



# Corporate Report

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**DATE:** November 13, 2012

**TO:** Chair and Members of Planning and Development Committee  
Meeting Date: December 3, 2012

**FROM:** Edward R. Sajecki  
Commissioner of Planning and Building

**SUBJECT:** **Proposed Amendment 2 to the Growth Plan for the Greater Golden Horseshoe, 2006**

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**RECOMMENDATION:** That the report titled "*Proposed Amendment 2 to the Growth Plan for the Greater Golden Horseshoe, 2006*", dated November 13, 2012 from the Commissioner of Planning and Building, be received and forwarded, by the City Clerk, to the Ministry of Infrastructure, the Region of Peel, the City of Brampton and the Town of Caledon.

**REPORT  
HIGHLIGHTS:**

- The Ministry of Infrastructure has released a proposed amendment to the Growth Plan and asked for comments by February 8, 2013.
- The proposed amendment would change the planning horizon from 2031 to 2041 and adds population and employment forecasts for 2036 and 2041.
- The 2031 growth forecasts are to be retained and appear to be too low for the Region of Peel. The 2031 figures should either be updated or not be required to be reflected in municipal official plans.
- By 2041, the Region of Peel is expected to achieve a population of 1,970,000 and employment of 970,000. This is an increase of 330,000 people and 100,000 jobs from 2031.

- A preliminary “ballpark” figure for the additional growth that could be allocated to Mississauga is calculated to be approximately 162,000 people and 58,000 jobs. This would result in an approximate 2041 population of 970,000 and employment of 570,000.
- Additional growth could support many Mississauga city building initiatives such as light rail transit, a strong and vibrant downtown, the development of key waterfront sites, the creation of mixed use nodes, the Ninth Line Corridor and density surrounding major transit stations and in anchor hubs.
- The Growth Plan amendment proposes transition policies that would allow that municipal conformity occur in conjunction with the next official plan review rather than within three years. This transition proposal is supported.

**BACKGROUND:**

On November 2, 2012, the Ministry of Infrastructure released a proposed amendment to the Growth Plan for the Greater Golden Horseshoe, 2006 (Growth Plan). Comments on the proposed amendment are invited by February 8, 2013.

This report outlines the proposed changes of significance to Mississauga and provides comments on these proposed changes.

**COMMENTS:****Introduction**

The Growth Plan contains a policy indicating that the growth forecasts will be reviewed every five years. Also, under provincial policy, municipalities are required to make land available for a 20-year time horizon. As the Growth Plan came into effect in 2006 and as 2031 is only 19 years away, a review of the forecasts and an extension of the forecast horizon is required.

The forecasts in the Growth Plan were based on 2001 Census data. New forecasts have considered the 2006 and 2011 Census data and have been updated to reflect the following trends in the Greater Golden Horseshoe (GGH):

- immigration continues to be the most significant driver of population growth, with more than one-third of all immigrants to Canada settling in the GGH;
- people are living longer and having more children which results in larger household sizes;
- the average age of the population is expected to increase as the baby boom generation reaches their retirement years; and
- younger work age immigrants will allow for the maintenance of a healthy proportion of working age to non-working age people.

### **The Proposed Amendment**

The proposed amendment has two objectives:

- to revise the timeframe of the Growth Plan from 2031 to 2041; and
- replace Schedule 3 which includes population and employment forecasts for 2031, 2036 and 2041. Forecast figures for 2001, 2011 and 2021 will no longer be part of Schedule 3.

Until the proposed amendment is approved, the forecasts currently in the Growth Plan remain in force and effect. Proposed transition policies would allow the existing Growth Plan forecasts to apply to upper-tier official plans currently before the Ontario Municipal Board (OMB) and require that lower-tier municipalities conform to the applicable upper-tier official plan.

