked each group to select a *rapporteur* to report back to the group following the breakout sessions.

This section summarizes the specific input provided by workshop participants during the breakout sessions. Input has been summarized around the discussion questions posed. This summary represents a compilation of the notes provided to HSAL by Regional staff.

8.1 Peel's Role – Between now and 2031, how should the Region of Peel in its Official Plan best plan for and support a vibrant economy?

- Many participants suggested Peel should develop flexible and responsive employment and employment land policies, and provide opportunities for employers interested in locating in Peel.
- A number of participants felt it should be Peel's role to identify and protect employment lands to support municipal planning and implementation and to ensure servicing and infrastructure to these employment areas. The Region should ensure protection of employment lands and avoid conversion and fragmentation.
- Some participants suggested Peel could provide direction on energy efficiency and green building standards – for example through Secondary Plans or design guidelines.
- Many commented that it was important for Peel to take a long-term strategic approach that recognizes and builds on other Regional plans (transit, infrastructure, land use).
- Some participants noted that Peel should determine the structure of the Region's employment base.
- Some participants felt that Peel policies should support planning for Urban Growth Centres (UGCs) through the provision of incentives, water and wastewater infrastructure, and Community Improvement Plans (CIPs). A few participants suggested these long-term policy objectives could be achieved through local area planning policies.

8.2 Future Transportation and Utility Corridors – Should the Regional Official Plan be protecting employment lands along future transportation / utility corridors?

- Many workshop participants felt the Region should take a strong role in planning for and protecting lands at key corridors and interchanges for future employment lands.
- Some participants noted that the Region should ensure that the higher the order of corridor, the greater the level of protection required.
- There was a suggestion that the Region create a comprehensive implementation plan for future development of these employment lands.
- Many participants noted the Region should take advantage of highly accessible highways, and recognize the importance of transit infrastructure.
- A number of participants suggested the Region should take an active role in working with local municipalities and the development community in identifying areas to protect, and to ensure that planning along corridors is done with other planning initiatives.
- Some felt that it would be important for the ROP to allow for strong municipal economic policies and roles and act as a resource for municipalities when necessary.
- There was a suggestion that Peel should have "Regionally Significant Employment Areas" similar to the "Provincially Significant Employment Areas".
- Some challenges related to employment lands along future transportation / utility corridors were noted. These include the identification of regionally significant corridors, what type of lands will be there and how the Region could show where potential employment areas will be. There was a suggestion that Regional Transportation schedules illustrate potential employment areas and their high-level uses.

8.3 Competitiveness – Peel Region competes with other Regions, other Provinces and other countries for economic activity and employment. What role should the Region have in making our employment lands competitive?

- Many participants noted that in order to be competitive, the Region's policies must be strategic and flexible and recognize the importance of expedited service delivery.
- A number of participants noted the importance of an adequate supply of diverse land types so that employer needs can be easily and quickly met. It will be very important to strengthen the existing infrastructure and ensure infrastructure is in place to accommodate future development.
- A number of participants suggested that Peel can play a role in attracting an adequate supply of labour, and work to match skills and training with employers and jobs.
- Some felt that the Region should not take on an economic development role, but rather provide support to Local Area Municipalities.
- Many participants noted that policy needs to recognize and build on Peel's advantages. These include a strategic location with direct access to a number of major highways, a multicultural labour force, and existing diversity of jobs.

- A number of people suggested that Peel needs to consider the GTA employment context as well as level of service delivery in Peel when evaluating competitiveness. There also must be a recognition that the cost of land will impact a company's choice of location.

8.4 Increased Employment Densities – With current employment densities being below the 50 residents and jobs combined per hectare minimum greenfield density target in many existing employment areas, how should the updated Region of Peel Official Plan best meet Provincial requirements for improved employment densities?

- A number of participants note that it will be important for the Region to recognize the different industry sectors and business types that will be locating in Peel. They will have a variety of differences in employment densities, but still all play a role.
- There was also a suggestion that the Region needs to recognize the economy in the western GTA and the existing low density uses such as warehouse and logistics facilities that are locating there. There may be less demand for major office in this area. Examples of density include Churchill Business Park in southwest Brampton – 15 jobs per hectare excluding offices (Metrolinx and Loblaws), and 28 jobs per hectare including offices.
- Many participants felt that the Provincial targets pose significant challenges. Some felt the numbers to be unrealistic and it will be difficult to achieve in some areas. They may constrain employment uses and servicing capacity. One participant noted that increased densities put an increased strain on services.
- There was a suggestion that other standards such as LEED certification are a better performance measure than those required by the Province (residents and jobs per hectare).
- Many participants suggested that the Region will need to take a strong policy approach to achieving the Places to Grow targets, work with the Province and push-back if necessary.
- A number of participants felt the Region will need to attract employment that yields higher densities, for example colleges and universities.
- Some participants noted the need for targets in building complete communities. However the Region will need to work with the Province to achieve targets. One participant noted there may be opportunity to reevaluate the targets if they are too high.
- One person noted that Peel may be in a better position to achieve the density targets than other municipalities.
- A number of participants felt that Regional Policy should be flexible and be informed by the market. It also needs to recognize trends in employment densities over the short and long-term.
- There was a suggestion that increased employment densities could be achieved through financial incentives and lower development charges.
- Some participants felt that the region should develop a model to identify areas of higher density and level of density that can be achieved at each area.
- A participant noted that given the combined target, what is not achieved in employment can be made up in more compact residential developments.

- A number of participants noted the need to recognize that densities will change over time, and that mature areas will be able to attract higher forms of density. The Hurontario corridor was used as an example of an employment area that is now becoming more established with office buildings.
- One participant pointed out that Markham is achieving 90 people and jobs per hectare through intensive office developments.
- There was a suggestion that planning should address the uniqueness of Mississauga, Brampton and Caledon.
- One person noted that Northwest Brampton is not an appropriate area for employment use as it is not served adequately by infrastructure now and that the proposed North-South Corridor within this area might only be an arterial road.
- One participant noted that there are areas where density has not changed over time. For example, the Heartland Centre in Mississauga has remained relatively static over the past 20 years.

8.5 Challenges and Opportunities – What has to happen to achieve the following policy goals – employment use policies, density of development, conversion / comprehensive review requirements, complete communities, other?

- Many people stressed the importance of encouraging integrated and walkable communities with innovative and mixed land use policies, as well as integrated employment and access to transit. There were a few suggestions for buffers to be used between residential and industrial uses.
- Some participants agreed that the concept of complete communities be based on accessibility of transit.
- A number of participants felt it was important to recognize the current downturn in the economy and the potential impacts it may have on densities (i.e. vacancy in office space may be expected).
- A few participants noted that major retail should not be located within employment areas, however accessory retail should be permitted.
- The opportunity to encourage downtown conversion to employment uses was noted. Other older employment areas should be inventoried and evaluated for conversion opportunities.
- Many participants noted the opportunities to ensure major office commercial are accessible by transit, and are located near residential and entertainment.
- A few participants felt that Pearson airport represents a significant area opportunity for employment given it's accessibility. Regional policy should recognize the Provincially Significant Employment Area (PSEA) designation, however policies must still remain flexible to attract employment.
- Many participants noted that it was important to designate and protect employment lands, recognizing how difficult it is to change uses in the future.
- A number of participants discussed the opportunity for guidelines or incentives for green development and energy efficiency.
- Some felt there is an opportunity to integrate more mixed-use policies into locations such as downtown Brampton.

- A few participants noted the opportunity to take leadership in identifying and planning for higher order employment uses and redevelopment on brownfield sites.
- Some participants noted the challenges of planning for densities that will change over time. It will be important to consider the short and long-term effects of these.
- One participant noted the opportunity to support performance-based zoning instead of traditional land use zoning.
- Some participants felt that most of the initiatives proposed by the Region were achievable, however some initiatives such as the density targets, may not be as realistic.

8.6 Assumptions and Methodology – Are you confident that the working group and consultant's assumptions and methodology are accurate?

