

## Attachment #8 to PGC Background Information

### **Integrated Growth Management Strategy (IGMS) – Local Municipal Reports and Meeting Minutes on the Preferred Growth Concept**

#### Overview

This attachment includes those Local Municipal staff reports, and associated meeting minutes, focusing on Halton's Draft Preferred Growth Concept, received by Regional Council for information on November 17, 2021.

The reports are organized chronologically according to the date the Local Municipal Council or Committee received the report. Note that meeting minutes associated with Town of Oakville and Town of Milton reports contain revised recommendations as moved and carried by their respective Town Councils.

Regional staff also note that no Town of Hills report was available at the time of publication.

#### Index of Reports/Minutes

No.	Local Municipality	Date Report Received	Page
1.	City of Burlington – Report PL-06-22 “Submission on Region of Halton’s Draft Preferred Growth Concept and Draft Land Needs”	January 11, 2022	1
2.	City of Burlington – Minutes (See p. 31)	January 11, 2022	28
3.	Town of Milton – Report DS-006-22 “Halton Region Official Plan Review – Draft Preferred Growth Concept and Draft Land Needs Assessment”	January 18, 2022 (Submitted for January 17, 2022)	47
4.	Town of Milton – Minutes (See p. 61)	January 18, 2022 (Submitted for January 17, 2022)	58
5.	Town of Oakville – Report “Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022”	January 18, 2021 (Submitted for January 17, 2022)	66
6.	Town of Oakville – Minutes (See p. 98)	January 18, 2022 (Submitted for January 17, 2022)	66



**SUBJECT: Submission on Region of Halton's Draft Preferred Growth Concept and Draft Land Needs**

**TO: Community Planning, Regulation & Mobility Cttee.**

**FROM: Community Planning Department**

Report Number: PL-06-22

Wards Affected: All

File Numbers: 150-14

Date to Committee: January 11, 2022

Date to Council: January 18, 2022

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**Recommendation:**

Direct the Director of Community Planning to submit Community Planning Department report PL-06-22 as the City of Burlington's submission on the Region of Halton's Draft Preferred Growth Concept and Draft Land Needs Assessment; and

Direct the Director of Community Planning to provide additional comments to the Region, if any, upon Council approval; and

Authorize the Director of Community Planning to provide draft City comments, in advance of Council approval, on the remaining documents to be released in Q1, 2022 in support of the preparation of the Regional Official Plan Amendment to implement the findings of the Region of Halton's IGMS, as discussed in the Strategy section of this report.

**PURPOSE:**

The purpose of this report is to introduce Halton Region's Draft Preferred Growth Concept and the associated Draft Land Needs Assessment and to provide comments from the City of Burlington perspective to inform the completion of the Integrated Growth Management Strategy (IGMS) and the next stage of the Regional Municipal Comprehensive Review/Regional Official Plan Review.

## **Vision to Focus Alignment:**

- Increase economic prosperity and community responsive city growth
  - Improve integrated city mobility
  - Support sustainable infrastructure and a resilient environment
  - Building more citizen engagement, community health and culture
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## **Executive Summary:**

City of Burlington staff have reviewed the Region of Halton's Draft Preferred Growth Concept and Draft Land Needs Assessment released in November. Staff have prepared a submission to inform the Region as work continues on the Regional Municipal Comprehensive Review/Regional Official Plan Review.

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## **Background and Discussion:**

### **1.0 Regional Official Plan Review**

The Regional Official Plan Review has been underway since 2014. For a detailed chronology of this work, please refer to Appendix A: Regional Official Plan Review Chronology, attached to this report.

This section will discuss the most recent elements of the Regional Official Plan Review.

### **1.1 Regional Official Plan Amendment 48**

The Regional Official Plan Review is being advanced in a phased approach through multiple official plan amendments. The first amendment advanced was Regional Official Plan Amendment 48 (ROPA 48). The amendment identifies non-discretionary components of a Regional Urban Structure that support local plans and priorities focusing within the Urban Area to define a Regional Urban Structure, reinforce local urban structures and enable local municipalities to move forward with critical local work such as area specific planning for strategic growth areas (SGAs).

In May, 2021, through Report [PL-20-21](#) titled Regional Official Plan Amendment 48: City of Burlington Comments, City Council endorsed City staff comments on draft ROPA 48. The comments were supportive of the phased amendment to advance a Regional Urban Structure that included the adjustment of the Urban Growth Centre, the delineation and assignment of density targets for SGAs including the City's Major Transit Station Areas and advanced a number of strategic employment conversions.

Report [PL-20-21](#) provided a number of technical comments that staff highlighted to enhance the draft amendment. ROPA 48, through the hierarchy of SGAs, established a set of additional growth nodes that form part of the Local Urban Structure including the Uptown Urban Centre as a Primary Regional Node and the Downtown Urban Centre as a Secondary Regional Node.

Regional Council adopted ROPA 48 on July 6, 2021 and forwarded it to the Ministry of Municipal Affairs and Housing for approval. A decision from the Minister was issued on November 10, 2021 to approve ROPA 48 as adopted by Regional Council with eight modifications. These modifications related to the policy framework for Protected Major Transit Station Areas, Regional Nodes and Urban Growth Centres. The Minister's decision is not subject to appeal and ROPA 48, as modified and approved by the Province, is in effect as of November 10, 2021.

In reviewing the provincial modifications to ROPA 48 staff have outlined impacts and considerations pertinent to Burlington.

- ROPA 48 identified a policy framework which identified Major Transit Station Areas as Protected MTSA's to enable to the local municipalities to utilize the inclusionary zoning tool for affordable housing, as well as to restrict appeal rights related to certain prescribed policies such as uses, heights and densities. ROPA 48 identified the City's three MTSA's as Protected MTSA's. The Minister's modifications included changes to align with the language of the *Planning Act* and to explicitly identify Halton Region as the approval authority for Local Official Plan Amendments related to Protected MTSA's. The City will need to have regard to the language in the *Planning Act* and in the policies of the Regional Official Plan in developing future amendments in conformity with ROPA 48 to identify the MTSA's as Protected MTSA's.
- ROPA 48 established a hierarchy of SGAs and identified in that hierarchy Regional Nodes that were identified in mapping and with a corresponding policy framework. The framework encouraged local municipalities to delineate the boundaries and identify a minimum density target. In PL-20-21 City staff were supportive of identifying Primary Regional Nodes (Uptown Urban Centre) and Secondary Regional Nodes (Downtown Urban Centre) reflective of Local Official Plans and further suggested refinements that supported local municipal discretion that would encourage, not require, the delineation and establishment of a density target for Regional Nodes.

The Minister's decision modified the Regional Node policy to delete the portion that encouraged the municipalities to identify a minimum density

target. The modification is based on the interpretation of the Growth Plan that requires that any strategic growth area that has a minimum density target assigned first must be identified and delineated in the Regional Plan before the local municipalities can identify a target. Regional staff have indicated that they will work in consultation with their local municipal partners to identify the implications of the policy modifications and advance any further changes to the Regional node framework through a subsequent regional official plan amendment.

- Through the Minister's decision on ROPA 48, the adjustment to the Urban Growth Centre boundary in Burlington was approved, however, the Province modified ROPA 48 to include a new section that implements a transition policy that would apply the new adjusted Urban Growth Centre boundary to new planning applications filed after the Minister's decision was issued on November 10, 2021. Any planning applications in process before that date, would be subject to the previous policy framework.

ROPA 48 also advanced a number of strategic employment conversions at the request of the City. For clarity, several conversions were not brought forward through ROPA 48 but have been supported to be considered through the subsequent regional official plan amendment. Those conversions include: 1515 North Service Road and 2202-2210 Industrial Street.

Staff also advise that, although not specifically proposed by City, the existing Provincial Courthouse immediately adjacent to the lands supported for conversion for a Long-Term Care Home on Palladium Way has been supported for conversion through the Preferred Growth Concept and will also be advanced. Staff support this proposed conversion as a logical modification to the Region's Employment Area.

## **1.2 Growth Concepts Discussion Paper**

As part of Phase 2 of the Region's Official Plan Review, in February 2021, Regional Council authorized the release of the Growth Concepts Discussion Paper on four growth concepts which were prepared to show where and how Halton might grow to 2051. The work included an evaluation of each concept and was accompanied by a series of technical appendices.

In April 2021, Regional Council directed staff for an additional growth concept that provided no new urban boundary expansion; a comparative analysis of greenhouse gas emissions for the growth concepts as well a White Paper on an analysis of Covid 19's acceleration of Economic Trends in the Region to form part of the public engagement program

In June, 2021, through Report [PL-21-21](#) titled Submission on the Region of Halton's Growth Concepts Discussion Paper, City Staff presented comments on the Discussion Paper. City Council endorsed City staff comments on the Growth Concepts Discussion Paper and they were forwarded to the Region for consideration.

The comments in PL-21-21 highlighted that Concepts 3A/3B most closely aligned with the objectives of the City of Burlington as outlined in the City's new Official Plan, Strategic Plan and Climate Action plan. Due to the City's firm urban boundary, the amount of land needed to accommodate growth in Burlington does not shift significantly and results in minimal variability across the growth concepts in terms of population and employment allocation. The analysis of the growth concepts demonstrated the importance of the allocation of growth to SGAs and existing Designated Greenfield Areas throughout the Region in advance of expanding the urban boundary in order to meet the objectives and requirements of the Growth Plan, Burlington's Official Plan and the Strategic Plan.

A significant portion of the comments presented in PL-21-21 highlighted concerns or considerations related to the wide range of high level technical analyses. In addition, Appendix A to the staff report PL-21-21 contained a series of both general and technical comments for the consideration by Halton Region to support the development of the preferred growth concept and the ROPA work.

The report also supported the Region's conclusions that the North Aldershot Policy Area as a whole, does not merit consideration for settlement area boundary expansion through the current MCR and are supportive of developing a rural policy framework to update the existing policies and to achieve Provincial conformity. Staff did not recommend the consideration of individual, minor expansions to accommodate future urban development or to acknowledge existing quasi-serviced development.

## **2.0 Draft Preferred Growth Concept and Draft Land Needs Assessment**

At a Regional Council Workshop held on November 17, 2021 Regional Staff presented the Draft Preferred Growth Concept to Regional Council for information to support the workshop with the intent of bringing forward a recommendation of the Preferred Growth Concept in February 2022 for Regional Council consideration. The documents released included a [background report](#) that provides supporting information on the Draft Preferred Growth Concept and introduced the following additional documents:

Att #	Title	Purpose
1	<a href="#">Overview of Growth Concepts</a>	Provides a comparison of the 5 growth concepts presented through the Growth Concepts Discussion Paper.

2	<a href="#">Summary of Public Engagement</a>	Provides an infographic summarizing engagement and communication tactics, submissions and inquiries, and meetings. The attachment also presents growth concept questionnaire results. This is a summary document and no analysis of the feedback is included.
3	<a href="#">Response to Advisory Committee Comments Table</a>	Provides Regional Staff responses to written submissions from the Citizen Advisory Committees received by Halton Region on the Integrated Growth Management Strategy and Growth Concepts from February 2021 to July 2021.
4	<a href="#">Response to Local Municipal Comments Table</a>	Provides Regional Staff responses to written submissions received by Halton Region on Integrated Growth Management (IGMS), including the IGMS Growth Concepts, from February 17, 2021 to July 15, 2021. Discussion of the City of Burlington Submission begins on page 35 and represents Regional staff responses to PL-21-21. Staff note that it appears that Regional staff have not provided a specific response to the details of Appendix A to PL-21-21. This appendix provides general comments on the Discussion Paper and more specific comments on the technical appendices. Staff trust that these comments are being considered as the technical work moves toward finalization.
5	<a href="#">Key Principles as the Foundation for the Draft Preferred Growth Concept</a>	Provides the 11 key principles received by Regional Council in staff report <a href="#">LPS51-21</a> (July, 2021) which staff used as the foundation for the Draft Preferred Growth Concept.
6	<a href="#">Draft Preferred Growth Concept: Population Growth by Local Municipality and Policy Area</a>	Provides a breakdown using tables and pie charts to show population growth by municipality by policy area.
7	<a href="#">Draft Preferred Growth Concept: Housing Unit Growth by Local Municipality and Policy Area</a>	Provides a breakdown using tables and pie charts to show housing unit growth by municipality by policy area.

8	<a href="#"><u>Draft Preferred Growth Concept: Employment Growth by Local Municipality and Policy Area</u></a>	Provides a breakdown using tables and pie charts to show employment growth by municipality by policy area.
9	<a href="#"><u>Map of Supported Employment Conversions</u></a>	Provides a map presenting an overview of supported employment conversions divided into those that were approved through ROPA 48 and those that have been supported to bring forward as part of the Preferred Growth Concept.
10	<a href="#"><u>Map of the Draft Preferred Growth Concept</u></a>	Provides a map presenting the elements of the Regional Urban Structure approved through ROPA 48 in addition to showing the New Community Area and New Employment Area.
11	<a href="#"><u>Draft Land Needs Assessment</u></a>	This draft report presents the land needs for the Region to accommodate population and employment forecasts to 2051, using the methodology prescribed by Growth Plan Policy 2.2.1.5 and considers regional and local market trends, the demand for housing, lands required for employment activities and the Region's and local municipality current land supply and the policy requirements of the Growth Plan. The draft report finds that that Region requires the addition of approximately <b>1,050 ha of new Community Area</b> land and <b>1,070 ha of new Employment Area</b> land in order to accommodate population and employment growth to 2051 under Schedule 3 of the Growth Plan.
12	<a href="#"><u>Commonly Asked Questions on Land Needs Assessment</u></a>	Provides a range of answers to a wide variety of questions, many of which cover very technical issues related to the challenges of forecasting growth. In some cases the answers attempt to provide clarity or correct misconceptions about data and the methodology.
13	<a href="#"><u>Revised ROPR Work Plan Timeline</u></a>	Provides an updated timeline for the Regional Official Plan Review. It clarifies that the work will be phased in order to deliver elements related to Growth Plan conformity in 2022 and to implement the remaining theme areas through a

		subsequent ROPA (Agriculture, Rural, Natural Heritage, and including policy changes for North Aldershot) anticipated in 2023.
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While the materials released in November provide a significant amount of information there will be further information delivered with the Preferred Growth Concept Report, anticipated in February of 2022. In brief, staff understand that the following information will be released:

- a comprehensive set of technical studies addressing:
  - Climate Change;
  - Water and Wastewater Infrastructure;
  - Transportation Infrastructure;
  - Agriculture Impact;
  - Natural Heritage / Water Resources; and,
  - Financial Impact.
- the complete set of Regional Official Plan Review Policy Directions for all theme areas which have informed ROPA 48 and will inform future ROPAs. This will include an engagement summary.
- A Draft Regional Official Plan Amendment implementing the findings of the IGMS and to address Growth Plan conformity.

In alignment with previous comments (PL-21-21) there remain a wide range of concerns and considerations that are proposed to be addressed through the various items noted above. In PL-21-21, staff set out comments with respect to the preliminary, high level work related to applying a climate lens to the Regional Official Plan Review, fiscal sustainability, transportation and broader considerations related to infrastructure. At this time, in the absence of those detailed technical studies it is not possible to state how these issues will be addressed.

Staff will review information released early in 2022 and will consider the findings of the technical studies in relation to the Preferred Growth Concept. This review will inform comments on the Policy Directions and the draft Regional Official Plan Amendment.

*North Aldershot Policy Area*

The Background Report also includes a section on the North Aldershot Policy Area. The section of the memo summarizes, as presented in LPS18-21 and reiterated above, that urban expansion in the North Aldershot Policy Area as a whole is not supportable given the overriding policy considerations of the Growth Plan, 2019. This conclusion was supported by City staff in report PL-21-21. The Background Report also includes the following:

In addition, upon further analysis in the development of the Draft Preferred Growth Concept, it has been concluded that any other areas contiguous to the existing settlement boundary that may have limited potential for redevelopment, are in comparison to the areas identified in the Draft Preferred Concept, not appropriate for urban expansion given considerations such as feasibility of servicing, protection of the natural heritage system and water resources, and financial viability. It should be noted that existing, historical development approvals will be taken into consideration in the North Aldershot Policy Area. (Background Report, p. 19)

With the exception of the City's existing obligations under the Minutes of Settlement for the Eagle Heights community, staff are supportive of the Region's conclusions related to the North Aldershot Policy Area.

### *Relationship and Content*

The purpose of the Draft Land Needs Assessment (LNA) is to provide the analysis and rationale associated with the Draft Preferred Growth Concept proposed by the Region. The Draft LNA determines the land needs for the Region to accommodate population and employment forecasts to 2051 as it relates to a preferred growth concept, which aligns with the forecasts contained in Schedule 3 to A Place to Grow: Growth Plan for the Greater Golden Horseshoe.

The Draft Preferred Growth Concept is based upon Local Plans and Priorities in a Region-wide context. In order to achieve the planning objectives that result from its implementation each Local municipality must perform an important but different role. This approach supports local urban structures, including Burlington's Urban Structure. In responding to the City's comments the Region provided the following statement ([Response to Local Municipal Comments Table](#) see pg. 49) which provides a helpful description related to the relationship of the Draft LNA to the Draft Preferred Growth Concept.

The Draft Preferred Growth Concept is supported by a Draft LNA that both considers a market-based supply of housing, and implements an "intensification first" approach with an ambitious proportion of growth directed to the existing urban area, and a significant shift towards apartments in the future housing mix, while providing for an adequate supply of low density (single and semi detached) housing units.

As part of the comments presented in June on the Growth Concepts Discussion Paper, staff and the public had the opportunity to review an earlier general version of the Draft LNA. That previous version was not intended to be the formal LNA suitable for

submission to the Province. Instead, at that time the Discussion Paper set out each growth concept as an “alternative approach” to accommodating the forecasted growth to 2051 with varying amounts of densification and intensification to accommodate that growth. The draft LNA then tested each growth concept to determine the amount of land that each would require in order to accommodate the forecasted growth to 2051.

The Draft LNA, released as part of the Regional Council Workshop in November is a draft of the detailed LNA which addresses the legislative requirements of the Growth Plan policy 2.2.1.5 and will form part of the Region’s complete submission to the Province. As noted above staff will review additional technical studies and details which are nearing completion to support the ROPA implementing the findings of the IGMS. It is important to note that the Draft Preferred Growth Concept presented is not one of the five Growth Concepts examined through the IGMS Growth Concepts Discussion Paper, rather it is a new concept that has been prepared combining elements of the five previously discussed Growth Concepts.

There are some differences between the more detailed draft LNA provided in support of the preferred Growth Concept and the general draft LNA provided in February as part of the Growth Concepts Discussion Paper. Among the differences is that the general draft LNA work was based on two groupings of housing unit types (ground related units and apartment units) while the detailed draft LNA is based on four (singles & semis, rows, apartment buildings and accessory units). Assumptions may also vary between the two versions, such as vacancy and contingency. For example, a 2% unit or land vacancy assumption was applied to the DGA supply in the general draft LNA, whereas the more detailed draft LNA used a 2.5% unit or land vacancy assumption.

Another notable difference is the percentage share of household growth being directed to the Built-up Area. In the general draft LNA a 50% Intensification target was assumed, whereas in the more detailed draft LNA supporting the preferred growth concept, a 45% Intensification target is assumed.

Employment land conversions which are ultimately recommended and approved will also affect the final Employment Area land need as well as Community Area land need to some extent.

In terms of the community area and employment area land needed to accommodate growth, the general draft LNA identified a range of total land need based on the growth concepts (980 ha to 3,300 ha), while the more detailed draft LNA identifies a total land need of 2,120 hectares.

It’s important to note that the detailed draft LNA supporting the Preferred Growth Concept identifies that while the Region has a sufficient supply of overall housing units to accommodate growth to 2051 the supply does not match the required mix of unit types. As such, a shortfall of singles, semi and row housing units in the existing DGA is driving the need for additional Community Area land.