The Region of Peel forecasts, as expressed in Regional Official Plan Amendment 24 (ROPA 24), have been approved by the OMB. Mississauga's forecast numbers are subject to a non-decision by the Region because they were brought forward before ROPA 24 was approved. On October 25, 2012, Regional Council approved a recommendation that the forecasts in Mississauga Official Plan be approved. Assuming there are no appeals, the Mississauga forecast numbers can come into effect by year end. Both the existing Growth

Plan and the proposed Growth Plan amendment, require that Mississauga’s official plan forecasts conform to ROPA 24.

The *Places to Grow Act, 2005*, requires municipal official plans to be brought into conformity within three years of an amendment coming into effect unless an alternative date for conformity is set. The amendment proposes to allow municipalities to coordinate their Growth Plan conformity with the next scheduled official plan review.

**The Proposed Forecasts**

The new growth forecasts as proposed in Amendment 2 are shown on Appendices 1 and 2. No changes are proposed for the 2031 forecasts, however, the figures for some Outer Ring municipalities have been disaggregated.

The proposed forecasts for the Region of Peel, the Greater Toronto Area and Hamilton (GTAH) and the GGH are shown below.

**Population**

	2031	2041	Growth	
			#	%
Region of Peel	1,640,000	1,970,000	330,000	20.1
GTAH	8,620,000	10,150,000	1,530,000	17.7
GGH	11,500,000	13,480,000	1,980,000	16.7

**Employment**

	2031	2041	Growth	
			#	%
Region of Peel	870,000	970,000	100,000	11.5
GTAH	4,330,000	4,830,000	500,000	11.5
GGH	5,560,000	6,270,000	710,000	12.8

The proposed growth forecasts for Peel, the GTAH and the GGH for the 2031 to 2041 period are roughly double the growth that is forecast for the 2021 to 2031 period. For example, in the Region of Peel population is forecast to increase by 150,000 and employment by 50,000 between 2021 and 2031 versus the 330,000 people and 100,000 jobs forecast in the 2031 to 2041 period.

Hemson Consulting Ltd. prepared the forecasts for the Province. The results of their work are available in the documents titled “*Greater Golden Horseshoe Growth Forecasts to 2041: Technical Report.*” The Hemson report provides three growth scenarios – Low, Reference and High. The 2036 and 2041 figures used in Amendment 2 reflect the Reference Scenario, however, the 2031 figures which have not been changed, are lower than the Reference Scenario for all municipalities in the GTAH and some Outer Ring municipalities. (See Appendices 3 and 4.)

In the case of the Region of Peel, the Reference Scenario forecasts a 2031 population of 1,766,000 and employment of 875,000. This is higher than the Amendment 2 forecasts by 126,000 people and 5,000 jobs. The 2031 population forecasts are, for the Region of Peel, more reflective of the Low Scenario.

As such, the 2031 forecasts proposed in Amendment 2 for the Region of Peel are too low and the amount of growth assigned to the 2031 to 2041 forecast period is too high. While this preserves the forecast figures in recently prepared official plans, it has implications for planning for growth to 2031.

### **Implications for the City of Mississauga**

The additional growth proposed for the Region of Peel will need to be allocated to the area municipalities. Brampton and Caledon staff advise that they do not have forecasts to 2041 available. While Mississauga does not have official forecasts beyond 2031, projections for 2041 were prepared to assist with long term infrastructure planning. Mississauga staff, in conjunction with Hemson Consulting Ltd., are currently preparing new growth projections which will

include forecasts to 2041. The results of this exercise will be brought forward in 2013.

The tables below show the following:

- the 2031 population and employment forecast allocation, based on ROPA 24;
- the proposed 2041 population and employment forecast using the same percentage allocation as in ROPA 24; and
- the growth by area municipality that would occur from 2031 to 2041.