- Many of the participants noted that the targets are provincially assigned and would need to be used. Many noted that it will be important to maintain consistency with Places to Grow, and work with other Regions to ensure consistency.
- A few participants questioned how much growth will be directed to Urban Growth Centres (UGCs).
- In terms of employment sector growth, there were a number of participants that supported the assumption of increases in logistics and a shrinking manufacturing sector. There was a suggestion that there may be opportunity for more efficient manufacturing as seen in Germany.
- A number of participants noted that all employees, including those that work from home or have no fixed place of work, should be considered in the statistics.
- There was a suggestion that in making projections, the Region needs to consider the history of labour force and changes in trends over the long-term.
- Some participants agreed that the following assumptions were the most accurate: (1) where new jobs are likely to locate in Peel; and (2) the densities and types of buildings that will house these jobs.
- A number of participants noted that there needs to be a balance when forecasting. The Region would be in a better position if they 'over shot' in estimates rather than 'under shot' and found themselves ill-prepared.
- There were a number of participants that noted it was important to integrate emerging economic and community trends into these assumptions.
- A participant suggested the Region consider analysis of demolitions and building permits to build understanding of context.
- A number of participants suggested that the work "accurate" should be changed, and that "accurate" forecasts should be understood as "best guesses with existing information".

8.7 Comprehensive – Are there other trends you are aware of that would influence the land needs methodology? Are you confident that the method we are using to forecast land needs is accurate?

- Many participants recommended the Region recognize trends such as: 'no fixed place of work' and flexible 'work from home' jobs; increasing use of transit; economy and global labour influences; union impacts; residential trends; fuel and energy costs; and market contingency factors.
- A number of participants suggested the Region plan for a diversity of employment uses, and separate different types of employment uses such as retail, office, and industrial, etc.
- Some participants noted that retail areas will also need to be designated and planned in advance so that issues with retail in employment areas can be avoided.
- There were a few participants that suggested assuming 8 to 10% of buildings will be vacant is a safe assumption. One person noted that market contingency factor can be as much as 20 to 25% and Places to Grow does not recognize this. Also, growth in existing businesses must also be recognized. 10% of new growth will be by existing firms.

8.8 Sustainability – How best can Regional Official Plan policies on Employment and Employment Lands help to achieve the objectives of the Region's ROP sustainability framework?

- A number of participants felt that Peel is already showing leadership by considering sustainability first.
- There were suggestions that Peel's existing policies need to change to encourage sustainability through strong, progressive, and supportive policies. Some examples include the use of LEED standards and the integration of New Urbanism into policy (i.e. parking in the rear lane).
- A few participants noted there may be an opportunity to encourage the use of LEED standards through design guidelines or incentives; however these standards may not be possible for some.
- Many people at the table agreed that the Region could play an active role in encouraging and enforcing the developers to develop sustainable areas of employment.
- There was a suggestion that the Region could own and operate utilities such as water, wastewater, greywater, energy and transportation and implement in new growth areas.
- One participant noted that the Conservation Authorities can also play a role in sustainability by having more flexible policies, for example stormwater management pond policies. This participant also noted that green roofs are prohibitive in terms of cost.
- There a number of suggestions as to how planning can support sustainability and reduced emissions: by locating industry close to highway for reduced travel time, encouraging rail use, and supporting the use of non-renewable energy sources on employment lands. There was a suggestion that the Region look to European examples of sustainability for guidance.
- A few participants noted the Region should not have a regulatory role.
- With respect to industries that adopt shared use of facilities, one participant noted that present parking requirements for warehouse facilities are excessive and that the land saved through shared use of facilities could be used for low impact development measures that are environmentally beneficial.

8.9 Monitoring – What are the key aspects of employment and employment lands related to the ROP that the Region should monitor?

- Many participants noted that strategic monitoring is essential to data collection and adaptive adjustment of policies. However, some participants noted it must be with a purpose in mind and not just for the sake of collecting information.
- There was a suggestion that the Region may need to undertake a study of various indicators and measures to decide on what would be most useful to measure.
- Some participants agreed that the word "tracking" should be replaced by "monitoring". Also, that the points noted under tracking should all be monitored.
- Potential indicators the Region could monitor include: employee satisfaction and happiness; quality of life; development along the 400-series highways; transit in employment areas; number of offices in employment areas; Greenfield density; environmental performance; economic performance; travel patterns; shared use of facilities (i.e. parking); number of kilometres travelled
- Potential methods of monitoring include an inventory of employment lands and a regional-scale employment survey
- With respect to economic performance one participant noted that production and operation systems in employment areas of the GTA are automated and highly efficient.

9.0 Breakout Sessions – Analysis of Main Themes

The following identifies a number of major themes coming out of the participant feedback during the group discussion exercise and report back periods.

- ***Need for flexible Regional Policies*** – In order to attract employers and investment, Peel's employment and employment land policies will need to be strong but also flexible. Policies will need to recognize economic trends, be sensitive to employers need for expedient and responsive services, and not be so restrictive to drive potential employers from the Region.

- ***Importance of Corridor Land protection*** – The Region should play a strong role in identifying and protecting lands along key corridors and hubs. There is recognition that these lands will allow Peel to take advantage of their highly accessible transportation system, and will allow for future sustainable employment development.

- ***Strategic and long-term Policy*** – Regional policy must take a strategic approach and integrate both short and long-term perspectives. Policy must recognize that trends change over time, and policy should anticipate shifting trends in labour, economy, and employment densities. Policy should seek to encourage sustainable and livable communities and integrate strategic long-term monitoring programs. Policies will also need to build on economic development initiatives and planning at the Municipal level.

- ***Relationships –*** In order to reach the ambitious targets set out by Places to Grow, Peel should continue ongoing communication with local area Municipalities, the development community, other stakeholder and larger public. There should be sharing of information and best practices between Regions, and an effort to take a consistent approach to assumptions and methodologies.

- ***Regional advantages –*** Peel Region is blessed with a number of competitive advantages that policy should recognize and capitalize on. These include: a strategic GGH location; excellent 400 series highway access; a multi-cultural population and labour pool; and a diversity of job types and income levels.

- ***Infrastructure planning and provision –*** The Region should ensure the adequate provision of infrastructure to employment lands. To remain attractive to potential employers, Peel policy should support the enhancement of existing water, wastewater, energy and transportation infrastructure, and strategically plan in advance for future requirements.

- ***Places to Grow Targets –*** Provincially assigned targets of 50 residents and jobs per hectare in Greenfield employment lands will be a challenge to meet in some areas, in particular in newer employment areas. The Region will need to maintain ongoing dialogue with the Province to ensure an appropriate target for Peel is met.

- ***Sustainable communities –*** Employment and Employment Land Policy will need to integrate transit supportive infrastructure, opportunities for redevelopment and reuse, sustainable green development (i.e. LEED) and overall energy efficiency. These policies should seek to work together with other Regional policies to build mixed use communities and a sustainable future. Employment and Employment Lands contribute to quality of life for Peel residents.

10.0 Closing Comments

At 4:20 pm, Dave Hardy thanked the group for participating in the workshop. Dave explained that HSAL would be producing a summary report of this session. Dave invited Arvin Prasad to make closing comments.

Arvin expressed thanks to participants for attending the workshop and to Regional staff and HSAL for bringing together the workshop. He noted that he was pleased with the quality of comments and the great deal of input received over the course of the afternoon. Arvin reiterated the importance of looking at Employment Lands as part of the "big picture", recognizing how planning for employment related closely with overall quality of life and impacts on the environment.

At 4:40 pm, Dave Hardy closed the workshop.

11.0 Summary and Recommendations

The Employment and Employment Lands Stakeholder Workshop achieved its purpose – Regional staff and consultants were able to provide an overview of the Regional policy review to participants, and breakout / report back sessions allowed stakeholders to provide meaningful input into the policy direction and land budget methodology. Comments received from participants ranged from specific detail on assumptions to higher-level policy opportunities and challenges. There was a diversity of input from a range of stakeholders.

