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MEMORANDUM

To: Tara Buonpensiero, Principal Planner, Region of Peel
From: Stefan Krzeczunowicz and Russell Mathew, Hemson Consulting
Date: August 6, 2021
Re: Region of Peel Settlement Area Boundary Expansion: Rural Settlements

This memorandum discusses the role of rural settlements in accommodating long-term population and employment growth in the Region of Peel. The analysis is being undertaken as part of the Settlement Area Boundary Expansion (SABE) Study component of the Region of Peel's Official Plan review, or municipal comprehensive review (Peel 2051). The main purpose of the SABE Study is to determine the feasibility of and identify the preferred location for new urban lands in the Town of Caledon.

A. BACKGROUND

As part of the SABE process, technical studies have been undertaken on a broad area in the southern part of Caledon. This area—the Focus Study Area (FSA)—has been previously identified in the SABE process and serves as the basis for determining new urban designated lands to 2041.¹ The FSA is north-west of the rapidly growing City of Brampton and incorporates the settlement areas of Bolton and Mayfield West, which are the focus of Caledon's current and planned-for growth.

The FSA technical studies address, in part, detailed policies for settlement area boundary expansions and municipal comprehensive reviews contained in the Provincial plan for managing growth in the Greater Golden Horseshoe (the Growth Plan).

Schedule 3 of the Growth Plan provides population and employment forecasts for the Region that must be used for planning and managing growth. Recent amendments to Schedule 3, together with an extension of the Growth Plan time horizon for Regional land use planning from 2041 to 2051, have significantly increased the population and employment forecasts for the Region overall and, in turn, the SABE. It is now anticipated that most of the FSA will need

¹ See Hemson Consulting, *Settlement Area Boundary Expansion Study Phase A: Focus Study Area*, February 2020, and *Settlement Area Boundary Expansion Study: Concept Map and Technical Study Findings*, December 10, 2020.

to be urbanized in order to accommodate new greenfield development after accounting for intensification within the built up areas of the Region.

Most land in Caledon outside the FSA lies within the Greenbelt Area (or Greenbelt), where urbanization is generally discouraged in order to protect the agricultural land base and the ecological features and functions that occur within this landscape.²

Nevertheless, while new urban designated lands in the FSA are anticipated to accommodate the major part of Caledon's growth to 2051, there are several settlements in the Greenbelt Area which can accommodate some development and redevelopment on a scale that is appropriate to their size and location. The Region has received several requests to expand the boundaries of these settlements. This memorandum assesses the growth potential of these settlements in the context of Provincial and municipal planning policy, the demand for housing, the supply of vacant land, and the capacity of infrastructure to support growth in the Greenbelt Area.

The Growth Plan requires that growth be limited in rural settlements and in settlement areas that are in the Greenbelt Area. Thus, with the exception of Bolton and Mayfield West, all settlement areas in Caledon, whether rural settlements or not, are not promoted as locations for growth and development. As such, this study concludes that there is little policy justification for expanding settlement area boundaries in the Greenbelt Area at this time.

Map 1 displays the FSA and Greenbelt Area in Caledon, as well as the Town's settlement areas and the location of Greenbelt Area requests for settlement boundary expansion.

B. CALEDON CONTAINS MANY RURAL SETTLEMENTS

The Town of Caledon is a largely rural landscape, albeit one which is being increasingly shaped by its interface with the rapidly urbanizing parts of the Greater Toronto Area. Thus, while agriculture remains the predominant land use, an increasingly diverse industrial base is developing, including an active aggregate extraction sector. Moreover, while the population of the Town is dispersed throughout the rural area, including a well-established estate residential community and 20 designated settlements, many of them very small, the majority of recent growth has occurred in the Town's two largest settlements—Bolton and Mayfield West. Both are located within the FSA and are planned to be the primary foci for growth to 2051.

² The Greenbelt Area is distinct from the Greenlands System, the Region's term to describe natural environmental areas in Peel, including areas of ecological significance or sensitivity. For more see Region of Peel, *Greenlands System Discussion Paper*, May 2020.

The Region and the Town, through their official plans, establish a hierarchy of settlement for managing growth in the settlements:

- Rural Service Centres are the primary foci for growth. Growth in the centres is planned to occur on full municipal water and wastewater services, in a phased manner, and subject to the financial capabilities of the Region. In addition to Mayfield West and Bolton, the only other Rural Service Centre in the Town is Caledon East. Caledon East's location in the Greenbelt Area, outside the FSA, means that it will experience the least amount of growth of the three Rural Service Centres.³
- Villages, which are primarily residential communities built around historic main streets or crossroads. Smaller than Rural Service Centres, the villages provide local goods and services to their residents and the surrounding area as well as limited municipal services and amenities. Water and wastewater services are provided through a combination of municipal, community, and private systems. As such, conditions are generally in place to allow for small scale growth. There are seven villages altogether, and all are located in the Greenbelt Area: Alton, Caledon Village, Cheltenham, Inglewood, Mono Mills, and Palgrave.
- Hamlets, which are small historic residential communities with very limited services. While some hamlets fall within the catchment areas of municipal water and wastewater systems, private well and septic systems still predominate. There are nine hamlets: Albion, Belfountain, Campbell's Cross, Cataract, Claude, Melville, Mono Road, Terra Cotta, and Wildfield. Campbell's Cross and Wildfield are the only hamlets located in or adjacent to the FSA; the remainder lie wholly within the Greenbelt Area. The Region and Town Official Plans envision very little growth in the hamlets.
- Finally, there are three settlements designated as Industrial/Commercial Centres: Victoria, Sandhill, and Tullamore. These are small, mixed-use settlements that provide, at a small scale, a supportive function to Bolton and Mayfield West for industrial and commercial development. All are located in or adjacent to the FSA.

Somewhat outside the settlement framework, the Town is home to a series of unusually large and interconnected estate residential developments in the Greenbelt Area north of Bolton—the Palgrave Estate Residential Community (Palgrave Estates). The community comprises homes on large lots serviced by a municipal water system and private wastewater septic systems. In the Regional context, growth in the Palgrave Estates is slow. However, the growth

³ It is noted that as part of Peel 2051 it is proposed that the Rural Service Centres be renamed so as to include them in the Urban System.

rate has been steady for decades and both the Region and Town Official Plans promote continued development of the community over the long-term. There is supply of land in the community to support such growth.