Timeframes

It is important to note that while the Draft Land Needs Assessment provides analysis and information for the time frame from 2021 to 2051, all discussions related to the Preferred Growth Concept use the conformity timeframe of 2031 to 2051.

The current approved Regional Official Plan provides comprehensive planning for growth and development to 2031. As such the Preferred Growth Concept accommodates population and employment growth within the Region from 2031 to 2051. However, the analysis in the draft LNA adjusts all of the data and statistics to a common estimated mid-2021 base, in alignment with Census that Statistics Canada conducted in May 2021. As such, the forecasted period in the draft LNA is 30 years to 2051. As a result, revised forecasts for 2031 are proposed through the Preferred Growth Concept.

Evolving Findings

New information and the consideration of a wide range of comments have changed the data, findings and how data is presented within the draft LNA. This evolution is expected to continue with the draft figures subject to change with the final Preferred Growth Concept and final LNA. One example of such change is that in this recent version of the draft LNA identifies total population by local municipality and for the Region from 2021 to 2051 which is inclusive of census net undercoverage (also referred to as the census undercount). Whereas the previous general draft LNA only identified the Census population for each local municipality from 2021 to 2051, exclusive of census net undercoverage. This may explain why some the figures from 2021 to 2031 outlined in the table below are different in the two documents:

Burlington	DRAFT LNA and Municipal Allocation (Feb)	Draft Preferred Growth Concept LNA (Nov)
2021 population	189,245	195,000
2031 population	208,100	217,800
Population Growth (2021-2031)	18,855	22,800
Annual Growth Rate	1%	1.2%
Household Growth (2021 - 2031)	9,890	10,800

It should be noted that while the distinctions between the two documents are interesting, it is not the purpose of this report to compare the two. Staff also further note that is

possible that there will be further changes to the data as the Region moves through the final phase of the IGMS.

*What does the Preferred Growth Concept propose?*

As noted in the Region's background report the Preferred Growth Concept was developed based on Local Plans and Priorities. The "Overview of the Draft Preferred Growth Concept" section of the background report provides detailed discussion including:

- A map showing the Draft Preferred Growth Concept by policy area
- A breakdown of population/housing growth
- A breakdown of employment growth
- A discussion of employment conversions
- A discussion of urban area expansion

The Draft LNA and the associated Draft Preferred Growth Concept **propose the addition of 1,050 ha of new Community Area** which is roughly half of the area proposed in Concept 4 (the growth concept that proposed the most significant amount of new urban land) and less than Concept 1. However, it is higher than Concept 2 and significantly higher than Concepts 3A and 3B which both proposed no new Community Area.

The Draft LNA and the associated Draft Preferred Growth Concept **propose the addition of 1,070 ha of new Employment Area**. This expansion is less than Concepts 1,2 and 4. Only 3A and 3B proposed a smaller expansion.

To provide context for the Draft Preferred Growth Concept being completed as part of the Region's IGMS the background report presents a comparison (see below "Table 5: Growth Allocation: Sustainable Halton vs. Draft Preferred Growth Concept") to the previous Sustainable Halton growth management process which culminated in Regional Official Plan Amendment 38.

**Table 5: Growth Allocation: Sustainable Halton vs. Draft Preferred Growth Concept**

	Sustainable Halton Plan: 2021-2031	Integrated Growth Management Strategy: 2031-2051
Planning Period	10 years	20 years
Population to be accommodated	188,000	332,000
New Community Area DGA (ha)	1,700	1,060
Employment to be accommodated	82,000	150,000
New Employment Area DGA (ha)	1,100	1,050
TOTAL New Designated Greenfield Area	2,800	2,110
Average New DGA/year (ha)	280	105

As part of the comparison the background report underlines that the IGMS

*“must accommodate population and employment growth over a 20-year, rather than a 10-year planning horizon, and must accommodate 77% more people and 83% more jobs, compared to Sustainable Halton. Notwithstanding, the Draft Preferred Growth Concept proposes to accommodate a significantly greater proportion of both population and employment growth within existing urban areas, thereby minimizing urban boundary expansion”* (Background Report, pg. 14).

Further the Background Report illustrates how the Key Principles have been incorporated into the Draft Preferred Growth Concept. This section highlighted how the Draft Preferred Growth Concept specifically addresses Key Principles 1 through 7.

- Directing significant growth to mixed-use Strategic Growth Areas, aligned to support transit;
- Accommodates over 80% of residential development to the existing urban area (Built-Up Area and existing DGA) to 2051.
- Identifies densification of new Strategic Growth Areas outside the Built up Area recognizing these newly developing areas as key opportunities to accommodate more growth.
- Proposes an alternative intensification target of 45% which achieves the broad intensification objectives of the Growth Plan.

- Provides an adequate supply of ground-related housing as well as accommodating a significant number of apartments to achieve a housing mix of 50% apartment units between 2031 and 2051.
- Adds new Employment area in Milton and Halton Hills to accommodate Employment Land Employment. Shifts significant future employment to Major Office Employment directed to the Strategic Growth Areas and existing employment areas.
- Approves key strategic employment conversions to address local municipal objectives and foster mixed-use transit-supportive communities in Strategic Growth Areas.
- Sets achievable community area and employment area minimum density targets.

The same discussion identifies how Key Principles 8 through 11 will be met. This includes supports from various technical studies and through the development of future policies to implement the Draft Preferred Growth Concept.

## **2.1 Key Findings for Burlington**

The following section takes a closer look at the Draft Preferred Growth Concept (2031-2051), the Draft Land Needs Assessment (focused on the 2021-2031) time period and contrasts the findings with the findings of the City's Growth Analysis Study which was completed in 2019 and analyzed what growth might look like for the City to 2041. The City's Growth Analysis Study was undertaken to inform and support the work at the Region and was carried out independently and in absence of any of the Region's IGMS work in 2019. As such, the methodologies and assumptions used in the analysis and in the development of growth scenarios differ. The work being undertaken by the Region and the work undertaken for the City should be viewed as two perspectives on growth management, with the City's study providing a local lens to the broader Region-wide IGMS work.

A key distinction noted above is the varying time frames employed in the Draft Land Needs Assessment, in presenting the details of the Preferred Growth Concept and in the City's Growth Analysis Study (2019). The following table presents the differences among the various studies.

Study/Analysis	Timeframe	Rationale
City of Burlington Growth Analysis (2019)	To 2041	In conformity with the Growth Plan at the time, the analysis considered growth to the planning horizon of the Growth Plan.
Draft Land Needs Assessment (2021)	2021 to 2051	Forecasted period in alignment with Statistics Canada Census conducted in May 2021. Also prepared in accordance with the Provincial methodology set out through the Province's Land Needs Assessment for the Greater Golden Horseshoe.
Draft Preferred Growth Concept	2031 to 2051	In conformity with the current Growth Plan the analysis considers growth to the planning horizon of 2051, as identified in Schedule 3.

The discussion below sets out information in two time frames: 2021 to 2031 and 2031 to 2051 to reflect the forecasted period identified in the Draft LNA. This information discussed in a ten-year timeframe, from now to 2031, and then in a following 20 year timeframe (2031-2051) is helpful to understanding growth in the Burlington context.

Unlike the other local municipalities, the City of Burlington's estimated population in 2021 exceeds the 2031 population distributed to the City through the Sustainable Halton process. ROPA 38 had anticipated that the population of Burlington at 2031 including undercount would be 193,000. The Draft Land Needs Assessment estimates the 2021 population of the City of Burlington as 195,000 including census undercount. Given that the City has exceeded its population distribution to 2031, the data within the Land Needs Analysis recalibrates population and housing unit growth expectations for Burlington from 2021 to 2031. With respect to employment, the draft LNA forecasts a similar number of jobs in Burlington by 2031 to what which was distributed to the City to 2031 through ROPA 38.

### Population Growth

As a baseline the draft LNA identifies an estimated 2021 population of 195,000 for the City of Burlington, with the population forecasted to grow by 70,830 people by 2051. This forecasted growth for the City accounts for approximately 14.8% of all the growth in Halton Region over the next 30 years, with both Milton and Oakville taking on higher shares of growth.

The forecasted growth for the City between 2021-2051 equates to an annual population growth rate of approximately 1.2 %. This annual growth rates falls within the range of

annual growth identified in the City’s Growth Analysis Study, which ranged from 0.5% at the low end to 1.2% at the high end over a 25-year period (2016-2041).

Table 1 below sets out Population growth by Policy Area in the City of Burlington for two timeframes: 2021-2031 and 2031-2051 time periods.

**Population Growth in Burlington by Policy Area: 2021-2031 and 2031-2051**

<b>Policy Area</b>	<b>2021-2031</b>	<b>% Share</b>	<b>2031-2051</b>	<b>% Share</b>
Existing DGA	3,010	13.2%	2,900	6.1%
BUA Centres*	7,790	34.2%	23,800	50.2%
BUA Corridors^	4,350	19.1%	7,400	15.6%
Remaining BUA+	6,530	28.6%	10,400	21.9%
Rural	1,120	4.9%	2,900	6.1%
<b>Total</b>	<b>22,800</b>	<b>100%</b>	<b>47,400</b>	<b>100%</b>

Source: Halton Region Draft Preferred Growth Concept

Note: Numbers may not add up due to rounding and multiple data sources

\*BUA Centres: include the Downtown and Uptown Mixed Use Centres, Downtown Burlington UGC/Burlington GO MTSA, Appleby GO MTSA, Aldershot GO MTSA

^BUA Corridors: include Fairview Corridor and Plains Road Corridor (Aldershot)

+Remaining BUA: includes some Mixed Use Commercial Centres, Neighbourhood Centres, Local Centres as well as the Residential Neighbourhood Areas.

Within the 2021-2031 timeframe Burlington’s forecasted population growth accounts for roughly 15.6% of the Region’s forecasted population growth. However, in the following 20-year period from 2031-2051 Burlington’s share of growth decreases slightly to 14.4% of the Region’s forecasted growth.

In Burlington over the next 10 years, the BUA Centres are forecasted to accommodate a little over one third of the growth, and then in the following 20 years they are forecasted to accommodate over half of all the growth in the City. The Remaining BUA is forecasted to accommodate the second highest share of growth over the next 10 years as well as in the following 20 years.

The table also identifies that over the next 30 years that approximately 14% of the forecasted population growth in Burlington will be accommodated in the Existing DGA and Rural Area while the remaining 86% of the forecasted population growth will be accommodated in the BUA. This is generally in keeping with the findings in the City’s 2019 Growth Analysis Study which forecasted approximately 20% of population growth will be accommodated in the Greenfield and Rural Areas and the remaining 80% forecasted population growth accommodated in the BUA over a 25 year period (2016-2041; Reference Scenario).

### Household Growth

The draft LNA identifies an estimated 74,200 households in the City of Burlington in 2021, with the number of households forecasted to grow by 33,900 by 2051. This forecasted household growth for the City accounts for approximately 19.3% of all household growth in Halton Region over the next 30 years, with both Milton and Oakville taking on higher shares of household growth; consistent with their population growth.

The forecasted household growth for the City between 2021-2051 equates to an average of 1,130 units/year. This is higher than the average number of units a year identified in the City's 2019 Growth Analysis Study, which identified approximately 890 units/year over a 20-year period (2021-2041; Reference Scenario). It is also significantly higher than the City's average over the last 10 years (2010-2020) which was identified as 692 units/year in Report PL-21-21.

The following table identifies Household growth by Policy Area in the City for 2021-2031 and 2031-2051.

#### **Household Growth in Burlington by Policy Area: 2021-2031 and 2031-2051**

<b>Policy Area</b>	<b>2021-2031</b>	<b>% Share</b>	<b>2031-2051</b>	<b>% Share</b>
Existing DGA	1,150	10.5%	1,400	6.1%
BUA Centres*	4,190	38.1%	11,800	51.3%
BUA Corridors^	2,270	20.7%	3,300	14.3%
Remaining BUA+	3,070	27.9%	5,700	24.8%
Rural	310	2.8%	800	3.5%
<b>Total</b>	<b>10,990</b>	<b>100%</b>	<b>23,000</b>	<b>100%</b>

Source: Halton Region Draft Preferred Growth Concept

Note: Numbers may not add up due to rounding and multiple data sources

\*BUA Centres: include the Downtown and Uptown Mixed Use Centres, Downtown Burlington UGC/Burlington GO MTSA, Appleby GO MTSA, Aldershot GO MTSA

^BUA Corridors: include Fairview Corridor and Plains Road Corridor (Aldershot)

+Remaining BUA: includes some Mixed Use Commercial Centres, Neighbourhood Centres, Local Centres as well as the Residential Neighbourhood Areas.

Within the 2021-2031 timeframe Burlington's forecasted household growth accounts for roughly 19.6% of the Region's forecasted household growth. In the following 20-year period from 2031-2051 Burlington's share of household growth remains steady, accounting for 19.1% of the Region's forecasted growth.

Consistent with the population growth discussed above, in Burlington the table identifies that over the next 10 years the BUA Centres are forecasted to accommodate over one third of household growth, and then in the following 20 years they are forecasted to

accommodate over half of all household growth in the City. The Remaining BUA is forecasted to accommodate the second highest share of household growth over the next 10 years as well as in the following 20 years.

The table also identifies that over the next 30 years that approximately 11% of the forecasted household growth in Burlington will be accommodated in the Existing DGA and Rural Area while the remaining 89% of the forecasted household growth will be accommodated in the BUA. This is generally in keeping with the findings in the City’s 2019 Growth Analysis Study which forecasted approximately 15% of household growth will be accommodated in the Greenfield and Rural Areas and the remaining 85% forecasted household growth accommodated in the BUA over a 25 year period (2016-2041; Reference Scenario).

Household Growth by Type

The draft LNA also breaks down household growth by unit type. The following table identifies the unit mix growth forecasted for Burlington between 2021-2051. It also compares the percentage share of the unit mix growth with the findings of the City’s 2019 Growth Analysis Study (2021-2041; Reference Scenario):

**Unit Mix in Burlington: 2021-2051**

	<b>Halton Region Draft LNA (2021-2051) Burlington</b>	<b>Burlington Growth Analysis Study (2021- 2041; Reference Scenario)</b>
<b>Singles &amp; Semis</b>	2,300 7%	5%
<b>Rows</b>	4,000 12%	7%
<b>Apartments</b>	26,800 79%	88%
<b>Accessory Units</b>	800 2%	n/a

The table shows that percentage share of ground-oriented housing (singles, semis and row) forecasted in the draft LNA for Burlington is slightly higher than what was forecasted through the City’s Growth Analysis Study. Whereas, the draft LNA forecasts a lower share of apartment units. Although the findings represent different time horizons (30 years vs 20 years), overall the draft LNA is in keeping with the findings of the City’s Growth Analysis Study.

The draft LNA identifies the following unit mix growth for Halton Region between 2021-2051:

- Singles & Semis – 23% of household growth
- Rows – 26% of household growth
- Apartments – 49% of household growth
- Accessory Units – 2%

Of that unit mix growth, Milton and Oakville account for the highest percentage shares of singles, semis and rows, while Oakville and Burlington account for the highest percentage share of apartment units (Oakville 46.3% and Burlington 30.1%).

Persons per Unit (PPU)

Using total population and household data from the draft LNA, the following table identifies an overall persons per unit for Burlington from 2021 to 2051. It also compares the overall persons per unit with the findings of the City’s 2019 Growth Analysis Study (2021-2041; Reference Scenario):

	<b>Halton Region Draft LNA (2021-2051) Burlington</b>	<b>Burlington Growth Analysis Study (2021- 2041; Reference Scenario)</b>
<b>2021</b>	2.62	2.59
<b>2031</b>	2.56	2.52
<b>2041</b>	2.49	2.51
<b>2051</b>	2.46	n/a

Although the findings represent different time horizons (30 years vs 20 years) the table shows that overall persons per unit for Burlington based on data in the draft LNA is in keeping with the City’s 2019 Growth Analysis Study.

Employment Growth

The draft LNA estimates that in 2021 there are 98,500 jobs in Burlington, with employment forecasted to grow by 26,500 jobs by 2051. This forecasted employment growth for the City accounts for approximately 12% of all employment growth in Halton Region over the next 30 years, the smallest share of growth among the local municipalities.

The forecasted employment growth for the City between 2021-2051 equates to an annual employment growth rate of approximately 0.9 %. This annual growth rates falls within the range of annual growth identified in the City’s 2019 Growth Analysis Study, which ranged from 0.7% at the low end to 1.4% at the high end (2016-2041).

The following table identifies Employment growth by Policy Area in the City for 2021-2031 and 2031-2051 time periods.

### Employment Growth in Burlington by Policy Area: 2021-2031 and 2031-2051

Policy Area	2021-2031	% Share	2031-2051	% Share
Existing DGA	880	12.2%	2,500	14.5%
BUA Centres*	1,460	20.3%	5,100	29.7%
BUA Corridors^	800	11.1%	2,000	11.6%
Remaining BUA+	4,000	55.6%	7,400	43.0%
Rural	60	0.8%	200	1.2%
<b>Total</b>	<b>7,200</b>	<b>100%</b>	<b>17,200</b>	<b>100%</b>

Source: Halton Region Draft Preferred Growth Concept

Note: Numbers may not add up due to rounding and multiple data sources

\*BUA Centres: include the Downtown and Uptown Mixed Use Centres, Downtown Burlington UGC/Burlington GO MTSA, Appleby GO MTSA, Aldershot GO MTSA

^BUA Corridors: include Fairview Corridor and Plains Road Corridor (Aldershot)

+Remaining BUA: includes some Mixed Use Commercial Centres, Neighbourhood Centres, Local Centres as well as the Residential Neighbourhood Areas.

Within the 2021-2031 timeframe Burlington's forecasted employment growth accounts for roughly 11.7% of the Region's forecasted employment growth. In the following 20-year period from 2031-2051 Burlington's share of employment growth remains steady, accounting for 11.5% of the Region's forecasted employment growth.

In Burlington, over the next 10 years the Remaining BUA, which includes a large share of the City's designated Employment Areas is forecasted to accommodate over half the employment growth in the City. In the following 20 years the Remaining BUA is still forecasted to accommodate the highest share of the growth, however it's overall share decreases. The BUA Centres which are forecasted to accommodate the second highest share of growth over the next 10 years, will see its share of growth increase in the following 20 years, with these areas forecasted to accommodate almost one third of the employment growth in the City.

### Employment Growth by Land Use Type

The draft LNA also breaks down employment growth by land use type. The following table identifies the percentage share of forecasted employment growth by land use for Burlington (2021-2051) and compares it with the findings of the City's 2019 Growth Analysis Study (2016-2041; Reference Scenario):

	<b>Halton Region Draft LNA (2021- 2051) Burlington</b>	<b>Burlington Growth Analysis Study (2016- 2041; Reference Scenario)</b>
<b>Major Office</b>	53%	9%
<b>Population Related</b>	42%	68%*
<b>Employment Land</b>	3%	23%
<b>Rural</b>	2%	n/a

\* In the City's Growth Analysis Study, the Commercial/Population Related category included mixed-use/office space in the City's Mobility Hubs

Although the findings represent different time horizons (30 years vs 25 years) the table identifies that the draft LNA forecasts a much higher share of Major Office growth in Burlington than what was identified in the City's Growth Analysis Study. It also shows differences in the shares of Population Related and Employment Land growth, with the draft LNA forecasting lower shares of growth for both land use types, than what was identified in the City's Study.

The Draft LNA significantly shifts assumptions related to major office for all municipalities. In all cases it is assumed that 75% of new Major Office anticipated within the municipality from 2031-2051 will be located with Employment Areas and 25% of that new Major Office growth is anticipated within Strategic Growth Areas.