A tremendous amount of input was received throughout the workshop. The following provides a summary of the major themes coming out of stakeholder input:

- The need for highly flexible Regional Policies that attract employers and respond to the market;
- The importance of planning for future employment lands through protection of key lands along corridors;
- The need for strategic and long-term employment lands policy that anticipates short and long term trends;
- The need for ongoing dialogue with the Province, other Regional governments and local area Municipalities;
- The opportunity to take advantage of Peels' Regional resources in staying competitive;
- The importance of infrastructure planning in staying competitive;
- Recognition of both the importance of meeting and significant challenges presented by the Places to Grow targets for jobs and residents; and
- The need to consider employment lands policy within the context of planning for sustainable communities.

Workshop participants provided constructive advice and informed suggestions that can be used to strengthen the Region's Employment and Employment Land policy. Based on the input provided, HSAL recommends Peel Region undertake the following initiatives:

1. Review the Employment and Employment Land – Stakeholder Workshop Report with the Technical Advisory Committee (TAC). Where possible, work with TAC to ensure the major themes and specific feedback are integrated into the land budget and draft Employment and Employment Land policy.

2. Continue dialogue with the Provincial Government and other Regional governments on how the Region is seeking to meet the Places to Grow targets. Work with these partners to share information and resources in efforts to meet the challenges associated with planning for the Provincial targets.

3. Continue to work with local area municipalities to ensure policy supports local economic objectives and the provision of regional planning coordination, infrastructure and future corridor lands protection. Make use of the resources available at the local level.

4. Continue to work with the development community and other stakeholders in the planning of future corridor lands protection.

Appendix A

Peel Region Official Plan Review

Region of Peel
Employment and Employment Lands Stakeholder Workshop

Friday, November 14, 2008
Century Gardens Recreation Centre
340 Vodden St. E. at Rutherford Rd., Brampton

Agenda

Time	Item	Presenter
12 p.m.	Lunch and Registration	
12:45	Welcome and Workshop Objectives	Emil Kolb, Regional Chair, Region of Peel Dave Hardy, Facilitator, Hardy Stevenson and Associates Limited
12:55	Study Context	Arvin Prasad, Director, Planning, Policy and Research division, Region of Peel
1:05	Agenda Review and Ground Rules	Dave Hardy
1:10	Overview of Policy Directions	Jeff Lehman, Principal, MKI
1:25	Breakout Session 1	All
2:25	Reporting Back from Breakout Session 1 and Discussion	Dave Hardy
2:40	Coffee Break	All
2:55	Land Budget Methodology	Jeff Lehman
3:10	Breakout Session 2	All
4:05	Reporting Back from Breakout Session 2 and Discussion	Dave Hardy
4:20	Closing Discussion and Wrap-Up	Dave Hardy

Employment and Employment Lands Workshop

Table 1 Breakout Session 1 Questions

Objective of Breakout Session 1 – To give the Region advice on how to develop strong and appropriate employment and employment lands policy.

(1) **Peel's Role –** Between now and 2031, how should the Region of Peel in its Official Plan best plan for and support a vibrant economy?

(2) **Future Transportation and Utility Corridors –** Should the Regional Official Plan be protecting employment lands along future transportation / utility corridors?

(3) **Competitiveness –** Peel Region competes with other Regions, other Provinces and other countries for economic activity and employment. What role should the Region have in making our employment lands competitive?

(4) **Increased Employment Densities –** With current employment densities being below the 50 residents and jobs combined per hectare minimum greenfield density target in many existing employment areas, how should the updated Region of Peel Official Plan best meet Provincial requirements for improved employment densities?

(5) **Challenges and Opportunities –** The Employment and Employment Lands discussion paper published last month has outlined a series of policy initiatives designed to achieve planning objectives in Peel.

What has to happen to achieve the following policy goals?

- EMPLOYMENT USE POLICIES – the Region is suggesting strengthening policies to guide retail uses away from locating in employment areas;
- DENSITY OF DEVELOPMENT IN EMPLOYMENT AREAS- the Region is suggesting focussing office development in higher density nodes near transit facilities; and
- CONVERSION/COMPREHENSIVE REVIEW REQUIREMENTS – the Region will be incorporating criteria in the ROP which is similar to those found in the Growth Plan (pg. 18). In your opinion, are there other specific criteria that must be addressed?
- COMPLETE COMMUNITIES – provide convenient access to a mix of jobs, local services, a full range of housing, community infrastructure including affordable housing and public transit. How should the Region's OP encourage and support complete communities in Peel?
- OTHER CONSIDERATIONS – Should provincially significant employment areas such as Pearson Airport be designated differently than other employment areas? If so, why?
- Are these policy initiatives realistic and achievable?

Table 1 Breakout Session 2 Questions

Objective of Breakout Session 2 – Give the Region advice on whether participants feel the proposed land budget will be accurate, as well as providing advice on overall policy directions.

(6) **Assumptions and Methodology –** The working group and consultant have made a number of assumptions in calculating the supply and demand for employment lands. Are you confident that the following assumptions and methodology are accurate?

- The number of new jobs that will come to Peel
- The type of jobs that will come to Peel;
- The number of people who will work at home, or have no fixed place of work;
- Where new jobs are likely to locate in Peel; and
- The densities and types of buildings that will house these jobs.

(7) **Comprehensive –** Are there other trends you are aware of that would influence the land needs methodology? Are you confident that the method we are using to forecast land needs is accurate?

(8) **Sustainability –** How best can Regional Official Plan policies on Employment and Employment Lands help to achieve the objectives of the Region's ROP sustainability framework?

(9) **Monitoring –** What are the key aspects of employment and employment lands related to the ROP that the Region should monitor?

- Tracking the inventory of employment lands
- Tracking development along 400-series highways
- Tracking transit in employment areas
- Tracking retail trends in employment areas
- Tracking offices in employment areas
- Tracking the density of greenfield areas.

Evaluation Form

Please check the boxes that appropriately describe your views.

1. How would you rate the following:	Excellent	Very good	Fair	Poor	Very poor
a. Workshop overall	☐	☐	☐	☐	☐
b. Facilitation	☐	☐	☐	☐	☐
c. Breakout sessions	☐	☐	☐	☐	☐
d. Venue	☐	☐	☐	☐	☐
e. Presentations	☐	☐	☐	☐	☐

