

HAMLETS AND VILLAGES

PRELIMINARY REPORT ON GOALS AND OBJECTIVES



The Regional Municipality of Peel

HAMLETS AND VILLAGES PRELIMINARY REPORT ON GOALS AND OBJECTIVES

Planning Policy Division,
Planning Department.

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*As Adopted by Regional
Council on May 11/78.*

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Separate Report: Technical Appendix to
Hamlets and Villages
Preliminary Report on
Goals and Objectives.

I INTRODUCTION

The purpose of this paper is to establish a strategy for the retention and enhancement of the Hamlets and Villages in Peel.

The strategy will permit:

- i) *Regional Planning staff, Regional Planning Committee and Council to evaluate proposals for development within and adjacent to Hamlets and Villages in Peel;*
- ii) *Regional planning staff to appraise local Official Plans, in recognition of Regional objectives with respect to Hamlets and Villages within Peel; and,*
- iii) *Other government, interested public and special purpose bodies to use these Regional objectives to retain and enhance the existing Hamlets and Villages as viable rural settlement centres.*

The strategy will provide the Region of Peel with a general statement concerning Hamlets and Villages and their future in Peel, in order that the Region and Area Municipalities and other appropriate government agencies and interested parties can develop meaningful policies.

A technical Appendix (under separate cover) will provide background information in support of the objectives contained in this Report.

Niagara Escarpment Commission

In February 1978, the Niagara Escarpment Commission released a report entitled "Preliminary Proposals" which contains a series of proposed policy papers. The Master Plan will be formulated on the basis of a review of these papers by Advisory Committees, Municipalities and Affected Provincial Ministries.

One of the policy papers deals with "Minor Urban Areas" and states the following:

"Objectives

The Commission recognizes the importance of Minor Urban Areas within the Rural environment and accordingly adopts the following objectives:

1. to support and encourage the vitality of small urban centres;
2. to encourage development to proceed with the least possible environmental disruption;
3. to preserve the rural and/or historic character of rural centres;
4. to encourage orderly growth in rural centres and to protect surrounding rural areas from scattered urban development."

Niagara Escarpment Commission - Minor Urban Area

The designation of Minor Urban Areas aims to identify small concentrated settlements which function as service centres for the travelling public and for residents in the surrounding area.

In general, small settlements with a concentrated built form are designated if they satisfy all of the following criteria:

1. minimum population of 75 (north of the Dufferin/Peel boundary) or 150 (south of the Dufferin/Peel boundary);

- Villages and hamlets shall not be major growth centres and an ultimate size for each will be established.
- No major allotments of land for industrial growth or other incentives of rapid development shall be made.
- Sewage treatment and water supply facilities shall be of a standard sufficient to avoid pollution and to provide for moderate growth. Large increases in capacity shall not be contemplated.
- Hamlets are to be treated as small concentrations of residential development with some minor commercial services. The main purpose of the hamlets is to provide an alternative location to satisfy the demand for rural residences.
- If the demand for housing (farm related or non-farm) cannot be met by infilling and moderate growth of villages and hamlets, then new areas may be designated. Designation of new areas shall be of a scale, number and location such that they will not produce adverse economic, environmental or social impacts on the surrounding farm operations.
- Each village and hamlet should have a fringe area that, in essence, is a buffer zone between it and the surrounding area. The fringe area, in fact, is a restricted farming area. Since the village and hamlet will be intended to have only limited expansion, their limits will be fairly easily delineated (unlike boundaries of large urban centres).
- The fringe area shall be an envelope around the boundaries of the maximum planned village or hamlet limits. The fringe shall be large enough to limit the negative effects of dust, noise and odour created by the surrounding uses. (For practical purposes, this should be a minimum of 2,000 feet to comply with the Agricultural Code of Practice.

The more lively hamlets and villages, up to the 1870's, were located on important throughfares, such as:

1. Grand Trunk Railway
2. Great Weston Railway
3. Toronto, Grey and Bruce Railway
4. Hurontario Street
5. Dundas Highway
6. Lakeshore Road

Those settlements "missed" by the railway tended to be those that by the early 1900's were declining in role and activity.

Larger hamlets and villages in the latter part of the 19th century began to develop specialized functions:

Mono Road (300)	- grain storage and distribution
Caledon (350)	- "
Malton (350)	- "
Port Credit (450)	- shipping (export)

These settlements grew at the expense of those that for numerous reasons, were not able to develop specialized roles (eg., Cooksville, Meadowvale).