**Population**

	<b>2031</b>		<b>2041</b>	<b>2031-41</b>
	<i>ROPA 24 Allocation</i>		<i>Assuming % Distribution as in ROPA 24</i>	<i>Growth</i>
Brampton	727,000	44.3%	872,710	145,710
Caledon	108,000	6.6%	130,020	22,020
Mississauga	805,000	49.1%	967,270	162,270
Region of Peel	1,640,000	100%	1,970,000	330,000

**Employment**

	<b>2031</b>		<b>2041</b>	<b>2031-41</b>
	<i>ROPA 24 Allocation</i>		<i>Assuming % Distribution as in ROPA 24</i>	<i>Growth</i>
Brampton	314,000	36.1%	350,170	36,170
Caledon	46,000	5.3%	51,410	5,410
Mississauga	510,000	58.6%	568,420	58,420
Region of Peel	870,000	100%	970,000	100,000

Given the growth potential in Brampton, particularly north-west Brampton, it is expected that Brampton will increase its share of

regional population and employment. Also, Caledon's urban boundary has been extended and further extensions are being considered. As such, the growth shown for Mississauga in the above tables may be regarded as a high-end growth allocation.

The ROPA 24 allocation required each municipality to somewhat reduce the growth that had been projected by their municipal forecasts. In addition, the settlement agreement for ROPA 24 resulted in some reallocation of growth within Brampton and Caledon and excluded some greenfield expansions sought in Caledon. The proposed 2041 forecasts would allow for these reductions to be "recouped" and support additional growth.

The current unofficial 2041 forecast for Mississauga is 841,000 people and 543,000 jobs. This represents a growth of 36,000 people and 33,000 jobs from 2031, which is considerably less than the 162,000 people and 58,000 jobs shown in the above tables. However, it should be noted that the current 2041 forecasts did not assume development for the key waterfront sites (e.g. the OPG lands in Lakeview) and the Ninth Line Corridor. Further, additional growth around major transit station areas (e.g. Gateway Corporate Centre, Cookville Mobility Hub) has not been included. The additional growth forecasted for the Region of Peel presents an opportunity for growth to be allocated to these areas. Additional growth would also support light rail transit and creating a strong and vibrant downtown and mixed use nodes.

The Regional Official Plan requires that a minimum 50% of population growth and 40% of employment growth after 2026 will be through intensification. The allocation of growth within the Region of Peel will need to consider minimum intensification requirements, the growth aspirations and constraints of each local area municipality, and the cost of infrastructure improvements to service new development.

### **Commentary and Next Steps**

Until such time as Mississauga and the other area municipalities in Peel have updated their growth forecasts, it is not possible to comment if the proposed 2041 growth forecast for Peel aligns with local expectations and capacity. However, the proposed forecasts do provide for significant growth which could support Mississauga city building initiatives, such as the LRT and the development of key waterfront sites. Also, the forecasts have been prepared by Hemson Consulting Ltd. who are also preparing the Mississauga forecast update and have considerable familiarity with growth capacity in Mississauga and the Region of Peel.

The proposed 2031 forecasts are a concern as they underestimate growth, particularly population growth in the Region of Peel. Tying municipalities to growth forecasts that are understood to be too low will not result in good planning. The proposed amendment should be revised to allow municipalities to continue to reflect the Growth Plan 2006 forecasts for the current round of official plan updates but not require that these forecasts be entrenched into their next five-year official plan review. One way the Province might achieve this is to require that municipalities only need to conform to the 2041 forecasts.

The proposed transition policies that require conformity in the next five-year official plan review rather than within a three year period, is supported. This is a transition policy that should be adopted for other Provincial plans and the Provincial Policy Statement.

Once the proposed Amendment 2 is finalized the municipalities in the Region of Peel will need to undertake an allocation exercise. This will require that all area municipalities update their long term planning and growth forecasts. As such, it is anticipated that it will be several years before the 2041 local area allocations are determined.