Staff generally support the direction of the Draft Preferred Growth Concept to direct a significant shift to Major office assumptions overall. Notwithstanding, the City would recommend proposing an aspirational direction beyond the 25% directed to Major Transit Station Areas. Staff believe such a change in the case of Burlington would acknowledge that ROPA 48 establishes long term proportional targets for people and jobs in these areas. By directing and planning for major office in SGAs given the City of Burlington's Urban Structure reinforces the need to support growth and change including planning to direct Major Offices in the Urban Growth Centre, in Appleby GO (with a significant portion of the MTSA included in the Region's Employment Area) and within Aldershot GO.

### **3.0 City of Burlington Comments**

As part of community planning department report PL-21-21 staff found that concepts 3A/3B best align with the high-level objectives of the City of Burlington as identified through the City's new Official Plan, Strategic Plan and Climate Action Plan. The

comments in PL-21-21 elaborate on the connections to the new OP, the Strategic Plan and the Climate Action Plan.

Staff noted in PL-21-21 that given that the City of Burlington is already built out and is subject to a firm urban boundary and given that the main variation discussed among the various growth concepts relates to whether potential urban boundary expansions are required, and if so how much, the concepts differ very little in terms of population and employment allocation to 2051 in the City of Burlington.

Staff confirm that there is sufficient supply of land to plan to achieve the growth distributed to the City of Burlington in the time frame of 2021- 2031 as well as the time frame of 2031-2051 in the Primary and Secondary growth areas as identified in approved new Official Plan (under appeal). Burlington's Official Plan sets out a clear vision for the City of Burlington and establishes strategic priorities for sustainable growth, complete communities, environment and sustainability, economic activity, infrastructure, design excellence, land uses and public participation. The plan was based on extensive public consultation and technical work at the local level and adheres to the four key strategic directions of the City's Strategic Plan: A City that Grows, A City that Moves, a Healthy and Greener City and An Engaging City. The Official Plan builds on the strategic directions in the context of a statutory land use plan.

While concepts 3A/3B were recommended as they most closely align with the City's objectives as identified in local policy frameworks, as was noted there was not significant variation across the concepts for the City of Burlington. Through the analysis above it appears that in the context of the City of Burlington the Draft Preferred Growth Concept:

- Will result in an annual growth rate of 1.2 % for Burlington from 2021 to 2051 which falls within range of annual growth identified in the City's Growth Analysis Study;
- Proposes population growth from 2021 to 2031 of 22,800 and growth from 2031 to 2051 of 47,400. Growth over the two time frames is relatively consistent (1.2% annual growth rate between 2021-2031 and a 1.1% annual growth rate between 2031-2051). The expected location of this growth aligns well with the City's Official Plan and over time growth in the Major Transit Station areas will begin to contribute more strongly to growth;
- Proposes household growth by policy area and share of unit mix is in keeping with the findings of the City's Growth Analysis Study
- Includes an appropriate set of assumptions related to Persons Per Unit, in line with the City's Growth Analysis;
- Proposes a significant shift to Major Office uses overall. While different from the City's Growth Analysis generally a shift to focus more on Major Office in

the employment mix is appropriate. In particular within the City's MTSA's this shift will support ROPA 48 policy direction and the creation of more complete communities.

The information presented as part of the Draft LNA and the Draft Preferred Growth Concept introduces new information and discussion to support the draft direction. The acknowledgement of the diverse roles of each municipality and the unique drivers that are the Local Plans and Priorities aids in describing how the Draft Preferred Growth Concept balances and supports the achievement of broader objectives of the local municipalities, and the Region as a whole in line with Provincial direction.

As was noted earlier, staff await critical information to support the ultimate PGC including:

- A wide range of more detailed technical information;
- A set of Regional Official Plan Review-wide policy directions;
- The public release and discussion of a ROPA to implement the findings of the IGMS and associated Policy directions; and
- Summarizing engagement feedback and how it influenced the preparation of the PGC.

Staff are pleased to see as part of the Key Principle discussions that the Preferred Growth Concept will be based on logical development phasing policies to ensure orderly development of the Region and the local municipalities and ensuring intensification targets can be met. Staff look forward to reviewing the draft ROPA and considering a wide range of policy tools that can support highlighting the emphasis of the Draft PGC on "intensification first" when considering master planning infrastructure, supporting existing Regional and Local policy and the Region's new Urban Structure.

In addition, the discussion of estimates and forecasts underline with some urgency the need to develop processes to adjust projected growth to acknowledge actual growth and to build a robust monitoring approach to ensure that growth-related studies and infrastructure master planning at the Local and Regional level are using the best information to drive good decision making. The development of a consistent monitoring approach will require the definition of clear roles and responsibilities to ensure that the Region and its Local partners are working together to understand and plan for growth and change and build an environment of continuous improvement.

Once these pieces of information are available staff will review and provide comments on the findings in order to inform the ROPA to implement the findings of the IGMS.

Taken together the Draft Preferred Growth Concept, although not in alignment with either 3A or 3B, attempts to balance the needs of four diverse local municipalities recognizing each has a unique role in accommodating growth to 2051. The Draft

Preferred Growth Concept has been supported by the best available information, while setting out a path for achieving the broad objectives for intensification and population and employment growth in the Region over a very long timeframe. Monitoring progress on growth and intensification, developing enhanced phasing policies and directing critical investments for infrastructure to the SGAs identified in ROPA 48 will all be important considerations in implementing the findings of the IGMS.

### **Strategy/process**

The City of Burlington is providing the City's submission on the Draft Land Needs Assessment and the Draft Preferred Growth Concept through staff report PL-06-22 as input to the development of the final Land Needs Assessment, the Preferred Growth Concept and the implementing Regional Official Plan Amendment.

As previously stated, the materials presented to the Regional Council workshop included an update ROPR workplan timeline. The Region is bringing forward an amendment to implement the Integrated Growth Management strategy and to achieve conformity to the Growth Plan by the Province's deadline of July 1, 2022. This involves endorsing the draft preferred growth concept in February 2022, along with presenting the Policy Directions and commencing the statutory process for the implementing ROPA 49. The Region is anticipating a Public Open House and Statutory Public Meeting for ROPA 49 in March and intend to bring forward a Recommendation report to Regional Council in May 2022 for the adoption of ROPA 49. The work related to the Agricultural and Natural Heritage System and Climate Change ROPA is anticipated to be completed in Q1 2023.

Given the timing of the release and the timing of City of Burlington Committee and Council meetings staff request authorization to prepare and submit draft City comments to be considered as input on draft ROPA 49 at the Region's expected Statutory Public Meeting in March. The comments would be draft and described as being subject to change pending Committee and Council consideration in April. Any additional comments following Council approval of the submission in April would be forwarded to the Region for consideration. This special approach offers flexibility to respond to the information scheduled for release in February, will provide comments at a critical time to provide meaningful input into the process and supports the Region's timelines.

### **Options Considered**

Not applicable.

**Financial Matters:**

Not Applicable

**Total Financial Impact**

Not Applicable

**Source of Funding**

Not Applicable

**Other Resource Impacts**

Not Applicable

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**Climate Implications**

Burlington City Council declared a climate emergency in April 2019 in response to the concerns about the impact that a changing climate is having on the City and communities around the globe. On April 20, 2020 Council approved a Climate Action Plan which provides a framework to reduce the use of fossil fuels in the community, the main contributor to greenhouse gas emissions, which are causes of climate change.

The Climate Action Plan focuses on the following key areas: low-carbon new buildings, deep energy retrofits for existing buildings, renewable energy, electric mobility and equipment, integrated mobility, waste reduction and industry innovation.

The Regional Official Plan and Burlington’s Official Plan have roles to play in ensuring that planning activities contribute to achieving the City’s climate change mitigation and adaptation objectives. In accordance with the Growth Plan for the Greater Golden Horseshoe (2019), planning in Burlington must have as a guiding principle the need to “integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure –that are adaptive to the impacts of a changing climate- and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions” (Growth Plan, 2019, S.1.2.1).

Staff look forward to reviewing the more detailed Greenhouse Gas Emissions technical work, expected to be delivered as part of the information supporting the preferred growth concept.

## **Engagement Matters:**

Information about engagement on the Regional Official Plan Review can be found in Attachment 2 to the Region’s Background Report as discussed above or online at the main webpage for the project.

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## **Conclusion:**

The Draft Land Needs Assessment and the Draft Preferred Growth Concept present an approach to accommodating population and employment to 2051 in Halton. The City has identified a large supply of land to accommodate growth, the majority of which is within the City’s built-up area, concentrated in the primary and secondary growth areas as identified in the new Official Plan.

The “intensification-first” approach to distributing growth to 2051 is a critical element of the Draft Preferred Growth Concept. The Draft Preferred Growth Concept, although not in alignment with either 3A or 3B, attempts to balance the needs of four diverse local municipalities and recognizes a unique role for Burlington in accommodating growth to 2051. It will be important to continue to seek new approaches to emphasize and embed an intensification-first approach that can respond to trends, challenges and opportunities associated with achieving the broader objectives of the Province, the Region and the City of Burlington.

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Respectfully submitted,

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## **Appendices:**

- A. Regional Official Plan Review Chronology

**Notifications:**

Region of Halton

Town of Oakville

Town of Milton

Town of Halton Hills

Conservation Halton Credit Valley Conservation

Grand River Conservation Authority

**Report Approval:**

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Counsel.



## Regular Meeting of Council

### Minutes

Date: January 18, 2022  
Time: 1:00 pm  
Location: Council Chambers - members participating remotely

Members Present: Mayor Marianne Meed Ward, Kelvin Galbraith, Lisa Kearns, Rory Nisan, Shawna Stolte, Paul Sharman, Angelo Bentivegna

Staff Present: Tim Commisso, Nancy Shea-Nicol, Mark Simeoni, Richard Bellemare (Audio/Video Specialist), Kristin Sprukulis, Kevin Arjoon (Clerk)

Note: Due to COVID-19, and public health measures, public attendance was not permitted at this meeting. The Mayor, Councillors, staff and delegations participated remotely.

1. **Call to Order:**
2. **National Anthem:**
3. **Land Acknowledgement:**
4. **Regrets:**  
None.
5. **Proclamations:**
  - 5.1 Year of the Garden: 2022
  - 5.2 Black History Month: February 2022
  - 5.3 International Day of Zero Tolerance for Female Genital Mutilation:  
February 6, 2022
  - 5.4 Wear Red Canada Day: February 13, 2022
6. **Recognitions and Achievements:**

None.

**7. Motion to approve Council Minutes:**

Moved by: Councillor Galbraith

Seconded by: Councillor Kearns

Confirm the minutes of the following meeting of Council:

**CARRIED**

7.1 Regular Meeting of Council December 14, 2021

7.2 Special Meeting of Council January 11, 2022

**8. Presentations:**

None.

**9. Declarations of Interest:**

None.

**10. Delegations:**

None.

**11. Petitions:**

None.

**12. Recommendations from Standing Committees:**

12.1 Special Community Planning, Regulation and Mobility meeting of December 13, 2021

- a. Integrated Mobility Plan - presentation of the preferred network solution (TS-16-21)

Endorse the recommended concept (also referred to as the preferred network solution) as discussed in transportation services department report TS-16-21; and

Direct the Director of Transportation Services to authorize the initiation of the final phase of the Integrated Mobility Plan including preparation of the implementation, financing and monitoring plans.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

12.2 Corporate Services, Strategy, Risk and Accountability meeting of January 10, 2022

Items a and c were voted upon by way of one consent vote.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

a. Confidential update on a litigation matter (L-07-22)

Receive and file confidential legal department report L-07-22 providing an update on a litigation matter.

**CARRIED**

c. Confidential update on a litigation matter (L-01-22)

Instruct the Executive Director of Legal Services and Corporation Counsel or their designate to proceed in accordance with the instructions sought in confidential legal department report L-01-22.

**CARRIED**

b. Confidential labour relations update - collective bargaining (HR-01-22)

Instruct the Executive Director of Human Resources to proceed as outlined in confidential human resources department report HR-01-22.

IN FAVOUR: (6): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, and Councillor Sharman

OPPOSED: (1): Councillor Bentivegna

**CARRIED (6 to 1)**

12.3 Community Planning, Regulation and Mobility meeting of January 11, 2022

Items a to d were voted upon by way of one consent vote.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

a. Amending agreement – Metrolinx Co-Fare Agreement (TR-01-22)

Authorize the Mayor and City Clerk to sign the amending agreement for the Fare Integration Agreement between the Toronto Area Transit Operating Authority (now Metrolinx) and the Corporation of the City of Burlington related to integrated transit fares, subject to final review by the Legal Services Department.

**CARRIED**

b. Submission on Region of Halton’s Draft Preferred Growth Concept and Draft Land Needs (PL-06-22)

Direct the Director of Community Planning to submit Community Planning Department report PL-06-22 as the City of Burlington’s submission on the Region of Halton’s Draft Preferred Growth Concept and Draft Land Needs Assessment; and

Direct the Director of Community Planning to provide additional comments to the Region, if any, upon Council approval; and

Authorize the Director of Community Planning to provide draft City comments, in advance of Council approval, on the remaining documents to be released in Q1, 2022 in support of the preparation of the Regional Official Plan Amendment to implement the findings of the Region of Halton’s IGMS, as discussed in the Strategy section of this report.

**CARRIED**

c. Major Transit Station Area (MTSA) Area-Specific recommended Preferred Precinct Plans (PL-02-22)

Endorse in principle the recommended Preferred Precinct Plans for the Downtown UGC/ Burlington GO MTSA, Appleby GO MTSA, and Aldershot GO MTSA (December 2021) as detailed in Appendix A of community planning department report PL-02-22 (Interim Report) and Appendix B of community planning department report PL-02-22; and

Receive the Background Report, Planning for Burlington's Major Transit Station Areas: What you Need to Know (September 2021), as contained in Appendix C of community planning department report PL-02-22; and

Receive the Engagement Plan, Major Transit Station Area (MTSA) Area-Specific Planning Project Engagement Plan (September 2021), as contained in Appendix D of community planning department report PL-02-22; and

Receive the MTSA Area-Specific Planning Project: Feedback Report 1 (Fall 2021) as contained in Appendix E of community planning department report PL-02-22; and

Receive the technical documents completed as of December 1, 2021 (Appendices F-L) as follows:

- GO Station Mobility Hub Market Analysis, Burlington, Ontario (August 2017) as prepared by N. Barry Lyon Consultants Limited and contained in Appendix F of community planning department report PL-02-22; and
- Pre-Feasibility Noise and Vibration Study Burlington Mobility Hubs (August 2021) as prepared by Wood and contained in Appendix G of community planning department report PL-02-22; and
- Cultural Heritage Resource Assessment: Built Heritage Resources and Cultural Heritage Landscapes Appleby Mobility Hub Study Area (October 2019) as prepared by ASI and contained in Appendix H of community planning department report PL-02-22; and
- Cultural Heritage Resource Assessment: Built Heritage Resources and Cultural Heritage Landscapes Aldershot Mobility

Hub Study Area (October 2019) as prepared by ASI and contained in Appendix I of community planning department report PL-02-22; and

- Stage 1 Archaeological Assessment Mobility Hub Planning Consulting Services: Burlington PART OF LOT 18, CONCESSION 2 SDS, LOTS 17-18, CONCESSION 3 SDS AND PART OF BRANT'S BLOCK CITY OF BURLINGTON (August 2018) as prepared by ASI and contained in Appendix J of community planning department report PL-02-22; and
- Stage 1 Archaeological Assessment Mobility Hub Planning Consulting Services: Appleby LOTS 2-7, CONCESSION III SDS (FORMER TOWNSHIP OF NELSON, COUNTY OF HALTON) CITY OF BURLINGTON (August 2018) as prepared by ASI and contained in Appendix K of community planning department report PL-02-22; and
- Stage 1 Archaeological Assessment Mobility Hub Planning Consulting Services: Aldershot PART OF LOTS 4-8, CONCESSION 1 AND LOTS 5-8, BROKEN FRONT CONCESSION (FORMER TOWNSHIP OF EAST FLAMBOROUGH, COUNTY OF WENTWORTH) CITY OF BURLINGTON (August 2018) as prepared by ASI and contained in Appendix L of community planning department report PL-02-22.

**CARRIED**

- d. City of Burlington Housing Strategy, Inclusionary Zoning initial report (PL-03-22)

Receive and file community planning department report PL-03-22 regarding the City of Burlington Housing Strategy, Inclusionary Zoning initial report, attached as Appendix A.

**CARRIED**

- e. Waterfront Hotel Planning Study update (PL-15-22) (SD-01-22)

Receive and file community planning department report PL-15-22 regarding an update on the Waterfront Hotel Planning Study; and

Direct the Director of Community Planning to complete the Waterfront Hotel Study within the statutory time frame of processing the pending application related to the Waterfront Hotel (2020 Lakeshore Road) so as to inform the review of any development proposal on this site in accordance with the policies of the Official Plan (SD-01-22).

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

12.4 Environment, Infrastructure and Community Services meeting of January 13, 2022

Items a to b and d to g were voted upon by way of one consent vote.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

a. Federal funding programs to reduce greenhouse gas emissions (CS-01-22)

Authorize the Mayor and City Clerk to execute the necessary agreements and other related documents or by-laws between the City of Burlington and Federation of Canadian Municipalities, in relation to the Greenhouse Gas (GHG) Reduction Pathway Feasibility Studies Program, to the satisfaction of the Executive Director of Legal Services and Corporation Counsel; and

Authorize the Mayor and City Clerk to execute the necessary agreements and other related documents or by-laws between the City of Burlington and the Government of Canada, in relation to the National Resources of Canada Zero Emission Vehicle Infrastructure Program (ZEVIP), should our application be successful, to the satisfaction of the Executive Director of Legal Services and Corporation Counsel.

**CARRIED**

b. Regional Waterpipe Smoking By-law (CL-01-22)

Whereas on October 20, 2021 Halton Regional Council approved Report MO-05-21 – Halton Region Waterpipe Smoking By-law and enacted By-law 41-21, to Regulate Waterpipe Smoking in the Regional Municipality of Halton; and

Whereas pursuant to the Municipal Act, 2001, S.O. 2001, c.25, Section 115, (5) when a smoking in public places by-law from an upper tier municipality is passed, a majority of councils of all its lower municipalities must pass a resolution giving their consent, representing a majority of all electors in the upper tier municipality.

Therefore, be it resolved that the Council for the Corporation of the City of Burlington consents to the passage and implementation of Halton Region By-law 41-21, to Regulate Waterpipe Smoking in the Regional Municipality of Halton; and

That a copy of this resolution be sent to the municipal clerks of Halton Region, Town of Oakville, Town of Milton, and the Town of Halton Hills to provide notice of giving consent to Halton Region By-law 41-21.

**CARRIED**

d. 2021 community survey results (CC-01-22)

Receive and file corporate communications and government relations department report CC-01-22 providing the 2021 community survey results.

**CARRIED**

e. Delegated Authority By-law (CL-03-22)

Approve the by-law attached as Appendix A to office of the city clerk report CL-03-22, being a by-law to delegate various approvals to staff, and repeal by-laws 99-2012, 56-2017 and 157-1991; and

Amend the Signing Authority Corporate Policy, attached as Appendix C to office of the city clerk report CL-03-22; and

Approve the by-law attached as Appendix D to office of the city clerk report CL-03-22, being a by-law to appoint a Treasurer and Deputy Treasurer for the City of Burlington.

**CARRIED**

- f. Procurement By-law (F-13-22)

Approve the updated Procurement By-law, substantially as attached in Appendix A to finance department report F-13-22, in a form satisfactory to the Executive Director of Legal Services & Corporation Counsel.

**CARRIED**

- g. Confidential update on a litigation matter (L-06-22)

Instruct the Executive Director of Legal Services and Corporation Counsel or their designate to proceed in accordance with the instructions given in closed session regarding legal department report L-06-22.