C. PROVINCIAL PLANNING POLICY DISCOURAGES MAJOR DEVELOPMENT IN RURAL SETTLEMENTS

Land use planning in the Greenbelt Area in Caledon is regulated by a number of complex and overlapping statutes and Provincial and municipal policies and plans. The Region has prepared a number of detailed discussion papers on this policy and regulatory framework as part of its Peel 2051 work. This memorandum focusses on the role settlements in the Greenbelt Area play in accommodating growth and development within that framework.

i. *Planning Act* and Provincial Policy Statement 2020 (PPS)

The *Planning Act*, the central piece of legislation in Ontario that governs land use planning, identifies matters of provincial interest that municipal councils must have regard to when making planning decisions. Provincial interests include the appropriate location of development and the promotion of sustainable, transit-supportive development that is oriented to pedestrians and with a built form that is “well-designed, encourages a sense of place, [and] provides for high-quality public spaces”.

The PPS establishes the link between the list of provincial interests and municipal decision making. It provides specific policy direction regarding, among other matters, land use, housing, environmental protection, agricultural lands, economic development and job creation, infrastructure and municipal servicing, and growth management. All planning decisions in Ontario must be consistent with the PPS and municipal official plans are the most important vehicle for implementing its policies.

The PPS requires that the focus of growth and development in Ontario be in “settlement areas” which are built up with development and which exhibit a range of land uses. In the Caledon Greenbelt Area the settlement areas include the Rural Service Centre of Caledon East, as well as the Villages, Hamlets, and Industrial/Commercial Centres described above. The PPS requirement to direct growth and development this way applies in both urban and rural areas. However, in rural areas municipalities must also consider rural characteristics, the scale of development and the provision of appropriate service levels when planning settlement areas. Rural settlement areas must also prioritize intensification, redevelopment, and a compact built form over settlement expansion and, in respect of residential development, must accommodate an appropriate range and mix of housing.

In short, under the PPS growth in rural areas is to be planned to be compact, small-scale, and in keeping with historical patterns.

As part of its direction for developing settlement areas, the PPS includes specific policies that address infrastructure and services. These policies are discussed in more detail below.

ii. Provincial Plans and the Growth Plan

The Province has adopted a body of plans that provide the context within which municipal plans are prepared and implemented. The enabling legislation for these plans, together with the *Planning Act*, requires that all official plans, including the Peel Official Plan, conform to these provincial plans. In assessing rural settlements in Caledon the relevant provincial plans are:

- the Growth Plan, which manages growth in the Greater Golden Horseshoe through, among other things, detailed policies for settlement area boundary expansions and municipal comprehensive reviews. An overarching goal of the Growth Plan is for settlement areas to develop as transit-oriented “complete communities”, where a more compact urban form prevails and people have convenient access to the necessities of daily living. The vast majority of growth and development is to be directed to settlement areas that have existing or planned municipal water and wastewater systems and can support the achievement of complete communities.
- the Greenbelt Plan, Oak Ridges Moraine Conservation Plan, and Niagara Escarpment Plan, which collectively manage the Greenbelt Area within the Greater Golden Horseshoe. Unless otherwise prescribed, these plans generally prevail over Growth Plan in the Greenbelt Area of Caledon.⁴

The Growth Plan distinguishes rural settlements from more urban settlement areas. Rural settlements are defined as existing hamlets or similar existing small settlements that are long-established and identified in official plans. They are serviced by individual private on-site water and wastewater systems and contain a limited amount of undeveloped lands that are designated for development. All settlement areas that are defined as hamlets in the Greenbelt Plan, as rural settlements in the Oak Ridges Moraine Conservation Plan, or as minor urban centres in the Niagara Escarpment Plan are considered rural settlements in the Growth Plan. As such, in the Caledon Greenbelt Area all settlement areas are rural settlements, except for Caledon Village, Alton, and parts of Inglewood and Caledon East.

⁴ Detailed conflict provisions are set out in the *Places to Grow Act, 2005*.

The Growth Plan requires that growth be limited in rural settlements and in settlement areas that are in the Greenbelt Area. Thus, with the exception of Bolton and Mayfield West, all settlement areas in Caledon, whether rural settlements or not, are not promoted as locations for growth and development.⁵

iii. Greenbelt Plan⁶

The Greenbelt Area in Caledon is broadly divided into three areas: the Oak Ridges Moraine; the Niagara Escarpment; and the Protected Countryside (see Map 1). The Greenbelt Plan regulates the Protected Countryside and permits settlement areas as well as a range of agricultural, environmental, resource and recreational land uses within the Protected Countryside area.

Settlement areas in the Protected Countryside are categorized as:

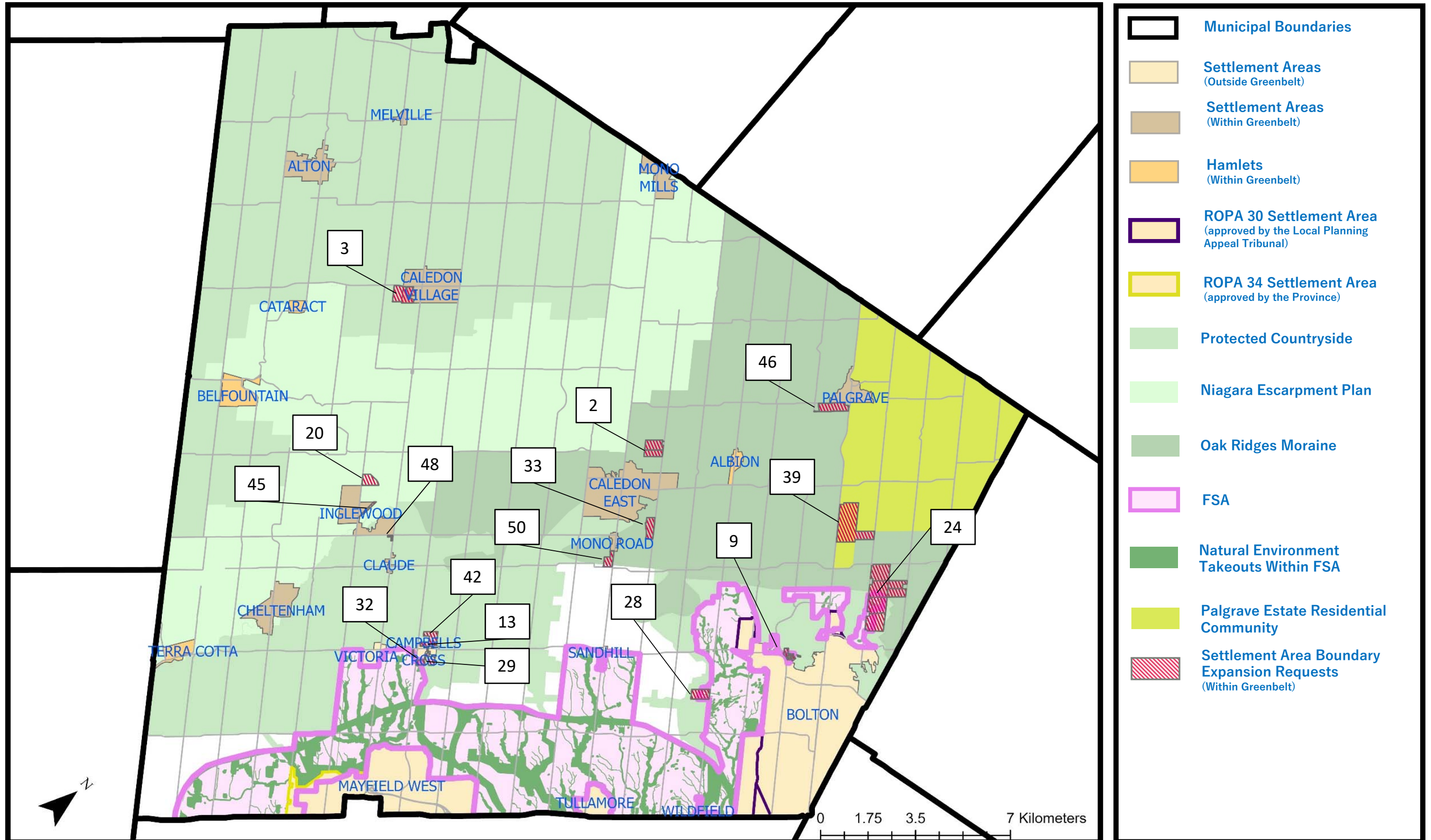
- Towns/Villages, which are mostly serviced by municipal water and wastewater systems and, as such, are the focus of development and economic and social activity. In Caledon, the Towns/Villages include Caledon Village, Alton, and parts of Inglewood and Caledon East (see Table 1). Inglewood is the only settlement serviced by a municipal wastewater system. A large portion of Inglewood drains to a communal wastewater treatment plant. The rest of the service area drains to the South Peel Lake Based System.
- Hamlets, which are typically serviced by private well and septic systems. Growth in hamlets is discouraged, though limited infill and intensification is permitted subject to appropriate water and wastewater services. Victoria, Campbell's Cross, Claude, Melville, Wildfield, and Mono Mills are the Hamlets identified in the Greenbelt Plan (see Table 1).

