BOLTON RESIDENTIAL EXPANSION STUDY

RECOMMENDATIONS:

Potential Expansion Areas and Evaluation Criteria

May 6, 2013 (revised May 15, 2013 to correct Figure's 4 and 8 and Section 3.4.8)

MERIDIAN PLANNING

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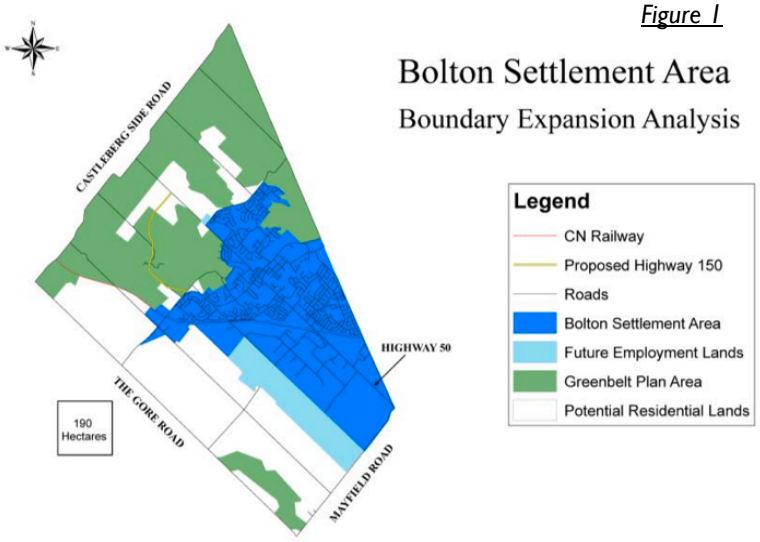
1.0 INTRODUCTION

The intent of this report is to provide our recommendations on the configuration and location of the potential expansion areas that should be considered in Phase 2 of the Bolton Residential Expansion Study 'BRES' process. A further intent of this report is to recommend what criteria should be relied upon to evaluate the expansion options, also in Phase 2 of the BRES Study. This report does not make any recommendations with respect to which expansion option(s) should be selected, nor does this report make any recommendations on how the evaluation criteria should be weighted, balanced or considered in the context of Phase 2 of the BRES process. Instead, the overall intent is to establish the basis for moving forward with respect to the selection of an appropriate expansion area for further study.

Town Council approved the Terms of Reference for the BRES on April 17, 2012. The intent of the BRES is to implement Official Plan Amendment 226 ('OPA 226'), which was the Town of Caledon's Provincial Policy Conformity Amendment to the Official Plan that projects a total population of 39,178 people for Bolton by 2031. On the basis of OPA 226, it has been determined that 190 hectares of additional urban land in Bolton is required to accommodate 10,348 additional people and 2,635 jobs between 2021 and 2031.

The BRES study area extends from Mayfield Road to the south, The Gore Road on the west, Castlederg Sideroad to the north and the Peel/York boundary to the east. **Figure 1** below shows the extent of the study area and the amount of land required to accommodate expected population and employment growth between 2021 and 2031. It is noted that Figure 1 also identifies the lands that are already within the Bolton Settlement Area boundary, the lands that are proposed to be developed for employment uses on the west side of Coleraine Drive and lands that are not available for urban development and which are subject to the Provincial Greenbelt Plan.

Figure 1



2.0 POTENTIAL EXPANSION AREAS

2.1 Potential Expansion Area Description

There were two key factors considered in establishing potential expansion areas for discussion purposes.

The first factor is that lands that are the subject to the Greenbelt Plan are not available for urban development and as a consequence, expansion options that involve lands within the Greenbelt Plan cannot be contemplated.

A second key factor is the location of the existing Bolton Settlement Area boundary. In our opinion, any expansion option should be contiguous to the existing Settlement Area boundary to ensure that any additional development in Bolton represents a logical expansion of the existing community. This opinion is supported by Section 1.1.3.7 of the Provincial Policy Statement (PPS), which indicates that "*new development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public use facilities.*"

Section 1.1.3.8 of the PPS also speaks to the orderly progression of development by indicating that "*planning authorities shall establish and implement phasing policies to ensure the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.*" The idea that new development areas should be contiguous to the existing development areas is also supported by the Growth Plan, which clearly anticipates that designated Greenfield areas will be contiguous to the built-up area in a settlement area.

On the basis of the above, six expansion options were developed for discussion purposes and public review. These expansion options are presented on **Figure 2.**

Figure 2

The Six Expansion Options

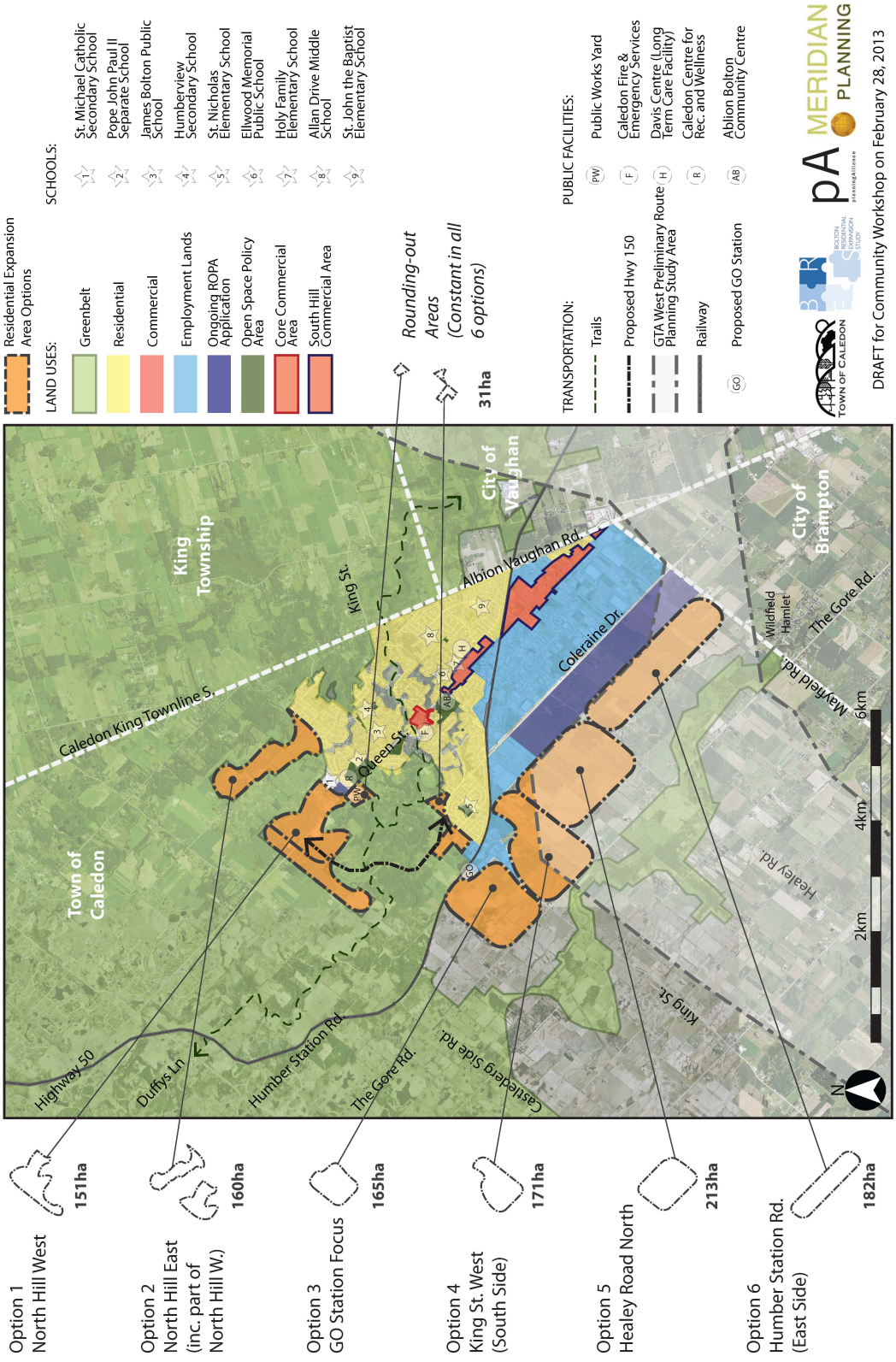
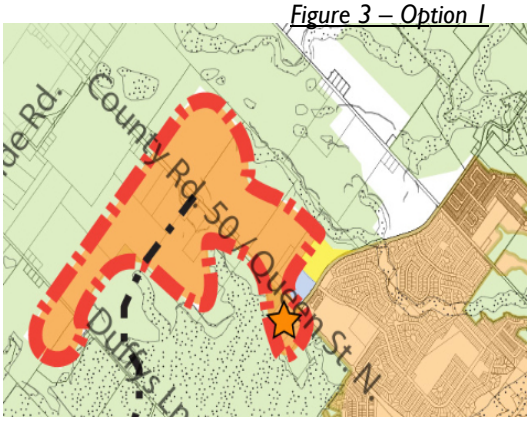
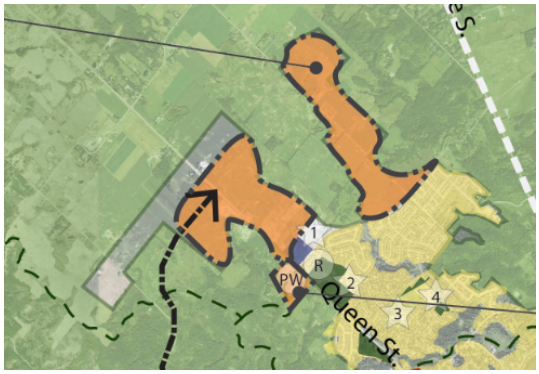