2. The workshop was very informative.

- ☐ Strongly agree
- ☐ Agree
- ☐ Not sure
- ☐ Disagree
- ☐ Strongly disagree

3. The workshop lived up to my expectations.

- ☐ Strongly agree
- ☐ Agree
- ☐ Not sure
- ☐ Disagree
- ☐ Strongly disagree

4. In your view, what was the main highlight of the workshop?

_____

_____

_____

5. If you could change one aspect of the workshop, what would that be and why?

_____

_____

_____

Peel Region
Official Plan Review

Appendix B

Peel Region Official Plan Review

Peel Employment and Employment Lands Workshop

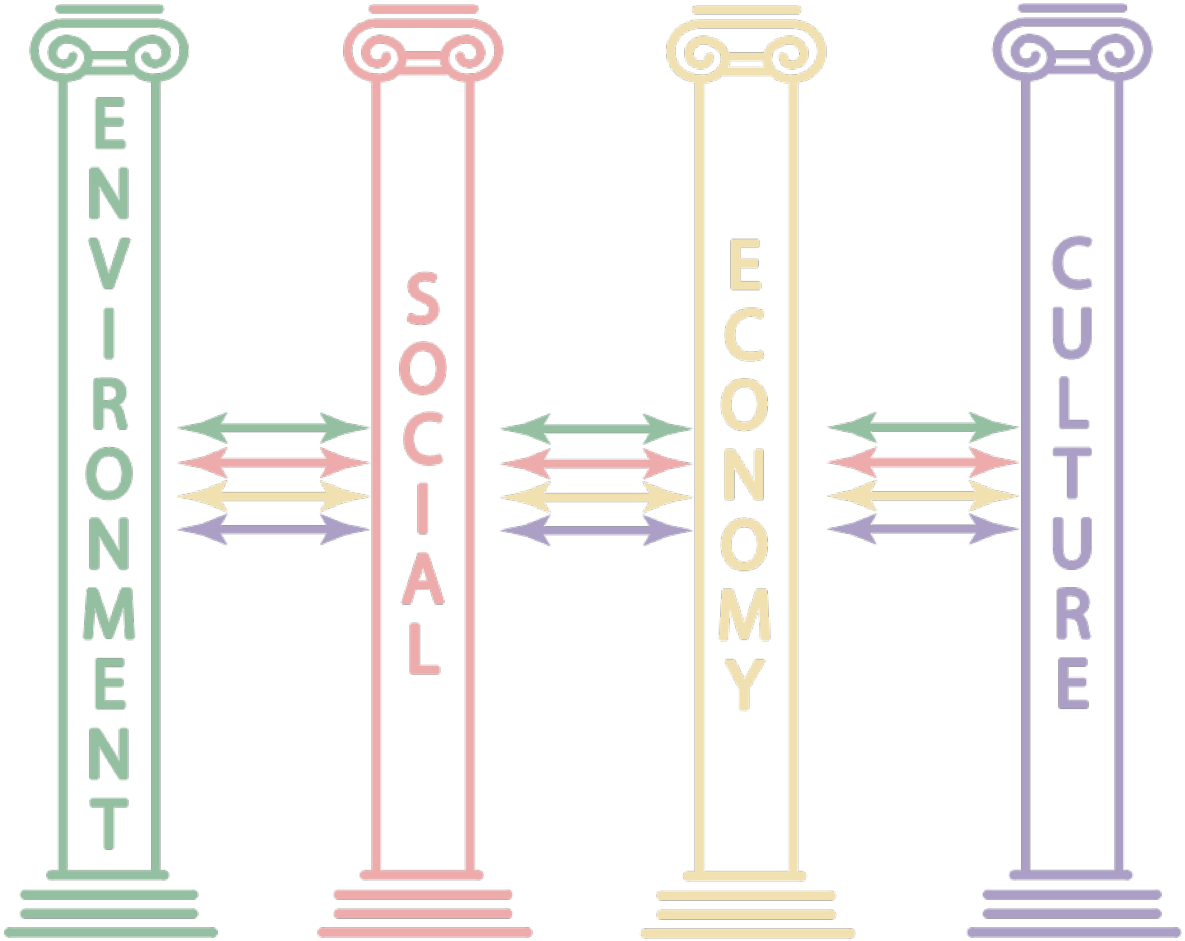
November 14, 2008

Region of Peel
Working for you

What does this have to do with Employment & Employment Lands?

PROPR Focus Areas

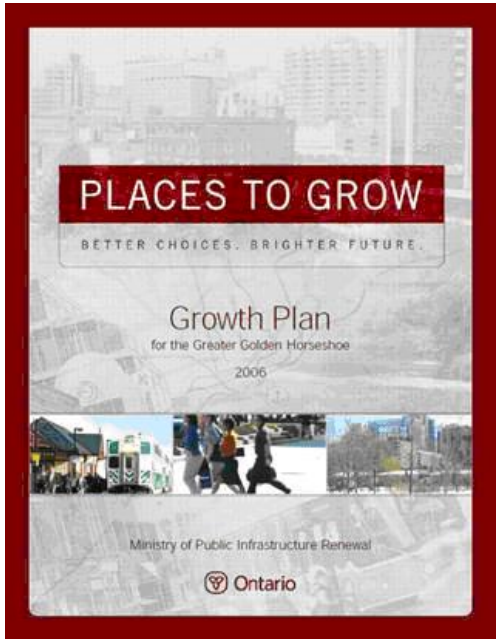
Sustainability Framework

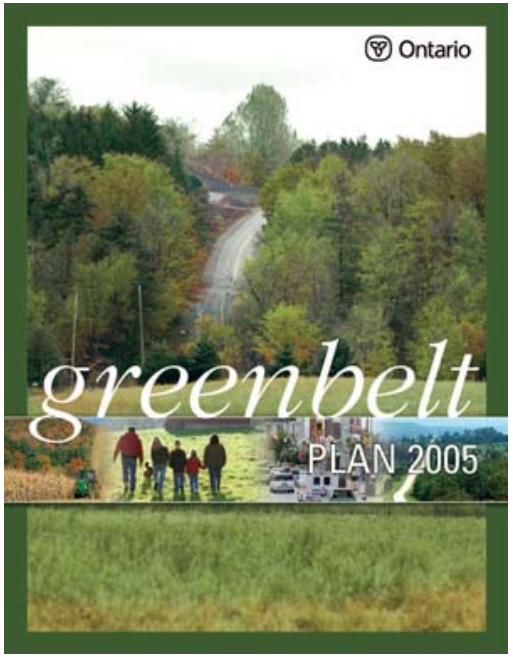


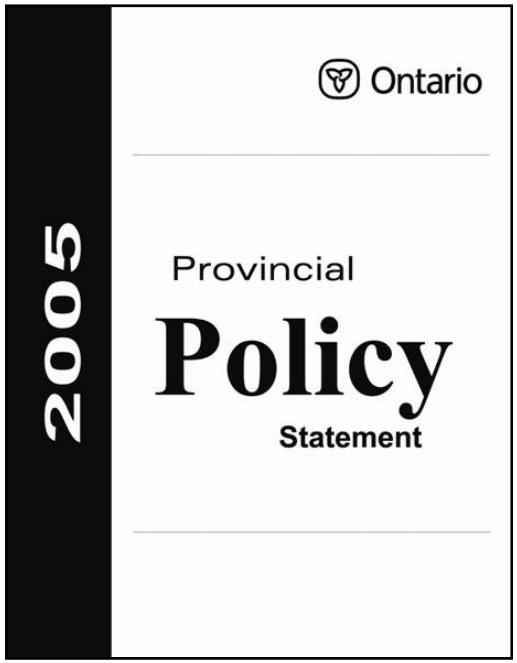
Sustainability and Employment and Employment Lands

Provincial Policy Framework to Support Sustainability

Peel Region Official Plan Review (PROPR) is driven by new Provincial policy requirements:

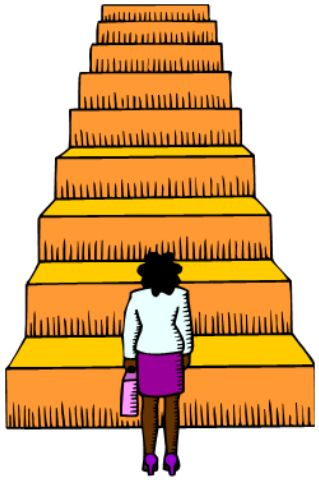






Challenges

- **Population and Employment Growth**
- **Immigration**
- **Quality of Jobs**
- **Land Supply**
- **Conversion**
- **Live-Work Environment**



Peel Region Official Plan Review

Next Steps

- Recommend to Council adoption of policies
  June 18, 2009
- Public meeting on draft ROPA
  May, 2009
- Public open house
  April, 2009
- Draft ROPA
- Growth & Intensification Stakeholder Workshop
  January 30, 2009
- Policy Formulation
- Comments are due on the Employment and Employment Lands discussion paper
  December 5, 2008

Consultation with Stakeholders and Area Municipal Partners

Appendix C

Peel Region Official Plan Review

Employment and Employment Lands Project

November 14, 2008
12:00 pm to 4:30 pm

Region of Peel
Working for you

Objectives of today‘s workshop

- To provide an overview of the preliminary Peel Employment and Employment Land Project findings
- To provide an overview and get input on:
    - Peel’s OP Policy direction
    - Land budget analysis (supply & demand for employment lands)

Peel Region Official Plan Review

Agenda

12:45	Welcome and objectives
12:55	Study context
1:05	Agenda review and workshop ground rules
1:10	Presentation – Overview of Policy Direction
1:25	**Break-out Session #1 – Employment and Employment Land Policy Direction**
2:25	Report back
2:40	Break

Peel Region Official Plan Review

Agenda

2:55 Presentation – Overview of Land Budget

3:10 **Break-out Session #2 – Land budget and final overall direction**

4:05 Report back

4:20 Final comments and wrap-up

4:30 Workshop close

Workshop ground rules

- Information folders
- Employment and Employment Lands Discussion Paper
- Process
  - Facilitators, note-takers and rapporteurs
  - Report to be prepared
  - Key points on flip-charts
- Listening
- Jargon
- Facilities and exits
- Have fun!