Under the Greenbelt Plan, these settlement areas provide a very different role to settlement areas in the fast-growing urban areas of Peel. Their main function is to sustain the Greenbelt, primarily its agricultural areas and its rural lands. When they do grow, they are intended to grow in keeping with their rural and/or existing character. And while they are encouraged to develop into complete communities like more urbanized areas, these settlement areas are not

⁵ It is noted that, under the Growth Plan, rural settlements do not include any designated greenfield areas—lands within settlement areas but outside delineated built-up areas that have been designated in an official plan for development and are required to accommodate the Schedule 3 forecasts.

⁶ For more detailed discussion see Region of Peel, *Greenbelt Plan (2017)*, *Peel 2041 Discussion Paper*, November 2019.

Map 1 – SABE Requests in the Greenbelt Area (GB) of Caledon



intended to play a major role in accommodating the growth targets prescribed by Schedule 3 to the Growth Plan.

Settlement areas located outside the Greenbelt are prohibited from expanding into the Greenbelt (Policy 3.4.2.1). As such, Bolton and other settlement areas adjoining the Greenbelt can only expand into lands covered by the FSA. The suitability of such expansion is addressed through the Region's Settlement Area Boundary Expansion technical studies.

The Growth Plan does afford opportunities for expanding settlement areas in the Protected Countryside, but only in the context of a municipal comprehensive review.⁷ By insisting on a comprehensive approach, the Growth Plan requires that decisions about settlement boundary expansions be made with reference to growth on a regional scale rather than within any one settlement area or specific site. Moreover, when considering a settlement area boundary expansion a very prescriptive and limiting set of criteria must be applied:

- the settlement area must be identified in the Greenbelt Plan as a Town/Village;
- the proposed expansion must be modest in size, representing no more than a 5 per cent increase in the geographic size of the settlement area based on the settlement area boundary delineated in the applicable official plan as of July 1, 2017, up to a maximum size of 10 hectares, and residential development would not be permitted on more than 50 per cent of the lands that would be added to the settlement area;
- the proposed expansion would support the achievement of complete communities or the local agricultural economy;
- the proposed uses cannot be reasonably accommodated within the existing settlement area boundary;
- the proposed expansion would be serviced by existing municipal water and wastewater systems without impacting future intensification opportunities in the existing settlement area; and
- expansion into the Natural Heritage System that has been identified in the Greenbelt Plan is prohibited.

⁷ Minor adjustments ("rounding out") to boundaries outside of a municipal comprehensive review are permitted for rural settlements that are located outside the Greenbelt Area.

In short, settlement area boundary expansions in the Protected Countryside are only permitted on a small scale and only if there is specific and concrete evidence that there is insufficient capacity within the settlement area to accommodate the projected growth.

iv. Oak Ridges Moraine Conservation Plan (ORMCP)⁸

The Oak Ridges Moraine Conservation Plan regulates land use within the Oak Ridges Moraine, which covers a substantial part of Caledon's Greenbelt Area. The plan identifies four land use designations within the Moraine: Natural Core Areas, Natural Linkage Areas, Countryside Areas, and Settlement Areas.

Two types of settlement are identified in the ORMCP:

- Settlement Areas, which are intended to focus and contain urban growth and develop as complete communities “permitting a range of residential, commercial, industrial and institutional uses” (Policy 10 (1) 3). Minimizing the encroachment and impact of development in the settlement area on the ecological functions and hydrological features of the Moraine are a priority. Recent amendments to the ORMCP expand the vision for Settlement Areas so that they are encouraged to be accessible by sustainable modes of travel and provide a mix of employment, services, and housing. The development of community hubs and co-location of public services is promoted as is the maintenance and construction of infrastructure to support growth and development (this mirrors similar policies for rural settlements in the Growth Plan). The only settlement area in the ORMCP in Caledon is a portion of Caledon East (see Table 1).
- Smaller Rural Settlements, located within the Countryside Area. In Caledon, the rural settlements are Albion, Mono Road, and Palgrave (see Table 1). They are described as “existing hamlets or similar existing small communities” under ORMCP Policy 10 (1) 4.

The ORMCP permits the expansion of Settlement Areas but does not explicitly authorize Rural Settlement expansion. It defers to the Growth Plan for Settlement Area boundary expansions but prohibits any expansion of Settlement Areas into Natural Core Areas and Natural Linkage Areas. Under the Growth Plan, expansion in the Oak Ridges Moraine must be undertaken as part of a municipal comprehensive review (see above).

⁸ For more detailed discussion see Region of Peel, *Oak Ridges Moraine Conservation Plan (2017)*, *Peel 2041 Discussion Paper*, November 2019.

