

TOWN OF CALEDON

Humber Station Employment Area Secondary Plan

Terms of Reference

September 2023

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1. Introduction

The Town of Caledon is working with an area landowner group to prepare a secondary plan and associated background studies for the Humber Station Village lands in southeast Caledon.

These terms of reference provide for a hybrid secondary planning process – meaning Town-led, but landowner group supported. They describe the objectives, scope, deliverables and work plan for the project. The product of these terms of reference will be the Humber Station Employment Area Secondary Plan.

1.1 Study Area

The study area is approximately 236 hectares of rural land, generally located west of Coleraine Drive in south Bolton. It is bounded by Mayfield Road, Humber Station Road, Healey Road, and the developing Coleraine West Employment Area Secondary Plan. The lands are owned by various participating owners of the Humber Station Village Landowners Group, as well as non-participating owners.

1.2 Purpose and Objectives

These secondary plan terms of reference:

- Outline a secondary planning process that fulfills the requirements of the Planning Act and all applicable land use plans and policies for official plan amendments and secondary planning
- Establish the roles and responsibilities of Town staff and the landowner group
- Identify engagement opportunities for other area landowners and members of the public to provide comments and input throughout the secondary planning process.

2. Background

In December 2016, at the conclusion of the [Bolton Residential Expansion Study](#), Region of Peel Council adopted Regional Official Plan Amendment 30 (ROPA 30), which redesignated the study area from Rural System to Rural Service Centre in the Region of Peel Official Plan. That decision was appealed by multiple parties. In November 2020, a settlement was reached, and the Local Planning Appeal Tribunal (now Ontario Land Tribunal) allowed the appeals, directing that ROPA 30 be modified as set out in Attachment 1 of the decision. The ROPA 30 lands are intended to accommodate a portion of the Region's forecasted population and employment growth to 2031.

In November 2022, the [new Region of Peel Official Plan](#) was approved to, among other things, accommodate the Region's forecasted population and employment growth to 2051. It incorporates the previous approval of ROPA 30, as modified, and identifies the study area as Bolton Residential Expansion Settlement Area within the broader Urban System (Schedule E-1, Regional Structure). The lands are designated Employment Area (Schedule E-4, Employment Areas), and identified as Designated Greenfield Area (Schedule E-3, The Growth Plan Policy Areas in Peel). As such, the study area is subject to specific requirements in the Region of Peel Official Plan.

The existing Town of Caledon Official Plan, though not amended to implement ROPA 30 or new Region of Peel Official Plan, provides direction for secondary plans in section 6.4. A secondary plan is required to establish more detailed land use policies for the study area.

The new Future Caledon Official Plan should be approved and in effect, as it relates to the subject lands, prior to the completion of this secondary planning process. If that is not the case, an official plan amendment to the existing Town of Caledon Official Plan will be required to add the study area to Caledon's urban area and provide the policy framework for the secondary plan. The subject lands are being prioritized for secondary planning because they are meant to accommodate a portion of forecasted employment growth to 2031. Residential growth must be balanced with employment growth to ensure the creation of complete communities.

The June 2023 Draft Future Caledon Official Plan proposes to designate the study area as New Employment Area, within the Town's Urban Area Boundary (Schedule F1, Urban System). The Town's draft official plan also includes direction, in accordance with the Region of Peel Official Plan, for secondary planning.

3. Policy Context

The secondary plan must conform to or be consistent with (as the case may be), all applicable land use plans and policies of the Province of Ontario, Region of Peel and Town of Caledon in effect at the time of its approval. It is recognized that the planning policy context continues to evolve:

- On April 6, 2023, the Province announced its intention to replace the 2019 Growth Plan for the Greater Golden Horseshoe and 2020 Provincial Policy Statement with a consolidated Ontario-wide land use planning policy document. The comment period on the proposed Provincial Planning Statement closes August 4, 2023
- On May 18, 2023, the Province announced its intention to dissolve the Region of Peel. The Town of Caledon and Cities of Brampton and Mississauga are to become independent single-tier municipalities on January 1, 2025. At that time, the Region of Peel Official Plan, as it applies to Caledon, will become the Town's responsibility to implement. Town Council may integrate relevant policies into the Future Caledon Official Plan
- It is currently expected that Town Council will consider the adoption of the Future Caledon Official Plan in late 2023 or early 2024