**STRATEGIC PLAN:** Additional population and employment growth will support many city building initiatives, including the following action items identified in the Strategic Plan:

Move: Developing a Transit Oriented City

Action 7 Create mobility hubs

Connect: Complete Our Neighbourhoods

Action 7 Build an international landmark destination on the waterfront

Action 17 Increase our population target

Action 26 Create a downtown “anchor hub”

**FINANCIAL IMPACT:** Not Applicable

**CONCLUSION:** The Ministry of Infrastructure has proposed an amendment to the Growth Plan that will extend the vision to 2041 and has provided growth forecasts for 2036 and 2041. The growth proposed for the Region of Peel for the 2031 to 2041 time period is 330,000 people and 100,000 jobs. This additional growth will need to be allocated with consideration given to the growth aspirations and constraints for each area municipality, along with Provincial and Regional requirements regarding growth by intensification vs. greenfield expansions.

A preliminary “ballpark” figure for the additional growth that may be allocated to Mississauga is calculated to be approximately 162,000 people and 58,000 jobs based on the 2031 growth distribution in ROPA 24. This would result in an approximate 2041 population of 970,000 and employment of 570,000. This additional growth could support many city building initiatives such as a strong and vibrant downtown, light rail transit, the development of key waterfront sites, the creation of mixed use nodes, the Ninth Line Corridor and density surrounding major transit stations and in anchor hubs.

The proposed Amendment 2 does not revise the 2031 growth forecasts. These forecasts, particularly the population forecasts, are too low for the Region of Peel. The 2031 forecasts should either be updated or not be required to be reflected in municipal official plans.

The Growth Plan amendment proposes transition policies that would allow that municipal conformity occur in conjunction with the next official plan review rather than within three years. This transition proposal is supported as it would provide for sufficient time for the Region and the area municipalities to consider how best to allocate the 2041 growth forecast and to consider the implications for land use and infrastructure requirements.

**ATTACHMENTS:**

- Appendix 1: Distribution of Population 2031 to 2041
- Appendix 2: Distribution of Employment 2031 to 2041
- Appendix 3: Comparison of 2031 Population Forecasts
- Appendix 4: Comparison of 2031 Employment Forecasts

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Edward R. Sajecki  
Commissioner of Planning and Building

*Prepared By: Angela Dietrich, Manager, City Wide Policy Planning*

### Distribution of Population 2031 to 2041

(figures in 000s)

	POPULATION			GROWTH (#)			GROWTH (%)		
	2031	2036	2041	2031-36	2036-41	2031-41	2031-36	2036-41	2031-41
Region of Durham	960	1,080	1,190	120	110	230	12.5%	10.2%	24.0%
Region of York	1,500	1,700	1,790	200	90	290	13.3%	5.3%	19.3%
City of Toronto	3,080	3,300	3,400	220	100	320	7.1%	3.0%	10.4%
Region of Peel	1,640	1,870	1,970	230	100	330	14.0%	5.3%	20.1%
Region of Halton	780	910	1,010	130	100	230	16.7%	11.0%	29.5%
City of Hamilton	660	730	780	70	50	120	10.6%	6.8%	18.2%
<b>GTAH TOTAL</b>	<b>8,620</b>	<b>9,600</b>	<b>10,150</b>	<b>980</b>	<b>550</b>	<b>1,530</b>	<b>11.4%</b>	<b>5.7%</b>	<b>17.7%</b>
County of Northumberland	96	105	110	9	5	14	9.4%	4.8%	14.6%
County of Peterborough	61	73	76	12	3	15	19.7%	4.1%	24.6%
City of Peterborough	88	109	115	21	6	27	23.9%	5.5%	30.7%
City of Kawartha Lakes	100	101	107	1	6	7	1.0%	5.9%	7.0%
County of Simcoe	416	456	497	40	41	81	9.6%	9.0%	19.5%
City of Barrie	210	231	253	21	22	43	10.0%	9.5%	20.5%
City of Orillia	41	44	46	3	2	5	7.3%	4.5%	12.2%
County of Dufferin	80	81	85	1	4	5	1.3%	4.9%	6.3%
County of Wellington	122	126	130	4	4	8	3.3%	3.2%	6.6%
City of Guelph	175	183	191	8	8	16	4.6%	4.4%	9.1%
Region of Waterloo	729	779	815	50	36	86	6.9%	4.6%	11.8%
County of Brant	47	54	59	7	5	12	14.9%	9.3%	25.5%
City of Brantford	126	154	169	28	15	43	22.2%	9.7%	34.1%
County of Haldimand	56	61	64	5	3	8	8.9%	4.9%	14.3%
Region of Niagara	511	579	614	68	35	103	13.3%	6.0%	20.2%
<b>OUTER RING TOTAL</b>	<b>2,880</b>	<b>3,140</b>	<b>3,330</b>	<b>260</b>	<b>190</b>	<b>450</b>	<b>9.0%</b>	<b>6.1%</b>	<b>15.6%</b>
<b>TOTAL GGH</b>	<b>11,550</b>	<b>12,740</b>	<b>13,480</b>	<b>1,190</b>	<b>740</b>	<b>1,930</b>	<b>10.3%</b>	<b>5.8%</b>	<b>16.7%</b>