Figure 3 – Option 1



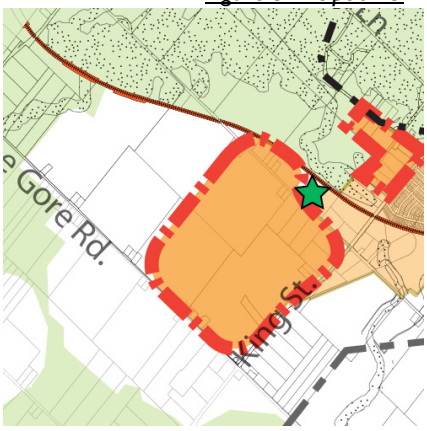
Option 1 (North Hill West) includes all of the lands that are not within the current Settlement Area boundary and not within the Greenbelt Plan on both sides of Highway 50, as shown on **Figure 3**. The 150 hectares of land within this option do not include the St. Michael's Catholic Secondary School nor the lands that have been planned for employment use on the east side of Highway 50 to the north of Columbia Way (proposed for a supermarket).

Figure 4 – Option 2



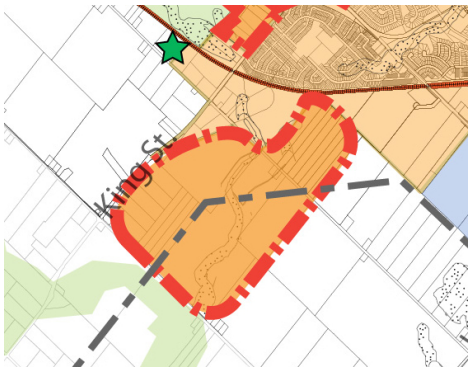
Option 2 (North Hill East) includes all of the lands outside of the Settlement Area and Greenbelt Plan to the north of Columbia Way along Mr. Hope Road and a portion of the lands within North Hill West, as shown on **Figure 4**, which collectively add up to approximately 160 hectares. If selected, all of the lands in this area that are potentially available for development would be planned for development. Given that the lands along Mt. Hope Road do not total about 160 hectares, lands within Option 1 were added to make up the rest.

Figure 5 – Option 3



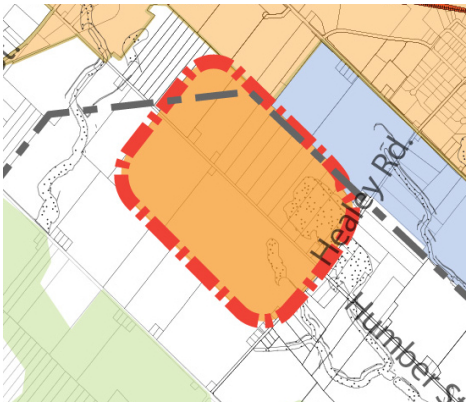
Option 3 (GO Station Focus) has an area of 165 hectares and is located between The Gore Road on the west, King Street West on the south and Humber Station Road on the east, as shown on **Figure 5**. The location of a potential GO station is included within this option.

Figure 6 – Option 4



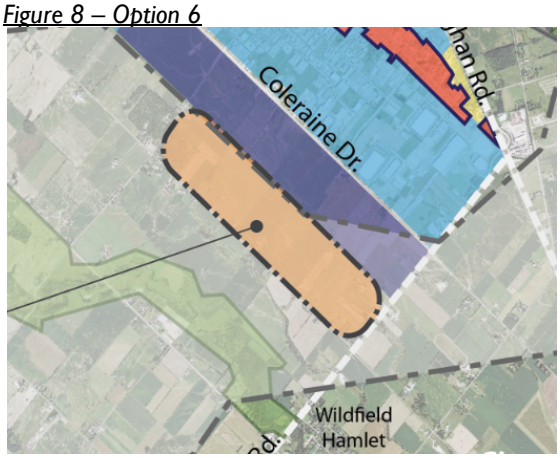
Option 4 (King Street West – South Side) is located on the south side of King Street West between The Gore Road and the existing Settlement Area boundary to the east, as shown on **Figure 6**. All of the lands within this option are located on the south side of King Street West.

Figure 7 – Option 5



Option 5 (Healey Road North) comprises approximately 213 hectares and is located to the south of Option 4 and extends between the mid-point between The Gore Road and Humber Station Road on the west to the mid-point between Coleraine Drive and Humber Station Road on the east, as shown on **Figure 7**.

Figure 8 – Option 6



Option 6 (Humber Station Road – East Side) has an area of 182 hectares and is located on the east side of Humber Station Road between Option 5 to the north, Mayfield Road to the south and the lands that have been planned for employment purposes on the west side of Coleraine Drive, as shown on **Figure 8**.

In addition to the above options, **three rounding-out** areas have also been identified, as shown on **Figure 2**. The three rounding-out areas have one thing in common – they are bordered by the Greenbelt Plan and the existing Settlement Area boundary. These rounding-out areas have a combined area of approximately 31 hectares.

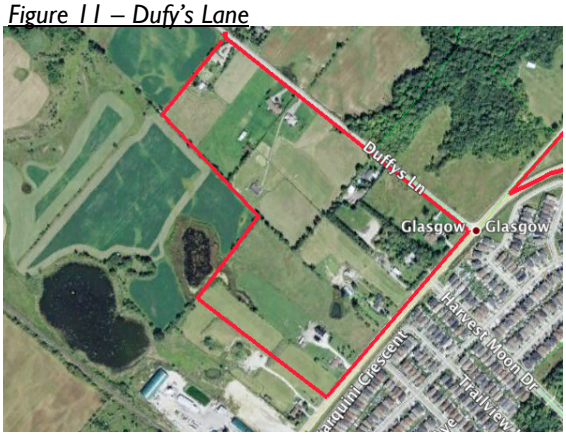
Figure 9 – Highway 50

The first rounding-out area is located on the west side of Highway 50, as shown on **Figure 9**. This area is the site of the Caledon Public Works yard and a former commercial use and is generally surrounded by lands within the Bolton Resource Management Tract, which is owned by the Toronto Region Conservation Authority (TRCA).

Figure 10 – Glasgow

The second rounding-out area applies to lands on the east side of King Street West and the proposed Bolton Arterial Road (BAR)/Highway 150 and includes lands on the south side of Glasgow Road and Chickadee Lane, as shown on **Figure 10**. The lands on the east side of Chickadee Lane are the site of six homes on rural-sized lots that back onto lands that are within the Greenbelt Plan area. The triangular area of land between Glasgow Road, Chickadee Lane and King Street is vacant, with a portion to be used for the new Bolton Access Road (BAR) which is intended to connect King Street West to Highway 50 to the north of the Settlement Area.

Figure 11 – Dufy's Lane



The third rounding-out area applies to lands on the north side of King Street and to the west of Duffy's Lane (which is also the proposed site of Highway 150), as shown on **Figure 11**. These lands are also the site of rural residences on large rural-sized lots with the majority of the lots backing onto lands that are subject to the Greenbelt Plan. Lands to the west of this rounding-out area are designated for industrial purposes and are the site of a stone manufacturing operation and an agricultural-focused retail store (Agro Mart).

2.2 Final Recommended Options

2.2.1 The Six Options

The six options described above along with the three rounding-out areas were presented to Council in a Council workshop on February 5, 2013. These same options and rounding-out areas were also presented to the public at an open house held on February 28, 2013. At the February 28th open house, three questions regarding the expansion options were posed:

1. **Are the six potential expansion areas appropriate for evaluation purposes?**
2. **Should any other areas be considered for evaluation purposes?**
3. **Should the three rounding-out areas be considered as part of any expansion option?**

A number of comments were made on the configuration of the expansion options at the open house and subsequent to the open house. After reviewing these comments, we continue to believe that the six options as presented on February 28, 2013 remain appropriate and should be carried forward into the second phase of the Work Program for further evaluation.

There were a number of suggestions made regarding the configuration of the options and our responses are below. The one option that was the subject of a number of comments was Option 3 – Go Station Focus, which is located to the north and west of the King Street West and Humber Station Road intersection. The option as currently configured is generally square in shape and extends from The Gore Road to Humber Station Road. A number of individuals indicated that Option 3 should be reconfigured to be more rectangular in shape and extend northwards along the west side of Humber Station Road.

The reason Option 3 was configured as it was presented at the February 28, 2013 open house is because we were looking for a land mass and a configuration that would provide for a collector road network that could join two major roads, which in this case would be The Gore Road and Humber Station Road. The ability to connect The Gore Road and Humber Station Road would be eliminated if the option were reconfigured as has been suggested.

However, it is anticipated that additional lands will be required for the Bolton Settlement Area beyond 2031 and ultimately, the remainder of the lands outside of the Greenbelt Plan area between The Gore Road, King Road and Humber Station Road will be urban at some time post-2031. As a consequence, the development of a grid system of collector roads in this area is really a matter of phasing and timing.