In addition, the ORMCP prohibits the construction or expansion of partial water and wastewater services in the Moraine. The exception to this policy is in the Palgrave Estates, where ongoing residential development is permitted.

v. Niagara Escarpment Plan (NEP)⁹

The Niagara Escarpment, a UNESCO World Biosphere Reserve, covers a significant portion of Caledon's Greenbelt Area. Like the Protected Countryside and Oak Ridges Moraine, the area includes a diverse range of environmental, agricultural, resource, residential, and recreational land uses. However, the sensitivity of ecological and hydrological features and systems in the Escarpment mean that significant environmental protection is warranted. As such, urban development within the NEP Area is generally discouraged.

The NEP designates Minor Urban Centres throughout the Escarpment to recognize existing rural settlements, villages, and hamlets. In Caledon, the Minor Urban Centres include Mono Mills, Cataract, Belfountain, Inglewood, Cheltenham, and Terra Cotta (see Table 1). These settlements are permitted to accommodate growth and development within their existing boundaries provided it does not conflict with existing community character and can be achieved in an environmentally sustainable manner. The range of permitted uses and creation of new lots are to be regulated by municipal official plans.

Settlement boundary expansions require an amendment to the NEP, even if the boundary adjustment does not result in a net gain of the Minor Urban Centre area. Indeed the only boundary adjustment permitted without an NEP amendment is one that would *reduce* the settlement boundary area within the current boundary area. The NEP is updated every 10 years and the last update was in 2017. This policy framework effectively prevents any expansion of the Minor Urban Centres through the Peel 2051 process.

⁹ For more detailed discussion see Region of Peel, *Niagara Escarpment Plan (2017)*, *Peel 2041 Discussion Paper*, November 2019.

Table 1 – Caledon Settlement Designations in Greenbelt Plans and Municipal Plans

Settlement	Greenbelt Plans			Official Plans	
	Protected Countryside	Oak Ridges Moraine	Niagara Escarpment	Region	Town
Victoria	Hamlet (part)			Rural Settlement	Ind./Commercial Centre
Campbell's Cross	Hamlet (part)			Rural Settlement	Hamlet
Claude	Hamlet			Rural Settlement	Hamlet
Melville	Hamlet			Rural Settlement	Hamlet
Mono Mills	Hamlet		Minor Urban Centre	Rural Settlement	Village
Inglewood	Town/Village (part)		Minor Urban Centre (part)	Rural Settlement	Village
Caledon Village	Town/Village			Rural Settlement	Village
Alton	Town/Village			Rural Settlement	Village
Caledon East	Town/Village (part)	Settlement Area (part)		Rural Service Centre	Rural Service Centre
Mono Road		Rural Settlement		Rural Settlement	Hamlet
Albion		Rural Settlement		Rural Settlement	Hamlet
Palgrave		Rural Settlement		Rural Settlement	Village
Cheltenham			Minor Urban Centre	Rural Settlement	Village
Belfountain			Minor Urban Centre	Rural Settlement	Hamlet
Cataract			Minor Urban Centre	Rural Settlement	Hamlet
Terra Cotta			Minor Urban Centre	Rural Settlement	Hamlet
Wildfield	Hamlet Area			Rural Settlement	Hamlet
Sandhill	Not in Greenbelt Area			Rural Settlement	Ind./Commercial Centre
Tullamore	Not in Greenbelt Area			Rural Settlement	Ind./Commercial Centre

D. GROWTH IN RURAL SETTLEMENTS ANTICIPATED TO REFLECT HISTORICAL TRENDS

Preliminary growth forecasts undertaken for the Region in 2019 assumed that the Caledon SABE would need to accommodate additional population of 51,500 and additional employment of 20,400 by 2041. The size of the FSA is approximately 8,000 hectares, about six times larger than the total estimated land need required to accommodate these forecasts.

Changes to Schedule 3 of the Growth Plan, including an extension of the time horizon for Regional land use planning to 2051, have significantly increased the population and employment forecast for the Region overall and, in turn, the SABE. Current, though preliminary forecasts now require a SABE large enough to accommodate 183,000 people and 67,700 jobs by 2051. As a result, the majority of the FSA will need to be urbanized in order to accommodate the additional growth.

For people wishing to live in a rural landscape but within a relatively close commuting distance to jobs in Brampton, Mississauga, and other parts of the GTA, Caledon's rural settlements remain desirable places to live. Indeed, it may be expected that commuting times will improve to and from the Greenbelt Area with the construction of the GTA West highway and the urbanization of much of the FSA over the 2051 time horizon. It is therefore perhaps no surprise that several requests to expand settlements in the Greenbelt Area have been received in recent years.

Table 2 below illustrates the pattern of growth in the rural settlements between 2006 and 2016. The table shows that population growth between 2011 and 2016 was four times higher than between 2006 and 2011 and housing growth doubled over the same time period. However, about 70% of all housing growth occurred in Caledon East, the larger Rural Service Centre that contains the Town's administration offices and which, under the Regional and Town Official Plans, is intended to be the focus of most growth and development in the Greenbelt Area.

Outside Caledon East, growth was much slower—about 25 housing units per year over the 10 years, slowing to about 17 units per year between 2011 and 2016.

Table 2 - Historical Growth in Rural Settlements 2006-2016										
	2006		2011		2016		Growth 06-11		Growth 11-16	
	Pop.	Units	Pop.	Units	Pop.	Units	Pop.	Units	Pop.	Units
Palgrave	2,575	800	2,728	901	2,888	974	153	101	160	73
Sandhill	1,493	474	1,520	479	1,487	456	27	6	(33)	(24)
Cheltenham	402	150	414	154	419	152	12	4	5	(2)
Terra Cotta	767	285	796	291	803	300	29	6	7	9
Victoria	761	235	826	252	765	233	65	17	(61)	(19)
Campbells Cross	308	105	286	97	393	114	(22)	(8)	107	17
Caledon East	3,462	1,129	3,729	1,235	5,309	1,715	267	106	1,581	480
Caledon Village	1,576	490	1,576	500	1,499	491	0	10	(77)	(9)
Alton	1,121	385	1,023	360	1,085	396	(98)	(25)	62	36
Melville	545	175	489	166	531	182	(56)	(9)	42	16
Mono Mills	1,238	405	1,138	409	1,090	392	(100)	4	(48)	(17)
Inglewood	1,079	360	1,203	430	1,180	426	124	70	(23)	(4)
Belfountain	525	190	511	187	525	188	(14)	(3)	14	1
Mono Road	426	143	427	140	436	143	1	(3)	9	3
Claude	402	150	414	154	419	152	12	4	5	(2)
Albion	274	95	270	93	277	94	(4)	(3)	7	2
Total	16,953	5,570	17,349	5,847	19,106	6,407	396	277	1,757	560
Less Caledon East	13,491	4,441	13,620	4,612	13,797	4,692	129	171	177	80