Totals may not add up due to rounding

### Distribution of Employment 2031 to 2041

(figures in 000s)

	EMPLOMENT			GROWTH (#)			GROWTH (%)		
	2031	2036	2041	2031-36	2036-41	2031-41	2031-36	2036-41	2031-41
Region of Durham	350	390	430	40	40	80	11.4%	10.3%	22.9%
Region of York	780	840	900	60	60	120	7.7%	7.1%	15.4%
City of Toronto	1,640	1,680	1,720	40	40	80	2.4%	2.4%	4.9%
Region of Peel	870	920	970	50	50	100	5.7%	5.4%	11.5%
Region of Halton	390	430	470	40	40	80	10.3%	9.3%	20.5%
City of Hamilton	300	330	350	30	20	50	10.0%	6.1%	16.7%
<b>GTAH TOTAL</b>	<b>4,330</b>	<b>4,580</b>	<b>4,830</b>	<b>250</b>	<b>250</b>	<b>500</b>	<b>5.8%</b>	<b>5.5%</b>	<b>11.5%</b>
County of Northumberland	33	37	39	4	2	6	12.1%	5.4%	18.2%
County of Peterborough	18	21	24	3	3	6	16.7%	14.3%	33.3%
City of Peterborough	42	54	58	12	4	16	28.6%	7.4%	38.1%
City of Kawartha Lakes	27	30	32	3	2	5	11.1%	6.7%	18.5%
County of Simcoe	132	141	152	9	11	20	6.8%	7.8%	15.2%
City of Barrie	101	114	129	13	15	28	12.9%	13.2%	27.7%
City of Orillia	21	22	23	1	1	2	4.8%	4.5%	9.5%
County of Dufferin	27	31	32	4	1	5	14.8%	3.2%	18.5%
County of Wellington	54	54	56	0	2	2	0.0%	3.7%	3.7%
City of Guelph	92	97	101	5	4	9	5.4%	4.1%	9.8%
Region of Waterloo	366	377	393	11	16	27	3.0%	4.2%	7.4%
County of Brant	19	24	27	5	3	8	26.3%	12.5%	42.1%
City of Brantford	53	73	82	20	9	29	37.7%	12.3%	54.7%
County of Haldimand	20	24	26	4	2	6	20.0%	8.3%	30.0%
Region of Niagara	218	249	267	31	18	49	14.2%	7.2%	22.5%
<b>OUTER RING TOTAL</b>	<b>1,240</b>	<b>1,350</b>	<b>1,440</b>	<b>110</b>	<b>90</b>	<b>200</b>	<b>8.9%</b>	<b>6.7%</b>	<b>16.1%</b>
<b>TOTAL GGH</b>	<b>5,560</b>	<b>5,930</b>	<b>6,270</b>	<b>370</b>	<b>340</b>	<b>710</b>	<b>6.7%</b>	<b>5.7%</b>	<b>12.8%</b>