On this basis, it is recommended that Option 3 generally apply to all lands between The Gore Road and Humber Station Road and King Street West, with the caveat being that if Option 3 is selected, only the amount of land required for urban expansion purposes would be identified. In addition, and if Option 3 was selected as part of the Phase 2 evaluation process, a recommendation on its configuration would also be made at that time.

A further suggestion was made on the configurations of Options 4 and 5. Specifically, it was suggested that Options 4 and 5 be consolidated such that no part of Option 4 was within the GTA West study area. If it is determined as part of Phase 2 that including any land within the GTA West study area would be premature, then perhaps this option could be consolidated at that time, keeping in mind that there is a finite amount of land that can be planned for. It is noted that the only basis for having two options in this area is because the amount of land area that is being planned for to a very large extent dictates the size and location of the options (particularly for Options 3, 4, 5 and 6, which do not border onto lands within the Greenbelt Plan area).

It is noted however, that one of the planning principles behind Option 5 in particular was to provide for the expansion of the community westwards along King Street West, much like how Option 3 was configured. As a consequence, it is our opinion that Option 4 should remain as it is and if the GTA West is a critical factor to consider, Option's 4 and 5 could be re-configured slightly to ensure that all of it is outside of the GTA West study area. On this basis, if Option 4 was selected as part of the Phase 2 evaluation process and a determination was made that any lands in the selected option should be outside of the GTA West Study Area, a recommendation on its configuration would also be made at that time.

A few requests were also made to re-configure Option 5 so that it extends to the west towards The Gore Road. In our view, extending Option 5 in this manner does not provide for the rational and logical expansion of the Bolton Settlement Area and as a consequence, it is not recommended that Option 5 be modified as requested. However, it is noted that Option 5 has a land area of 213 hectares, which exceeds the 190-hectare maximum. As a consequence, if Option 5 was selected, it would need to be re-configured to match the amount of land to be planned for, while taking into account whether any or all of the 'rounding-out' areas have been included.

Lastly, it was suggested in one submission that an entirely different option be selected, involving the identification of all of the lands between The Gore Road, Mayfield Road and Coleraine Drive in a new combined employment area/residential option. In our opinion, this option would not be appropriate, primarily because it would not serve as a logical addition to the Bolton Settlement Area. In addition, the option as presented, does not take into account the decision made by Council to site employment lands on the west side of Coleraine Drive.

On the basis of the above, it is recommended that the 6 options remain as they were presented at the February 28, 2013 open house and as shown on Figure 2 of this report, with the caveat being that the configuration of any of the options may be reviewed further in Phase 2 of the work program as part of the evaluation process and in order to ensure that no more than 190 hectares in total is being planned for (which takes into account the potential inclusion or non-inclusion of the 'rounding-out' areas.

2.2.2 The Rounding Out Areas

As mentioned previously, three rounding-out areas having the combined land area of 31 hectares have been included within each of the six expansion options. These areas were included because they are each surrounded by lands within the Greenbelt Plan area and the current Settlement Area boundary and if developed, the lands would 'complete' this part of the urban area.

At the February 28, 2013 open house, participants were asked whether the three rounding-out areas should be included as a "*given*" in each of the six options, with the

effect being that the amount of land to be planned for development net of the three rounding-out areas would be about 160 hectares.

In response to our question, a range of responses was provided. Some felt that the rounding-out areas should be included because of their location; others thought that they should not be included because of concerns about the cost of servicing those areas in relation to the small size of the areas.

Based on a review of these comments and our further consideration of the three rounding-out areas, it is our opinion that the basis for including the rounding-out areas is sound. However, we recommend that the three rounding-out areas not be included as a "*given*" in each of the expansion options for a number of reasons.

Firstly, the ability to service these lands in an economical manner is not known. Secondly, it may not be appropriate to include all of the rounding-out areas if they are not located near the option that is selected as part of the Phase 2 evaluation process. For example, it may not be appropriate to include the two rounding-out areas on King Street West if either Option 1 or Option 2 is selected. It may also be appropriate to include the rounding-out area on Highway 50 in all options no matter what option is selected, given its location. In addition, there are a number of existing land uses that need to be considered and the potential timing of any re-development on these lands is unknown at this time. On the other hand, given the location of these three rounding-out areas, each would appear to be generally suitable for higher density residential uses, given their location.

As a consequence, there are clearly pros and cons to including the three rounding-out areas as a 'given' within the evaluation process. However, each of these areas should be considered on their own merits through the Phase 2 evaluation process and issues relating to servicing, timing of development and potential land use would all be considered as part of the evaluation process.

As a consequence of the above, it is recommended that the three rounding-out areas continue to be considered but not as 'givens' for inclusion in each expansion option as part of the evaluation process in Phase 2.

3.0 ESTABLISHING THE CRITERIA

3.1 Introduction

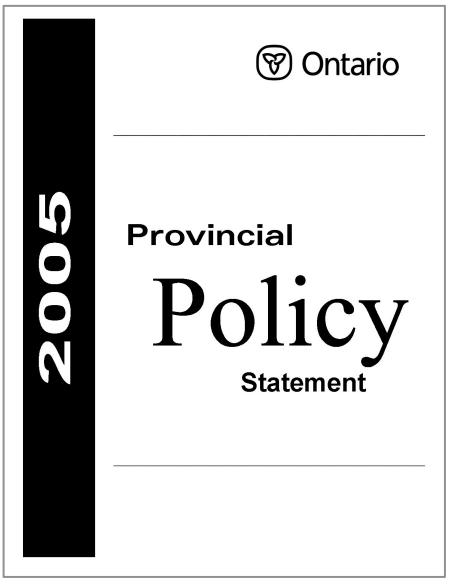
The intent of this section of the report is to make recommendations on what criteria should be relied upon in Phase 2 of the Work Program to make a decision on which expansion option(s) should be selected for further analysis. This section also identifies and comments upon the policy basis for the establishment of the criteria and identifies a number of other practical considerations that need to be canvassed as part of the process. Thirteen draft criteria were presented to the public at a public open house held on February 28, 2013. A number of comments were received on the draft criteria as presented at the open house and this section of the report also reviews the comments made on those criteria.

The criteria presented at February 28, 2013 open house are below:

1. Is the expansion area a logical extension to the current built-up area?
2. Can the expansion area be integrated into the fabric of the existing developed area?
3. What are the impacts of the expansion area on the urban structure?
4. Will development in the expansion area have a negative impact on significant natural heritage features?
5. What impact will development in the expansion area have on the quality and quantity of water?
6. Will the expansion area benefit from the location of existing community facilities and schools?
7. What impact will the expansion area have on existing and planned major roads?
8. Is the expansion area developable from a technical and economic viability perspective?
9. Is the expansion area appropriately located in relation to shopping and existing and proposed employment areas?
10. Will the expansion area support future public transit (Regional and local)?
11. What impact will the expansion area have on agricultural land and agricultural operations?
12. What impact will the expansion area have on the potential for aggregate extraction in known deposits of mineral aggregate resources?
13. Are there any natural hazards or human-made hazards that will have an impact on development in the expansion area?

3.2 The Policy Basis for Establishing Criteria

Section 1.1.3.9 of the 2005 Provincial Policy Statement ('PPS') describes the process under which an urban expansion can be considered as set out below:



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

a) sufficient opportunities for growth are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;

b) the infrastructure and public service facilities which are planned or available are suitable for the development over the long term and protect public health and safety;

c) in prime agricultural areas:

1. *the lands do not comprise specialty crop areas;*
2. *there are no reasonable alternatives which avoid prime agricultural areas; and*
3. *there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas; and*

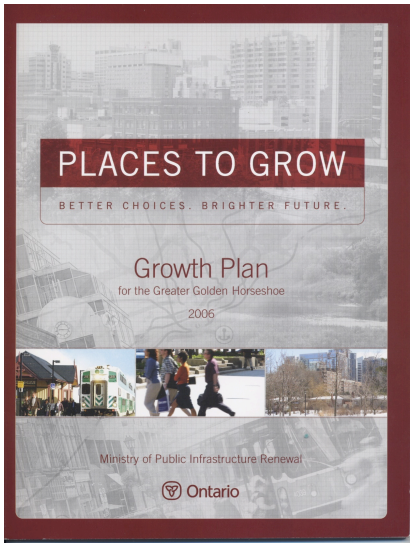
d) impacts from new or expanding settlement areas *on agricultural operations which are adjacent or close to the* settlement area *are mitigated to the extent feasible.*

In determining the most appropriate direction for expansions to the boundaries of settlement areas *or the identification of a* settlement area *by a planning authority, a planning authority shall apply the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.*"

As mentioned previously in this report, the Town of Caledon has adopted OPA 226, which establishes the basis for the allocation of population and employment to the Bolton area and the requirement to plan for 190 hectares of land to accommodate that growth. The intent of the BRES process is to not deal with the matters that led to the Council decision made on OPA 226, which allocated population and employment to the Bolton

area. It is further not the intent of the BRES process to review or re-consider the decision made by Council to locate additional employment lands on the west side of Coleraine Drive. It is simply the intent of the BRES process to determine where 190 hectares of land should be located to accommodate expected population and employment growth in accordance with decisions that have already been made by Council.