- For the time being, the approved 2022 Region of Peel Official Plan, which was prepared to conform with the 2020 Provincial Policy Statement and 2019 Growth Plan, as amended, and should serve as the primary guidance for secondary planning for the subject lands

3.1 Region of Peel Official Plan

3.1.1 2051 New Urban Area

Section 5.6.20.14.12 of the Region of Peel Official Plan contains policies that require the local municipalities to permit approval of secondary plans in the 2051 New Urban Area only after the structure of a connected transportation system is planned to the Region's satisfaction, including:

- a) The conceptual alignment of a transit system that includes an East-West higher order transit corridor; and
- b) The conceptual alignment of transportation corridors to support travel including goods movement capacity in recognition of policies in this plan regarding the GTA West Transportation Corridor and support for alternatives to a highway.

3.1.2 Growth Management and Phasing

The Town of Caledon is undertaking a Growth Management and Phasing Plan which will include a Fiscal Impact Analysis. The remaining criteria and studies, as applicable, will be undertaken by consultants retained by the landowners based on the Terms of Reference as required. The completion of the Study drafts will be presented and reviewed by a Technical Advisory Committee comprised of staff from the Town, Region and TRCA.

Section 5.6.20.14.16 further requires that local municipal secondary plans be prioritized, advanced, sequenced and approved on the basis of a staging and sequencing plan in accordance with planning criteria including:

- a) the secondary plan areas are a logical progression of growth integrated as extensions of existing communities based on identifiable boundaries, having regard for physical and natural features and barriers
- b) provide for the substantial completion of complete communities within community and neighbourhood areas before new community and neighbourhood areas are opened up for development
- c) coordinate with the efficient and financially sustainable provision of water and wastewater services, as per the Region of Peel's Water and Wastewater Master Plan

- d) make appropriate considerations for watershed boundaries and the protection, restoration and enhancement of a natural heritage system
- e) ensure protection of a natural heritage system and water resource system informed by subwatershed study recommendations and that integrates water and stormwater management objectives and requirements
- f) ensure the efficient provision of a Caledon-wide multimodal transportation system that includes sustainable transportation and transit infrastructure and services, including the alignment of an East-West higher order transit corridor, the conceptual alignment of other higher order transit corridors along with sufficient east west road and goods movement capacity, recognizing the policies in this plan regarding the GTA West Corridor and support for alternatives to a highway
- g) identification of community and neighbourhood centres that provide opportunities to locate population-related employment, institutional and residential uses in higher density, mixed-use formats served by transit
- h) identification of areas that can provide key community infrastructure including lands for public health, education, recreation, parks and open space, cultural and community facilities, public safety and affordable housing early in the planning approval process
- i) provide for the orderly transition from agriculture and agricultural activities and related uses continue for as long as practical; and,
- j) feasibility assessments of implementing alternative and renewable energy systems including district energy systems

3.1.3 Bolton Residential Expansion Settlement Area

Section 5.6.20.14.22 of the 2022 Region of Peel Official Plan contains policies for the Bolton Residential Expansion Settlement Area. This section sets out several matters that should be considered and studied prior to the adoption of the secondary plan:

- A Phasing Plan prepared by the Town, coordinated with the Region's Capital Plan, Peel Water and Wastewater Management Plan and Caledon Multi-Modal Transportation Master Plan and Active Transportation Master Plan
- A Financial and Implementation Plan
- Plan for a range of transportation options
- An Affordable Housing Assessment
- A Health Assessment
- A Comprehensive Environmental Impact Study and Management Plan (EIS and MP) prepared in accordance with the terms of reference completed to the satisfaction of the Region, the Town of Caledon and the Toronto Region Conservation Authority;
- An Agricultural Impact Assessment

- Policies and mapping that identify the GTA West Study Area and do not predetermine or preclude the planning or implementation of the GTA West Transportation Corridor

3.2 Town of Caledon Draft Official Plan Secondary Plan Policies

Draft policies for Secondary Plans will be included in Part H, Site-specific Policies and Secondary Plans, will provide site-specific policies and secondary plans to provide additional direction for development and decision-making. This part will be updated, through future official plan amendments, to include updated secondary plans for those areas referred to in section 1.2.3 based on detailed reviews of the applicable policies of the 1976 Town of Caledon Official Plan, as amended. It will also be updated, through future official plan amendments, to incorporate secondary plans for the Town's new community and employment areas based on detailed secondary planning in accordance with the policies of this Plan.