Totals may not add up due to rounding

**Comparison of 2031 Population Forecasts**  
(figures in 000s)

	2031 Forecasts				Comparison to Proposed		
	Proposed	Low	Reference	High	Low	Reference	High
Region of Durham	960	848	970	1,075	-112	10	115
Region of York	1,500	1,432	1,585	1,727	-68	85	227
City of Toronto	3,080	3,014	3,193	3,380	-66	113	300
Region of Peel	1,640	1,634	1,766	1,904	-6	126	264
Region of Halton	780	719	816	909	-61	36	129
City of Hamilton	660	625	683	723	-35	23	63
<b>GTAH TOTAL</b>	<b>8,620</b>	<b>8,274</b>	<b>9,012</b>	<b>9,717</b>	<b>-346</b>	<b>392</b>	<b>1,097</b>
County of Northumberland	96	92	100	112	-4	4	16
County of Peterborough	61	64	70	78	3	9	17
City of Peterborough	88	93	103	116	5	15	28
City of Kawartha Lakes	100	84	95	107	-16	-5	7
County of Simcoe	416	383	416	464	-33	0	48
City of Barrie	210	192	210	234	-18	0	24
City of Orillia	41	39	41	43	-2	0	2
County of Dufferin	80	72	77	79	-8	-3	-1
County of Wellington	122	113	120	122	-9	-2	0
City of Guelph	175	162	177	178	-13	2	3
Region of Waterloo	729	670	742	777	-59	13	48
County of Brant	47	45	50	55	-2	3	8
City of Brantford	126	125	140	157	-1	14	31
County of Haldimand	56	52	57	61	-4	1	5
Region of Niagara	511	504	544	605	-7	33	94
<b>OUTER RING TOTAL</b>	<b>2,880</b>	<b>2,691</b>	<b>2,942</b>	<b>3,189</b>	<b>-189</b>	<b>62</b>	<b>309</b>
<b>TOTAL GGH</b>	<b>11,550</b>	<b>10,964</b>	<b>11,953</b>	<b>12,907</b>	<b>-586</b>	<b>403</b>	<b>1,357</b>

*Totals may not add up due to rounding*

**Comparison of 2031 Employment Forecasts**  
(figures in 000s)

	2031 Forecasts				Comparison to Proposed		
	Proposed	Low	Reference	High	Low	Reference	High
Region of Durham	350	316	357	391	-34	7	41
Region of York	780	712	788	853	-68	8	73
City of Toronto	1,640	1,601	1,659	1,730	-39	19	90
Region of Peel	870	815	875	941	-55	5	71
Region of Halton	390	347	391	425	-43	1	35
City of Hamilton	300	278	306	326	-22	6	26
<b>GTAH TOTAL</b>	<b>4,330</b>	<b>4,069</b>	<b>4,375</b>	<b>4,667</b>	<b>-261</b>	<b>45</b>	<b>337</b>
County of Northumberland	33	32	36	40	-1	3	7
County of Peterborough	18	15	20	23	-3	2	5
City of Peterborough	42	47	52	58	5	10	16
City of Kawartha Lakes	27	26	29	32	-1	2	5
County of Simcoe	132	123	132	145	-9	0	13
City of Barrie	101	92	101	112	-9	0	11
City of Orillia	21	21	21	22	0	0	1
County of Dufferin	27	28	29	30	1	2	3
County of Wellington	54	46	52	53	-8	-2	-1
City of Guelph	92	86	94	96	-6	2	4
Region of Waterloo	366	329	366	376	-37	0	10
County of Brant	19	19	22	24	0	3	5
City of Brantford	53	57	67	75	4	14	22
County of Haldimand	20	20	22	24	0	2	4
Region of Niagara	218	214	235	263	-4	17	45
<b>OUTER RING TOTAL</b>	<b>1,240</b>	<b>1,154</b>	<b>1,276</b>	<b>1,374</b>	<b>-86</b>	<b>36</b>	<b>134</b>
<b>TOTAL GGH</b>	<b>5,560</b>	<b>5,223</b>	<b>5,652</b>	<b>6,041</b>	<b>-337</b>	<b>92</b>	<b>481</b>

*Totals may not add up due to rounding*