Source: Statistics Canada, Census of Canada 2006, 2011, 2016

Note: Results adjusted to account for dissemination boundary changes.

i. Growth Management Policy Review

A key focus area of the Peel 2051 process is Growth Management which assesses the potential of various areas of the Region to accommodate the Schedule 3 forecasts. Among the key policy directions of the Growth Management work to date are:

- That the Regional Urban Boundary 2031 reflects the policy intent to guide the majority of growth within the Urban System. In Peel, the Urban System includes only the Cities of Mississauga and Brampton.
- That the Regional Urban Boundary should be updated to include the Rural Service Centres of Mayfield West, Bolton, and Caledon East.
- That the Rural Service Centre policies be moved from the Rural System to the Urban System to reflect their new status as settlement areas, delineated built-up areas, and designated greenfield areas where growth should be directed under the Growth Plan.
- That the remaining lands in Caledon, including the Palgrave Estates, be designated as Rural System and that rural settlements, including Villages, Hamlets and Industrial/Commercial Centres designated in the Caledon Official Plan, be identified in Schedule D of the Regional Official Plan.

ii. Growth Management Forecasts

Forecasts prepared as part of the Growth Management work assume that housing growth in Caledon East, the rural settlements, the Palgrave Estates, and the remaining rural areas of the Greenbelt Area will continue at historical rates. This is in keeping with the pattern of growth set out in Table 2, recent building permit data, and the expectations of the Region and Town through their official plans and master servicing plans. With the exception of the Palgrave Estates, all settlements are assumed to build out their existing supply of land by 2051. This effectively means that the land needs assessment undertaken for the Region assumes there is no need for additional urban land to accommodate 2051 growth.

This assumption accounts for a large subdivision, about 1,000 units, approved for development in Caledon East which is anticipated to be constructed within the first half of the 2051 time horizon.

Table 3 below summarizes the housing growth assumptions used in the Regional growth forecasts for the lands in the Greenbelt Area. All housing is assumed to take the form of single detached units. This assumption should be tempered by a robust planning policy framework which encourages more higher density built forms in the rural settlements over time. If realized, this would reduce the land needed to accommodate the forecast housing growth.

Table 3 – Forecast Housing Growth in Region of Peel Greenbelt Area 2021-2051			
	2021 Housing Supply Estimate	2021-2051 Forecast Unit Growth	Average Units Per Year 2021-2051
Rural Settlements (less Caledon East)	510	510	17
Caledon East	1,100	1,100	37
Palgrave Estates	4,300	800	27
Greenbelt Other	150	150	5

Source: Hemson Consulting

E. KEY INFRASTRUCTURE AND SERVICES ARE ALREADY IN PLACE

A key factor in evaluating when assessing the development potential of the rural settlement areas is their ability to provide water and wastewater services, as well as other infrastructure and public service facilities and amenities required to sustain a complete community.

i. Water and Wastewater

The PPS outlines a servicing hierarchy for planning water and wastewater services. The preferred form of servicing settlement areas is systems owned and operated by municipalities. Where municipal systems exist in settlement areas, intensification and redevelopment must be prioritized in order to optimize their use.

Where municipal systems are not available or feasible, private communal services are preferred for multi unit/lot development. Least preferred in the servicing hierarchy are individual on-site services—private wells and septic systems—that are owned, operated, and managed by individual landowners, as well as partial services. These systems are permitted only when site conditions are suitable and there are no resulting negative impacts to natural heritage features and water systems. In settlement areas, their use is restricted to accommodating infill and minor rounding out of existing development.

Overall, the PPS promotes development in settlement areas on municipal services. Within this framework, excess capacity within existing systems is given priority in order to promote the efficient use of infrastructure. The Growth Plan reinforces the PPS by directing that growth be limited in settlement areas not serviced by existing or planned water and wastewater systems.

The Growth Plan also contains a number of policies that require settlement area boundary expansions to address infrastructure capacity and, in doing so, supports the PPS servicing hierarchy. Specifically, the feasibility and most appropriate location for expansion must account for whether there is sufficient capacity in existing and planned infrastructure to accommodate the forecast growth and whether:

- the proposed expansion would be informed by applicable water and wastewater master plans or equivalent and stormwater master plans or equivalent, as appropriate; and
- the proposed expansion, including the associated water, wastewater and stormwater servicing, would be planned and demonstrated to avoid, or if avoidance is not possible, minimize and mitigate any potential negative impacts on watershed conditions and the water resource system, including the quality and quantity of water.

In June 2020, Regional staff released a report on municipal groundwater systems in Caledon's Greenbelt Area.¹⁰ Highlights of the report include:

- The Greenbelt Area is well serviced by four municipal water systems. Of the settlements identified in Table 1 above, only two—Belfountain and Cataract—are not serviced by a municipal water system and are dependent on individual private wells.
- There are only two municipal wastewater systems in the Greenbelt Area—in Caledon East and part of Inglewood.
- While the Region has received requests to allow communal servicing in the Greenbelt Area the report noted that “this does not align with the Region’s existing or planned policy direction which could potentially expose municipalities to significant financial, public health and safety risks over the lifetime of the services.”
- Capital investment is required in some systems to mitigate the risk of system redundancy and maintain infrastructure in a state of good repair. It is noted that in making decisions about settlement area boundary expansions, the Growth Plan requires that the Region consider whether the infrastructure needed would be financially viable over the full life cycle of these assets.
- Current and projected growth—based on projections that are slightly lower than those set out in Table 3—can generally be serviced by existing municipal water systems. That said,
 - Growth in Caledon East, coupled with efficiency decline, requires construction of a new well in Caledon East and capacity increase in Palgrave in order to meet long-term needs in the Caledon East-Palgrave System.
 - No additional works are required in the near future to accommodate growth-related needs in the Alton-Caledon Village and Cheltenham-Terra Cotta Systems.
 - The Inglewood system is operating very close to capacity and will require interconnection to adjacent systems to accommodate growth.

Despite this report, the Region’s long-term capital forecasts (to 2041) do not currently contemplate any growth-related expansion to the municipal water and wastewater systems in the Greenbelt Area.

¹⁰ *Servicing Update of Groundwater-Based Drinking Water Systems*, Region of Peel Staff Report, 25 June 2020.

ii. Public Services Facilities

The Growth Plan encourages municipalities to plan for a variety of cultural and economic opportunities within rural settlements to serve the needs of rural residents and area businesses. It also requires that in determining the feasibility and most appropriate location for settlement boundary expansions the Region consider that the public service facilities needed would be financially viable over the full life cycle of these assets. Public service facilities in rural settlements are encouraged to be co-located and integrated in community hubs, with priority given to maintaining and adapting existing facilities where feasible.