On the basis of the above, Section 1.1.3.9 a) of the PPS is not a factor to consider in the BRES process, since it was determined previously that there was a need for additional Greenfield land in the Town of Caledon and that a certain amount of new Greenfield land is required in Bolton. As a consequence, Sections 1.1.3.9 b) (Infrastructure and Public Service Facilities), c) (Prime Agricultural Areas) and d) (Impacts on Agricultural Operations) are the only components of Section 1.1.3.9 of the PPS that need to be dealt with in the context of the BRES process. In addition to the above, it is recognized that relevant policies from Sections 2 and 4 of the PPS also need to be considered.



The Growth Plan deals with the issue of settlement area expansions as set out below:

"*2.2.8 Settlement Area Boundary Expansions*

1. The policies in this section apply only to the expansion of a settlement area within a municipality.

2. A Settlement Area boundary expansion may only occur as part of a municipal comprehensive review where it has been demonstrated that:

a) sufficient opportunities to accommodate forecasted growth contained in Schedule 3, through intensification and in designated Greenfield areas, using the intensification target and density targets, are not available:

i. within the regional market area, as determined by the upper or single-tier municipality; and,

ii within the applicable lower-tier municipality to accommodate the growth allocated to the municipality pursuant to this plan.

b) the expansion makes available sufficient lands for a time horizon not exceeding 20 years, based on the analysis provided for in Policy 2.2.8.2(a)

c) The timing of the expansion and the phasing of development within the designated Greenfield area will not adversely affect the achievement of the intensification target and density targets, and the other policies of this Plan

d) *where applicable, the proposed expansion will meet the requirements of the Greenbelt, Niagara Escarpment and Oak Ridges Moraine Conservation Plans*

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

f) *in prime agricultural areas:*

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

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

h) *in determining the most appropriate location for expansions to the boundaries of settlement areas, the policies of Section 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS, 2005 are applied*

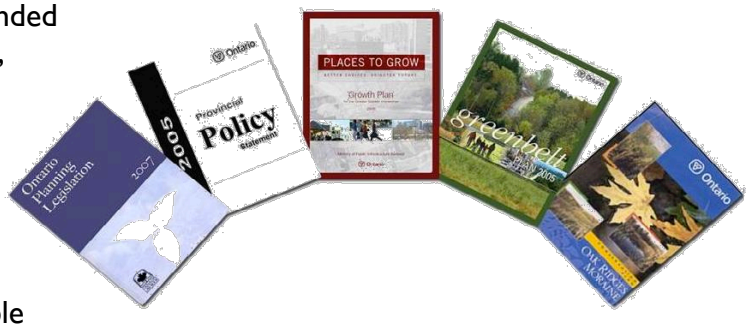
i) *for expansions of small cities and towns within the outer ring, municipalities will plan to maintain or move significantly towards a minimum of one full-time job per three residents within or in the immediate vicinity of the small city or town.*"

With respect to the Growth Plan, Sections 2.2.8.2 d), e), f), g) and h) need to be considered in the context of the BRES process. Sections 2.2.8.2 a) and b) were dealt with through the OPA 226 process and Section 2.2.8.2 i) does not apply since the Town of Caledon is not in the "*outer ring*".

Section 2.2.8.2 c) deals with the timing of the expansion and the phasing of development in relation to the achievement of the intensification targets and the density targets that are established by the Growth Plan and implemented through Official Plans. Given that the BRES process is intended to provide Greenfield lands for development in the 2021 to 2031 time period, the phasing of development has already been considered. With respect to the density target, this target will be enshrined within the Secondary Plan that is prepared at the conclusion of the BRES process. The intensification target has already been implemented through OPA 226 as a target, and the Town will be embarking on an intensification strategy process in 2013 to implement that target.

3.3 Good Planning

In the last few years, a number of significant Provincial planning and legislative changes have occurred that have resulted in the establishment of a new 'context' for determining what is in the public interest and what is 'good planning'. In fact, there have more changes to legislation and new policy on land use made by the Provincial Government since 2005 than ever before in the history of Ontario. Many of these changes are intended to enshrine 'complete community', 'healthy community' and 'sustainable development' principles within the Province's land use planning framework.

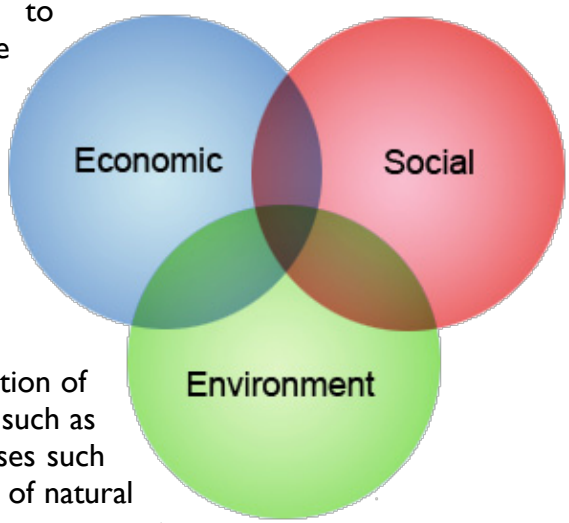


The terms 'healthy communities', 'complete communities' and 'sustainable development' are all terms that have recently come to the forefront land use planning. **Each of these terms while different, have at its core the idea that all of us should be collectively planning to improve our physical, social and built environment to the extent possible through the land use planning process and other processes that are available.** Both the Growth Plan and the Provincial Policy Statement are to a large extent policy led planning documents that are designed to require municipalities to plan for healthy and complete communities and to incorporate sustainable development goals and objectives and procedures into their planning processes.

Municipalities are increasingly adopting healthy community principles as the basis for the carrying out of long term land use planning. A direct relationship between land use planning practice and the health of our society has clearly been established, particularly as a consequence of the decisions made historically on how our communities were planned and then shaped. The Growth Plan released in 2006 requires that municipalities look to new ways to accommodate growth that breaks from the past, in terms of how communities are designed, and how land uses are mixed, all in an effort to improve our quality of life, our health and our general well-being. In addition, and as stated in Section 2.1 of the Growth Plan, "*this Plan's emphasis on intensification and optimizing the use of the existing land supply represents a new approach to city building in the GGH, one which concentrates more on making better use of our existing infrastructure, and less on continuously expanding the urban area.*"

The Growth Plan also requires that all municipalities plan for complete communities. A complete community is defined by the Growth Plan as a community that *"meets peoples needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided."* In essence, a complete community is a community in which all of the needs of residents can be met without travelling to other communities.

Related to the above discussion is the need to incorporate the notion of sustainability into land use planning processes. Sustainability is a concept that means different things to different people. While the concept of sustainability is firmly rooted in the ideal of striking a balance between competing interests in order to ensure a high quality of life for future generations, this balance can be created in a variety of ways.



Most people associate sustainability with the preservation of the natural environment. This may include measures such as technologies that reduce emissions of greenhouse gases such as hybrid cars and wind turbines, or the conservation of natural areas through tools such as nature reserves. These measures to protect the environment are an important element of sustainability. Undoubtedly, the current generation's stewardship of the local environment and our ability to minimize negative outputs into the global ecosystem are important elements of any sustainable community. However, in order to ensure that the current generation leaves a lasting legacy for future generations, environmental stewardship must be balanced with social responsibility and economic vitality.

Social responsibility means a devotion to equitable treatment for all people. A socially responsible community is one where all residents feel safe, welcome, and are included in the life of the community. This includes ensuring that all members of the community have safe and accessible means of accessing essential services and other amenities, and that there is a vibrant public realm. A socially responsible community is also one that is affordable and where there is social cohesion between diverse groups of people.

Economic vitality requires a diverse range of jobs and access to high quality services in order to support a high quality of life. A prosperous economy is also essential to support and facilitate measures for environmental stewardship and social responsibility.

It is recognized that the concept of healthy communities, complete communities and sustainable development goes much beyond the BRES process and even an Official Plan. However, land use decisions in the Province are governed by the Planning Act and the purpose of the Planning Act itself is instructive in this regard as set out below:

1.1 The purposes of this Act are,

(a) to promote sustainable economic development in a healthy natural environment within the policy and by the means provided under this Act;

(b) to provide for a land use planning system led by provincial policy;

(c) to integrate matters of provincial interest in provincial and municipal planning decisions;

(d) to provide for planning processes that are fair by making them open, accessible, timely and efficient;

(e) to encourage co-operation and co-ordination among various interests;

(f) to recognize the decision-making authority and accountability of municipal councils in planning. 1994, c. 23, s. 4.

Section 2 of the Planning Act also requires that a municipal Council have regard to matters of Provincial interest in carrying out its responsibilities under the Planning Act. This list is extensive and includes the following matters, a number of which have an impact on the BRES process and the development of appropriate criteria:

(a) the protection of ecological systems, including natural areas, features and functions;

(b) the protection of the agricultural resources of the Province;

(c) the conservation and management of natural resources and the mineral resource base;

(d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;

(e) the supply, efficient use and conservation of energy and water;

(f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;

(g) the minimization of waste;

(h) the orderly development of safe and healthy communities;

(h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;

(i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;

(j) the adequate provision of a full range of housing;

(k) the adequate provision of employment opportunities;

(l) the protection of the financial and economic well-being of the Province and its municipalities;

(m) the co-ordination of planning activities of public bodies;

(n) the resolution of planning conflicts involving public and private interests;

(o) the protection of public health and safety;

(p) the appropriate location of growth and development;

(q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians. 1994, c. 23, s. 5; 1996, c. 4, s. 2; 2001, c. 32, s. 31 (1); 2006, c. 23, s. 3.