**CARRIED**

- c. Ryerson Park renaming (RCC-01-22)

Approve Sweetgrass Park as the new name for the park formally called Ryerson.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

**13. Motion to Approve Standing Committee Minutes:**

Moved by: Councillor Nisan

Seconded by: Councillor Stolte

Approve the following minutes:

**CARRIED**

- 13.1 Special Community Planning, Regulation and Mobility meeting of December 13, 2021

- 13.2 Corporate Services, Strategy, Risk and Accountability Committee meeting of January 10, 2022
- 13.3 Community Planning, Regulation and Mobility Committee meeting of January 11, 2022
- 13.4 Environment, Infrastructure and Community Services Committee meeting of January 13, 2022

**14. Urgent Business:**

- 14.1 Motion to move into closed session

Moved by: Councillor Stolte

Seconded by: Councillor Nisan

Burlington City Council moved into closed session at 1:23 p.m. in accordance with the following provision under the Municipal Act:

Pursuant to section 239(2)(e) of the Municipal Act, litigation or potential litigation, including matters before administrative tribunals, affecting the municipality or local board.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

- 14.2 Motion to move into open session

Moved by: Councillor Sharman

Seconded by: Councillor Stolte

Burlington City Council moved into public session at 2:30 p.m.

**CARRIED**

- 14.3 Confidential update on a litigation matter (L-02-22)

Moved by: Councillor Stolte

Seconded by: Councillor Kearns

Instruct the Executive Director of Legal Services and Corporation Counsel or their designate to proceed in accordance with the instructions sought in confidential legal department report L-02-22.

IN FAVOUR: (6): Mayor Meed Ward, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

OPPOSED: (1): Councillor Galbraith

**CARRIED (6 to 1)**

14.4 Ontario Municipal Commuter Cycling Program Extension Agreement (CS-03-22)

Moved by: Councillor Stolte

Seconded by: Councillor Galbraith

Authorize the Mayor and City Clerk to execute on behalf of The Corporation of the City of Burlington transfer payment amending agreements extending the term and scope of the Ontario Municipal Commuter Cycling agreement dated March 26, 2018, and any other ancillary document or further amendments required to the agreement between the City of Burlington and the Province of Ontario regarding the Ontario Municipal Commuter Cycling Program, to the satisfaction of the Executive Director of Legal Services and Corporation Counsel.

That the by-law authorizing the execution of amending agreements with the Province of Ontario as represented by the Minister of Transportation for the Province of Ontario for the Ontario Municipal Commuter Cycling Program, substantially in the form attached as Appendix A to Report CS-03-22, be enacted.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

14.5 Completeness Review for Zoning By-law Amendment Application for 5030-5045 Tico Creek Common (PL-16-22)

Moved by: Councillor Sharman

Seconded by: Councillor Galbraith

Deem complete, in accordance with section 34(10.4) of the Planning Act, that the application submitted by Wellings Planning Consultants Inc. to amend the Zoning By-law for lands at 5030-5045 Tico Creek Common, as the required information and materials were provided on December 23, 2021; and

Direct the Director of Community Planning to notify Wellings Planning Consultants Inc. that the required information and material have been provided for the applications to amend the Zoning By-law for lands at 5030-5045 Tico Creek Common, in accordance with section 34(10.4) of the Planning Act; and

Direct the Director of Community Planning to provide notification of receipt of a complete application to prescribed persons and public bodies, pursuant to Section 34(10.7) of the *Planning Act*.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

14.6 Completeness Review for Official Plan and Zoning By-law Amendment applications for 1860-1900 Appleby Line (PL-19-22)

Moved by: Councillor Bentivegna

Seconded by: Councillor Stolte

Deem, in accordance with sections 22(6.1) and 34(10.4) of the Planning Act, that the applications submitted on November 22, 2021 by ICP Developers Inc. to amend the Official Plan and Zoning By-law for the lands known as 1860-1900 Appleby Line are complete and that the required information and materials have been provided.

Direct the Director of Community Planning to notify ICP Developers Inc. that the required information and material have been provided for the applications to amend the Official Plan and Zoning By-law for lands at 1860-1900 Appleby Line, in accordance with sections 22(6.1) and 34(10.4) of the *Planning Act*.

Direct the Director of Community Planning to provide notification of receipt of a complete application to prescribed persons and public bodies, pursuant to Section 22(6.4) and Section 34(10.7) of the *Planning Act*.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

14.7 Completeness Review for Official Plan and Zoning By-law Amendment Applications for 2020 Lakeshore Road (PL-13-22) (SD-02-22)

Moved by: Councillor Galbraith

Seconded by: Councillor Sharman

Deem, in accordance with sections 22.1, 22(5) and 34(10.2) of the Planning Act, that applications submitted by Burlington 2020 Lakeshore Inc. to amend the Official Plan and Zoning By-law for lands at 2020 Lakeshore Road as made and complete on December 17, 2021, as the required information and materials were provided on that date; and

Direct the Director of Community Planning to notify Burlington 2020 Lakeshore Inc. that the required information and material have been provided for the applications to amend the Official Plan and Zoning By-law for lands at 2020 Lakeshore Road, in accordance with sections 22(6.1) and 34(10.4) of the Planning Act.

**Direct the Director of Community Planning to complete the processing of the application to amend the Official Plan and Zoning By-law for lands at 2020 Lakeshore Road within the statutory time frames, and bring forward a recommendation to Council and the Community to provide input and a decision before the statutory review period expires (SD-02-22).**

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

Moved by: Councillor Kearns

Seconded by: Councillor Nisan

That the recommendation regarding the Completeness Review for Official Plan and Zoning By-law Amendment Applications for 2020 Lakeshore Road (PL-13-22) be amended to include the following:

Direct the Director of Community Planning to complete the processing of the application to amend the Official Plan and Zoning By-law for lands at 2020 Lakeshore Road within the statutory time frames, and bring forward a recommendation to Council and the Community to provide input and a decision before the statutory review period expires (SD-02-22).

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

**15. Motions of Members:**

15.1 Motion regarding Joint and Several Liability (ADM-01-22)

Moved by: Mayor Meed Ward

Seconded by: Councillor Sharman

Whereas municipal governments provide essential services to the residents and businesses in their communities; and

Whereas the ability to provide those services is negatively impacted by exponentially rising insurance costs; and

Whereas one driver of rising insurance costs is the legal principle of 'joint and several liability,' which assigns disproportionate liability to municipalities for an incident relative to their responsibility for it; and

Whereas, the Government of Ontario has the authority and responsibility for the legal framework of 'joint and several liability; and

Whereas the Premier of Ontario committed to review the issue in 2018 with a view to helping municipal governments manage their risks and costs; and

Whereas the Association of Municipalities of Ontario (AMO) on behalf of municipal governments has provided recommendations, in their policy paper, "[Towards a Reasonable Balance – Addressing Growing Municipal Liability and Insurance Costs](#)", to align municipal liability with the proportionate responsibility for incidents and capping awards;

Therefore be it resolved that, the City of Burlington does hereby support the following AMO recommendations;

1. The provincial government adopt a model of full proportionate liability to replace joint and several liability.
2. Implement enhancements to the existing limitations period including the continued applicability of the existing 10-day rule on slip and fall cases given recent judicial interpretations, and whether a 1-year limitation period may be beneficial.

3. Implement a cap for economic loss awards.
4. Increase the catastrophic impairment default benefit limit to \$2 million and increase the third-party liability coverage to \$2 million in government regulated automobile insurance plans.
5. Assess and implement additional measures which would support lower premiums or alternatives to the provision of insurance services by other entities such as non-profit insurance reciprocals.
6. Compel the insurance industry to supply all necessary financial evidence including premiums, claims, and deductible limit changes which support its, and municipal arguments as to the fiscal impact of joint and several liability.
7. Establish a provincial and municipal working group to consider the above and put forward recommendations to the Attorney General;

And further that it be resolved that the City of Burlington does hereby call on the Attorney General of Ontario to work with municipal governments to put forward a plan of action to address “joint and several liability” before the end of the government’s current term so that municipalities can continue to offer high quality services to their communities;

And that a copy of this resolution be forwarded to Attorney General, the Honourable Doug Downey, the Minister of Municipal Affairs and Housing, the Honourable Steve Clark and to AMO President Jamie McGarvey.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

15.2 Motion to Support the Challenge of Bill 21 (ADM-02-21)

Moved by: Mayor Meed Ward

Seconded by: Councillor Nisan

Whereas Bill 21 – An Act Respecting the Laicity of the State, bans public servants from wearing religious symbols; and

Whereas Bill 21 was passed by the Province of Quebec in June 2019 and has led to loss of employment and reassignment for workers in Quebec based on them wearing religious symbols such as headscarves; and

Whereas Burlington City Council condemns Bill 21 as it is discriminatory and does not uphold equality of all citizens, regardless of their religious affiliation, as protected under the Canadian Charter of Rights and Freedoms; and

Whereas the City of Burlington supports residents of all faiths and backgrounds, and works to ensure everyone in the community feels safe and included; and

Whereas the City of Burlington stands with other municipalities, such as Calgary, Brampton, Toronto, Winnipeg and municipalities across Canada, who have also condemned Bill 21 and support the current legal challenge to Quebec's Bill 21;

Whereas there is a municipal interest in joining with others across Canada to uphold and defend the rights of all citizens of our country to freedom from discrimination based on religion;

Whereas the Ontario Big City Mayor's Caucus (OBCM), at their meeting of Dec. 16, 2021, approved a motion that OBCM stand in solidarity recognizing that Bill 21 is discriminatory and does not uphold equality of all citizens, regardless of their religious affiliation, as protected under the Canadian Charter of Rights and Freedoms; and further that OBCM asks the Parliament of Canada (both government and opposition), to support the challenge of Bill 21 at the Supreme Court;

Therefore be it resolved that:

The City of Burlington asks the Parliament of Canada (both government and opposition) to condemn Bill 21, and support the challenge of Bill 21 at the Supreme Court;

The City of Burlington stand alongside other municipalities to officially signal our support for the legal challenge against Bill 21 by the National Council of Canadian Muslims, the World Sikh Organization, and the Canadian Civil Liberties Association; and

A copy of this resolution be sent to The Right Honourable Justin Trudeau, P.C., M.P. Prime Minister of Canada, The Honourable, PC., M.P. Erin O'Toole, The Honourable, P.C., M.P. Yves-Francois Blanchet, The Honourable, P.C., M.P., Jagmeet Singh, Burlington and Halton MPs, The Honourable Doug Ford, M.P.P. Premier of Ontario, Andrea Horwath, M.P.P., Steven Del Duca, M.P.P., Mike Schreiner, M.P.P., Burlington and Halton MPP's, the National Council of Canadian Muslims, the World Sikh Organization, the Canadian Civil Liberties Association, the Federation of

Canadian Municipalities, the Association of Municipalities of Ontario, Ontario Big City Mayor's Caucus and be made available to the public.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

**16. Council Information Package:**

Receive the following information packages, having been prepared and distributed to Council.

16.1 Council Information Package December 17, 2021

16.2 Council Information Package December 22, 2021

16.3 Council Information Package January 7, 2022

16.4 Council Information Package January 14, 2022

**17. Motion to Receive and File Information Items:**

Moved by: Councillor Bentivegna

Seconded by: Councillor Stolte

Receive and file the information items, having been considered by Council

**CARRIED**

**18. Motion to Consider Confidential Items:**

None.

**19. Notice of Motion:**

None.

**20. Motion to Approve By-Laws:**

Moved by: Councillor Nisan

Seconded by: Councillor Kearns

Enact and pass the following by-laws which are now introduced, entitled and numbered as indicated below:

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

- 20.1 02-2022- A by-law to authorize a request for the issuing of debentures by the Regional Municipality of Halton for the City Hall Modernization – Construction Manager
- 20.2 03-2022- A by-law to assume parcels of land in the City of Burlington as Public Highway
- 20.3 04-2022- A by-law to adopt and maintain a procurement policy for the City of Burlington
- 20.4 05-2022- A by-law to authorize the execution of amendments and ancillary documents to the 2018 Ontario Municipal Commuter Cycling Program Transfer Payment Agreement
- 20.5 06-2022- Amendments to the traffic By-law
- 20.6 07-2022- A by-law to delegate approvals to staff
- 20.7 08-2022- A by-law to appoint a Treasurer and Deputy Treasurer for the City of Burlington

**21. Confirmatory By-law:**

Moved by: Councillor Bentivegna  
Seconded by: Councillor Galbraith

Enact and pass By-law Number 09-2022, being a by-law to confirm the proceedings of Council at its meeting held Tuesday, January 18, 2022, being read a first, second and third time.

IN FAVOUR: (7): Mayor Meed Ward, Councillor Galbraith, Councillor Kearns, Councillor Nisan, Councillor Stolte, Councillor Sharman, and Councillor Bentivegna

**CARRIED (7 to 0)**

**22. Statements by Members:**

**23. Motion to Adjourn:**

Moved by: Councillor Stolte  
Seconded by: Councillor Sharman

Adjourn this Council now to meet again at the call of the Mayor.

3:22 p.m.

**CARRIED**

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Kevin Arjoon

City Clerk

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Marianne Meed Ward

Mayor



# The Corporation of the Town of Milton

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Report To: Council

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From: Jill Hogan, Acting Commissioner, Development Services

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Date: January 17, 2022

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Report No: DS-006-22

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Subject: Halton Region Official Plan Review - Draft Preferred Growth Concept and Draft Land Needs Assessment.

**Recommendation:** **THAT** Council endorse Halton Region’s Preferred Growth Concept;

**AND THAT** Council requests that Halton Region phase a concurrent and steady stream of development land in Milton, through updated “Best Planning Estimates” to ensure shovel-ready employment land and an appropriate balance between residential intensification and new greenfield development to 2051.

## EXECUTIVE SUMMARY

- This report provides a summary of Halton Region’s Draft Preferred Growth Concept (PGC) and Draft Land Needs Assessment (LNA).
- The Region has made significant changes to their work to reflect the Town’s comments and concerns as articulated in the Town of Milton’s “Halton Balanced” Growth Concept.
- The Region’s PGC necessitates urban boundary expansions for Community Area and Employment Area within Milton and Halton Hills.
- This report recommends Milton Council support the quantum and location of the urban boundary expansion in Milton.
- This report further requests that Halton Region phase a concurrent and steady stream of development land in Milton, to ensure shovel-ready employment land and an appropriate balance between residential intensification and new greenfield development to 2051.

## REPORT

### Background

In April 2021, Milton Council directed staff to develop an alternative to the Growth Options presented by the Region. In June 2021 through report DS-55-21, Milton Council

## REPORT

### Background

endorsed the “Halton Balanced” Growth Concept as input into Halton Region’s Official Plan review.

Malone Given Parsons Ltd. (“MGP”) is the planning and land economics consultant for the Town of Milton. MGP has provided their own analysis and background work, which staff believes demonstrates both the feasibility and priority for inclusion of the Town of Milton’s remaining whitebelt lands within the Settlement Area Boundary to 2051. This work was intended as input to the Region’s Municipal Comprehensive Review (“MCR”). This work also provided the technical rationale behind the “Halton Balanced” Growth Concept.

The “Halton Balanced” Growth Concept would support sustainable future growth in Milton and Halton Region through the following important growth objectives:

- Directing growth strategically by reinforcing intensification along transit corridors and Major Transit Station Areas in the Region;
- Providing a market-based, realistic and achievable supply of housing for the Region;
- Facilitating the efficient use of land in line with existing and planned Regional infrastructure;
- Ensuring a healthy inventory of employment lands;
- Increasing densities in greenfield areas; and
- Creating mixed-use, compact, complete communities, while protecting the Provincial Greenbelt, the Region’s Natural Heritage System and a large proportion of Agricultural lands in the Region.

On November 17, 2021, a workshop was convened for Halton Region Council. Halton Region staff provided a detailed presentation on the Draft Preferred Growth Concept (PGC) and Land Needs Assessment (LNA) to Regional Council. The workshop presentation can be accessed via the following link: <https://edmweb.halton.ca/OnBaseAgendaOnline/Meetings/ViewMeeting?id=4266&doctype=1>

This report provides a summary of Halton Region’s Draft PGC and LNA and compares the Region’s PGC and the Town of Milton’s “Halton Balanced” Growth Concept

### Discussion

With assistance from Malone Given Parson (MGP) the following provides a summary and comments on Halton Region’s Preferred Growth Concept (PGC) and Land Needs Assessment (LNA) in relation to the Town of Milton.

**Discussion**

**Preferred Growth Concept**

Halton Region’s PGC necessitates settlement area boundary expansions for Community Area and Employment Area within Milton and Halton Hills. The portion of land allocated to Milton is summarized in Table 1 below and Attachment 1.

*Table 1: Milton’s Land Allocation According to Halton Region’s Preferred Growth Concept*

	Halton Region	As Measured by MGP
New Community Area	695	705
New Employment Area	620	660
<b>Total NEW DGA</b>	<b>1,315 ha</b>	<b>1,365 ha</b>

In an attempt to confirm the land areas generated by Halton Region’s LNA, a measurement was performed by MGP showing a 50-hectare discrepancy of an unknown source.

**Preferred Growth Concept Comparison**

The PGC is closest in nature to Halton’s Growth Concept 4, which was based on 50% intensification in the Built-Up Area. The following table summarizes the differences between the Preferred Concept and Concept 4. It is noted that the requirement for new land in Milton is similar to that shown in Concept 4.

*Table 2: Halton Region’s Preferred Concept in Comparison with their Concept 4*

	Preferred Concept	Concept 4	Difference
Community Area	695	720	-25
Employment Area	620	550	70
Non-Developable Area	445	660	
<b>Gross Area</b>	<b>1,760 ha</b>	<b>1,930 ha</b>	

The Milton “Balanced Option” included adding the entire whitebelt into the Settlement Area Boundary. The comparison of this option to the PGC is found in Table 3 below and Attachment 2. The “Balanced Option” assumed a greenfield density of 50 residents and jobs per hectare; whereas, the PGC assumes a greenfield density of 65 residents and jobs per hectare. **The difference in Greenfield density largely accounts for the difference in community land area required through settlement area boundary expansion between the two options.**

*Table 3: Halton Region’s Preferred Concept in Comparison with Milton’s “Balanced Option”*

## Discussion

	Preferred Concept	Milton's Balanced-Option	Difference
Community Area	695	1,000	-305
Employment Area	620	1,300	-680
<b>Total Developable Area</b>	<b>1,315</b>	<b>2,300</b>	<b>-985</b>
Non-Developable Area	445	1,680	
<b>Gross Area</b>	<b>1,760 ha</b>	<b>3,980 ha</b>	

### Summary of Preferred Growth Concept

Table 4 contains the proposed allocation of population from 2031 to 2051 under the Draft Preferred Growth Concept (PGC). The allocations are based on direction of:

- 116,000 people to the Built-Up Area throughout the Region, focused predominantly in Oakville and Burlington, in Urban Growth Centres, Major Transit Station Areas and other important Strategic Growth Areas, such as Midtown Oakville, Downtown Burlington, and Uptown Oakville;
- 150,000 people to the existing Designated Greenfield Area of the Region, predominantly in Milton and Oakville, and including “densification” of Strategic Growth Areas such as the Trafalgar Urban Core and Hospital District in Oakville, and the Milton Education Village; and,
- 62,000 people to the proposed new Designated Greenfield Area in Milton and Halton Hills.

*Table 4: Draft Preferred Growth Concept: Population Growth by Local Municipality*

Municipality	Population		
	2021	2031	2051
Burlington	195,000	218,000	267,500
Oakville	222,000	280,000	373,500
Milton	138,000	187,000	334,500
Halton Hills	66,000	82,500	124,500

The Draft PGC has been based on a Region-wide intensification rate of 45 percent, with a densification/intensification target of 85 percent of housing units directed within the existing urban area, thereby meeting the “intensification first” and minimization of urban expansion objectives of the Growth Plan.