By 1875, three centres in Peel had enjoyed growth that placed them apart from the rest of the small communities.

Bolton grew rapidly as a distribution point and a centre for small-scale manufacturing. Its population of 900 made it the second largest community in Peel.

Streetsville, once the largest centre in Peel, had dropped to 3rd behind Brampton and Bolton by the early 1870's. The single most important factor in the levelling off of Streetsville's development was the building of the Grand Trunk and Great Western Railways (mid 1850's) both of which by-passed the thriving little Town. Streetsville's growth remained stable - around 700 - until the early 1940's when the great boom period began to be felt and the first suburban developments appeared.

- Discussion centred on the problems in the Village of Meadowvale as a result of traffic on Derry Road. There were suggestions concerning the re-alignment of Derry Road to the north of the village and very vocal opposition to any planned widening of the road.
- Disagreement was expressed over the notion that urban people upon moving to the rural areas, demand urban services. It was noted that, on a particular issue in a hamlet in Caledon, it was the old-time residents and not the new-comers who were requesting better services.
- It was suggested that Peel look at priorities for growth centres and priorities for no-growth areas. In designating communities along the growth-no-growth continuum, the Region could be effectively involved in the management of growth.
- concern was expressed over the "preservation" of hamlets. Questions that arise are: who pays for the services? Why should some people have the village atmosphere while the majority are in the suburban fringes of urban areas?
- It was suggested that "diversity" in lifestyles and the need for alternatives meant that Peel should provide a variety of community types: suburban, high density.

An additional response had been solicited from citizens of the Region in 1976. In April of that year, a publication entitled "Planning Peel" was made available to interested individuals. The booklet was designed to be a citizens guide to aid in the planning of the Region of Peel. Appended to each brochure was a short questionnaire "designed to provide the Regional Planning Department with information about how citizens rank a number of planning objectives in Peel".

Responses to "Planning Peel" indicate that respondents from all three municipalities felt that hamlets and villages are important settlement centres within Peel and should be retained and enhanced within the planning process.

iii) Moderate Growth Settlement Areas

Moderate Growth Settlement Areas provide a wider variety of services and an expanded function capacity than do the no growth and restricted growth areas.

iv) Growth Settlement Areas

Bolton is the only Growth Settlement Area and is typified by the presence of a municipal water supply system and sanitary sewerage facilities. Growth areas are generally structured on the basis of some form of neighbourhood concept and contain a diversity of community services including parks, schools, churches and institutional uses.

Detailed policies contained within the Plan indicate the kinds of development that is permitted and that which is restricted in the settlements.

The Caledon Plan also identifies policies with respect to Heritage Conservation. These have implications for hamlets and villages in terms of the preservation of unique historical and architectural buildings and sites in these areas.

In addition, the Community Services policies for the Town provide for the development of services, such as fire, daycare, health, within the settlement areas. The attempt is to direct growth to certain settlements and to encourage community-serving facilities to locate in these settlements, rather than scattered throughout the agricultural area.

The overall concept for the growth of the Town proposes that, at the Mature State, slightly over 40% of the total population of the Town will be located in Settlement and Hamlet Areas.

Policies relating to Settlements, outlined in the draft Caledon Plan, deal with such aspects as:

Brampton staff distinguished between types of rural settlements and classified them as:

- 1) four corners
- 2) intersection clusters
- 3) strip developments

The Brampton report raised four issues which were used in addressing the Settlement Areas paper at public meetings:

1. *What should the future growth policies be for each rural settlement - major infilling, minor infilling, no growth;*
2. *What is the long-term function of the rural settlements generally; and, where appropriate, individually;*
3. *Whether or not rural settlements should be permitted to expand into viable, agricultural farm units or lands that have potential to be successfully farmed; and,*
4. *To what extent will the rural estate development within the Amendment 5 Area cause the function and character of Wildfield and Castlemore to be modified?*

In May, 1977, City of Brampton Council adopted a set of planning objectives to be used as the basis for the preparation of the City's Draft Official Plan.

With respect to Rural Settlements, City Council adopted the following objectives:

1. *The controlled expansion of Huttonville, Snelgrove, Tullamore and Castlemore.*
2. *The minor infilling of Whaleys Corners, Pleasant, Alloa, Springbrook, Mayfield and Coleraine.*
3. *A low density form of development.*

The following excerpt from the report "Report on the Alternative Population Scenarios" (City of Brampton, 1977) contains the planning rationale for the above-mentioned objectives:

City of Mississauga

The predominant residential form in the present and proposed City of Mississauga is urban. The only significant non-urban settlement area in the City is Meadowvale Village.