Although focussed on the FSA, the SABE Public Facilities Technical Study provides detailed information on public service facilities that might be required for rural settlements.¹¹ It notes that:

- The Greenbelt Area is reasonably well serviced with libraries and indoor recreation facilities. The Town offers recreation and leisure programming and services at the Caledon Community Complex, in Caledon East, and the Victoria Parks Community Centre, in the rural area at the Town's northern boundary. The former includes two indoor rink facilities. Caledon Public Library operates branches in Belfountain, Caledon East, Caledon Village, Inglewood, and in the rural area (the Alton branch). Initial planning is underway to relocate the Caledon East library branch to the Caledon Community Complex.
- While travel times to these facilities are longer than in the more urbanized areas to the south the distribution of the branches, coupled with their total floor area, likely mean that service levels provided to residents in the Greenbelt Area are not too dissimilar to those provided to the south of Caledon.
- In 2019, a "divisional model" for co-ordinating fire and paramedic services in Caledon was adopted by the Town. Fire station expansions planned for Caledon Village, Palgrave, Mono Mills, and Alton, over the next decade will be required to achieve NFPA Fire Response Standards in the Greenbelt Area. No similar facility expansion for paramedic services is contemplated in the Greenbelt Area over the same time period.
- School enrollment as a percentage of capacity varies considerably within the Greenbelt Area, anywhere from 50% to 119%, which is evidence of school coverage that is somewhat disconnected to school needs.

¹¹ *Region of Peel Public Facilities Technical Study*, Monteith Brown and Hemson Consulting, June 2020.

F. FORMAL REQUESTS FOR EXPANSION HAVE BEEN RECEIVED

The Region has received several formal requests to expand rural settlements and settlement areas in the Greenbelt Area. Table 4 summarizes these requests in light of the Provincial policy framework and municipal planning principles and infrastructure/servicing conditions discussed above. Map references shown in the table can be cross-referenced with Map 1.

This memorandum was released on the region's Settlement Area Boundary Expansion Study webpage on December 10, 2020. On February 9, 2020 the Region consulted with landowners who had made rural settlement boundary expansion requests on the memorandum findings. Follow up meetings were subsequently held with individual landowners upon request.

G. CONCLUSIONS AND RECOMMENDATIONS

Based on the above consultation and analysis the following conclusions can be made:

- The Provincial planning policy framework requires that expansions to settlement boundaries in the Greenbelt Area be done through a municipal comprehensive review. The Growth Plan specifically requires that growth be limited in rural settlements and in settlement areas that are in the Greenbelt Area.
- While significant growth is planned for Caledon over the next 30 years to 2051—220,000 persons and 98,000 jobs—the most appropriate location for development associated with that growth is as intensification within existing settlement areas and in the SABE area(s) to be located within the FSA.
- Through numerous technical studies as part of the SABE work, it has been determined that the most appropriate location for settlement boundary expansion in Caledon to accommodate housing is in the form of a logical and contiguous expansion of Bolton and Mayfield West.
- There exists, within the Greenbelt Area, a network of settlements, including a large Rural Service Centre in Caledon East and several villages and hamlets, as well as an extensive estate residential community, where small-scale growth has occurred in recent years and is planned for under the current official plans and in the Peel 2051 growth forecasts, consistent with the Provincial policy framework.
- Under the Growth Plan, the main function of settlements located in the Protected Countryside is to support agricultural areas and rural lands in the Greenbelt. They are not intended to play a major role in accommodating growth and development.

- It is assumed that growth in these areas will continue at the same, or slightly faster rate than in recent decades, in keeping with the longstanding pattern, the scope of services available in these settlements, and the limited ability to develop “complete communities” as defined by the Growth Plan.
- Settlements in the Greenbelt Area will collectively continue to provide a suitable range and mix of housing forms and lifestyle options to residents, from estate residential homes in the Palgrave Estates and elsewhere, to traditional subdivisions, to denser housing in infill lots and as intensification. The Region should promote increasing the range and mix of housing to allow existing residents to “age in place” in these communities.
- Generally, there is sufficient supply of lots in existing village and hamlet settlements to accommodate the forecast demand for housing over the long-term without the need to expand settlement area boundaries.
 - The exception may be Caledon East, which has a ready supply of developable land but has demonstrated high growth in recent years and has approved a 1,000 unit subdivision with units under construction. The Region should consider whether the current Caledon East settlement area boundary is sufficient to meet market demand and the settlement’s emerging status as a settlement area in the Regional Urban System.

i. Requests for Settlement Boundary Expansion in Greenbelt Area

- The Provincial Greenbelt Plans restrict the Region from approving many of the requests for settlement area boundary expansion set out in Table 4:
 - Without an amendment to the Niagara Escarpment Plan, the expansion of settlement areas in the Niagara Escarpment Plan area is prohibited (see Requests 20 and 45).
 - The expansion of settlement areas into Natural Linkage Areas and Natural Core Areas of the ORMCP Area is prohibited under the ORMCP (see Requests 24, 46, 33, and 50).
 - The expansion of a settlement into the Greenbelt Area from a settlement located outside the Greenbelt Area is prohibited (see Request 9).
 - The expansion of designated Hamlets into the Protected Countryside is prohibited (see Requests 13, 29, and 42).
 - The expansion of a designated Town/Village into the Protected Countryside must conform to Growth Plan Policy 2.2.8.3 k) (see Requests 3, 2, 46, and 48).

- Requests for settlement boundary expansion from existing settlement areas into the FSA should be addressed through the Peel 2051 SABE process (see Requests 32, 24, 9, and 28).
- It is recommended that the Regional Official Plan continue to designate the Palgrave Estate Residential Community based on the current approved boundary in the Region of Peel and Town of Caledon Official Plans (see Request 39).

Overall, the analysis demonstrates that rural settlements should play a limited role in accommodating population and employment growth in Caledon to 2051. The Growth Plan requires that growth be limited in rural settlements and in settlement areas that are in the Greenbelt Area. The land needs assessment undertaken under Growth Policy 2.2.1.5, together with the SABE technical studies, demonstrate that there are sufficient opportunities to accommodate the growth forecast for the Region through intensification, in existing designated greenfield areas, and in the Caledon SABE area located within the FSA.

As such, with the exception of Request 48, there is little justification for expanding settlement area boundaries in the Greenbelt Area at this time.