### *Employment Growth:*

- Over 27 percent of employment growth in the Major Office category between

## Discussion

2031 and 2051, representing a significant shift towards office employment in the Region, and directed to mixed use Strategic Growth Areas within the Built-up Area, supporting local and Regional Urban Structures;

- Only 42 percent of employment growth in the Employment Land Employment category predominantly on employment lands, accommodating in-demand logistics/warehousing and other manufacturing uses, necessitating a measured urban boundary expansion;
- The remaining 43 percent of employment growth in the Population-Related Employment category to serve the residential communities throughout the Region.

*Table 5: Draft Preferred Growth Concept: Employment Growth by Local Municipality*

Municipality	Employment		
	2021	2031	2051
Burlington	98,000	106,000	123,000
Oakville	111,000	138,000	177,000
Milton	44,500	70,000	133,000
Halton Hills	24,500	36,000	68,000
Halton Region	278,000	350,000	500,000

Table 5 contains the proposed allocation of employment to 2051 under the Draft PGC. The allocations are based on the direction of:

- 61,000 predominantly Major Office and Population-Related jobs to the Built-Up Area throughout the Region, focused in Urban Growth Centres, Major Transit Station Areas and other important Strategic Growth Areas;
- 61,000 jobs to the existing Designated Greenfield Area of the Region, predominantly in Milton and Halton Hills, and including “densification” of Strategic Growth Areas; and,
- 27,000 Employment Land Employment and Population-Related jobs to proposed new Designated Greenfield Area, **predominantly located along the Highway 407 and 401 corridors in Milton** and the Highway 401 corridor in Halton Hills.

### Concluding Remarks - Preferred Growth Concept (PGC)

- Overall, the Region has made great progress in advancing the review to this stage.
- The Region has made significant changes to their work to reflect the Town’s comments and suggestions.

## Discussion

- While the proposed quantum of NEW employment and community areas in Milton is less than what was recommended through the “Halton Balanced” Growth Concept, staff is of the view that the new community area in Southeast Milton and employment land along 401/407 will provide a sufficient supply of new development land to 2051.
- Staff are also pleased to see the quantum of development in the Built-Up Area (Old Milton) has been “right sized”.
- Staff recommend the Milton Council endorse the PGC.

### The Town of Milton’s “Ask” of Halton Region

While it is noted that the Nov 2021 Region Workshop did not speak to phasing (Region staff will be making phasing recommendations in the Feb 2022 Report), it is critical that the following is raised NOW for consideration:

#### *EMPLOYMENT LANDS:*

- Milton needs a steady flow of investment ready employment lands. Planning work for delivery on new employment lands to accommodate warehouse/logistics will need to commence prior to 2031.
- Derry Green will be built out by 2031 and Milton can’t afford to have a 10 year gap of shovel ready employment lands. This would not be practical or fiscally responsible for the Town and Region.

#### *COMMUNITY LANDS:*

- Milton’s NEW community (whitebelt) lands must be phased to ensure a continuous supply of market based housing beyond 2031.
- The Region must bring forward the **CONCURRENT** delivery of existing areas (Agerton/Trafalgar/Britannia/MEV to pre-2031) to ensure Milton has land for innovation/knowledge based job creation in a mixed-use areas.
- Substantial build-out of the Boyne area must be recognized within the 2021-2031 horizon.

### Other Considerations - Best Planning Estimates

Development phasing in Halton is predicated on the “Best Planning Estimates (BPEs)”. The BPEs are a planning tool used to identify where and when development is expected to take place across the Region. The BPEs provide direction in determining the timely provision of both hard infrastructure (roads, water and wastewater) and community infrastructure (schools, community recreation etc.). The current BPEs were approved by Regional Council in 2011 for growth to 2031 and will need to be updated following the approval of the updated

## Discussion

Regional Official Plan. It is critical that the updated BPE's facilitate development phasing in Milton that is:

- Practical and fiscally responsible.
- Ensures a market-based supply of housing.
- Ensures a shovel-ready supply of employment lands.
- Allows a **concurrent** steady stream of developable land balanced between greenfield and intensification.

## Next Steps

It is the intent of Region staff to bring forward a recommendation on the Preferred Growth Concept in February 2022, together with a comprehensive set of technical studies addressing:

- climate change;
- water and wastewater infrastructure;
- transportation infrastructure;
- agricultural impact;
- natural heritage/water resources; and,
- financial impact.

If endorsed by Regional Council, the Preferred Growth Concept will form the foundation of the Integrated Growth Management Strategy, which will be implemented through an amendment to the Regional Official Plan.



## Financial Impact

As noted above, Halton Region is expected to present further financial analysis as part of the final package of comprehensives studies in February 2022. Findings of the financial analysis that has been undertaken to date by Hemson Consulting on behalf of the Region have included that:

- the capital investment required for each of the scenarios was fairly consistent;
- pressure on the tax rates in excess of the rate of inflation can be expected in all local municipalities. This pressure was slightly less in scenarios that involved a higher degree of low and medium density residential development;
- the non-residential assessment base was relatively consistent between scenarios, and is expected to grow from being 20% of the overall property tax base to 25% by 2051.

These finding relied on a number of assumptions with respect to service levels, municipal policies, infrastructure assumption and the pace of growth.

The Town has separately undertaken fiscal impact analysis for the planning horizon to 2041 (exclusive of the proposed new growth areas as considered in the Region's Official Plan process). The most recent such study was presented in November 2021 through report CORS-056-21. The Town's fiscal analysis also highlights the importance of the timely development of non-residential areas as is recommended in this report. Management of the timing of the construction of new infrastructure and the expansion of services will also remain critical to influencing future changes in the Town's property tax rates. Should the Town continue with the annual funding strategies that are associated with the existing infrastructure deficit, the fire services and transit master plans, and other priorities of Council, it can be expected that Milton will be better positioned to expand services to the proposed new urban areas.

Respectfully submitted,

Jill Hogan, MCIP, RPP  
Acting Commissioner, Development Services

For questions, please contact: Jill Hogan

Phone: Ext. 2304

## Attachments

Attachment 1: Halton Preferred Concept for Milton as measured by MGP

Attachment 2: Halton Preferred Growth Concept Compared to Milton Balanced Growth Concept.

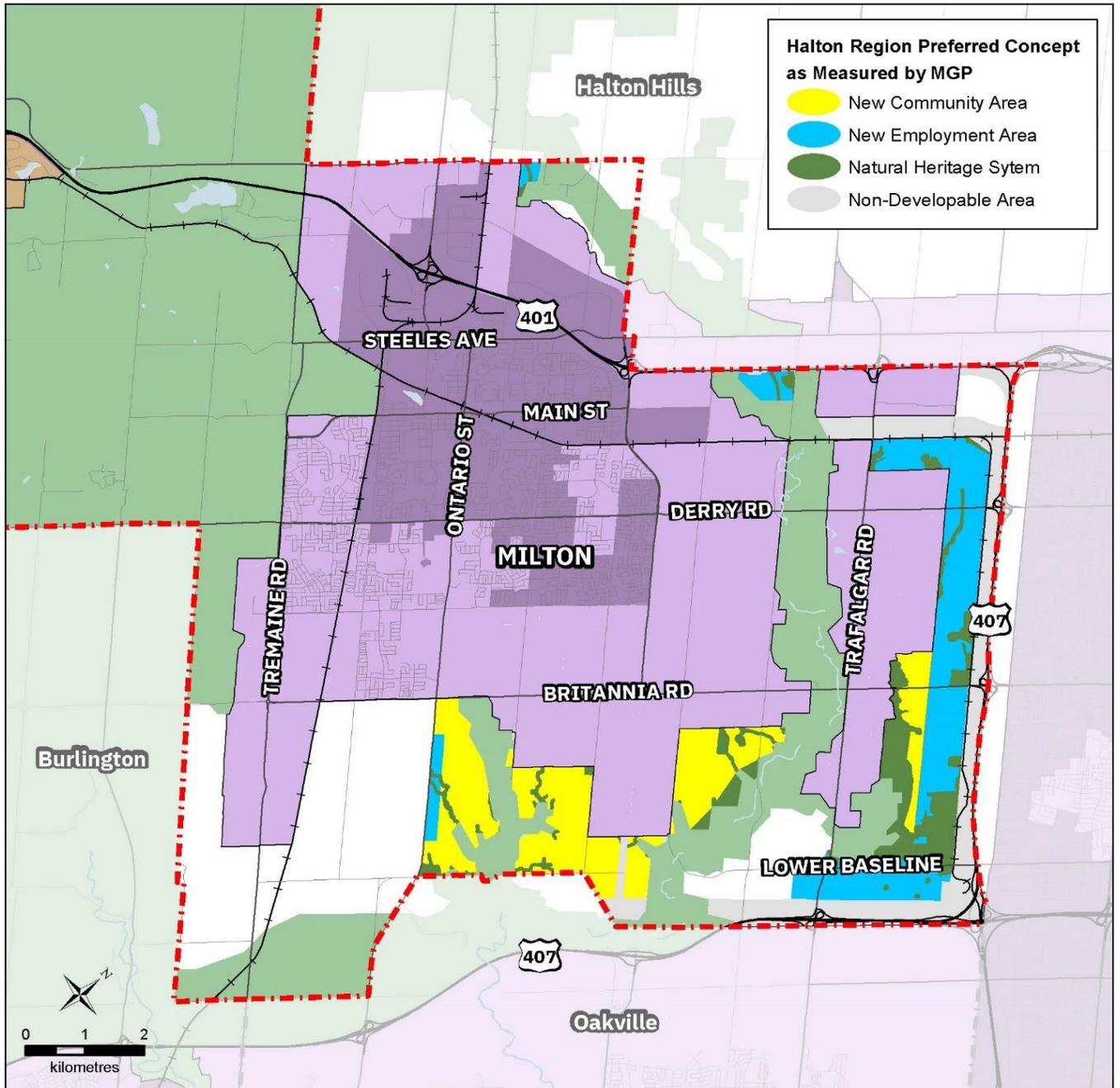


CAO Approval  
Andrew M. Siltala  
Chief Administrative Officer

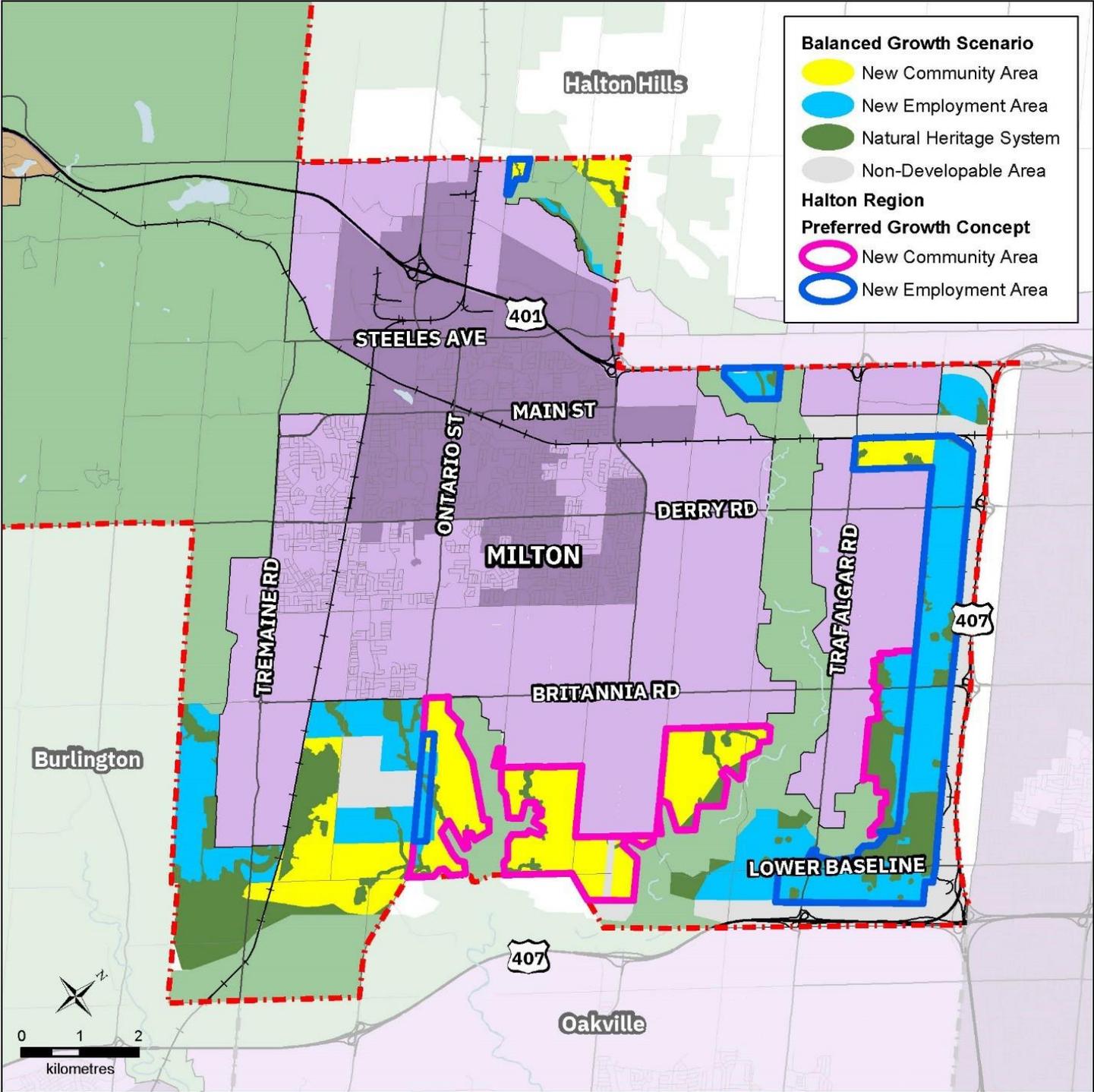
### Recognition of Traditional Lands

The Town of Milton resides on the Treaty Lands and Territory of the Mississaugas of the Credit First Nation. We also recognize the traditional territory of the Huron-Wendat and Haudenosaunee people. The Town of Milton shares this land and the responsibility for the water, food and resources. We stand as allies with the First Nations as stewards of these lands.

Attachment 1 - Halton Preferred Concept for Milton as measured by MGP



*Attachment 2 - Halton Preferred Growth Concept Compared to Milton Balanced Growth Concept*





The Council for the Corporation of the Town of Milton met in regular session at 7:00 p.m. Electronically via Live Streaming Video with Mayor G. A. Krantz in the Chair. All members were present.

**I. MOMENT OF SILENT REFLECTION / O' CANADA / TRADITIONAL LAND ACKNOWLEDGEMENT**

**II. AGENDA ANNOUNCEMENTS / AMENDMENTS**

The Town Clerk noted all written submissions related to items on agenda have been forwarded to Council in advance of the meeting.

The Town Clerk gave instructions for members of the public to call or email to get instructions on how to speak at each of the three public meetings under the Planning Act, scheduled for later in the agenda.

In addition, the Town Clerk noted that a delegation request that was received after the deadline by Dwayne Gilbert, Margaret Saliba and Mary Brown with respect to staff report DS-006-22 would require Council to pass a motion to permit the delegation.

**Res. 001-22: That rules be waived to permit Dwayne Gilbert, Margaret Saliba and Mary Brown to speak for a maximum of 5 minutes with respect to report DS-006-22. CARRIED**

**III. DISCLOSURE OF PECUNIARY INTEREST & GENERAL NATURE THEREOF**

None

**IV. CONSENT ITEMS**

**Res. 002-22: THAT Consent Items numbered 1 to 5 be approved. CARRIED**

- 1 [Minutes of the Special Council Meeting held on December 7, 2021.](#)
- 2 Minutes of the confidential session of Special Council held on December 7 2021.
- 3 [Minutes of the Meeting held on December 13, 2021.](#)
- 4 Minutes of the confidential session of Council held on December 13, 2021.
- 5 [Staff Report CORS-001-22](#)

Subject: Halton Region - Waterpipe Smoking Bylaw

**Staff Recommendation: THAT Town of Milton Council consents to the passage and implementation of the Halton Region Waterpipe Smoking By-law, as presented in Region of Halton Report No. MO-05-21.**

**V. DELEGATIONS**

**1 Items for Consideration # 5**

Subject: Lower speed and automated speed cameras near Elementary schools

Resident Andrew Ugovsek addressed Council with respect to Notice of Motion for lower speed and automated speed cameras near Elementary schools.

**2 Presentation #3**

Subject: Halton Region Growth Plan

Resident Dwayne Gilbert addressed Council with respect to DS-006-22.

**3 Presentation #3**

Subject: Halton Region Growth Plan

Resident Margaret Saliba addressed Council with respect to DS-006-22.

**4 Presentation #3**

Subject: Halton Region Growth Plan

Resident Mary Brown addressed Council with respect to DS-006-22.

**VI. PUBLIC MEETING**

**1 [Staff Report DS-001-22](#)**

Subject: Public Meeting and Initial Report: Zoning By-law Amendment Application by Whiteland Services Inc. applicable to lands known as Block 7, Plan 20M-1119. (Town File Z-23/21)

**Res.: 003-22 THAT report DS-001-22 be received for information.**

**CARRIED**

Clare Riepma, Riepma Consultants, representative for the applicant, addressed Council with respect to Staff Report DS-001-22.

As no members of the public came forward at this time, the Mayor closed the public meeting.

**2 Staff Report DS-002-22**

Subject: Public Meeting and Initial Report - Proposed Amendment to the Town's Zoning By-law by Oak-Ridge Horticultural Farm Nursery Inc. to permit the continued operation of the existing horticultural trade use on a permanent basis on lands municipally known as 11565 Guelph Line (Town File: Z-25/21)

**Res.: 004-22 THAT report DS-002-22 be received for information. CARRIED**

Glenn Wellings, Wellings Planning, representative for the applicant, addressed Council with respect to Staff Report DS-001-22.

As no members of the public came forward at this time, the Mayor closed the public meeting.

**3 Staff Report DS-003-22**

Subject: Public Meeting and Initial Report: Proposed Plan of Subdivision and Amendment to the Zoning By-law by Sundial Homes (4<sup>th</sup> Line) Limited to permit the development of a residential plan of subdivision (Town Files: 24T-21006/M and Z-20/21)

**Res.: 005-22 THAT report DS-003-22 be received for information. CARRIED**

Keith MacKinnon, KLM Planning, representative for the applicant, addressed Council with respect to Staff Report DS-002-22.

As no members of the public came forward at this time, the Mayor closed the public meeting.

**VII. PRESENTATIONS**

**1 Staff Report CORS-002-22**

Subject: Integrity Commissioner - Annual Report

**Res.: 006-22 THAT the motion be amended to include that staff be directed to draft a social media policy for consideration at future Council meeting.**

**CARRIED**

Res.: 007-22 THAT report CORS-002-22 be received for information;

*AND THAT the motion be amended to include that staff be directed to draft a social media policy for consideration at future Council meeting.*

**CARRIED**

*\*This resolution varies from the recommendation contained in the Staff Report.*

Jeff Abrams and Janice Atwood-Petkovski, Principles Integrity, addressed Council with respect to Staff Report CORS-002-22.

**2 Staff Report CORS-003-22**

Subject: Digital Records Management Solution

Res.: 008-22 THAT Council approve the award of the proposal for a Digital Records Management Solution to Shinydocs Corporation in the total amount of \$145,000 (exclusive of HST);

**AND THAT the annual maintenance and support contract be awarded for an initial period of up to four (4) years, starting in year 2, at the annual amounts outlined in Schedule A to this report, in the total amount of \$632,219 (exclusive of HST) for the four (4) year term;**

**THAT the Manager, Purchasing and Risk Management be authorized to execute the contract(s), as outlined by the purchasing by-law, and the Mayor and the Town Clerk be authorized to sign any required paperwork.**  
**CARRIED**

Meaghen Reid, Director, Legislative & Legal Services/Town Clerk, addressed Council with respect to Staff Report CORS-003-22.