The above list is extensive and taken together, all of these Provincial interests touch upon the concepts of healthy communities, complete communities and sustainable development. The matters of Provincial interest detailed above are implemented in policy statements approved by the Provincial cabinet, which in this case is the PPS, which is discussed extensively in this section of the report.

As the above discussion has established, there are a number of policies at the Provincial level that all combine to potentially shape the nature and context of development in Caledon in the future. It is our opinion that one of the overall intents of the BRES process is to create a land use planning policy and regulatory framework that is unified in its vision and detailed enough to ensure that the vision of establishing a complete community is implemented.

We see the overall goal of the BRES process being the establishment of a community structure that will form the basis for the making of all future land use and infrastructure decisions that have an impact on where people live, work and play and on how they travel through Bolton. If the community structure is well thought out, both public and private investment decisions will support both sustainability and healthy community principles by supporting development that makes the best use of infrastructure, minimizes the consumption of land and supports the mixing of uses and activities in appropriate locations.

3.4 The Recommended Criteria

On the basis of the discussion above, a review of the criteria presented on February 28, 2013 has been carried-out, in addition to a review of the many comments received on those criteria.

Based on our review, appears there is general support for the criteria presented in spirit because of their reasonable and practical nature, however some concerns were expressed about how the criteria would actually be evaluated and weighted in Phase 2 of the process.

In this regard, a number of changes to the initial criteria are being recommended, with the intent being the establishment of criteria that are relevant to the Bolton context, in conformity with Provincial policy and which provide the basis for the evaluation of those criteria in Phase 2. While decisions have not been made on how the criteria will actually be evaluated and weighted, examples of some of the ways the criteria could be measured are also presented in this section, if only to ensure that the criteria is relevant.

3.4.1 Community Form and Function

The location of new urban areas in relation to existing urban areas is a key consideration. Generally, urban area expansions should occur next to existing urban areas in a manner that provides for the seamless integration of the new urban area with the existing urban area. In this regard, Section 1.1.3.7 of the PPS is instructive, as it states that "new *development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities*."

As an example, the inclusion of a new urban residential area separated by a large environmental area may be less desirable than locating a new urban area located at the edge of an existing urban area. Expanding in this latter manner allows for the seamless continuation of an existing development pattern and not the establishment of a new development pattern that may potentially take years to integrate with existing development. As a result, a key consideration would be the ability of the new urban area to integrate with the existing developed area from a development, infrastructure and open space network perspective.

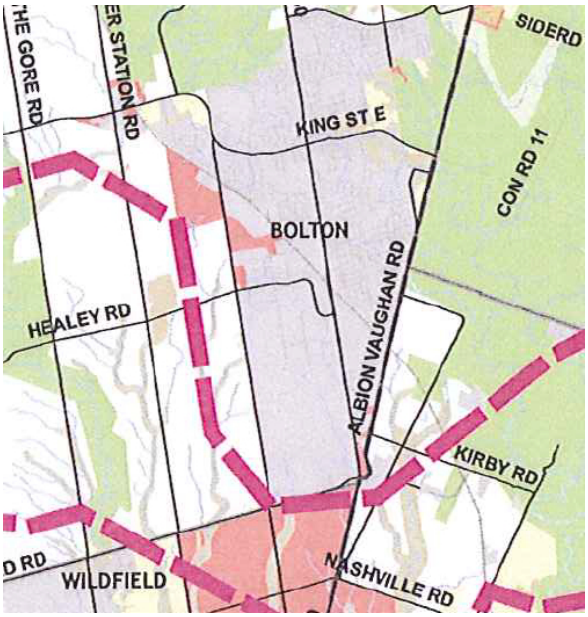
It is our opinion that any expansion area should serve as a logical extension to the existing built-up area and the expansion area should generally not be separated from existing development by undevelopable lands, significant natural heritage features or areas that are not suitable for development from any perspective. In addition, residential expansion areas should generally not be separated by large expanses of industrial or commercial lands from the remainder of the residential community for the reasons mentioned above.

Related to the above is the impact of the expansion area on the existing and potential urban structure of Bolton. Given the location of a large employment area in the southwestern portion of the Bolton Settlement Area and the decision of Council to plan for additional employment uses on the west side of Coleraine Drive, the implications of these decisions on the future urban structure of Bolton need to be considered. In our experience, the larger the employment area, the more able it is to accommodate a wider range of land uses because sensitive land uses would generally be located further away. In addition, larger employment areas also provide the economies of scale necessary for the establishment of a number of support services and industries and the other business infrastructure required to support a viable and healthy community.

On the basis of the above, it would be reasonable to assume that in the future, if there was a need for additional employment lands in Bolton, it would be desirable to site new employment lands adjacent the existing employment areas to provide for that economy of scale. In our opinion, if the opportunity did present itself to expand an existing employment area to achieve this economy of scale, such a decision would certainly be in the public interest.

Another factor to consider in the Bolton context is the impact of the new GTA West 400-series highway that will be connecting Highway 401 and Highway 400. The study area for this highway has already been established, as shown on **Figure 12** and the location of the actual highway is not known. However, Section 2.2.6.9 of the Growth Plan indicates that "*municipalities are encouraged to designate and preserve lands within settlement areas in the vicinity of existing major highway interchanges, ports, rail yards and airports as areas for manufacturing, warehousing and associated retail, office and ancillary facilities, where appropriate*." In addition, the Growth Plan in Section 3.2.4.5 indicates that "*municipalities will plan for land uses in settlement areas adjacent to, or in the vicinity of, transportation facilities such as inter-modal facilities, rail yards, airports, dock yards and major highway interchanges that are compatible with and supportive of, the Primary Goods Movement functions of these facilities*."

Figure 12



In considering the above, no matter where the GTA West highway is located, it is our opinion that the Town should consider the anticipated need to plan for employment lands adjacent to the corridor in the future.

On the basis of the above, below is the first recommended criteria, which is a combination of the first two criteria presented at the February 28, 2013 open house:

CRITERIA 1 – Is the expansion area a logical extension to the current built-up area and can the expansion area be integrated into the fabric of the existing developed area?

Related to the above criteria is a new Criteria 2 as set out below:

CRITERIA 2 – Will the expansion area provide the basis for the comprehensive planning and completion of a component of the urban area?

In addition to the above, below is a revised Criteria 3:

CRITERIA 3 – What are the impacts of the expansion area on existing and potential future urban structure, particularly with respect to the locating of future employment lands?

Factors to consider in evaluating the three criteria above include:

1. The distance the expansion area is located from the current limits of existing and approved development;
2. The nature, location and number of minor and major road and pedestrian connections between the expansion area and the existing built-up area;
3. The ability of the existing open space network in the built-up area to be integrated with such lands in the expansion area in a manner that provides for the integration of the open space network;
4. The extent to which significant natural heritage features or natural hazard areas affect the potential integration of the expansion area with existing development;
5. The extent to which major employment areas and Provincial infrastructure (such as 400 series highways and major electrical transmission facilities) affect the potential integration of the expansion area with existing development; and,
6. The extent to which the expansion area "rounds out" and completes the existing development area, as opposed to being a component of a much larger area that may benefit from a comprehensive secondary plan scale process that involves a much a larger land area.

3.4.2 Impacts on Prime Agricultural Lands

Section 1.1.3.9 of the PPS indicates that where a Settlement Area boundary is proposed to be expanded, it must be demonstrated that in prime agricultural areas:

1. The lands do not comprise specialty crop areas;
2. There are no reasonable alternatives which avoid prime agricultural areas;
3. There are no reasonable alternatives on lower-priority agricultural lands in prime agricultural areas.

In addition, Section 1.1.3.9 d) of the PPS indicates that it must also be demonstrated that impacts from new or expanding settlement areas on agricultural operations which are adjacent to or close to the settlement area are mitigated to the extent feasible. Section 2.2.8.2 f) and g) of the Growth Plan are the same as Section 1.1.3.9 c) and d) of the PPS.

Prime agricultural lands are defined by the 2005 PPS as:

> *"Prime agricultural land: means land that includes specialty crop areas and/or Canada Land Inventory Classes 1, 2, and 3 soils, in this order of priority for protection."*

Section 2.3.5.1 of the PPS permits the removal of agricultural lands for an alternative land use as set out in Section 2.3.5.1 below:

"2.3.5.1 Planning authorities may only exclude land from prime agricultural areas for:

a) expansions of or identification of settlement areas in accordance with policy 1.1.3.9;

b) extraction of minerals, petroleum resources and mineral aggregate resources, in accordance with policies 2.4 and 2.5; and

c) limited non-residential uses, provided that:

1. *the land does not comprise a specialty crop area;*
2. *there is a demonstrated need within the planning horizon provided for in policy 1.1.2 for additional land to be designated to accommodate the proposed use;*
3. *there are no reasonable alternative locations which avoid prime agricultural areas; and*
4. *there are no reasonable alternative locations in prime agricultural areas with lower priority agricultural lands.*"

According to the Town of Caledon Official Plan, as amended by OPA 179, all of the lands that are within the six expansion options are designated Prime Agricultural Area, with the exception of a small pocket of land within Option 1 that is designated Rural Area and a small portion of Option 2 on the east side of Mt. Hope Road that is designated General Agricultural Area. As a consequence, not all of the lands within the six expansion areas are considered to be prime agricultural lands. **Figure 13** shows some of this prime agricultural land on both sides of King Street West.