Table 4 – Summary of SABE Requests in Greenbelt Area

Map 1 Reference ¹	Settlement Area	Applicable Plan	Comments	Recommendation
2 16494 Innis Lake Road	Caledon East	Oak Ridges Moraine Conservation Plan (Countryside Area)	<p>Request to consider expansion of Caledon East to accommodate a 38 hectare property (two land parcels) at 16494 Innis Lake Road and to resolve an outstanding LPAT appeal. Property is located in the Countryside Area of the ORMCP Area. Property is not attached to current settlement area boundary but is separated from Caledon East by the 62 hectare George Crescent estate residential subdivision. Owner proposes that this subdivision also be included in the proposed expansion to reflect existing settlement pattern. As such, the total area of the proposed expansion is 100 hectares.</p> <p>Proposal exceeds the maximum permissible expansion under Growth Plan policy 2.2.8.3 k) ii., which states that proposed expansion must represent “no more than a 5 per cent increase in the geographic size of the settlement area...up to a maximum size of 10 hectares, and residential development would not be permitted on more than 50 per cent of the lands that would be added to the settlement area”. It is also noted that the George Crescent estate residential subdivision predates the establishment of the Greenbelt Area.</p>	Deny request

¹ Map 1 only shows requests within the Greenbelt Area. For SABE requests outside the Greenbelt Area please refer to Hemson Consulting, *Settlement Area Boundary Expansion Study: Final Concept Map and Fiscal Impact Analysis*, September 2, 2021.

<p>3</p> <p>O and 2785 Charleston Sideroad</p>	<p>Caledon Village</p>	<p>Greenbelt Plan (Protected Countryside)</p>	<p>Request to expand Caledon Village to accommodate 12 hectares of land for residential uses on Charleston Sideroad. Land contains a disused gravel pit with an active extraction license and abuts 24 hectares of land under same ownership and already designated for residential uses in the settlement area. A rehabilitation plan for the entire site (44 hectares, including 8 hectares which are proposed to remain in the Greenbelt) is required under the <i>Aggregate Resources Act</i> (AIA). Owner proposes a plan of subdivision in lieu of a rehabilitation plan, with subdivision containing 25 estate residential lots within expansion area, together with a stormwater pond, public park, and local roads. The lots comprise ~50% of the expansion area; Caledon Village settlement area is ~257 hectares.</p> <p>Proposal exceeds the maximum permissible expansion under Growth Plan policy 2.2.8.3 k) ii., which states that proposed expansion must represent “no more than a 5 per cent increase in the geographic size of the settlement area...up to a maximum size of 10 hectares, and residential development would not be permitted on more than 50 per cent of the lands that would be added to the settlement area”.</p> <p>Additional study also required to determine whether proposed uses support achievement of a complete community, including providing a suitable range and mix of housing options, and cannot reasonably be accommodated within the existing settlement area.</p> <p>As well, proposed settlement expansion is adjacent to a property that has an active aggregate licence. Justification demonstrating that the proposed expansion would not preclude or hinder the continued use of the mineral aggregate operation and that expansion would not be</p>	<p>Given the technical work required to assess appropriate rehabilitation of the site, request should be considered premature.</p>
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			incompatible for reasons of public health, public safety or environmental impact is required.	
9 Multiple addresses	Bolton	Greenbelt Plan (Protected Countryside)	<p>Request to expand Bolton settlement area into Protected Countryside of Greenbelt Area. Lands comprise 14 hectares along Chickadee Lane, King Street, and Glasgow Road, of which 4.7 hectares lies within Greenbelt Area and remainder lies within FSA.</p> <p>Requires expansion into the Greenbelt Area from a settlement located outside the Greenbelt, which is prohibited under Policy 3.4.2.1 of the Greenbelt Plan. Area within FSA has been studied through the technical studies prepared as part of the Peel 2051 SABE process (to which reference should be made). Adjoining lands in FSA under same ownership were recently approved for inclusion in Bolton settlement area by LPAT Order dated 10 November, 2020.</p>	<p>Deny request for lands within the Greenbelt Area.</p> <p>For lands within the FSA, request has been resolved by LPAT Order dated 10 November, 2020.</p>
13 3540 and 3264 King Street	Campbell's Cross	Greenbelt Plan (Protected Countryside)	Request to expand Campbell's Cross to accommodate ~28 acres of land south of King Street to construct 18 homes. Lands are located within the Protected Countryside, east of Kennedy Road, south of King Street, and west of the Herb Campbell Public School. Campbell's Cross is designated as a Hamlet under the Greenbelt Plan and as such cannot be expanded into the Protected Countryside.	Deny request
20 15983 – 16069	Inglewood	Niagara Escarpment Plan	Request to "round out" Inglewood Settlement Area to accommodate ~10 residential lots and parkland at 15983 McLaughlin Road (adjoining parcels at 15999 and 16069 McLaughlin Road are under same ownership but do not form part of the request). Requires amendment to the NEP, and Region is not contemplating requesting such an	Deny request

McLaughlin Road			amendment at this time. Inglewood already contains about 4 ha of gross vacant land for development. As well, Inglewood municipal water system has little capacity to accommodate growth and community is only partially serviced by municipal wastewater system.	
24 Multiple addresses	Bolton	Oak Ridges Moraine Conservation Plan (Natural Linkage Area) AND Greenbelt Plan (Protected Countryside)	Request to consider 5 parcels of land that are partially within the FSA north-west of Bolton, within the east Bolton “finger”, and extend into Natural Linkage Area of the Oak Ridges Moraine Conservation Area as well as Protected Countryside under the Greenbelt Plan. Total land area is 162.6 hectares. Area within FSA has been extensively studied through the technical studies prepared as part of the Peel 2051 SABE process (to which reference should be made). ORMCP prohibits settlement area expansion into Natural Linkage Areas. Greenbelt Plan Policy 3.4.2.1 prohibits expansion into the Greenbelt Area from a settlement located outside the Greenbelt.	Deny request for lands within the Greenbelt Area. For lands within the FSA, request should be addressed through Peel 2051 SABE process.
28 13464 The Gore Road	Bolton	Greenbelt Plan (Protected Countryside)	Request to consider expansion of the Bolton settlement area to include of 24 hectares of land west of Bolton at 13464 The Gore Road. Land parcel is split between the FSA (12.8 hectares) and the Protected Countryside in the Greenbelt Area (11.1 hectares).	Request in respect of lands within Greenbelt Area withdrawn by landowner.
29 13945 Kennedy Road	Campbell's Cross	Greenbelt Plan (Protected Countryside)	Request expand Campbell's Cross to include 5.8 hectare land parcel at 13945 Kennedy Road. Parcel is split between FSA (3.4 hectares) and Protected Countryside in the Greenbelt Area (2.4 hectares). Proposal is to construct lots for rural residential single family homes except on Greenbelt Area lands. Area within FSA has been extensively studied	Deny request for lands within the Greenbelt Area.