These policies will address, but are not limited to the following aspects:

- Land use policies for development and intensification
- Heights and density for development
- Affordable housing, where appropriate
- Urban design objectives and guidelines
- The geographic location and triggers for Block Plans
- Land use or built form buffers to provide transition between areas of different intensity and scale
- Necessary investment with respect to all types of transportation infrastructure and provide sufficient details about the impact of the proposed development on the existing transportation system for all modes of transportation
- Environmental protection, enhancement and management
- Heritage/archaeological potential
- Stormwater management
- Phasing and implementation strategy
- A servicing strategy
- Climate change mitigation and adaptation
- Green Development Standards
- Integration and compatibility of the Secondary Plan with adjacent existing and future land uses
- A series of schedules for the Secondary Plans, tailored to the size and complexity of the Secondary Plan area
- Other relevant matters as deemed appropriate by the Town or the Region

Section H will set out and describe a number of studies and technical analyses that may inform Secondary Plans prior to adopting the implementing OPA:

- An Agricultural Impact Assessment
- A Community Energy and Emissions Reduction Plan
- A strategy and policy direction to implement electric vehicle charging infrastructure
- A Climate Change Adaptation Plan
- A Detailed Subwatershed Study (or equivalent)
- An Area-Specific Environmental Implementation Report (EIR)
- A Staging and Sequencing Plan
- Fiscal Impact Analysis
- Servicing Study

Prior to the completion of Section H, the following policies in the Town's Current Draft Official Plan address Secondary Plans:

- Policy 1.7.1.d states amendments to the Official Plan may be expected in response to land use plans prepared for large areas, such as secondary plans
- Policy 5.4.5 When lands are to be made available for development according to the Growth Management and Phasing Plan, the Town will initiate a secondary planning process, in accordance with the policies of this Plan, to recommend a secondary plan for approval
- Part B, Managing Growth and Change, sets out the Town's approach to growth management and land use planning, starting with the Town structure and its defining systems. It also includes population and employment forecasts to 2051, intensification targets and direction for Greenfield development through secondary plans
- Part F, Urban System, describes how urban areas in the Town structure will accommodate most of the Town's forecasted population and employment growth. It also sets out associated land use designations and policies, including a framework for future secondary plans

4. Scope and Timeline

The project has been organized into 3 phases. The following work plan sets out the phases and tasks and deliverables of the Secondary Plan Study.

4.1 Phase 1: Work Plan Refinement and Terms of Reference Development

4.1.1 Meeting with Staff / Steering Committee and Work Plan Refinement

The Landowner's Consulting Team will meet with Town Planning Staff to finalize these Terms of Reference for the Secondary Plan, the Terms of Reference for the CEISMP (already endorsed by the TRCA, Town accepts TRCA's endorsement) and the Transportation Mobility Plan Terms of Reference and the schedule for the Secondary Plan Study.

This meeting provides an opportunity to discuss coordination between the Landowner's Consulting Team and Town Staff, as well as the roles and responsibilities of each group.

4.1.2 Finalize CEISMP Terms of Reference

The Terms of Reference for the CEISMP and Transportation Mobility Plan has been finalized.

4.2 Phase 2: Prepare Background Studies

4.2.1 Prepare Draft Background Studies

The Landowner's Consulting Team will prepare each Background Study to the satisfaction of the relevant Town, Regional, and/or circulation agency staff.