Figure 13

On the basis of the above, below is Criteria 4:

CRITERIA 4 – How much land in the expansion area will be removed from the Town's prime agricultural area?

A further key consideration is the impact of the expansion area on the function of the prime agricultural lands that are located adjacent to the expansion area. On this basis, below is Criteria 5:

CRITERIA 5 – What impact will development in the expansion area have on the function of the adjacent prime agricultural area?

Related to the above is the impact of the potential expansion operation on livestock operations in the general area, which for the purposes of this exercise would be within one kilometre of the boundary of the expansion area. On this basis, below is Criteria 6:

CRITERIA 6 – Will the expansion area have any impacts on, or be impacted by, livestock operations within one kilometre of the boundary of the expansion area?

Factors to consider when reviewing the above criteria could include:

1. The actual amount of prime agricultural land that will be lost if the expansion is approved;
2. The extent to which the expansion area includes non-prime agricultural lands;
3. The impact of new development in the expansion area on the viability of existing agricultural operations adjacent to the expansion area;
4. The impact of new development on the ability of existing operations in the area to expand and/or otherwise meet the needs of the market in the future;
5. The impacts of the new development on the agricultural infrastructure in the area such as municipal drains and sources of water supply;
6. The impact of the additional traffic resulting from development on the use of rural roads in the area for farm equipment;
7. The extent to which the location of the expansion area will support a future logical expansion and a further potential impact on agriculture in the future;
8. The extent to which existing agricultural operations within the expansion area can continue to operate until the lands are required;
9. How development in the expansion area can be phased to minimize impacts on adjacent agricultural uses; and,
10. The extent to which the expansion area may separate agricultural areas from agricultural support services.

The inclusion of the three criteria identified above will address Sections 1.1.3.9 c) and d) of the PPS and Section 2.2.8.2 q), f) and g) of the Growth Plan.

3.4.3 Natural Heritage, Surface Water Features and Natural Hazards

Development and site alteration is prohibited in Provincially Significant Wetlands. As a result, while such a wetland could theoretically be included within an urban area, development and site alteration within it would be prohibited. The 2005 PPS does permit development and site alteration on lands that are the site of the following natural heritage features, provided it is demonstrated that the development or site alteration will not have a negative impact on the features themselves and their function.

"*a) significant wetlands in the Canadian Shield north of Ecoregions 5E, 6E and 7E (*does not apply in Caledon*);*
b) significant woodlands south and east of the Canadian Shield;
c) significant valleylands south and east of the Canadian Shield;
d) significant wildlife habitat; and

e) significant areas of natural and scientific interest" (Section 2.1 of PPS)

It is noted that any of the above features have to be considered "*significant*" for the above policy to apply. As a result, the definition of "*significant*" in the context of the above policy has an impact on its application. In this regard 'significant' is defined by the 2005 PPS as:

"c) in regard to woodlands, an area which is ecologically important in terms of features such as species composition, age of trees and stand history; functionally important due to its contribution to the broader landscape because of its location, size or due to the amount of forest cover in the planning area; or economically important due to site quality, species composition, or past management history;

d) in regard to other features and areas in policy 2.1, ecologically important in terms of features, functions, representation or amount, and contributing to the quality and diversity of an identifiable geographic area or natural heritage system" (PPS definition)

A key consideration in the above is that municipal approaches that achieve the same objectives may be considered in determining whether a natural heritage feature or area is significant. This means that municipalities do have the ability to identify what is significant based on the local context.

On the basis of comments made at the February 28, 2013 open house and received in writing, it is our opinion that the initial criteria dealing with natural heritage, natural hazards and water (Criteria 4, 5 and 13) would be difficult to evaluate, based on their wording.

In addition, and based purely on Provincial policy, it would have to be demonstrated that each of these criteria would need to be satisfied, no matter which expansion option was selected. For example, one of the criteria had to do with the impact of the expansion area on significant natural heritage features. Given that the PPS does not permit development that will have a negative impact on significant natural heritage features, each of the expansion options would be required to satisfy these criteria if selected. The same can be said for the criteria dealing with natural hazards and the criteria dealing with the quality and quantity of water. As a consequence of these comments, these 3 criteria need to be re-focused to make them more relevant in Phase 2 of the BRES process.

If it is assumed that any expansion option has to be planned to ensure that there will be no negative impacts on significant natural heritage features, it is not necessary to incorporate such a criteria into the evaluation process. However, the presence of significant natural heritage features and surface water features can potentially have an impact on the design and layout of the new community area and depending upon the extent, location and configuration of the significant natural heritage feature, could have an impact on the urban form of the new community.

The presence of significant natural heritage features also provides for opportunities, in terms of allowing for the integration of green space into the urban fabric and the potential for enhancing natural heritage features as a consequence of development. In addition, the inclusion of a particular expansion option into the urban fabric may also allow for the completion of connections between components of the natural heritage system through the development and expansion of trail networks on or adjacent to the lands that to be included within the urban area.

On the basis of the above, a revised criteria is proposed:

CRITERIA 7 - What are the opportunities and constraints posed by the presence of significant natural heritage features and surface water features and any related natural hazard areas within or adjacent to the expansion area?

The above Criteria 7 will replace the previous Criteria 4, 5 and 13.

Key factors to consider in the evaluation of the above criteria could include:

1. The nature and extent of the significant natural heritage feature in the area;
2. The impact of development on the diversity and connectivity of natural features in the area;
3. The extent to which linkages and related functions among surface water features, ground water features, hydrologic functions and natural heritage features and areas is maintained and where possible improved as a consequence of development in the expansion area;
4. The extent to which potential negative impacts can be mitigated;
5. The opportunities that may exist to integrate natural heritage features into the Town's open space network;
6. The impact of the significant natural heritage feature or surface water feature on the integration of new development areas with existing development areas;
7. The impact of the significant natural heritage feature or surface water feature on community design and the establishment of a cohesive community structure; and,
8. The potential for acquisition of the affected natural heritage feature by a public authority or other public agency or non-profit group dedicated to conserving and protected environmentally sensitive lands.

The inclusion of Criteria 7 goes part way in satisfying the last paragraph of Section 1.1.3.9 of the PPS and Section 2.2.8.2 h) of the Growth Plan, as it relates to natural heritage, water resources and natural hazards.

3.4.4 Transportation and Transit

Section 1.6.6.1 of the PPS indicates that "*planning authorities shall plan for and protect corridors and rights-of-way for transportation, transit and infrastructure facilities to meet current and projected needs*". This means that the Town, in considering the location of potential expansion areas, should also be considering how those areas will be serviced from a transportation perspective.

Section 1.6.1 of the PPS further indicates that planning for infrastructure (which includes transit and transportation corridors and facilities as defined) "*shall be integrated with planning for growth so that these are available to meet current and projected needs*". In addition, Section 1.6.2 of the PPS indicates that "*the use of the existing infrastructure should be optimized, wherever feasible before consideration is given to developing new infrastructure*".

The Growth Plan also contains a number of similar policies in Sections 3.2.2.1 b) and c) and 3.2.3. The Growth Plan also indicates in Section 3.2.2 b) that transportation systems will be planned and managed to "*offer a balance of transportation choices that reduces reliance upon any single mode and promotes transit, cycling and walking,*" and should be "*sustainable, by encouraging the most financially and environmentally appropriate mode for trip making.*"

Section 3.2.3.2 of the Growth Plan deals with transit planning and it indicates in sub-section a) that transit infrastructure should be used 'to shape growth and planning for high residential and employment densities that ensure the efficiency and viability of existing and planned transit service levels should be considered'. It is further stated in sub-section c) that "*expanding transit service to areas that have achieved, or will be planned so as to achieve, transit support of residential and employment densities, together with a mix of residential office, institutional and commercial development wherever possible*" should also be considered.

Section 3.2.3.3 deals with pedestrian and bicycle networks and it indicates that municipalities should be providing linkages between intensification areas, adjacent neighbourhoods and transit stations, including dedicated lane space for bicyclists on the major street network where feasible.

Section 3.2.4 of the Growth Plan deals with moving goods and it indicates in Section 3.2.4.4 that municipalities "*will provide for the establishment of priority routes for goods movement, where feasible, to facilitate the movement of goods into and out of areas of significant employment, industrial and commercial activity and to provide alternate routes connecting to the Provincial network.*"

On the basis of the above, there clearly is a Provincial requirement to ensure that transportation and transit is a key consideration in the making of any decision on where additional growth should be directed.

While local roads and collectors are typically built as part of any urban expansion process, the location and design of new local roads and collectors are based on an arterial road grid that is typically in existence prior to the urban expansion. As a result, the capability of this arterial road grid to accommodate additional development becomes a factor to consider. For example, if significant arterial road upgrades are required and/or new arterial roads are needed to service an urban expansion area, such an option would be less economically viable than an option where the arterial road network was already well developed and could be easily upgraded.