			through the technical studies prepared as part of the Peel 2051 SABE process (to which reference should be made). Campbell's Cross is designated as a Hamlet under the Greenbelt Plan and as such cannot be expanded into the Protected Countryside.	For lands within the FSA, request should be addressed through Peel 2051 SABE process.
32 8 Victoria Street	Campbell's Cross	Greenbelt Plan (Protected Countryside)	Request that part of a property at 8 Victoria Street (0.1 hectares), currently zoned for agricultural uses, be brought into Campbell's Cross. Expansion area falls within the FSA and been extensively studied through the technical studies prepared as part of the Peel 2051 SABE process (to which reference should be made).	Request should be addressed through Peel 2051 SABE process.
33 15430 Innis Lake Road	Caledon East	Oak Ridges Moraine Conservation Plan (Natural Core Area)	Request to expand Caledon East to accommodate a property at 15430 Innis Lake Road. Property is not attached to Caledon East and is located within a Natural Core Area of the ORMCP area. The ORMCP prohibits settlement area expansion into Natural Core Areas.	Deny request
39 15731 Highway 50	n/a (Palgrave Estate Residential Community)	Oak Ridges Moraine Conservation Plan (Countryside Area)	Request to expand the Palgrave Estates boundary within the ORMCP to incorporate a portion of the Glen Eagle Golf Club. Land parcel in is 118 hectares, of which expansion portion is 21 hectares. Section 14.1 of the ORMCP permits residential development in the Palgrave Estates "subject to the Town of Caledon Official Plan". The subject land is currently designated Countryside Area in the Regional and Town Official Plans and mapping. The current Palgrave Estates	Deny request on the basis that the Region and Town are implementing the long-established boundaries of an approved Palgrave

			boundary was established based on the existing Town Palgrave Estates designation as adopted by Caledon Council, identified in the Regional Official Plan, and approved by the Province. Major development in the Countryside Area (the creation of four or more lots) is not permitted under the ORMCP.	Estate Residential Community that is consistent with the ORMCP.
42 3634 King Street	Campbell's Cross	Greenbelt Plan (Protected Countryside)	Request to expand Campbell's Cross Settlement Area to accommodate 24.3 hectares of land north of King Street. Land are located within the Protected Countryside. Campbell's Cross is designated as a Hamlet under the Greenbelt Plan and as such cannot be expanded into the Protected Countryside.	Deny request
45 0 and 15707 McLaughlin Road	Inglewood	Niagara Escarpment Plan	Request to include 3.31 hectares of land at "0" McLaughlin Road, plus smaller adjoining land parcels owned by the Town (a stormwater management pond) and Region (a water pumping station) in the Inglewood settlement area. Requires amendment to the NEP, and Region is not contemplating requesting such an amendment at this time. Inglewood already contains about 4 ha of gross vacant land for development. As well, Inglewood municipal water system has little capacity to accommodate growth and community is only partially serviced by municipal wastewater system.	Deny request
46 8575 Patterson Sideroad	Palgrave	Oak Ridges Moraine Conservation Plan (Countryside Area and	Request to expand Palgrave to the south to accommodate 32.4 hectares of land between Highway 50 and Duffy's Lane. Although the land has a house and some ancillary buildings, agricultural uses and natural heritage features predominate. Landowner states that the land is not	Deny request

		<p>Natural Core Area)</p>	<p>suited for agricultural uses because of a prior mineral aggregate operation; as such, residential uses are proposed.</p> <p>Property is roughly divided evenly between Countryside Area and Natural Core Area under the ORMCP. Expansion into the Natural Core Area part is prohibited. Palgrave is designated as a Rural Settlement in the ORMCP and the Regional Official Plan, and as a Village in the Caledon Official Plan. The ORMCP does not authorize expansion of Rural Settlements. As such, approval of an expansion to Palgrave would be contingent on the Province amending the ORMCP legislation to permit the expansion.</p> <p>Notwithstanding the above legislative amendment, the proposal would have to conform to Growth Plan policy 2.2.8.3 k) ii, which states that proposed expansion must represent “no more than a 5 per cent increase in the geographic size of the settlement area...up to a maximum size of 10 hectares, and residential development would not be permitted on more than 50 per cent of the lands that would be added to the settlement area”. The Palgrave settlement area is ~75 hectares in size; the lands in question are 32.4 hectares.</p> <p>Moreover, Growth Plan policy 2.2.8.3 k) ii, requires that the proposal support the achievement of complete communities and not reasonably be able to be accommodated in the existing Palgrave settlement area. As well, the proposed development must be serviced by existing municipal water and wastewater without impacting future intensification opportunities in Palgrave. In this respect, Regional staff have stated that growth in the Caledon East-Palgrave water system,</p>	
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			coupled with efficiency decline, requires a new well in Caledon East and capacity increase in Palgrave in order to meet long-term needs.	
48 15344 Huronario Street	Inglewood	Greenbelt Plan (Protected Countryside)	<p>Request to expand part of the Inglewood Village Settlement Area that is located in the Protected Countryside to accommodate 2 hectares of land, including a 0.35 hectare site, at the intersection of Old Base Line Road and Hurontario. The lands are mostly urban, as they contain a cluster of commercial and residential uses.</p> <p>Proposal meets test of Growth Plan policy 2.2.8.3 k) ii., which states that proposed expansion must represent “no more than a 5 per cent increase in the geographic size of the settlement area...up to a maximum size of 10 hectares, and residential development would not be permitted on more than 50 per cent of the lands that would be added to the settlement area”. Proposal is modest in size and full development of the lands for residential and non-residential uses would contribute to a complete community.</p> <p>Additional analysis required to confirm a) that proposed uses cannot be reasonably accommodated within the existing Village, as Inglewood already contains about 4 ha of gross vacant land for development and b) that proposed expansion would be serviced by existing municipal water and wastewater systems without impacting future intensification opportunities in the existing Village (Inglewood municipal water system has little capacity to accommodate growth and community is only partially serviced by municipal wastewater system).</p>	Consider approving request subject to additional analysis (see left).

<p>50</p> <p>15070 Airport Road</p>	<p>Mono Road</p>	<p>Oak Ridges Moraine Conservation Plan (Natural Linkage Area)</p>	<p>Request to expand Mono Road to accommodate a 15 hectare site at 15070 Airport Road which is currently occupied by a horticultural nursery (Glen Echo Nursery). Site is separated from the settlement area by a smaller property which also forms part of the expansion request. Landowner proposes a mix of uses on the site “to fully realize its development potential”.</p> <p>Mono Road is designated as a Rural Settlement in the ORMCP and the Regional Official Plan, and as a Hamlet in the Caledon Official Plan. Landowner has confirmed that site is located within a Natural Linkage Area of the ORMCP area. ORMCP prohibits settlement area expansion into Natural Linkage Areas.</p>	<p>Deny request</p>
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