Breakout Session #1

Objective – Give the Region advice on how to develop strong and appropriate employment and employment lands policy

- Small groups
- Pre-assigned table facilitators and note-takers
- Tables to pick rapporteur to summarize key points
- Discussion questions
- Report back at 2:25

Breakout Session #1 – Discussion questions

- **Peel's Role –** Between now and 2031, how should the Region of Peel in its Official Plan best plan for and support a vibrant economy?
- **Future Transportation and Utility Corridors –** Should the Regional Official Plan be protecting employment lands along future transportation / utility corridors?
- **Competitiveness –** Peel Region competes with other Regions, other Provinces and other countries for economic activity and employment. What role should the Region have in making our employment lands competitive?

Breakout Session #1 – Discussion questions

- **Increased Employment Densities –** With current employment densities being below the *50 residents and jobs per hectare* target in many existing employment areas, how should the updated Region of Peel Official Plan best meet Provincial requirements for improved employment densities?

- **Challenges and Opportunities –** What has to happen to achieve the following policy goals –employment use policies, density of development, conversion / comprehensive review requirements, complete communities, other?

Breakout Session #2

Objective – Give the Region advice on whether participants feel the proposed land budget will be accurate, as well providing advice on overall policy directions

- Small groups
- Pre-assigned table facilitators and note-takers
- Tables to pick rapporteur to summarize key points
- Discussion questions
- Report back at 4:05

Breakout Session #2 – Discussion questions

- **Assumptions and Methodology –** Are you confident that the working group and consultant's assumptions and methodology are accurate?

- **Accuracy –** Are there other trends you are aware of that would influence the land needs methodology? Are you confident that the method we are using to forecast land needs is accurate?

Breakout Session #2 – Discussion questions

- **Sustainability –** How best can Regional Official Plan policies on Employment and Employment Lands help to achieve the objectives of the Region's ROP sustainability framework?
- **Monitoring –** What are the key aspects of employment and employment lands related to the ROP that the Region should monitor?

Peel Region Official Plan Review

Workshop wrap-up

- Objective reminder
- Flip chart notes
- Workshop report
- Thank you!

Appendix D

Peel Region
PROPR Employment Lands Project

Employment Lands – Key Issues and Policy Responses

14 November 2008

Employment Lands Study

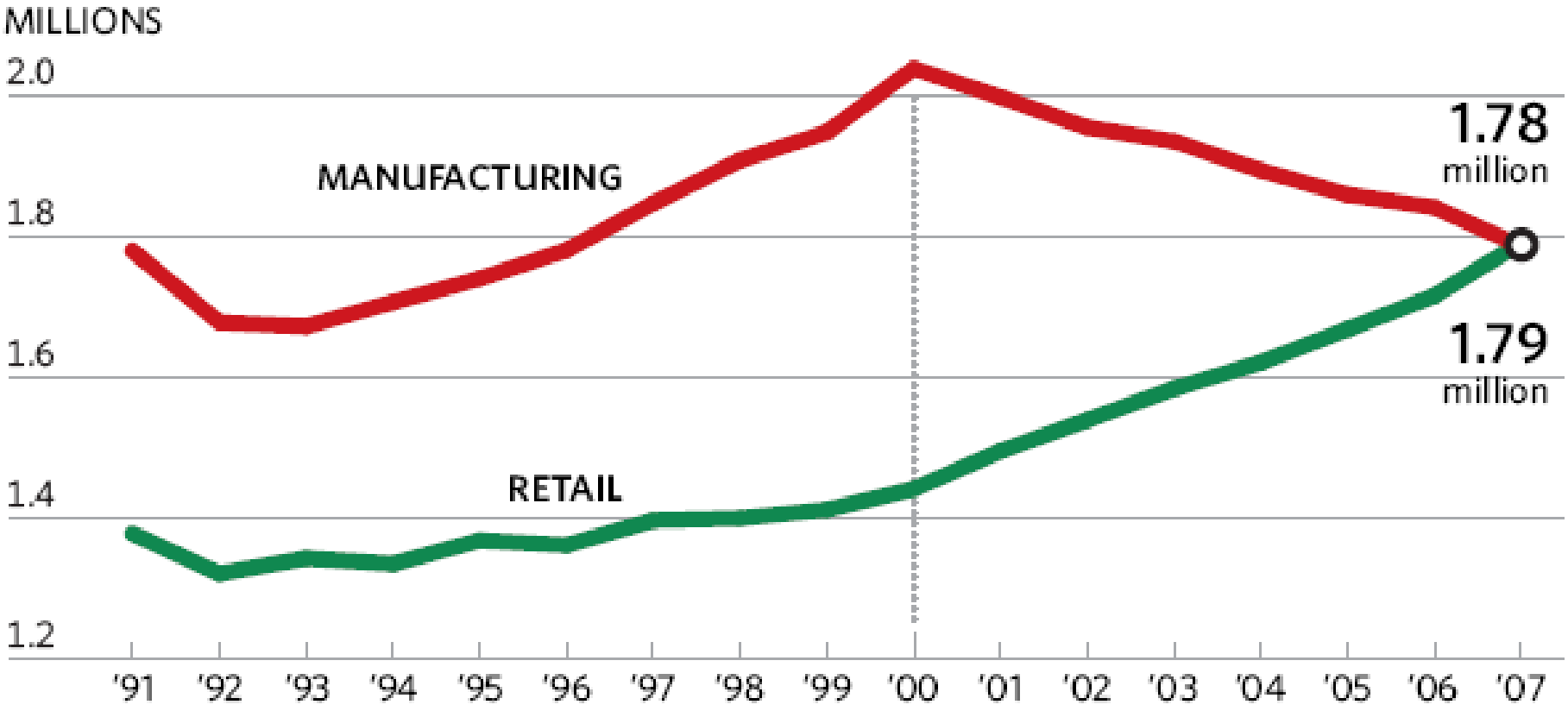
- Objective: as one of several portions of the PROPR project, assess employment lands situation at the Regional level and prepare policies to conform to the Provincial Growth Plan and future trends in employment lands
- Three major tasks:
  - Prepare Regional level inventory of employment lands (largely complete)
  - Develop scenarios for employment lands in Peel achieving various densities (underway)
  - Policy development and draft ROPA (underway)
- Peel's approach has been to build on the work underway by Area Municipalities – to work alongside, avoiding top-down or duplication

Peel's Economy

- Strong employment growth relative to Ontario
- Shift from goods production to services is a strong trend in Ontario, even stronger in Peel
- Peel is the dominant wholesale trade/transport/warehousing location in the GGH
  - Peel – 21% of jobs vs. 10% in GGH as a whole
- Highest employment lands prices in the GGH