The Town of Caledon has confirmed the following Background Studies for the Secondary Plan Study in accordance with the Pre-Consultation Complete Application Requirements:

- Comprehensive Environmental Impact Study & Management Plan
- Scoped Subwatershed Study (Part of CEISMP)
- Conceptual Servicing Plan (Part of CEISMP)
- Stormwater Management Report (Part of CEISMP)
- Functional Servicing Report
- Hydrological Impact Assessment
- Transportation Mobility Plan
- Archeological Resource Assessment
- Cultural Heritage Impact Statement
- Geotechnical Report
- Noise Report (To be discussed with Staff considering this is employment lands)
- Phase 1 Environmental Site Assessment

- Healthy Development Assessment.

4.2.2 Background Study Review Period

Town staff will circulate the required studies for review and comment as appropriate and provide a coordinated response to the landowners and their consulting team.

4.2.3 Meeting with Town Staff / Steering Committee

The Landowner's Consultant Team will meet with Town Staff to review the draft Background Studies and make refinements as necessary.

4.2.4 Prepare Final Background Studies

Based on comments received, the Landowner's Consultant Team will revise each Background Study as required. The studies will be finalized by the landowner's and their consulting team based on the input provided.

4.2.5 Public Open House

A Public Open House organized by Town staff will be held to introduce the Secondary Planning exercise, present the Background Studies, present transportation alternatives as part of the Transportation Mobility Plan and gain feedback from the public and stakeholders.

4.3 Phase 3: Prepare Land Use Plan and Secondary Plan Policies

4.3.1 Task 3.1 Draft Land Use Plan and Secondary Plan Policies

Based on the results of the Background Studies, a draft land use schedule and a set of Secondary Plan policies will be developed for review by the Town.

4.3.2 CEISMP Completion

The CEISMP will be completed based to inform the land use schedule, identifying potential impacts and/or issues. Implementation will include the following components: conclusions, recommendations, strategies and management measures, long term monitoring plan, comprehensive adaptive management plan and guidelines for specific environmental studies. It will assess the impacts of the land use schedule and mitigate those impacts.

4.3.3 Land Use Plan and Secondary Plan Policy Review Period

Town staff will review and accept the final plans prior to a second circulation

4.3.4 Meeting with Town Staff / Steering Committee

The Landowner's Consultant Team will meet with Town Staff to review the draft land use schedule and Secondary Plan policies and make refinements as necessary.

4.3.5 Finalize Transportation Mobility Plan

The Transportation Mobility Plan will review the existing and future conditions of the Secondary Plan Area from a traffic, pedestrian, cyclist and transit lens; identify any planned infrastructure investments in the area (including road widening, intersection improvements, etc.); and identify implementation strategies including noting required follow-up studies. The objective of the Transportation Master Plan is to:

- Provide sufficient details about the impact of the proposed development on the existing transportation system for all modes of transportation
- Identify a more defined external and internal transportation network to accommodate all modes of transportation. This includes finer grid road network, active transportation network and detailed transit network in consultation with Brampton Transit. The recommended transportation network must meet the objectives and requirements of the Regional and Town Official Plans, Transportation Master Plans, Active Transportation Master Plans and applicable Regional and Local guidelines and requirements
- Identify other transportation infrastructure improvements and missing links for all modes of transportation required above and beyond those identified in the Region and Town Transportation Master Plans and construction programs
- Identify development phasing plans based on the planned and scheduled proposed transportation infrastructure improvements
- Identify high level Transportation Demand Management measures and initiatives, and Parking policies to achieve the Town's future non-auto modal split targets and to reduce single-occupant-vehicles
- Identify a detailed implementation plan to achieve complete community building objectives. These requirements will be reflected in the Mobility Plan report, Secondary Plan report and schedules to guide the draft plans of subdivision and site plans

4.3.6 Prepare Updated Secondary Plan Policies and Schedule

Based on comments received, the Landowner's Consultant Team will revise the Secondary Plan policies and land use schedule.

4.3.7 Updated Secondary Plan Policy Review Period

Town, Region and Agency Staff will review the updated Secondary Plan and CEISMP.

4.3.8 Meeting with Staff / Steering Committee

The Landowner's Consultant Team will present the draft Secondary Plan, CEISMP and Transportation Master Plan to the Technical Advisory/Steering Committee and make refinements as necessary.