**3 Staff Report DS-006-22**

Subject: Halton Region Official Plan Review - Draft Preferred Growth Concept and Draft Land Needs Assessment

Res.: 009-22 THAT Council endorse Halton Region's Preferred Growth Concept and Draft Land Needs Assessment;

**THAT Council requests that Halton Region phase a concurrent and steady stream of development land in Milton, through updated "Best Planning Estimates" to ensure shovel-ready employment land and an appropriate balance between residential intensification and new greenfield development to 2051;**

*AND THAT Council requests that Halton Region consider the inclusion of lands in Milton currently identified within the Highway 413 Focus Area of Analysis and the Northwest GTA Transmission Corridor Identification Area within the 2051 Urban Boundary, should it be determined by the Province that these lands are not required to support these Provincial infrastructure projects.*

*\* This resolution varies from the recommendation contained in the Staff Report.*

A recorded vote was requested.

Name of Councillor	In Favour	Opposed
Councillor M. Cluett	X	
Councillor S. Ali	X	
Councillor C. Best		X
Councillor J. Challinor II	X	
Councillor R. Di Lorenzo	X	
Councillor R. Malboeuf	X	
Councillor K. Tesser Derksen		X
Councillor Z. Hamid	X	
Mayor G. Krantz	X	
<b>Total</b>	<b>7</b>	<b>2</b>

Motion was **CARRIED**

Jill Hogan, Acting Commissioner, Development Services addressed Council with respect to Staff Report DS-006-22.

**VIII. ITEMS FOR CONSIDERATION**

**1 [Staff Report DS-004-22](#)**

Subject: Exemption to Interim Control By-law 082-2020 for 504 Churchill Avenue, Milton

**Res.: 010-22 THAT report DS-004-22 for an Exemption to Interim Control By-law 082-2020 for 504 Churchill Avenue, Milton be received;**

**AND FURTHER THAT Council approve the proposed amendment to Interim Control By-law 082-2020, attached as Appendix 2, to permit the Owner to submit a building permit application for the construction of a second storey addition and an attached one car garage. CARRIED**

**2 Staff Report DS-005-22**

Subject: Authorization for Submission of a Minor Variance Application on lands municipally known as 110 Heslop Road, Milton

Res.: 011-22 THAT report DS-005-22 entitled “Authorization for Submission of a Minor Variance Application on lands municipally known as 110 Heslop Road.”, dated January 17, 2022 be received;

AND THAT in accordance with the provisions of subsections 45(1.4) of the Planning Act; R.S.O. c.P.13, as amended, the Owner shall through this Resolution, be permitted to apply to the Committee of Adjustment for a variance from the provisions of Zoning By-law 081-2020, before the second anniversary of the day on which the by-law was approved by Council. **CARRIED**

**3 Staff Report ES-001-22**

Subject: Indigenous Relations Update

Res.: 012-22 THAT endorse the Truth and Reconciliation report and Calls to Action;

THAT Council endorse the United Nations Declaration of Rights of Indigenous Peoples (UNDRIP), a comprehensive statement addressing the human rights of Indigenous peoples;

THAT the Town of Milton continue to recognize the territorial lands through the land acknowledgement that pays respect to the ancestral and traditional territories, our collective role as stewards of the land, and builds awareness of present-day First Nation, Metis and Inuit culture in our community,

THAT the Town of Milton continue to implement the Culture Plan that includes 13 actions supporting Indigenous cultural resurgence in Milton;

AND THAT the Town of Milton continue its reconciliation efforts through a commitment to learning more about Indigenous narrative, history, and rights, as well as building reciprocal relationships with our Indigenous. **CARRIED**

**4 Notice of Motion - Councillor Hamid**

Subject: Speed Limit change to 40km/hr

Res. 013-22: WHEREAS, the default speed limit in Milton is 50km/hr

AND WHEREAS, many neighbourhood roads, especially in new development, are narrow with homes on both sides and cars parked on the street;

AND FURTHER, WHEREAS, vehicles traveling at 50km/hr creates a dangerous situation by traveling faster than the traffic flow and what is appropriate for the road;

THEREFORE BE IT RESOLVED THAT staff reports back to Council on the possibility of reducing un-posted speed limit to 40km/hr from the current 50km/hr.

AND FURTHER, BE IT RESOLVED THAT the staff reports on alternatives if there are better approaches for reducing the speed limit to 40km/hr from the current 50km/hr. **CARRIED**

5 **Notice of Motion - Councillor Ali**

Subject: Lower speed and automated speed cameras near elementary schools

Res. 014-22: WHEREAS, the vast majority of elementary schools in Milton are walking schools where students are expected to talk to school buses are not provided;

AND, WHEREAS the crossing guards report frequent close calls due to cars traveling too fast;

AND, FURTHER, WHEREAS Halton Police recommends relying on traffic calming and automated speed-enforcement cameras since they cannot monitor every school all the time.

THEREFORE, BE IT RESOLVED THAT Staff reports back to the council on the possibility of using automated speed-enforcement cameras in school safety zones;

AND FURTHER, BE IT RESOLVED THAT the staff reports on the appropriate speed limit in elementary school zones;

AND FINALLY, BE IT RESOLVED THAT staff considers all traffic calming tools, including speed cushions, to slow cars down as they approach elementary school crossings. **CARRIED**

IX. INTRODUCTION OF NOTICE OF MOTION

1 **Notice of Motion - Councillor Ali**

Subject: Bill 21

Mayor Krantz indicated that this motion is to be considered at the February 7, 2022 Council meeting.

X. REGIONAL COUNCIL UPDATE

XI. STATEMENT BY MEMBERS

XII. BY-LAWS

1 By-laws  
Res.: 015-22 THAT By-law Numbers 001-2022, 002-2022, 003-2022, 004-2022, 005-2022 & 006-2022 be READ, PASSED AND NUMBERED;

AND THAT the Mayor and the Town Clerk be authorized to sign the said By-laws, seal them with the seal of the Corporation and that they be engrossed in the By-law Book. **CARRIED**

XIII. ADJOURNMENT

There being no further business to discuss the Mayor adjourned the meeting at 10:51 p.m.

## REPORT

### Planning and Development Council

Meeting Date: January 17, 2022

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**FROM:** Planning Services Department

**DATE:** January 4, 2022

**SUBJECT:** Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022

**LOCATION:** Town of Oakville

**WARD:** Town-wide

Page 1

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#### RECOMMENDATION:

1. That the report titled *Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022*, be received.
2. That the report titled *Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022*, be endorsed, and submitted to Halton Region as part of the Regional Official Plan Review.
3. That the report titled *Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022*, be forwarded for information to the City of Burlington, the Town of Halton Hills, the Town of Milton, Credit Valley Conservation, Grand River Conservation Authority and Conservation Halton.

#### KEY FACTS:

The following are key points for consideration with respect to this report:

- This report presents an overview of Halton Region's Draft Preferred Growth Concept (Draft PGC) to the year 2051, as well as perspectives from town planning staff about how it might affect local community planning in Oakville.
- Throughout the Regional Official Plan Review (ROPR) and Integrated Growth Management Strategy (IGMS) process, town staff have consistently expressed support for a Growth Concept for Halton Region that minimizes settlement area boundary expansions, directs growth to strategic growth areas, encourages transit-supportive, compact mixed use development, and addresses the climate emergency.

- 
- The Draft PGC proposes to implement the Regional Urban Structure of strategic growth areas and higher order transit corridors. By extension, this would implement Oakville's town-wide urban structure. Most population, housing and employment growth from 2031 to 2051 would be accommodated within the Region's existing approved settlement areas. However, the Draft PGC also proposes settlement area boundary expansions.
  - The proposed settlement area boundary expansions comprise a total of 2,120 hectares (ha) of agricultural land in Milton and Halton Hills to accommodate new greenfield growth: 1,050 ha for population and housing, and 1,070 ha for employment growth. The Draft PGC suggests that this is growth that cannot be fully accommodated within the region's existing Designated Greenfield Areas (DGA) and Delineated Built-Up Area (DBUA), within the constructs of provincial policy targets and land needs assessment expectations.
  - *A Place to Grow: The Growth Plan for the Greater Golden Horseshoe, 2019* (Growth Plan, 2019) provides growth forecasts of population and employment – people and jobs – to be accommodated across the Plan area to the horizon year of 2051. The forecast for Halton Region is for 1,100,000 people and 500,000 jobs to the year 2051.
  - Halton Region, including the Town of Oakville, is already planned to the year 2031 for a total of 768,000 people and 350,000 jobs. The current ROPR is about planning to accommodate an additional 332,000 people and 150,000 jobs for the period from 2031 to 2051. Today, Halton Region has approximately 600,000 people and just under 300,000 jobs.
  - The Draft PGC allocates population and employment growth from 2031 to 2051. This is required by the Growth Plan and represents the planned minimum amount of growth to be accommodated. These figures do not represent a cap but rather should be viewed as a starting point with the understanding that additional growth could be achieved.
  - For Oakville, the Draft PGC proposes a 2051 population of 375,000 people and a 2051 employment total of 180,000 jobs within the town's existing settlement area south of Highway 407.
  - Town staff remain of the opinion that settlement area boundary expansions should be viewed as a last option to be used when opportunities to accommodate growth within the existing settlement areas are exhausted. While town staff question whether the expansions proposed in the Draft PGC will be needed by the end of the planning horizon, certain strategic expansions could be supported where warranted for the purposes of providing community infrastructure and developing complete communities.
  - The Draft PGC is also proposing a region-wide minimum intensification target for new residential growth of 45%. This is below the minimum 50% required by the provincial Growth Plan. The remainder of new residential growth (55%)

would be allocated to the existing DGA and to new DGA. Town staff offer qualified support for the reduced minimum intensification target since the Draft PGC continues to support Oakville's town-wide urban structure by concentrating growth in strategic growth areas in the existing DGA.

## **BACKGROUND:**

The Regional Official Plan (ROP) for Halton Region is undergoing a five-year review as required by the provincial *Planning Act*. It will update policies in conformity with *A Place to Grow: The Growth Plan for the Greater Golden Horseshoe, 2019* (Growth Plan, 2019), and other provincial plans and policies, in respect of the protection of lands and resources, development and the management of population and employment growth for the period 2031 to 2051.

Halton Region is already planned to the year 2031 as a result of the previous ROPR process from 2009 called *Sustainable Halton*. Likewise, the majority of the Town of Oakville is planned to the year 2031 as a result of the original Livable Oakville Plan process in 2009.

Halton Region is undertaking the current ROPR in partnership with its local municipalities of the Town of Oakville, the City of Burlington, the Town of Halton Hills and the Town of Milton. A wide range of residents, businesses, stakeholder groups, governmental agencies and Indigenous Communities are also engaged in this planning process.

A key component of the ROPR is the Integrated Growth Management Strategy (IGMS) to address the Growth Plan, 2019 requirement to accommodate an additional 482,000 people and 222,000 jobs in Halton Region over the period 2031 to 2051 for a total of 1,100,000 people and 500,000 jobs by 2051. Over the past year, the IGMS included the following milestones:

- February 2021 – The Growth Concepts Discussion Paper is released through Report No. LPS18-21. These four Growth Concepts were designed to test where and how the region could manage future population and employment growth.
- April 2021 – Regional Council directed staff to develop an additional Growth Concept that provided no new settlement area boundary expansion as well as a comparative analysis of greenhouse gas emissions from the Growth Concepts.
- July 2021 – The ROPR work plan and schedule were updated and a summary of public input is released through Report No. LPS51-21. The report also outlined a set of Key Principles for the development of the Draft PGC.
- On November 17, 2021, Regional Council participated in an interactive [Workshop Meeting](#). At that meeting, regional staff presented a background information document titled *Regional Official Plan Review: Preferred Growth Concept and Draft Land Needs Assessment*.

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Town staff have participated in the ROPR since it was initiated in 2014 and has provided regular updates to Oakville Council. At the March 22, 2021 [Special Meeting of Planning and Development Council](#), Oakville Council received the following:

- Item 3. Regional Official Plan Review - Growth Concepts Discussion Paper - Integrated Growth Management Strategy, March 11, 2021
- Item 4. Regional Official Plan Review - Draft Regional Plan Amendment 48 - An Amendment to Define a Regional Structure, March 11, 2021

The most recent update was at the May 10, 2021 [Planning and Development Council](#) meeting where Oakville Council received the staff report titled *Regional Official Plan Review – Integrated Growth Management Strategy and Draft Regional Official Plan Amendment 48 – May 10, 2021*. That staff report conveyed the following key messages:

- The Livable Oakville Official Plan is the town’s growth management strategy and the ongoing official plan review is focused on implementing a town-wide urban structure.
- Oakville’s town-wide urban structure is intended to:
  - protect natural heritage, open space and cultural heritage;
  - maintain the character of residential areas; and,
  - direct growth to an identified system of nodes & corridors.
- For Oakville to maximize the benefits of accommodating population and employment growth as required by the province, the PGC resulting from the IGMS must:
  - support existing local urban structure;
  - minimize settlement area boundary expansions onto the agriculture land base; and,
  - support the creation of complete communities in a compact urban form with sustainable transportation choices.

The May 10, 2021 report also presented an overview and highlights from town staff regarding then Draft Regional Official Plan Amendment 48 (ROPA 48), the first amendment to be considered by Regional Council as part of the Regional Official Plan Review.

ROPA 48, which implements components of the Regional Urban Structure to establish a hierarchy of strategic growth areas in the Regional Official Plan, was adopted by Regional Council in July 2021. It was subsequently modified and approved by the Minister of Municipal Affairs and Housing on November 10, 2021.

The modifications are reasonable and relate to Protected Major Transit Station Areas, Regional Nodes, and Urban Growth Centres. As the Minister’s decision is

final and not subject to appeal, ROPA 48 as modified and approved came into effect November 10, 2021.

On November 24, 2021, Regional staff reported on the provincial decision to approve ROPA 48 through Report No. LPS91-21 to [Halton Region Council](#).

Oakville's town-wide urban structure is embedded in the approved ROPA 48 with particular emphasis on an identified system of Nodes and Corridors (Appendix A). These areas comprise the town's strategic growth areas as defined in the Growth Plan, and are intended to accommodate a significant portion of Oakville and Halton's required intensification.

Sustainable, transit-supportive, growth and intensification within a system of strategic growth areas provides greater certainty for the long-term protection of important landscape features such as the agricultural land base and helps to maintain the character of residential areas.

Throughout the ROPR and IGMS process, town staff have consistently expressed support for a Growth Concept for Halton Region that minimizes settlement area boundary expansions, directs growth to strategic growth areas, encourages transit-supportive, compact mixed use development, and addresses the climate emergency.

#### **COMMENT/OPTIONS:**

This report presents an overview of the region's Draft Preferred Growth Concept (PGC) in the context of the province's Growth Plan, 2019, as well as perspectives from town planning staff about how it might affect local community planning in Oakville.

#### **Overview of the Draft Preferred Growth Concept**

The Draft PGC (Figure 1) proposes a strategy to accommodate population and employment growth in Halton Region from 2031 to 2051 as required by the Growth Plan, 2019.

The Draft PGC proposes to implement the Regional Urban Structure of strategic growth areas and higher order transit corridors. By extension, this would implement Oakville's town-wide urban structure.

The Draft PGC proposes to accommodate most new population, housing and employment growth within the existing approved settlement areas of the region for the period from 2031 to 2051. However, the Draft PGC also proposes settlement area boundary expansions.

Figure 1: Halton's Draft Preferred Growth Concept



The Draft PGC is also proposing a region-wide minimum intensification target for new residential growth of 45%. This is below the minimum 50% required by the

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provincial Growth Plan. The remainder of new residential growth (55%) would be allocated to the existing DGA and to new DGA.

The proposed settlement area boundary expansions within the Draft PGC comprise a total of 2,120 hectares (ha) to accommodate new greenfield population and employment growth. Based on the assumptions and analysis undertaken by the region, the Draft PGC suggests that this is growth that cannot be fully accommodated within the existing Designated Greenfield Areas (DGA) and Delineated Built-Up Area (DBUA) of the Region within the constructs of provincial policy targets and land needs assessment expectations.

- The Draft PGC proposes an expansion of 1,050 ha of New Community Area (Figure 1) in order to accommodate a market-based supply of ground-oriented housing demand, as determined through the Region's land needs assessment. The expansion area also includes other elements of complete communities such as parks, institutional and commercial uses.
- In terms of employment, an expansion of 1,070 ha of New Employment Area is proposed (Figure 1) to accommodate forecasted market demand for manufacturing, warehousing, logistics and other similar uses needing access to 400 series highways.

The proposed settlement area boundary expansions are concentrated on the agricultural land base within the towns of Milton and Halton Hills. Approximately two thirds of the total expansion area would be in Milton, and one third in Halton Hills (Figure 1).

### ***Population and Employment Growth by Local Municipality***

The Draft PGC allocates population and employment growth from 2031 to 2051. This is required by the Growth Plan, 2019 and represents the planned minimum amount of growth to be accommodated. These numbers do not represent a cap but rather should be viewed as a starting point with the understanding that additional growth could be achieved.

The Draft PGC allocates population growth from 2031 to 2051 by local municipality according to Table 1. This population growth is proposed to be distributed across the region within the Regional Urban Structure as well as the existing DGA and the new DGA coming from settlement area boundary expansions.

**Table 1: Population Growth by Local Municipality, Draft PGC**

	Population		
Municipality	2021	2031	2051
Burlington	195,000	218,000	265,000
Oakville	222,000	280,000	375,000
Milton	138,000	187,000	335,000
Halton Hills	66,000	83,000	125,000
Halton Region	621,000	768,000	1,100,000

Likewise, the Draft PGC allocates employment from 2031 to 2051 by local municipality according to Table 2. This employment growth is proposed to be distributed across the region within the Regional Urban Structure as well as the existing DGA and the new DGA coming from settlement area boundary expansions along the Hwy 407 and 401 corridors.

**Table 2: Employment Growth by Local Municipality, Draft PGC**

	Employment		
Municipality	2021	2031	2051
Burlington	98,000	106,000	125,000
Oakville	111,000	140,000	180,000
Milton	44,500	68,000	130,000
Halton Hills	24,500	36,000	65,000
Halton Region	278,000	350,000	500,000

### **Provincial Growth Plan - Growth Management Essentials**

In an effort to ensure a consistent understanding of the terms used in discussions about Halton's Draft PGC, a high-level review of the Growth Plan and the related Land Needs Assessment Methodology is provided below.