Job reversal

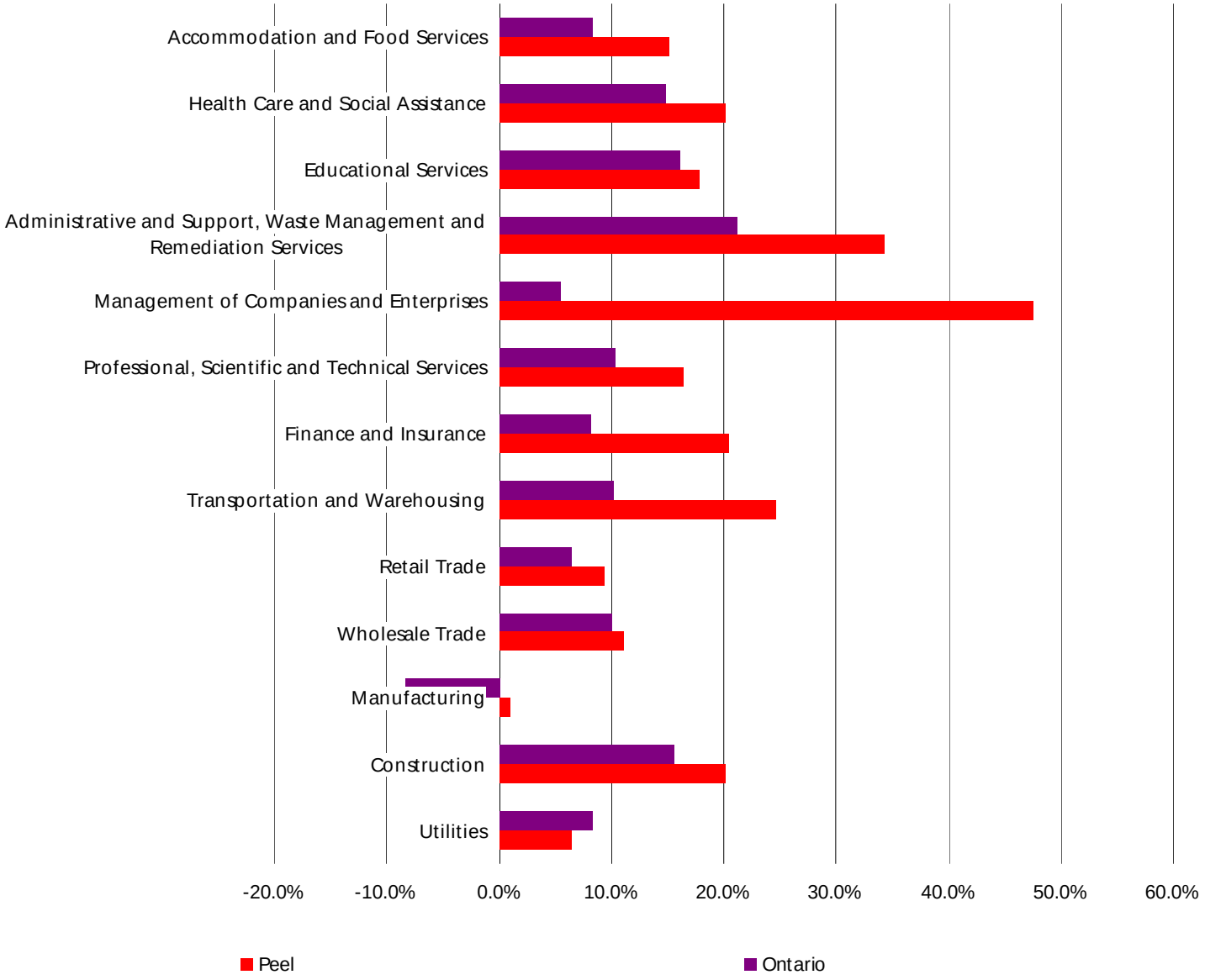
For the first time, employment in the Canadian retail trade industry reached parity with employment in manufacturing.



SOURCE: Statistics Canada

TORONTO STAR GRAPHIC

Change in Employment by Selected Sectors, 2001-2006



Employment Forecasts

- Places to Grow establishes the overall employment targets for planning purposes for Region of Peel:
  - 730,000 by 2011
  - 820,000 by 2021
  - 870,000 by 2031
- However – actual employment growth is tracking slower than this – according to the pace above should have been at 630,000 in 2006; actual was approx. 600,000
- Still have to plan for the targets above
- Several key planning issues have emerged as we consider the current situation and look forward to coming trends

Seven Key Policy Issues

- Conversion/Comprehensive Review Requirement
- Settlement Area Expansion
- Allocation of Employment to Area Municipalities
- Employment Use Policies
- Provincially Significant Employment Areas
- Density of Development
- Other Considerations

Conversion of Employment Lands

- Historically, there have been problems with employment lands being converted to other uses:
  - Land use conflicts result – trucks in residential areas, noise, emissions, delays for goods movement
  - Prime locations near transportation infrastructure are not available for industrial or office development
  - Can exacerbate shortage of good parcels and thereby hinder economic development
- There is a new requirement in Provincial policies for a municipal comprehensive review of employment lands requirements before employment lands can be converted to non-employment uses
- This review can only be undertaken by a municipality, as part of an Official Plan Review

Conversion and Comprehensive Review: Proposed Policy Approach

- Peel may review employment lands every five years - the review will consider the needs of each area municipality and different types of employment.
- Conversion of employment land to non-employment uses will only be permitted if a series of criteria are met:
  - There is a need for conversion that has been established through a municipal comprehensive review (as defined in the Growth Plan);
  - The municipality will continue to meet the employment targets of the OP
  - The conversion does not affect the overall viability of employment areas in the Region, and the achievement of intensification and density targets
  - There is existing or planned infrastructure to accommodate the proposed conversion
  - The lands are not required over the long term for employment purposes
  - The lands do not fulfill the criteria for provincially significant employment lands.
  - The lands do not affect the operations or viability of existing or permitted employment uses on nearby lands.
- Exemptions to this policy may be made for very small parcels of land and where the proposed use cannot be accommodated locally and is deemed to be in the public interest

Settlement Area Expansion: Proposed Policy Approach

- Expansion of settlement areas requires a comprehensive municipal review of land need (to 2031), and can only occur if it does not impinge on other planning objectives
- A series of proposed wording changes have been included in the discussion paper, generally designed to incorporate the Growth Plan requirements for:
  - requiring a municipal comprehensive review;
  - using a 20-year time frame (2031 used);
  - achievement of intensification targets and density targets; and,
  - analysis of greenfield capacity.

Allocations: Proposed Policy Approach

- Region given responsibility to do this by the Province
- Allocations will based on the land budget calculations
- Targets for employment and employment land will be included in the Regional Official Plan
- New schedules in the ROP listing employment, land area by area municipality, employment land by type, by forecast years (2011, 2021, 2031)

Employment Uses

- The types of uses permitted on employment lands is a central planning issue
- Clarifying and ratifying the use permissions is an objective, in order to provide greater certainty
- Key among these is the location of offices and major retail uses in employment areas

Employment Uses: Proposed Policy Approach

- Major office uses of 10,000 m2 will be directed to Urban Growth Centres, Major Transit Station Areas, and other transit nodes and corridors; smaller offices will be encouraged to locate near transit
- Major retail and commercial uses, including home improvement stores, should not be located in employment areas.
- Retail areas for the sale of goods produced on the premises of a manufacturing use are permitted, provided they are part of the same premises.
- Commercial uses may be permitted in Employment Areas only in order to provide goods and services to the businesses and employees located in the surrounding Employment Area.
  - Such uses shall not be intended to serve a market from nearby residential areas nor passing vehicular traffic, and there must be a demonstrated functional relationship with the surrounding employment area.
- Local municipalities may implement this policy through the regulation of both the nature of uses and size of uses permitted in Employment Areas.

Provincially Significant Employment Areas (PSEAs)

- Province proposed designating certain lands as Provincially significant ie. with an economic role of importance to Ontario as a whole
- Pearson airport, downtown Toronto, Waterloo tech triangle were given as examples
- These lands could be a focus for Provincial infrastructure investment and/or additional economic development support
- Long-term protection for employment use

PSEA's: Proposed Policy Approach

- Lands next to 400-series highways, the proposed GTA West corridor and the north-south corridor in northwest Brampton are considered to be strategic employment lands, and such lands will be used in the long-term use as employment lands.
  - The Plan would designate these general locations as Strategic Infrastructure Corridor Study Areas and not allow any use in this area that would mitigate against their use for employment purposes in the long term.
  - The Region will consider these Corridors in any long term planning for major infrastructure.
- The land use map schedule will show a "Strategic Corridor" on the employment lands along the GTA-West highway alignment and along the North-South Corridor in Northwest Brampton/ Caledon.
- Pearson International Airport, and the lands surrounding the airport, will be a priority area for infrastructure investment to ensure their continued economic importance.