The present draft Official Plan for the City recognizes the historic and residential significance of Meadowvale Village and indicates that "consideration has been given to the preservation and enhancement of the Village of Meadowvale and other residential uses".

Mississauga planning staff propose that the village be subject to a secondary plan as follows:

"Meadowvale Village is an historical area which requires a Secondary Plan in order to preserve its unique character. The Secondary Plan will define precisely the boundaries of this District and establish policies in accordance with the Heritage Act."

Mississauga Planning staff identified the following guidelines for the preparation of the Meadowvale Village Secondary Plan:

- no new residential development until aircraft noise exposure levels drop
- future residential development to be compatible with historic and low density character of the District.
- endorsement of concept of realignment of Derry Road and Second Line West in order to preserve the character of Meadowvale Village.
- design guidelines intended to preserve and improve the historic character of the Village
- Heritage Conservation policies to be included in Secondary Plan.

It is important to note, in the context of the Derry Road issue, that on February 9th, 1978, Regional Council supported a resolution of Mississauga Council (Resolution #19, January 23, 1978), which stated:

- Highways, one of the most important factors in the survival of village and hamlet life, are now threatening the traditional settlements.
- Transportation developments and the expansion of the urbanized areas to the south facilitate the extension of residential concentrations into the country. The result, is an increasing demand for housing in "older" villages and in the countryside which is accessible to the employment centres of Brampton, Mississauga and Metro.
- Modern growth patterns tend to be undifferentiated and unbroken, resulting in urbanization that transforms the character of traditional settlements.
- The trend toward converting "crossroads" into highway strip commercial uses, often becomes a lever used in extending development in all directions.
- Hamlets were usually well-integrated with and conscious of environmentally sensitive areas. Development in these communities places heavy demands on the existing facilities, resulting in either undue hardship to the environment or the development of modern-capacity services to meet new needs.
- Urban people move out to semi-rural communities in search of a home. In so moving, they leave behind many urban services such as transportation, community facilities, etc. Soon the new population begins to demand these services resulting in the transformation of the old village structure to a new order.
- The Region of Peel and the three Area Municipalities are faced with the issue of hamlet preservation. The question is, "how much growth and development should be permitted in these settlements?" Should certain centres be designated as "growth centres" and others as "no-growth centres?" The issue is the management of growth.
- Hamlets and Villages in Peel often have unique historical and/or architecturally significant buildings and sites; as well, the hamlet itself has an identity within the historical context of the area. In many cases, this cultural aspect is threatened by unplanned development.

- .retaining the hamlet and village is beneficial from the perspective of cultural preservation as well as the preservation of unique, individual buildings.
- .pressures for urbanization are greater in the more southern municipalities of Peel and therefore, the threatened destruction of the hamlet and village is greater in Brampton and Mississauga.
- .on the other hand, agriculture and open space is more abundant in Caledon and therefore, pressure to direct growth to the hamlets and villages, in order to bolster these settlements and preserve the surrounding land, should be greater.
- .obnoxious and incompatible land uses (such as intensive resource operations) should be separated from the residential settlement areas.
- .in the rural areas, community-serving facilities and service activities should be directed toward the settlement areas.
- .settlement areas in Peel which are on or adjacent to significant natural features should be subject to strict controls in order to protect these natural features.
- .hamlets and villages have been and will continue to be an important element in Peel's Identity.

V. RECOMMENDATIONS:

It is recommended that:

- A. *The following Goal and Objectives be approved as the interim Regional Goal and Objectives statement for a Hamlet and Village Strategy for Peel.*

HAMLETS AND VILLAGES GOAL

TO PRESERVE AND ENHANCE THE HAMLETS AND VILLAGES IN PEEL, AS IDENTIFIED IN THE REGIONAL OFFICIAL PLAN, AND TO ENSURE THAT WHERE GROWTH IS APPROPRIATE THAT IT OCCUR WITHOUT DETRIMENTAL EFFECT ON THE SURROUNDING SETTLEMENT AREA.

- m) [to ensure that the existing village of Meadowvale is not completely enveloped by urban development.]
- n) to promote, where appropriate, the historical role and present function of certain hamlets and villages by encouraging the development of compatible speciality commercial and recreational development in these settlements.

B. These Hamlets and Villages Goal and Objectives be incorporated into the Public Participation Programme of the Regional Official Plan Process, which includes circulation to local area municipalities, concerned groups and the general public.

PRS/vn


Peter E. Allen,
Commissioner of Planning.