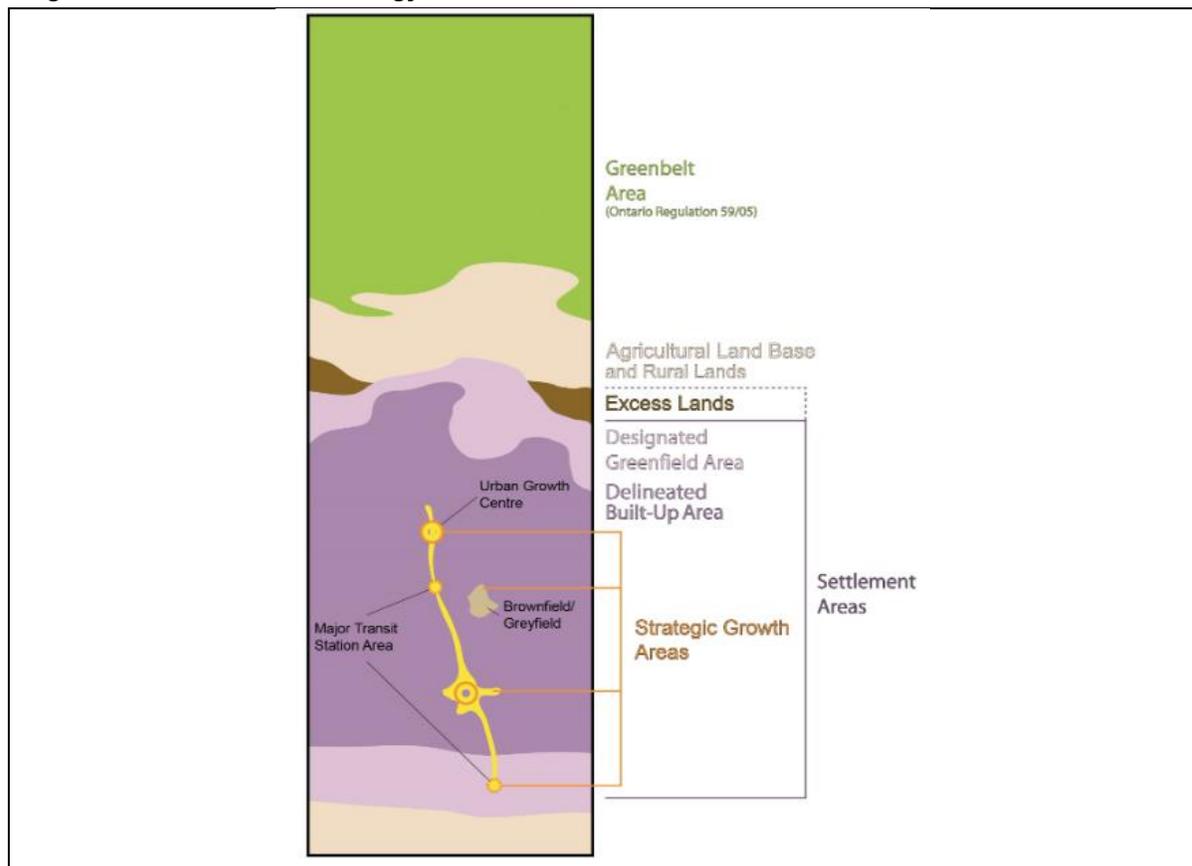
## ***Growth Plan, 2019***

The core principle of the Growth Plan is to mitigate negative environmental, economic and human health impacts associated with sprawling, un-coordinated growth in this region of the province.

The Growth Plan identifies density and intensification targets, strategic growth areas, employment areas, and settlement area restrictions as the tools to help guide the development of efficient, compact and complete communities and to act as the basis to guide decisions on how land is developed, resources are managed and public dollars are invested.

Figure 2 breaks down the land use terms that are used in respect of growth management and intensification in the Growth Plan. The region's IGMS is focused on accommodating required growth by finding a balance between intensification within existing Settlement Areas and growth into newly expanded Settlement Areas. The latter would constitute the addition of New Designated Greenfield Area at the expense of the Agricultural Land Base and Rural Lands.

**Figure 2: Land Use Terminology, Growth Plan, 2019**



For settlement area boundary expansions to be considered, policy 2.2.8.2 of the Growth Plan indicates that opportunities to accommodate forecasted growth through intensification and in the existing DGA must have been exhausted.

In Halton Region, there are not any Excess Lands, as shown in Figure 2. Excess Lands would be previously designated DGA lands that a municipality has determined are no longer needed to accommodate forecasted growth.

Policy 2.2.2.1 of the Growth Plan requires that a minimum of 50% of all residential development occurring annually in Halton Region be within the DBUA. Only this residential growth is considered “intensification” in a Growth Plan context, and 50% is the region’s minimum intensification target.

The balance of new residential growth – growth not accommodated through intensification – may occur in the DGA at a density of 65 people and jobs per hectare. In Oakville, the line between the DBUA and the DGA is generally Dundas Street.

Policy 2.2.2.4 of the Growth Plan also provides that the region may request that an appropriate alternative target be established (by the Minister of Municipal Affairs and Housing) if it is demonstrated that the minimum intensification target of 50% cannot be achieved.

It is recognized that the term “intensification” is more broadly understood to mean the development of a property, site or area at a higher density than currently exists, as it is defined in the Provincial Policy Statement, 2020. This is an important distinction because, for the purposes of the Growth Plan new development inside the DBUA counts as intensification irrespective of unit type, density or prior existing uses. At the same time, any unit built outside of the DBUA line is considered to be greenfield development and does not count towards meeting the Growth Plan intensification target — again, irrespective of unit type or density.

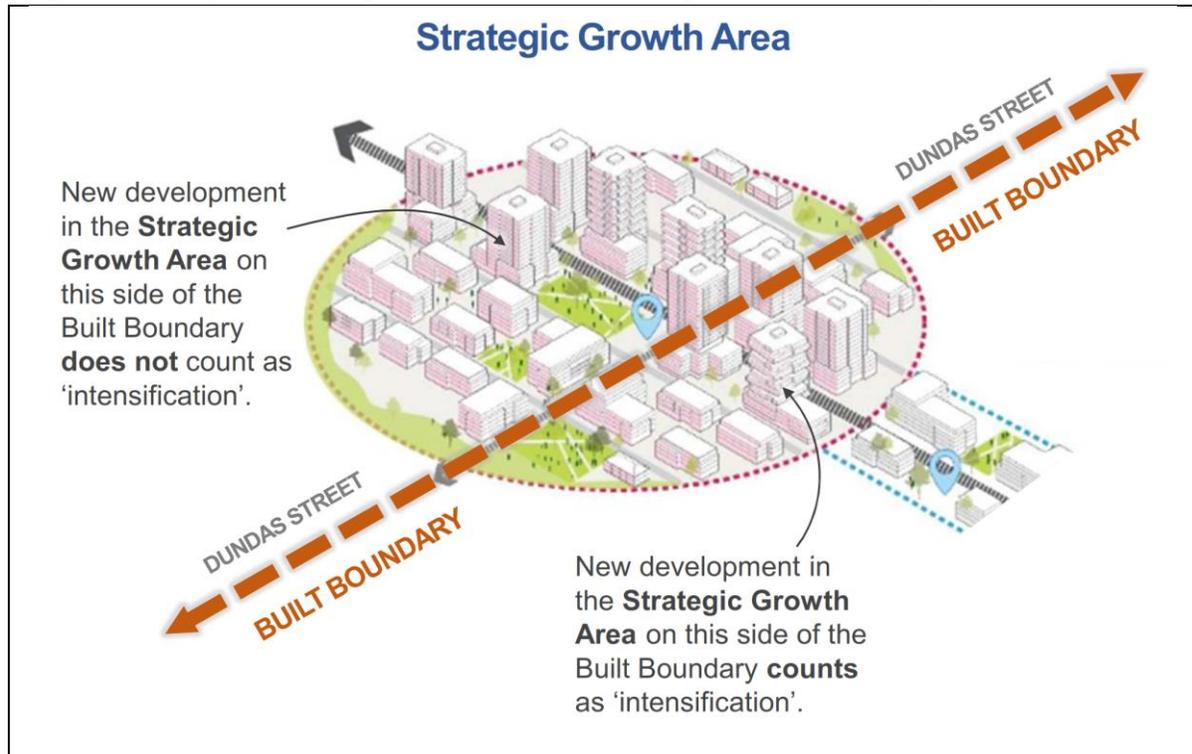
For Oakville, this means that an apartment building built on the south side of Dundas Street would count towards meeting the minimum intensification target, but an identical building directly across the street on the north side of Dundas Street would not count towards meeting the minimum intensification target (Figure 3).

It also means that high density, compact, transit-supportive nodes in the DGA do not count as intensification, even though they may mirror the built form and support the intent of intensification policy. This matter is addressed later as it relates to key elements of the Draft PGC.

Policy directions for intensification targets and density targets required by the Growth Plan, 2019 provide minimum parameters for assessing land needs and justifying settlement area boundary expansions, if needed. Expansions beyond the

current settlement area boundaries are only to be considered once intensification options on existing settlement area lands have been exhausted.

Figure 3: Example of Strategic Growth Area divided by the Built Boundary



### ***Schedule 3 of the Growth Plan, 2019***

Schedule 3 of the Growth Plan provides growth forecasts of population and employment – people and jobs – to be accommodated across the Plan area to the horizon year of 2051. The forecast for the Halton Region is for 1,100,000 people and 500,000 jobs to the year 2051.

Halton Region, including the Town of Oakville, is already planned to the year 2031 for a total of 768,000 people and 350,000 jobs. The current ROPR is about planning to accommodate an additional 332,000 people and 150,000 jobs for the period from 2031 to 2051. Today, Halton Region has approximately 600,000 people and just under 300,000 jobs.

### ***Land Needs Assessment Methodology***

The Growth Plan 2019 prescribes a Land Needs Assessment (LNA) methodology to determine the total quantity of land needed to accommodate forecasted population and employment growth to the year 2051. This LNA is a key consideration for the region's IGMS and the development of the PGC.

The LNA builds on Schedule 3 – Forecast, of the Growth Plan, with a forecast of housing demand, including an assessment of current and future market-based needs, in order to determine land needs region-wide to 2051. Housing demand is further broken down by housing type (i.e., singles, townhouses and apartment units) through the LNA.

For the housing needed to accommodate forecasted population, the LNA evaluates existing housing supply against forecasted housing demand as influenced by demographic groups, dwelling types and density targets.

The LNA applies a similar approach to accommodating the employment forecast by evaluating supply and demand for jobs by three different types of employment: employment lands employment, population-related employment, and major office.

If the demand for housing and jobs exceeds the planned supply, the LNA converts this demand (need) into an amount of new settlement area required to accommodate forecasted population and employment growth to 2051. This type of result from the LNA is what triggers the consideration of settlement area boundary expansions.

The forecasted housing demand, in particular, is influenced by many factors including an assessment of current and future market-based needs. One of the directions of the LNA is that the market assessment informs the development of the market forecast based on housing type, for example.

It is important to note that “market” is but one of many important considerations when developing a Preferred Growth Concept for Halton through the ROPR.

### **Testing Growth Management in the Region’s Five Growth Concepts**

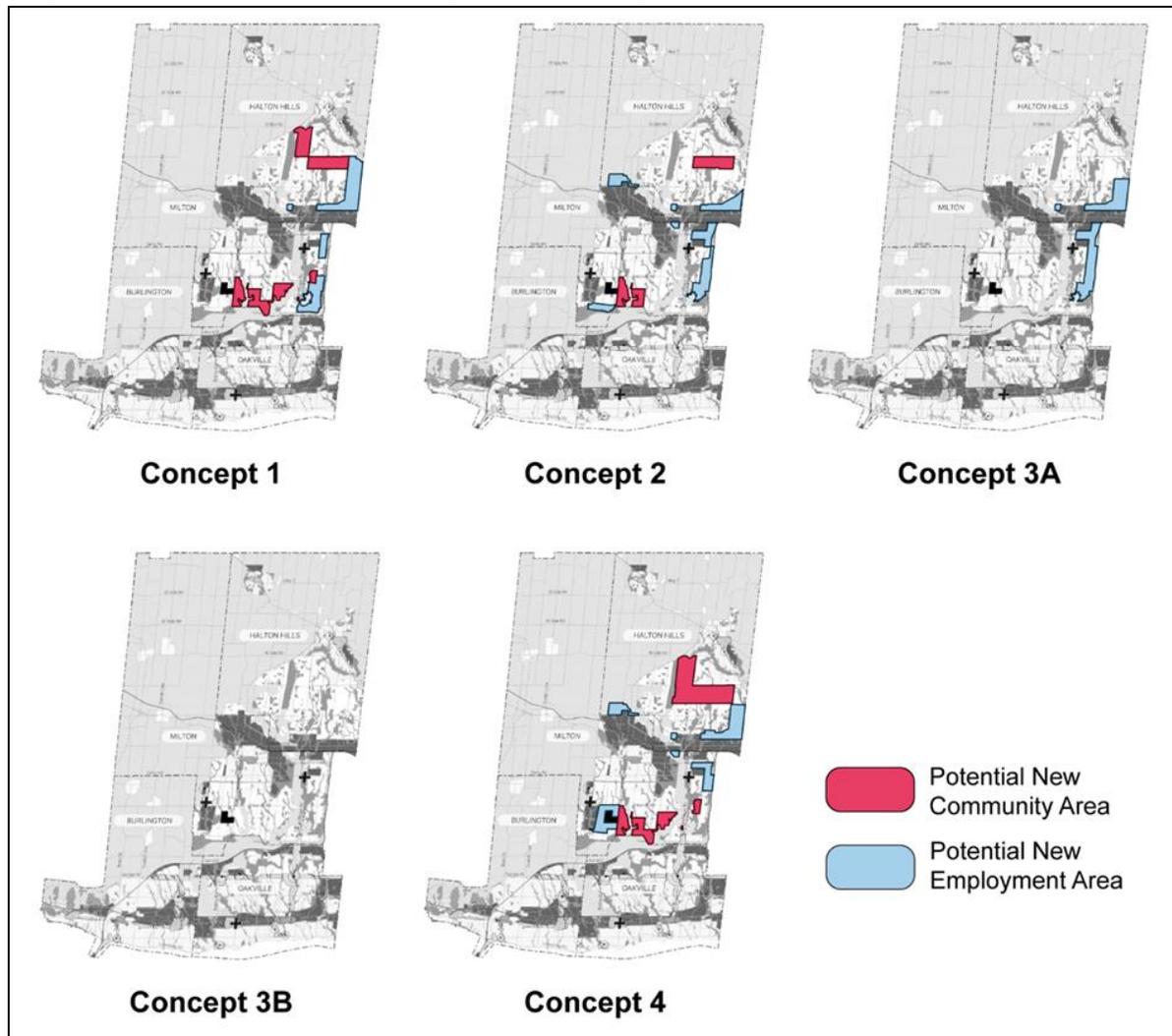
The purpose of the IGMS is to establish where and how provincially required population and employment growth will be accommodated within Halton Region in a manner that:

- Meets provincial and regional growth management policies and targets
- Supports local municipal plans and priorities
- Takes a stewardship approach from environmental, economic and social perspectives
- Extends the Regional Official Plan planning horizon from 2031 to 2051.

A series of Growth Concepts to test how and where the region could grow to 2051 were thus developed (Figure 4). The Growth Concepts vary based on:

- Different outlooks for growth and types of development such as transit-supportive densities focused on strategic growth areas
- Rates of growth
- Targets for densification and intensification
- Type and location of new housing units needed
- Amount of Community and Employment Area required to accommodate growth
- Total amount of settlement area boundary expansion lands

Figure 4: Settlement Area Boundary Expansions by Growth Concept



The region's Growth Concepts represent different outlooks for managing growth including intensification rates, type and location of new housing units needed and

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varied amounts of settlement area boundary expansion. The amount of settlement area boundary expansions, which is the increase in supply of lands to be designated urban, appears to be the main distinguishing aspect between the Growth Concepts.

Figure 4 illustrates potential settlement area expansions by Growth Concept with Growth Concept 4 showing the most and Growth Concept 3B showing the least.

Ultimately, the region's recommended Preferred Growth Concept will have to find a balance between conforming to the planning policies of the Growth Plan and satisfying the market driven land supply considerations from the LNA.

### **Key Principles for the Development of a Preferred Growth Concept**

The IGMS contains a set of key principles established by the region that are intended to guide development of a PGC:

- Confirming and supporting a Regional Urban Structure
- Setting an Ambitious and Achievable Intensification Target
- Meeting the Challenge of Climate Change
- Establishing a Broad Range and Mix of Housing
- Providing Complete Spectrum of Employment Opportunities
- Advancing Strategic Employment Land Conversions
- Setting Bold yet Achievable Community Area & Employment Area Density Targets
- Maintaining Strong Development Phasing Policies
- Ensuring Growth Proceeds without negative Fiscal Impacts
- Maximizing Agricultural Land Protection
- Further Enhancing the Natural Heritage System

In addition to the principles noted above, public consultation and an evaluation of the five Growth Concepts, combined with some elements of one or more of the Growth Concepts, have guided regional staff in the development of a Draft PGC that accommodates required growth in Halton to 2051. As discussed, a Draft PGC has been released and is currently under consideration.

### **Comparing the Draft PGC to the Growth Concepts**

Table 3 below and the preceding Figure 4 provide a comparison between the Draft PGC and the original Growth Concepts. The Draft PGC is proposing a total

settlement area boundary expansion of 2,120 ha for population and employment growth combined. This most closely resembles Growth Concept 2 with respect to the amount of settlement area boundary expansion being contemplated.

**Table 3: Settlement Area Expansions by Growth Concept and Draft PGC**

	Growth Concept					
	1	2	3A	3B	4	DRAFT PGC
Potential New Community Area (ha)	1,460	730	0	0	2,080	1,050
Potential New Employment Area (ha)	1,170	1,100	980	0	1,220	1,070
Total Settlement Area Boundary Expansion (ha)	2,630	1,830	980	0	3,300	2,120

The five Growth Concepts met the required minimum intensification target of 50% of new residential growth to be allocated to the region’s DBUA (Table 4). The Draft PGC does not meet this minimum intensification target and is proposing that only 45% of new residential growth be allocated to the DBUA. The remainder of new residential growth (55%) would be allocated to the existing DGA and to new DGA.

**Table 4: Minimum Intensification Target by Growth Concept and Draft PGC**

	Growth Concept				
	1	2	3A/3B	4	DRAFT PGC
Built-Up Area Intensification	51%	54%	56%	50%	45%

One of the main reasons for the difference between the minimum intensification target of Draft PGC and the Growth Concepts is from a recent town staff review of active development applications for apartment units in Oakville.

Compared to what was being forecast in the LNA, the review demonstrated a stronger market for apartment units in Oakville’s existing DGA, particularly the Trafalgar Urban Core and Dundas Urban Core areas north of Dundas Street.

The review suggested that the actual market demand for apartments in the existing DGA of Oakville had already surpassed the levels being tested in Growth Concepts

1 and 4. On the face of it, it appears the LNA was under-estimating the market for apartments in Oakville's existing DGA.

As shown earlier in Figure 3, the Built Boundary in Oakville, the line that defines the difference between intensification and greenfield development, runs down the middle of a growth corridor (Dundas Urban Core) and splits the Uptown Core and Palermo Village growth nodes.

This means that only a portion of apartment units being built in these nodes and corridors (strategic growth areas) can be counted towards intensification while all of them will contribute to the creation of complete communities and walkable, transit-oriented neighbourhoods.

This unique condition combined with the strong market for apartment units in North Oakville indicated that perhaps the Growth Concepts were underestimating the number of apartment units that will be built in the existing DGA.

The Draft PGC has attempted to account for this discrepancy by transferring apartment units from Oakville's DBUA, also known as intensification growth, into Oakville's existing DGA. This had the effect of lowering the region-wide intensification rate to 45%, which is below the 50% policy requirement of the Growth Plan, 2019.

### **Town of Oakville Perspectives**

Town staff have engaged with regional staff in a productive dialogue throughout the IGMS in order to address growth management across Halton Region and to support the implementation of Oakville's town-wide urban structure.

Town staff appreciate the complexities involved in managing provincially required population and employment growth at a regional scale while at the same time enabling local municipal plans and priorities. This is especially challenging when the local municipalities are at different stages of development and urban evolution.

Town staff are generally supportive of the Draft PGC as a compromise since it addresses a number of the key principles for the development of a PGC that have been previously reported. The following sections present some remaining concerns from town staff.

### ***Settlement Area Boundary Expansions***

Town staff remain of the opinion that settlement area boundary expansions should be viewed as a last option to be used when opportunities to accommodate growth within the existing settlement areas are exhausted.

There are lands currently designated for urban development throughout the region that could accommodate additional population and employment growth beyond what the region has allocated through the IGMS. Minimizing new settlement area boundary expansions is also important since any expansion areas would be taken from the agricultural land base.

Decisions to expand settlement areas will permanently alter future land uses in Halton Region. Furthermore, the Region's climate change analysis has demonstrated that expanding communities into new greenfield areas will not help mitigate the climate change emergency, compared to intensifying growth within compact communities, and established built-up areas. Once lands are designated for urban development through a settlement area boundary expansion, that decision is unlikely to be reversed, even if it is later determined that those lands are not required to accommodate growth.