Density of Development

- Growth Plan requires new greenfield development to achieve a minimum density of 50 persons plus jobs per hectare
- Currently, employment densities are lower than this in most employment areas (much lower in warehouse districts)
- Residential development may need to compensate to hit target
- Key issue is location of offices – but this conflicts with other objectives (ie. Clustering offices near transit)

Density: Proposed Policy Approach

- Peel will ensure the development of greenfield areas is in conformity with the Growth Plan's minimum target of 50 persons and jobs per ha.
  - The conformity will be determined by Peel as an overall calculation of all greenfield areas in the region, and will be calculated and monitored annually.
- Peel will encourage area municipalities to designate higher density nodes within employment areas around Major Transit Station Areas (MTSA).
- Peel will designate MTSAs conceptually on a map schedule

Other Key Policy Considerations

- Sustainability
- Locating employment lands near major infrastructure, transportation and transit
  - Tying location of new employment areas to the strategic goods movement network
- Developing complete communities

Employment Lands – Calculating Land Needs

Employment Lands Methodologies

- Traditional approach – per Provincial Guidelines from mid 1990s
  - Employment by high-level type
- Places to Grow
  - Growth Plan conformity requires plan to hit greenfield density target
- PIR Discussion Paper
  - Recognition of need for additional detail
  - Much more detail on densities – better data now available
  - "Surcharge/Discounts" are key issue – the adjustments to supply and demand such as contingency/market choice factors

Supply Methodology

1. Identify gross supply of employment lands
2. Remove designated features from supply
3. Result is Net Supply for Growth Plan purposes
4. Apply Net to Gross factor of 20%
5. Apply structural vacancy factor of 10% (under discussion)
6. Result is the "Net Net" Supply – this is the "developable" portion of the inventory, against which the demand for land will be assessed to determine land need (if any).

Supply Analysis

- MKI has developed draft inventory at the Regional level, combining Caledon, Brampton, and Mississauga data
- More recently, work has been done by each area municipality
- Supply:
  - Brampton – 1400 hectares (net developable)
  - Mississauga – 1075 hectares gross; 993 hectares net (NAS areas removed)
  - Caledon – 430 net hectares (per 2007 Employment Lands Study)

Demand Methodology

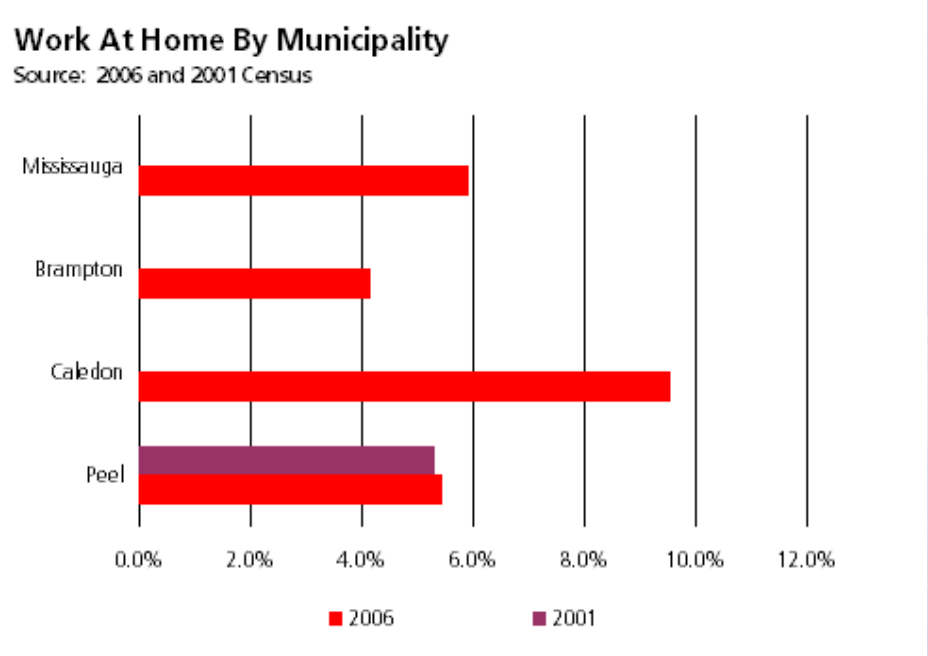
1. Employment forecast by type for Peel Region
2. Allocation to area municipalities according to local studies and known elements
3. Remove Work at Home
4. Reallocate “No Fixed Place of Work” jobs
5. Identify intensification potential (accommodating additional employment on existing employment lands)
6. Assign percentages of employment to employment lands in each area municipality
7. Establish densities for the three employment types
8. Calculate total employment land need using densities based on trends in observed densities within each type of employment

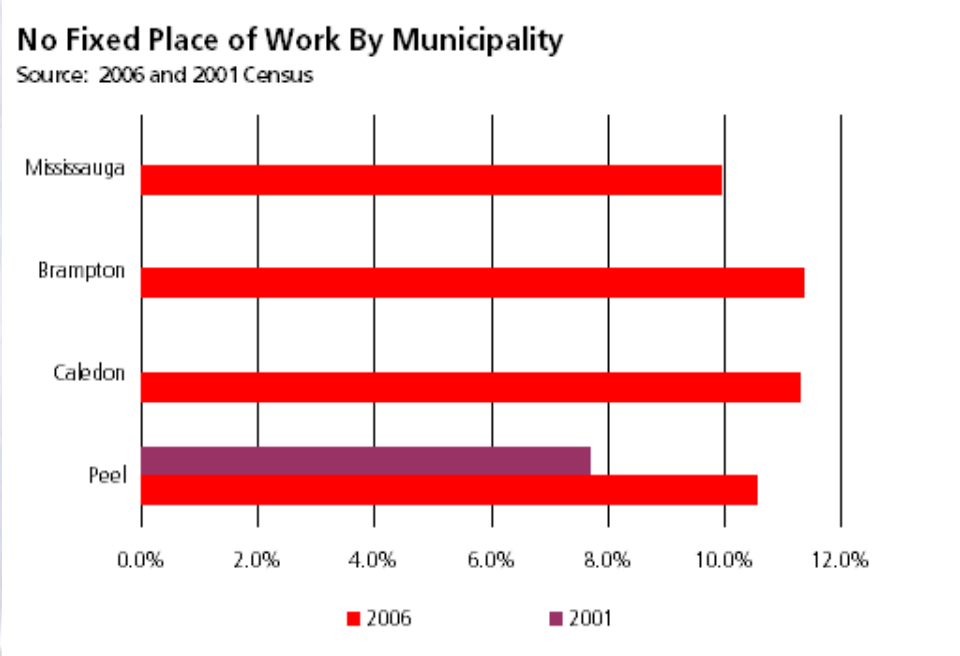
Specific Calculation Issues

- Location of “no fixed place of work” and “work at home” jobs
- Net to Gross Factor
- Market contingency and structural vacancy factors
- Densities of employment uses