4.4 Phase 4: Prepare Final Secondary Plan

4.4.1 Prepare Final Secondary Plan Policies and Schedule

Finalize the Secondary Plan based on feedback received and prepare the final Official Plan Amendment.

4.4.2 Statutory Public Meeting

Present the final Secondary Plan at a Statutory Public Meeting.

4.4.3 Council Adoption

5. Community Engagement and Communications

The Humber Station Employment Area Secondary Plan study will be a highly consultative process that is guided by advisory committees and community engagement. This approach will assist Town staff in the research and evaluation of issues critical to the Secondary Plan, and recommendation of effective solutions.

5.1 Committees

The Humber Station Employment Area Secondary Plan study will be guided by a Technical Advisory Committee and a Steering Committee. The role of these committees is to provide comments and data input during the study process, help with the identification and resolution of issues during the study, and coordinate with respective organizations to ensure timely, consistent and accurate input into the study process. The scope and work of both groups will be guided by a committee term of reference.

The Technical Advisory Committee will be comprised of representatives from:

- The Town of Caledon departments
- The Region of Peel
- The Toronto and Region Conservation Authority (TRCA)
- Other public agencies, as required

The Steering Committee will be composed of selected members of:

- Town of Caledon Council
- The lead Consultant
- The Town of Caledon
- The Landowners Group

5.2 Community Engagement

Consultation, community engagement and public stakeholder participation will be an important part of the Humber Station Employment Area Secondary Plan study.

Stakeholders identified as having an important role in the study process include:

- Landowners within the study area
- Residents of the Town of Caledon
- Town of Caledon Advisory Committees, as deemed appropriate
- The Region of Peel
- Town of Caledon staff
- Town of Caledon Council
- Toronto Region and Conservation Authority
- City of Brampton

The Humber Station Employment Area Secondary Plan study will use formal and informal consultation to engage with members of the public. The formal community engagement will occur throughout the study process as identified in Section 4 – Scope and Timeline.

Informal consultation will be performed by Town staff either through requested meetings or through an online engagement platform on the Town of Caledon's website. A project information page will be created on the Town's website to ensure information on the Humber Station Employment Area Secondary Plan study is available and to promote opportunities to participate throughout the secondary plan process.

Town staff will perform public consultation sessions throughout the project, including open houses, and discussions with industry representatives, Indigenous communities, and other stakeholders including public agencies, and other members of the public. The purpose of these sessions will be two-fold: to collect and disseminate information related to background reports and project updates, and to collect comments, suggestions and feedback on the report's findings and recommendations.

6 Project Administration

Under the direction of the Manager of Policy Planning, a Senior Policy Planner will manage, coordinate and supervise the Humber Station Employment Area Secondary Plan, with the responsibility of:

- Ensuring compliance with the Terms of Reference
- Ensuring financial resources are managed
- Securing and providing existing information to the consultant
- Ensuring participation and coordination of all stakeholders
- Coordinating and conducting individual and stakeholder meetings
- Coordinating the Technical Advisory Committee
- Coordinating the Steering Committee
- Coordinating the community engagement program and events
- Coordinating any other critical studies
- Coordinating all project communications
- Meeting regularly with the consultant
- Responding to consultant inquiries
- Approving in-progress deliverables submitted by the consultant
- Updating the project information page on the Town website and coordinating online consultation activities
- Preparing and submitted status and staff reports to the Planning and Development Committee and Council.

The consulting team's Project Manager will manage, coordinate and supervise the Humber Station Employment Area Secondary Plan technical work, with the responsibility of:

- Ensuring compliance with the Terms of Reference
- Ensuring financial resources are well managed
- Supervision of project activities including public consultations as required
- Coordinating deliverables with other technical experts from the consulting team
- Ensuring that quality control is completed on all deliverables
- Delivering reports and other project items on time

7 Digital Information

All digital information required as part of this review is to be provided in accordance with the following:

- Digital copies of written reports are to be provided in both PDF and MS Word format.
- Data files related to studies must be provided in original format
- Data, sketches, drawings and reports generated by the Consultant for the purpose of this study shall become the property of the Town of Caledon