Under the current exercise, the settlement area boundary expansions being proposed in the Draft PGC may not be needed until the end of the planning horizon, if at all.

That said, town staff reiterate support for certain strategic settlement area boundary expansions that may be warranted for the purposes of providing community infrastructure and developing complete communities.

### ***Reducing the Minimum Intensification Target***

The Draft PGC proposes a region-wide minimum intensification target of 45% instead of the 50% currently required by the Growth Plan, 2019. To town staff, a lower minimum intensification target (designed to accommodate required population growth) appears incongruous with a settlement area boundary expansion (also designed to accommodate required population growth).

The explanation from Halton Region staff, and its consultant, is that the market driven LNA and the future demand for ground-oriented housing is a contributing factor in lowering the intensification target. Town staff urge caution in this approach, since a forecasted demand may not match actual demand.

As was previously discussed, town staff demonstrated that the LNA under-estimated market demand for apartment housing in Oakville. Could it also be possible that the LNA is over-estimating demand for ground-oriented housing in other parts of the region?

From there, what are the implications for settlement area boundary expansions to accommodate this housing? Town staff remain concerned that the region's IGMS and the development of the PGC may be based on an over-emphasis of market demand at the expense of required policy and principles of good planning.

This would not be the first time a growth forecast fell short of expectations. The region's own analysis through the IGMS showed that settlement areas designated for urban development under the previous two Regional Official Plan Reviews did not develop according to forecasted growth.

Town staff suggest that one way to reduce the amount of potentially unnecessary settlement area boundary expansions as proposed in the Draft PGC would be to revisit the LNA to reduce the supply of new DGA ground-oriented housing.

In the event that the LNA has potentially under-estimated demand for apartment housing and thereby over-estimated demand for ground-oriented housing, as suggested previously in this report, the supply of new DGA ground-oriented housing could be reduced by converting it to apartment housing and transferring it to planned strategic growth areas in the existing DGA and the DBUA.

This would have the effect of improving the region-wide minimum intensification target to meet the provincially mandated minimum, while at the same time strengthening the Regional Urban Structure and reducing pressure for settlement area boundary expansions.

Town staff are of the opinion that this could create a more preferable balance between the policy requirements of the Growth Plan and the market considerations of the LNA. As previously stated, the principles of good planning in the public interest should prevail over market considerations.

Despite these concerns, town staff offers qualified support for reducing the minimum intensification target since the Draft PGC continues to support Oakville's town-wide urban structure by concentrating growth in strategic growth areas in the existing DGA. From this, it is important to note that support for the town's urban structure helps to implement the Regional Urban Structure.

### ***Next Steps in the Regional Official Plan Review***

The next steps in the ROPR include bringing a report on a Preferred Growth Concept to Regional Council at its meeting in February 2022 (Appendix B).

The region anticipates that the Preferred Growth Concept and supporting Regional Official Plan Amendment (ROPA) will continue to a Public Open House and Statutory Meeting in March 2022 followed by a recommendation meeting to adopt a ROPA in May 2022. This ROPA is intended to address final matters related to conformity with the Growth Plan.

At that same Regional Council meeting in February, 2022, regional staff will table a Policy Directions Report that will cover many aspects of the Regional Official Plan including agriculture, the Natural Heritage System and climate change. The region anticipates those Policy Directions and the supporting ROPA will continue to a

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Public Open House and Statutory Meeting in January 2023 followed by a recommendation meeting to adopt a ROPA March 2023.

Town staff acknowledge that Halton Region is required to demonstrate conformity to the Growth Plan by July 2022, which is influencing the timing of various studies, including the delivery of a Preferred Growth Concept for the IGMS. That said, there remains a significant concern with the sequence of the ROPR work plan and the priority in which matters are being addressed. It appears out of order to be dealing with fundamental policies on agriculture, the Natural Heritage System and climate change after growth management matters, including settlement area boundary expansions have been decided at Regional Council.

The approach taken in Oakville, as shown through the town-wide urban structure, is to protect first, maintain second and provide for development third.

### ***Intensification and Supporting Oakville's Town-Wide Urban Structure***

Throughout the IGMS, town staff have consistently expressed support for a Preferred Growth Concept that does not open up new lands for development and that achieves a high rate of intensification within a defined urban structure.

Fundamentally for Oakville, this means strategically directing higher density growth and intensification to the town-wide system of growth nodes and corridors located along high order transit routes. This will help to protect valuable resources, leverage existing infrastructure, and maintain the character of residential neighbourhoods and established areas.

For Oakville, a Preferred Growth Concept that meets these criteria will enable the following:

- Development of compact and complete communities supported by transit to reduce carbon emissions in order to combat the climate change crisis.
- Environmental protection and stewardship of natural heritage as well as protection of prime agricultural lands that support food production networks.
- Better use of transportation infrastructure to alleviate existing traffic congestion and avoid future traffic congestion.
- Development of a built environment that facilitates affordable, healthy and active lifestyles and embraces an aging population.

A Preferred Growth Concept that directs growth to the right place at the right time is a critical input to future planning exercises that include the Best Planning Estimates, Development Charges and various Master Plans. These are the types of more

detailed planning exercises that ensure infrastructure and community facilities are built in order to support future residential and employment growth.

In this report, town staff have expressed concerns with the IGMS process and methods that produced a Draft PGC that proposes to open up new lands for development through settlement area boundary expansions and that also proposes a reduced minimum intensification rate.

When settlement area boundary expansions and a reduced minimum intensification target are considered in the context of the region's key principles for the development of a PGC, perhaps the recommended PGC should direct more growth to existing strategic growth areas to further support the implementation of the Regional Urban Structure and by extension Oakville's town-wide urban structure.

As stated, the region's key principles for the development of a PGC include: meeting the challenge of climate change, maximizing agricultural land protection, setting an ambitious and achievable intensification target, and setting bold yet achievable community area and employment area density targets.

The risks to Oakville of not meeting minimum intensification targets and continuing to grow out include: undermining the town's urban structure, under allocation of financial resources, falling short on building resilient and complete communities, unnecessary and irreversible losses to the agricultural land base and exacerbating the climate emergency.

### **Conclusion and Next Steps**

The Draft PGC plans to accommodate future residential and employment growth by implementing the Regional Urban Structure of strategic growth areas and higher order transit corridors. By extension, this helps to support and implement Oakville's town-wide urban structure. Most population, housing and employment growth from 2031 to 2051 will be accommodated within the Region's existing approved settlement areas.

Town staff appreciate the challenge the region faces in developing a PGC that satisfies various aspects of the market while at the same time conforms to the "build up rather than build out" policy requirements of the Growth Plan, 2019.

However, the Draft PGC also proposes a total settlement area boundary expansion of 2,120 hectares onto agricultural land in Milton and Halton Hills. Town staff remain of the opinion that settlement area boundary expansions should be viewed as a last option to be used when opportunities to accommodate growth within the existing settlement areas are exhausted.

This in turn will help Halton Region and the town develop resilient, affordable, transit-supportive and complete communities while protecting rural and agricultural lands, reducing greenhouse gas emissions and meeting climate challenges.

While town staff question whether the expansions proposed in the Draft PGC will be needed by the end of the planning horizon, certain strategic expansions could be supported where warranted for the purposes of providing community infrastructure and developing complete communities.

The Draft PGC is also proposing a region-wide minimum intensification target for new residential growth of 45%. This is below the minimum 50% required by the provincial Growth Plan. Town staff offer qualified support since the Draft PGC continues to support Oakville's town-wide urban structure by concentrating growth in strategic growth areas in the existing DGA.

It should be acknowledged though that this represents the planned minimum amount of growth to be accommodated. The level of intensification does not represent a limit to growth, but rather should be viewed as a baseline with the understanding that additional growth is being planned for, and could be achieved.

In the face of uncertain future markets, town staff continue to support a cautious, policy led planning approach to growth management as required by the Growth Plan. This includes avoiding or minimizing settlement area boundary expansions as well as maximizing intensification within the existing urban areas of the town and the region.

Town staff will continue to report to Town Council as necessary on the ROPR and related matters into 2022 and through to the conclusion of the process.

## **CONSIDERATIONS:**

### **(A) PUBLIC**

There are no public considerations and no notice requirements for this report.

### **(B) FINANCIAL**

There are no financial considerations for this report.

### **(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Multiple town departments are engaged in the town's responses to Halton's Regional Official Plan Review.

### **(D) CORPORATE STRATEGIC GOALS**

This report addresses the corporate strategic goal to be the most livable town in Canada.

**(E) CLIMATE CHANGE/ACTION**

Managing and directing required population and employment growth to a defined urban structure is an action to mitigate Climate Change.

**APPENDICES:**

Appendix A – Livable Oakville Plan, Schedule A1, Urban Structure

Appendix B – Regional Official Plan Review, Work Plan Timeline

Prepared by:

Kirk Biggar, MCIP, RPP

Senior Planner, Policy Planning and Heritage

Geoff Abma, MCIP, RPP

Senior Planner, Policy Planning and Heritage

Lara Nelson, MCIP, RPP

Planner, Policy Planning and Heritage

Recommended by:

Lesley E. Gill Woods, MCIP, RPP

Acting Manager, Policy Planning and Heritage

Submitted by:

Gabe Charles, MCIP, RPP

Director, Planning Services



**Town of Oakville**  
**Planning and Development Council**  
**MINUTES**

**Date:** January 18, 2022  
**Time:** 5:00 p.m.  
**Location:** Virtual Meeting

Mayor and Council: Mayor Burton (In person)  
Councillor Adams  
Councillor Chisholm  
Councillor Duddeck  
Councillor Elgar  
Councillor Gittings  
Councillor Grant  
Councillor Haslett-Theall  
Councillor Knoll  
Councillor Lishchyna  
Councillor Longo  
Councillor O'Meara  
Councillor Robertson  
Councillor Sandhu

Regrets: Councillor Parmar

Staff: J. Clohecyc, Chief Administrative Officer  
N. Garbe, Commissioner of Community Development (In person)  
N. Sully, Commissioner of Corporate Services and Treasurer  
D. Carr, Town Solicitor  
G. Charles, Director of Planning Services (In person)  
J. Stephen, Director of Transportation and Engineering  
J. Huctwith, Assistant Town Solicitor  
L. Musson, Manager of Planning  
L. Gill-Woods, Acting Manager of Policy Planning and Heritage  
K. Parker, Acting Manager of Development Services  
G. Abma, Senior Planner

K. Biggar, Senior Planner (In person)  
C. Buckerfield, Planner  
T. Collingwood, Senior Planner  
L. Nelson, Planner  
K. Patrick, Acting Town Clerk (In person)  
J. Marcovecchio, Council and Committee Coordinator  
J. Warren, Council and Committee Coordinator (In person)

**The Town of Oakville Council met in regular session, via videoconference, to consider planning matters on this 18th day of January, 2022 in the Council Chamber of the Oakville Municipal Building, 1225 Trafalgar Road, commencing at 5:00 p.m.**

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**1. Regrets**

As noted above.

**2. Declarations of Pecuniary Interest**

No declarations of pecuniary interest were declared.

**3. Committee of the Whole**

Moved by Councillor Lishchyna  
Seconded by Councillor Longo

That this meeting proceed into a Committee of the Whole session.

CARRIED

**4. Consent Items(s)**

**4.1 Partial assumption of Minto Phase 1 Subdivision 20M-1185– By-Law 2022-001**

Moved by Councillor Duddeck

1. That the partial assumption of Registered Plan 20M-1185 be approved.

2. That By-law 2022-001, a by-law to partially assume public works and streets within Plan 20M-1185, be approved.

CARRIED

**4.2 Assumption of Petgor 1A Subdivision 20M-1173, By-law 2022-005**

Moved by Councillor Duddeck

1. That the assumption of Registered Plan 20M-1173 be approved; and
2. That By-law 2022-005 a by-law to assume completed public works within Plan 20M-1173 be passed.

CARRIED

**4.3 Removal of “H17” Holding Provision, Block 263, 20M-1212, Part of Lot 14, Concession 1, NDS, File No.: Z.1314.09, By-law 2022-004**

Moved by Councillor Duddeck

1. That the Zoning By-law Amendment application (File No.: Z.1314.09) submitted by 404072 Ontario Limited to remove the “H17” Holding Provision from Block 263, 20M-1212, Part of Lot 14, Concession 1, NDS, be approved.
2. That By-law 2022-004, a by-law to remove the Holding Provision on Block 263, 20M-1212, Part of Lot 14, Concession 1, NDS, from Zoning By-law 2009-189, as amended, be passed.

CARRIED

**9. Advisory Committee Minutes**

***In accordance with Section 2(8) of the Procedure By-law, the items were considered out of order.***

**9.1 Heritage Oakville Advisory Committee Minutes - December 14, 2021**

Moved by Councillor Duddeck

That the following recommendation pertaining to Item 4.1 of the Heritage Oakville Advisory Committee minutes from its meeting on December 14 2021, be approved and the remainder of the minutes be received:

**4.1 Heritage permit application HP054/21-42.20T 349 Trafalgar Road – Alterations to rear of house and detached barn**

1. That Heritage Permit Application HP054/21-42.20T for alterations to the rear of the house and the detached barn at 349 Trafalgar Road, as attached in Appendix B to the report dated December 7, 2021 from Planning Services, be approved subject to the following:
  - a. That final details on the new windows, shutters and doors be submitted to Heritage Planning staff for final approval; and
  - b. That the alternative window design presented by the Vice-Chair at the meeting also be supported.
2. That this heritage permit expire two years from the date of final approval by Council.

CARRIED

**5. Confidential Consent Item(s)**

There were no Confidential Consent Items listed for this agenda.

**6. Public Hearing Item(s)**

**6.1 Public Meeting Report, MGM Development (2652508 Ontario Inc.), Zoning By-law Amendment, Z.1614.76**

Moved by Councillor Haslett-Theall

1. That the public meeting report prepared by the Planning Services Department dated January 4, 2022, be received.
2. That comments from the public with respect to the proposed Zoning By-law Amendment submitted by MGM Development (2652508 Ontario Inc.) (File No.: Z.1614.76), be received.
3. That analysis of the following matters of interest to Council be included as part of the recommendation report:
  - a. establishment of an appropriate parking standard inclusive of visitor spaces.
  - b. need to consider mix of dwelling unit sizes.

- c. what can we do to mitigate cut through traffic, and accelerate implementation of the midtown road network?
- d. report back on the density of the project and how it implements the growth target for Midtown.
- e. bonusing - look at the crossings of the QEW and the 16 Mile Valley.
- f. report back on MTO's comments.
- g. investigate whether we can uncouple the sale of parking spaces from the dwelling units.
- h. shadowing of the community gardens.

CARRIED

## 7. Discussion Item(s)

### 7.1 Recommendation Report, Randall Oakville Developments Ltd., Church Oakville Developments Ltd., Zoning By-law Amendment Z.1614.74 – By-law 2022-006

Moved by Councillor Gittings

1. That the proposed Zoning By-law Amendment application submitted by Randall Oakville Developments Ltd., Church Oakville Developments Ltd. (File No. Z. 1614.74), be approved on the basis that the application is consistent with the Provincial Policy Statement, conforms with all applicable Provincial plans, the Region of Halton Official Plan, the Livable Oakville Plan, has regard for matters of Provincial interest, and represents good planning for the reasons outlined in the report from the Planning Services department dated January 4, 2022.
2. That By-law 2022-006, an amendment to Zoning By-law 2014-014, be passed.
3. That the notice of Council's decision reflect that Council has fully considered all of the written and oral submissions relating to these matters and that those comments have been appropriately addressed.
4. That, in accordance with Section 34(17) of the *Planning Act*, no further notice is determined to be necessary.

5. That the site plan for the proposed development be designed in accordance with the urban design requirements in Appendix 'B' to this report from the Planning Services Department dated January 4, 2022.

CARRIED

**7.2 Recommendation Report - Town-initiated Omnibus Zoning By-law Amendment to North Oakville Zoning By-law 2009-189 (File No. 42.26.01) - All lands north of Dundas Street and south of Highway 407 - By-law 2022-007**

Moved by Councillor Sandhu

1. That By-law 2022-007, a by-law to make housekeeping, technical and other modifications to Zoning By-law 2009-189, as amended (Omnibus Zoning By-law Amendment, File No. 42.26.01), be passed.
2. That notice of Council's decision reflects that Council has fully considered all written and oral submissions relating to this matter and that those comments have been appropriately addressed.
3. That in accordance with Section 34(17) of the *Planning Act*, no further notice is determined to be necessary.

CARRIED

**7.3 Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022**

Moved by Councillor Elgar

1. That the report titled Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022, BE RECEIVED.
2. That Council ENDORSES THE CRITICISMS of the Halton draft preferred growth concept in the Town Staff report titled Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022.
3. That this motion and the Town Staff report titled Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022 be submitted to Halton Region as part of the Regional Official Plan Review.

4. That this motion and the report titled Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022, be forwarded for information to the City of Burlington, the Town of Halton Hills, the Town of Milton, Credit Valley Conservation, Grand River Conservation Authority and Conservation Halton.

For (14): Mayor Burton, Councillor Adams, Councillor Chisholm, Councillor Duddeck, Councillor Elgar, Councillor Gittings, Councillor Grant, Councillor Haslett-Theall, Councillor Knoll, Councillor Lishchyna, Councillor Longo, Councillor O'Meara, Councillor Robertson, and Councillor Sandhu

Absent (1): Councillor Parmar

Carried Unanimously on a recorded vote (14 to 0)

**8. Confidential Discussion Item(s)**

There were no Confidential Discussion Items listed for this agenda.

**10. Rise and Report to Council**

Moved by Councillor Longo

That this committee rise and report.

CARRIED

The Mayor arose and reported that the Committee of the Whole has met and has made recommendations on Consent Item 4.1, 4.2, and 4.3, Public Hearing Item 6.1, Discussion Items 7.1, 7.2, and 7.3, and Advisory Committee Minutes Item 9.1, as noted by the Clerk.

Moved by Councillor Lishchyna

Seconded by Councillor Gittings

That the report and recommendations of the Committee of the Whole be approved.

CARRIED

**11. New Business**

(Emergency, Congratulatory or Condolence)

Councillor O'Meara offered condolences to the family of Stirling Todd on his passing who was an employee of Halton Region and Town of Milton.

Councillor Duddeck offered condolences to the family of Janet Mitchell on her passing who was a former Halton Regional and Oakville Town Councillor.

**12. Consideration and Reading of By-laws**

**12.1 By-law 2022-001**

A by-law to partially assume Registered Plan 20M-1185. (Re: Item 4.1)

**12.2 By-law 2022-004**

A by-law to remove the Holding Provision on Block 263, 20M-1212, Part of Lot 14, Concession 1, NDS, 404072 Ontario Limited (Mattamy Petgor Phase 2) File No. Z.1314.09. (Re: Item 4.3)

**12.3 By-law 2022-005**

A by-law to assume Registered Plan 20M-1173. (Re: Item 4.2)

**12.4 By-law 2022-006**

A by-law to amend the Town of Oakville Zoning By-law 2014-014, as amended, to permit the use of lands described as 150 Randall Street, 125 Navy Street and 143 Church Street (Randall Oakville Developments Ltd., Church Oakville Developments Ltd., File No.: Z.1614.74). (Re: Item 7.1)

**12.5 By-law 2022-007**

A by-law to amend North Oakville Zoning By-law 2009-189 to make a number of housekeeping, technical and other modifications affecting all Zones. (Town-initiated Omnibus Zoning By-law Amendment, File No. 42.26.01). (Re: Item 7.2)

**12.6 By-law 2022-008**

A by-law to confirm the proceedings of a meeting of Council.

Moved by Councillor Chisholm

Seconded by Councillor Grant

That the by-law(s) noted above be passed.

CARRIED

**13. Adjournment**

The Mayor adjourned the meeting at 8:52 p.m.

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Kathy Patrick, Acting Town Clerk