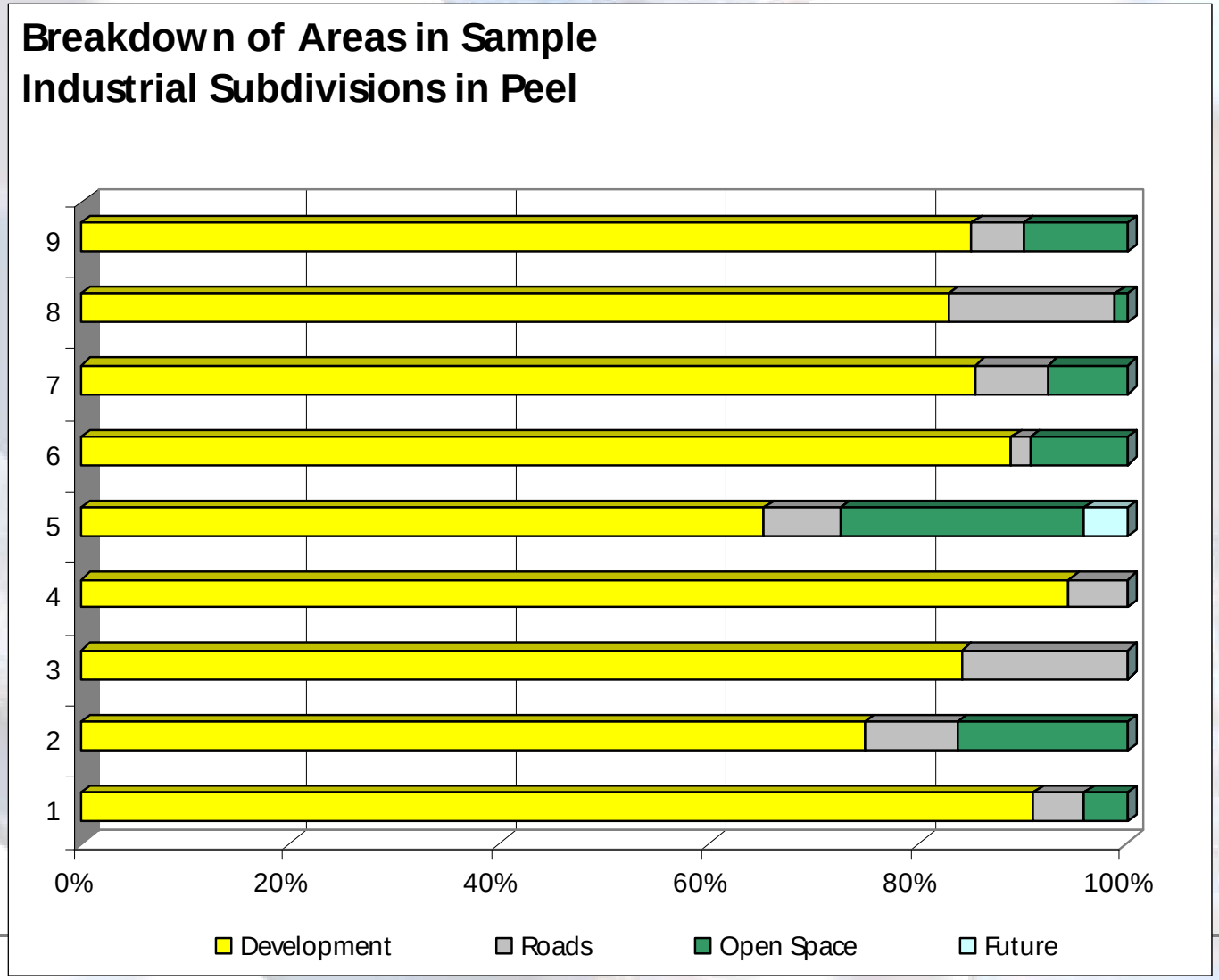
Work at Home and No Fixed Place

- Where to allocate these jobs?
- Work-at-home – to residential area
- No Fixed Place – analyze by sector, assign to likely employment areas (ELE, PSE, MOE)





Net to Gross


Breakdown of Areas in Sample Industrial Subdivisions in Peel
9
8
7
6
5
4
3
2
1
0%
20%
40%
60%
80%
100%
Development
Roads
Open Space
Future

Market Contingency/Vacancy Factors

- Historically, some methodologies have included a contingency factor for market choice in the supply (adding 10% to ensure there is a wide variety of available sites)
- A structural vacancy factor has also been added in some cases to account for lands that remain vacant over the long term
- Province does not support using these:
  - every 5 years you update your land needs and can designate more if require – so there is always market choice
  - Vacant lands should be used up wherever possible

Densities and Density Scenarios

Three scenarios are being drafted:

1. 50 residents/jobs per hectare
2. Current density trends
   - 2005 study "Understanding Employment Lands" estimated densities in jobs per net hectare (excluding Pearson and major offices): Brampton 42, Mississauga 38, Caledon 35
   - 2007 Caledon study found much lower densities in Bolton
3. Nodes and Corridors
   - Exceeds 50 in certain nodes, but does not achieve it elsewhere

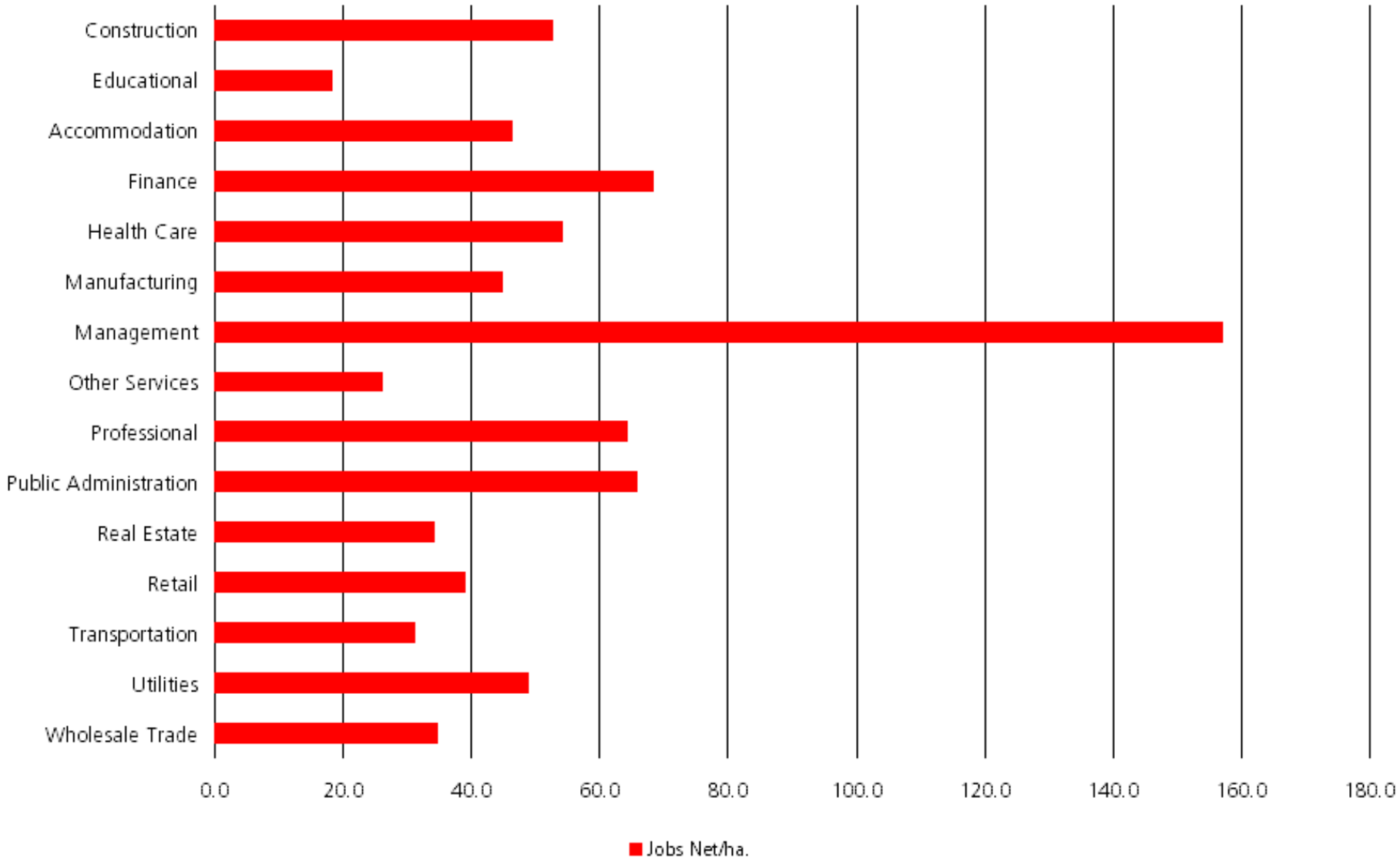
Issues for discussion:

- Density trends over time
- Densities by sector and implications of sector outlook

Densities – Proposed Approach

- *Population Serving Employment*
  - densities for retail, personal services, education, health care uses are known through the Mississauga and Brampton employment surveys
  - These densities will be carried forward, with sensitivity analysis to reflect efforts to increase densities through policy.
- *Employment Lands Employment*
  - densities need to reflect economic shifts, such as the decline in manufacturing employment, and growth in warehousing and distribution.
- *Major Office Employment*
  - will be at observed densities, which are very high.

Median Densities by Sector, Mississauga/Brampton



Next Steps

- Based on this methodology and input received today, finalize a land budget that will identify the supply and demand for employment lands in Peel to 2031
- On that basis, prepare draft allocations of employment by type to municipalities, for inclusion in the ROPA
- Review comments on policy directions and prepare ROPA
- Public meeting, comments, revisions to follow in early 2009