Figure 14

The Bolton community is anchored by Highway 50, which was formerly used to be a Provincial highway, but is now under the jurisdiction of the Region of Peel. At the present time, Highway 50 is the only continuous north/south route through the Bolton Settlement Area. Since the late 1980s, the Town of Caledon has been attempting to develop and alternative route to the Highway 50 corridor. In 2000, the Ministry of Environment approved an Environmental Assessment that provided for the construction of an upgraded arterial road network on both the east and west sides of Bolton. The most significant component of the network is the construction of the Bolton Arterial Road (BAR) on the west side of Bolton, which involves the upgrading of Coleraine Drive (now completed) and the building of a new road between King Street West and Highway 50, as shown on **Figure 14**. The latter portion is proposed to begin construction in June 2013.

The construction of the new road on the west side of the Bolton Settlement Area will have significant implications on how traffic flows through the community and how various components of the community can be accessed. In addition, the new road will extend into expansion area Option 1 where a new roundabout intersection is proposed with the new highway and Highway 50. To some extent, this new highway will become the organizing element of the community structure in the western portion of Option 1.

As noted in the review of the Provincial policy framework, the Province is encouraging municipalities to develop public transit to reduce motor vehicle use. While not all urban areas are large enough to support the establishment of public transit, decisions on

where development could occur should take into account the possibility of there being public transit in the future. It has been our experience that public transit is typically introduced into municipalities when the population reaches 40,000 to 50,000 people, depending on its location and its proximity to other urban areas. In some cases, transit systems that are regionally based are established, such as in York Region, where a number of smaller communities are served by a regional system. As a consequence, the potential for the expansion area to support public transit in the future is a key consideration.

The potential also exists for a GO station in Bolton in the future, as a consequence of the completion of the Bolton Commuter Rail Service Feasibility Study in December 2010. This Study examined the rail and non-rail infrastructure requirements and a number of other items. This Study confirmed the need for commuter GO rail service based on population and employment growth and the potential demand for such rail service in the future. A station site was identified to the north and east of the Humber Station Road and King Street West intersection. These lands are included within Expansion Area Option 3.

It is noted that for the GO station to be a reality, about 300 million dollars is required to improve the infrastructure and obtain the required rail cars. Based on the work completed, it is anticipated that 4,400 peak period riders would use the service by 2031, which would support peak period service of three trains. However, the rail service expansion to Bolton is not included within the GO 10-year priority plan and is not contemplated in the next 15 years. At the present time, the Town and the Region of Peel is working to accelerate this timetable.

On the basis of the above discussion, the following criteria are recommended:

CRITERIA 8 – What impact will the expansion area have on existing and planned major roads?

CRITERIA 9 – To what extent can the expansion area benefit from the location of existing and planned major roads?

CRITERIA 10 – Will the expansion area support future public transit (Provincial, Regional and Local)?

CRITERIA 11 – Will the expansion area have an impact on the location of goods movement corridors?

Factors to consider in evaluating the above criteria could include:

1. The nature of the improvements required to the arterial road system;
2. The extent to which road infrastructure upgrades are minimized if the expansion option is selected;

3. The benefits to existing residents resulting from improvements to the existing arterial road system;
4. The impact the improvements may have on the rural character of adjacent lands and other cultural heritage features;
5. The extent to which the improvements will provide more options for existing residents to travel through and to the community;
6. The impact of the amount of traffic to be generated on existing arterial roads within and outside of the established community and outside;
7. The measures that will be undertaken to mitigate traffic impacts on the existing community and adjacent lands;
8. The impact of the development of the expansion area on the timing of the expansion of GO rail service into Bolton;
9. The extent to which the density of development in the expansion area will support public transit;
10. The extent to which the design of development within the expansion area supports the use of efficient public transit;
11. The potential for including lands for public transit facilities and other infrastructure to support public transit within the expansion area;
12. The opportunities that may exist in terms of providing for transit supportive development in Bolton; and,
13. The impact of development in the expansion area on the viability of local transit in Bolton, taking into account the existing and planned community structure and the location of the main organizing element in the community (Highway 50).

The inclusion of Criteria 8 to 11 goes part way in satisfying Section 1.1.3.9 b) of the PPS and Section 2.2.8.2 e) of the Growth Plan, as it relates to transportation and transit.

3.4.5 Sewer and Water Infrastructure

The Bolton Settlement Area is serviced with water and sanitary sewer services by the Region of Peel. Section 1.6.1 of the PPS requires that sewage and water infrastructure be provided in a coordinated, efficient and cost-effective manner to accommodate projected needs. In addition, the planning for sewage and water infrastructure is required to be integrated with planning for growth. And as with transportation infrastructure, Section 1.6.2 of the PPS indicates that the use of existing sewage and water infrastructure should be optimized wherever feasible, before consideration is given to developing new infrastructure.

Gravity and pressure play a large role in where sewer and water services can be extended. While it is technically feasible to continue expanding sewer and water infrastructure in any direction, (although not all options may be feasible and there is always a finite limit to expansion) the financial and environmental cost can vary significantly depending on the selected option. In some circumstances, the economic viability of extending services to one area may render the consideration of a particular option as not being viable. In some cases, the selection of a preferred option may

require the identification of a significant amount of land for development to make the option economically viable and this would have an impact on other factors.

There are environmental considerations as well that result from sewer and water infrastructure extensions. For example, the extension of infrastructure through environmentally sensitive features may have an impact on the feature and affect its long-term function. Alternatively, the extension could create a demand for future extensions that then could have an impact on the environment. On the other hand, there may be positive environmental benefits, particularly if the sewer and water infrastructure extension provides for the connection of existing privately serviced development to the municipality's water and sewage disposal systems.

On the basis of the above, the following criteria is recommended:

CRITERIA 12 – Is it financially and technically viable to extend sewer and water services into the expansion area?

Factors to consider in evaluating the above criteria could include:

1. The need for an additional water tower(s) to provide the water pressure for the new development area;
2. The cost and timing of the construction of a new water tower(s) and its impacts on making sure the land is available for development in 2021;
3. The need for an additional pumping station(s) to provide for the conveyance of sewage into the Regional collection system;
4. The cost and timing of the construction of a new pumping station(s) and its impacts on making sure the land is available for development in 2021;
5. The impact of the up-front capital costs required to fund any infrastructure upgrades on the Region;
6. The extent to which water and wastewater services can be extended to under-serviced areas as a result of the expansion;
7. The extent to which existing infrastructure can be relied upon to service the expansion area;
8. The extent the expansion of the servicing infrastructure will have social and environmental impacts; and,
9. The timing and nature of the approvals required and its impact on making sure the land is available for development in 2021.

The inclusion of Criteria 12 goes part way in satisfying Section 1.1.3.9 b) of the PPS and Section 2.2.8.2 e) of the Growth Plan, as it relates to sewage and water services.

3.4.6 Community Infrastructure

Community infrastructure is defined by the Growth Plan as "*lands, buildings and structures that support the quality of life for people and communities by providing public services for health, education, recreation, socio-cultural activities, security and safety, and*

affordable housing." As with other forms of infrastructure, the Growth Plan also indicates that community infrastructure planning should be coordinated with other infrastructure planning and land use planning.

In addition, Section 3.2.6.2 of the Growth Plan indicates that "*planning for growth will take into account the availability and location of existing and planned community infrastructure so that community infrastructure can be provided efficiently and effectively*". Section 3.2.6.3 then indicates that "*an appropriate range of community infrastructure should be planned to meet the needs resulting from population changes and to foster complete communities*".

The PPS has similar policies, although different terms are used. In the PPS, community infrastructure (as defined by the Growth Plan) is defined as 'public service facilities'. In this case, the PPS defines public service facilities as "*land, building and structures for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs and cultural services. Public service facilities do not include infrastructure.*"

Section 1.6.1 of the PPS indicates that the planning for public service facilities shall be integrated with planning for growth. Section 1.6.2 then indicates that the use of existing public service facilities "*should be optimized wherever feasible, before consideration is given to develop a new infrastructure and public service facilities*". Section 1.7.1 a) of the PPS also indicates that *"long-term prosperity should be supported by optimizing the long-term availability and use of land, resources, infrastructure and public service facilities".*

While new community infrastructure and public parkland can always be developed in any new urban area, the development of these facilities and parkland usually lags behind the actual development of housing and other uses, meaning that there will be a period of time where service levels will be reduced. As a consequence, establishing new urban areas in locations which take advantage of existing community facilities is much more beneficial than locating new urban areas in locations where a significant amount of community facility and parkland development would have to occur to provide the same level of service in the new urban area.

On the basis of the above, below is Criteria 13:

CRITERIA 13 – What are the implications of development in the expansion area on the need and timing of community infrastructure?

Factors to consider in evaluating the above criteria could include:

1. The location of existing community infrastructure and their capacity for use;
2. The means by which residents in the expansion area can potentially access existing community infrastructure that have the capacity to accommodate additional users;
3. The extent to which the expansion area will necessitate the establishment of new community infrastructure;

4. The timing of the development of required new facilities in relation to the timing of development; and,
5. The means by which the cost of developing new community facilities will be funded and the impact of any municipal component on the finances of the Town.

The inclusion of Criteria 13 goes part way in satisfying Section 1.1.3.9 b) of the PPS and Section 2.2.8.2 e) of the Growth Plan, as it relates to community infrastructure and public service facilities.

3.4.7 Impacts on Planned Function of Commercial and Employment Areas

Section 1.7.1 b) of the PPS indicates that "*long-term economic prosperity should be supported by maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets.*"

As any urban area grows, concerns are often expressed about the function of existing commercial areas. As development within an urban area extends further from these areas, the demand for uses that are typically found in these areas becomes greater in outlying areas. As a result, the location of new urban areas, in terms of how they can reinforce and support the role of existing commercial areas becomes a factor to consider. Generally, the further the new urban area is from existing commercial areas, a greater potential exists for there to be no connection between the new urban area and the existing commercial areas. However, it is also recognized that as any municipality grows, there is a need to consider the location of new commercial areas to serve a growing population, with these commercial areas complementing the existing commercial areas.

In the case of Bolton, virtually all of the commercial development in the Town is located along Highway 50. As a consequence, the location of the expansion area in relation to Highway 50 becomes a consideration. In addition, the further away a new expansion area is from Highway 50, the greater the demand will be to site commercial areas near the new population to provide the goods and services they require. It is also noted that in the Bolton context, the construction of the BAR will have a significant impact on travel patterns within the community, no matter which option is selected because many will now have an alternative to Highway 50 when travelling north/south. Another consideration is the opportunity that may exist as a consequence of development in the expansion area in terms of providing goods and services to parts of the Bolton community that are currently under-serviced.

In addition, the location of an expansion area in relation to existing and planned employment areas is also a consideration. There clearly is a desire on the part of the Province to encourage people to live and work in the same community. As a consequence, locating new residential areas near employment areas would appear to be in the public interest. However, there is also a need to consider the implications of

locating residential land uses (which would be considered sensitive land uses as per the PPS) adjacent to existing and planned employment areas. Section 1.7.1 c) of the PPS speaks to long-term economic prosperity and states the following:

"Long-term economic prosperity should be supported by:

Planning so that major facilities (such as airports, transportation/transit/rail infrastructure and corridors, intermodal facilities, sewage treatment facilities, waste management systems, oil and gas pipelines, industries and resource extraction activities) and sensitive land uses are appropriately designed, buffered and/or separated from each other to prevent adverse effects from odor, noise and other contaminants, and minimize risk to public health and safety."

Another factor to consider is the location of the expansion area and its accessibility to and from the employment area by the transportation and transit network, if it exists.

On the basis of the above discussion, below are three criteria for consideration:

CRITERIA 14 – What impact will the expansion area have on the planned function of existing commercial areas in Bolton?

CRITERIA 15 – What impact will the expansion area have on the planned function of existing and planned employment areas?

CRITERIA 16 – Does the expansion area support greater live/work opportunities in the Town, by virtue of its proximity from existing and planned employment areas?

Factors to consider in evaluating the above criteria could include:

1. The distance between the expansion area and existing commercial areas;
2. The nature of the commercial uses needed in conjunction with the expansion area and the potential impact of the new commercial uses on the planned function of existing commercial areas;
3. The extent to which the location of the expansion area has an impact on traffic patterns in the potential impact that change will have on the number of residents who use and/or rely on businesses and services in existing commercial areas;
4. The extent to which the expansion area has an impact on the viability of existing and planned employment areas; and,
5. The extent to which the potential exists for more live-work opportunities as a consequence of the location of the expansion area.

3.4.8 Aggregate Extraction

The PPS requires that lands that are the site of an aggregate resource be protected for long term use. In addition, the Growth Plan also indicates that the Province will identify significant resource areas in the Greater Golden Horseshoe so that they are protected

for long-term use. However, the PPS does permit alternate land uses on such lands, provided the criteria in Section 2.5.2.5 of the 2005 PPS are met. These criteria are below:

"2.5.2.5 *In areas adjacent to or in known deposits of mineral aggregate resources, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if:*

a) resource use would not be feasible; or

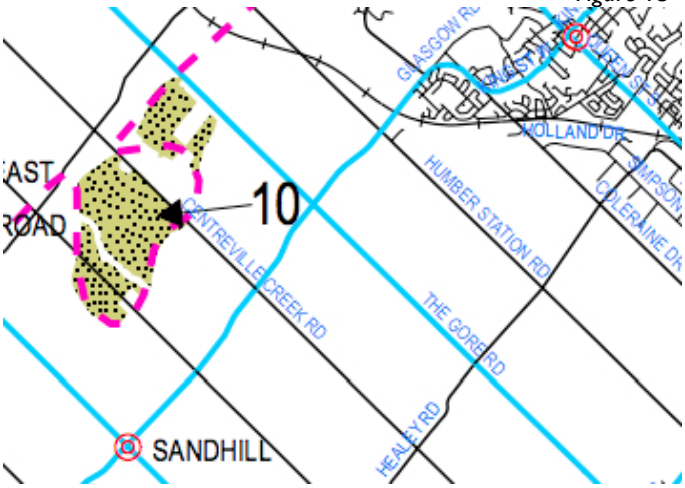
b) the proposed land use or development serves a greater long-term public interest; and

c) issues of public health, public safety and environmental impact are addressed."

The above conditions would have to be satisfied. The determination of whether an alternative land use or development serves a greater long-term public interest is very subjective and subject to a number of considerations, depending on the nature of the land use proposed. For example, the establishment of a hospital may serve a greater long-term public interest than the establishment of a public works yard, although both are in the public interest in terms of service provision. Access routes to and from aggregate resource areas may fall under the same section. If the resource area is protected, but the access route is not, the potential for conflict is increased.

The presence of these resources is a land use planning issue when considering urban expansions in a number of other southern Ontario jurisdictions in Caledon. The Town of Caledon has gone through a process of identifying Caledon High Potential Mineral Aggregate Resource Areas (CHPMARA) and has included them on Schedule L (CHPMARA Prioritization Plan). These areas have been further broken down into 'Resource Areas' and 'Reserve Areas' on Schedule L, with the 'Resource Areas' being the priority areas for extraction. One of the identified 'Reserve Areas' that may have an impact on the BRES process is the Humber Resource Area located on both sides of Centreville Creek Road between King Street West and Castlederg Sideroad as shown on **Figure 15.**

Figure 15



The eastern extent of the Humber Resource Area (which is a 'Reserve Area') is located on the west side of The Gore Road and is located approximately 550 metres from the current boundary of Option 3.

Section 5.11.2.6 of the Official Plan indicates that the influence area adjacent to the limits of a CHPMARA is 300 metres (sand and gravel). Given that this report recommends that the configuration of Option 3 be considered further in Phase 2 (if that option is recommended), the limits of the influence area may be a consideration at that time, but only if any portion of Option 3 was within the 300 metre influence area (this would only occur if Option 3 was re-configured to extend northwards on the east side of The Gore Road).

On the basis of the above, below is an additional criteria.

CRITERIA 17 – Will development in the expansion area have an impact on the feasibility of extracting aggregate from areas that have been identified as 'Reserve Areas' on Schedule L to the Caledon Official Plan?

4.0 FINAL RECOMMENDATIONS

Below are the recommendations made in this report:

1. **It is recommended that the 6 options remain as they were presented at the February 28, 2013 open house and as shown on Figure 2 of this report, with the caveat being that the configuration of any of the options may be reviewed further in Phase 2 of the work program as part of the evaluation process and in order to ensure that no more than 190 hectares in total is being planned for (which takes into account the potential inclusion or non-inclusion of the 'rounding-out' areas.**

2. **It is recommended that the three rounding-out areas continue to be considered but not as 'givens' for inclusion in each expansion option as part of the evaluation process in Phase 2.**

3. **It is recommended that the following criteria be used to evaluate the 6 options:**

   CRITERIA 1 – Is the expansion area a logical extension to the current built-up area and can the expansion area be integrated into the fabric of the existing developed area?

   CRITERIA 2 – Will the expansion area provide the basis for the comprehensive planning and completion of a component of the urban area?

   CRITERIA 3 – What are the impacts of the expansion area on existing and potential future urban structure, particularly with respect to the locating of future employment lands?

   CRITERIA 4 – How much land in the expansion area will be removed from the Town's prime agricultural area?

   CRITERIA 5 – What impact will development in the expansion area have on the function of the adjacent prime agricultural area?

   CRITERIA 6 – Will the expansion area have any impacts on, or be impacted by, livestock operations within one kilometre of the boundary of the expansion area?

   CRITERIA 7 - What are the opportunities and constraints posed by the presence of significant natural heritage features and surface water

features and any related natural hazard areas within or adjacent to the expansion area?

CRITERIA 8 – What impact will the expansion area have on existing and planned major roads?

CRITERIA 9 – To what extent can the expansion area benefit from the location of existing and planned major roads?

CRITERIA 10 – Will the expansion area support future public transit (Provincial, Regional and Local)?

CRITERIA 11 – Will the expansion area have an impact on the location of goods movement corridors?

CRITERIA 12 – Is it financially and technically viable to extend sewer and water services into the expansion area?

CRITERIA 13 – What are the implications of development in the expansion area on the need and timing of community infrastructure?

CRITERIA 14 – What impact will the expansion area have on the planned function of existing commercial areas in Bolton?

CRITERIA 15 – What impact will the expansion area have on the planned function of existing and planned employment areas?

CRITERIA 16 – Does the expansion area support greater live/work opportunities in the Town, by virtue of its proximity from existing and planned employment areas?

CRITERIA 17 – Will development in the expansion area have an impact on the feasibility of extracting aggregate from areas that have been identified as 'Reserve Areas' on Schedule L to the Caledon Official Plan?