



# THE REGIONAL MUNICIPALITY OF HALTON

Regional Official Plan  
Review – Phase 1



## DIRECTIONS REPORT Final - Revised





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Phase 1

## DIRECTIONS REPORT

Final - Revised

October 2016

Submitted by



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# EXECUTIVE SUMMARY

The Regional Municipality of Halton is initiating a review of its Regional Official Plan (ROP). The Region’s last comprehensive OP review (OPR) resulted in *Regional Official Plan Amendments 37, 38 and 39 (ROPA 37, 38 and 39)*, which implemented the policies of the Growth Plan for the Greater Golden Horseshoe and the Greenbelt Plan, amongst other key policy initiatives. There is a legislative requirement for the Region to update its Official Plan to align with provincial policy changes in the Provincial Policy Statement 2014 and the pending amendments to Provincial plans resulting from the Ontario Government’s Four Plan Review . In addition to legislative policy drivers, there is also an opportunity to examine the evolving trends in the Region.

## Downtown Oakville and Waterfront



The Regional Official Plan is a comprehensive and thoughtful document, with many forward thinking policies. There is no perceived need to “open-up” policies that have been defended before the Ontario Municipal Board. There is an interest in revisiting specific areas and policies that may need to be updated, upgraded, and refined based on the results of the current

Provincial Plan updates, changing demographics and land economics and evolving land use trends.

This Regional Official Plan Review (ROPR) process is being undertaken in three main phases:

- Phase 1 lays out the foundation and scopes the issues to be addressed in the ROPR.
- Phase 2 will provide detailed policy directions for the Regional Official Plan, utilizing a series of discussion papers to outline specific policy recommendations.
- Phase 3 will turn those recommendations into policies for inclusion in a comprehensive Amendment to the existing Regional Official Plan (ROPA).

This Directions Report documents the results of Phase 1 of the ROPR. The Report structure and major recommendations by chapter are summarized as follows:

## **Chapter 1 – Introduction**

This chapter describes the Process and Contexts for the ROPR, the activities in Phase 1 and the organization of the Directions Report.

## **Chapter 2 – Planning Policy Context**

This chapter describes the current and emerging Provincial planning policy regime that affects the ROPR. A number of Provincial plans have either been updated or are currently under review. As well, new policy plans have been introduced. A high level audit of the new Provincial Policy Statement 2014 was undertaken to flag the policy areas in the current ROP where strengthening of existing policies and/or addition of new policies should be considered in Phase 2 of the ROPR to address consistency with the PPS. As well, a high level audit of the changes to the Growth Plan, Greenbelt Plan and Niagara Escarpment Plan being proposed by the Provincial Government as part of their Four Plan Review was undertaken to identify gaps and changes to the ROP that could be required should certain proposed policies in those documents be carried forward in the approved plans.



## 2014 PROVINCIAL POLICY STATEMENT

### A) EFFICIENT AND RESILIENT DEVELOPMENT LAND USE PATTERNS

- The ROP strongly supports sustainable development and is built on creating resilient communities. Halton has a strong commitment to supporting intensification, compact growth, and active transportation. Intensification and density targets should be reviewed while considering infrastructure availability and long-term financial implications.

### B) EMPLOYMENT

- There are a comprehensive set of policies protecting and preserving employment areas, recognizing the importance of proximity to major transportation infrastructure and promoting their development in the current ROP. The ROP includes policies ensuring the provision of infrastructure to support the development of employment areas. Non-employment uses, including major retail uses and residential uses, are prohibited in the employment areas. The Region should develop an employment system that looks to employment connections and dependencies.
- The Region should consider the identification of appropriate mixed use areas to create more vibrant urban environments.

### C) ENERGY CONSERVATION, AIR QUALITY AND CLIMATE CHANGE

- The ROP has some policies that aim to study and reduce the impact of climate change. Climate change is an emerging area that could be integrated into the ROP, along with similar considerations for climate change mitigation and adaptation, infrastructure design, stormwater management, and energy conservation.
- The actions to address climate change through land use and development patterns should be explored in detail during the ROPR.
- The ROP contains an objective to engage the community in the promotion of energy and water conservation and pursue the use of renewable resources. With the introduction of the term 'green infrastructure' into the 2014 PPS, corresponding supportive policies should be considered to be integrated into the ROP.
- As energy sustainability becomes a pressing concern, the ROP should consider promoting renewable and alternative energy sources, where feasible.
- The ROP should consider policies that encourage stormwater management practices that minimize the increase in stormwater volume and contaminant loads.
- Additional policies should be considered that promote Best Management Practices for stormwater management such as low impact development techniques and the use of vegetative and pervious surfaces.

## D) NATURAL HERITAGE AND WATER

- The ROPR would need to consider policies to bring the ROP into conformity with the Source Protection Plans affecting Halton, to comply with the provisions of the Clean Water Act.
- The ROPR can also strengthen those policies to include the restoration of water resources and to identify further water resource systems and shoreline areas.
- The Region should review the natural heritage policies of the PPS as part of the ROPR to ensure conformity in the ROP policies and mapping, specifically related to the limitations of development.

## E) AGRICULTURE

- The ROP should be reviewed based on the 2014 PPS to ensure the policies are, at a minimum, consistent.
- Although the ROP permits and promotes the location of agriculture-related tourism uses within Agricultural Area, these uses are limited to an area of 500 sq. m. The Region should review the policies related to agriculture-related tourism uses in the 2014 PPS to ensure at minimum that they are consistent.

## F) CULTURAL HERITAGE AND ARCHAEOLOGY

- Additional wording in the ROP should be considered to further elaborate on Aboriginal engagement, to encourage coordination with Aboriginal communities and to consider Aboriginal interests in conserving cultural heritage and archaeological resources.

## G) IMPLEMENTATION AND INTEGRATION

- The ROPR should explore whether policies are needed to address agreements related to the protection or restoration of the Great Lakes – St. Lawrence River Basin, as identified in policy 4.13 of the PPS.

## PROVINCIAL PLAN REVIEWS

The Region's Official Plan review process will need to monitor the results of the Provincial Plan Reviews (e.g. Growth Plan, Niagara Escarpment Plan, and the Greenbelt Plan). The Region's Official Plan may need to be modified to ensure conformity with any Provincial Plan amendments that affect the Region.

## **Chapter 3 – Demographics and Economics**

This chapter provides a general assessment of demographic and land economic factors that are anticipated to influence the manner in which Halton matures and evolves over the next several decades. These issues are important to understand because they directly impact the way in which the Region's existing and future residential and non-residential communities are planned. The following key demographic and economic issues should be addressed in Phase 2 of the ROPR:

### **A) DEMOGRAPHIC TRENDS**

- The ROPR should include a study on how these demographic changes (including aging population, millennials, changing ethnic make-up) will affect future densities (including demand for intensification, land use mix, and land consumption). This should include a consideration of demographic and socio-economic differences between the lower-tier municipalities.

### **B) HOUSING AFFORDABILITY**

- Upward pressure on housing prices will continue to pose challenges for the Region in achieving its current OP affordable housing targets. The Region should consider collaborating with Halton's lower-tier municipalities to explore planning tools and incentives to create more affordable housing opportunities in Halton.

### **C) PLANNING FOR EMPLOYMENT IN HALTON**

- Population and socio-demographic trends in Halton, including a highly educated regional work force, as well as economic and social diversity, will continue to strengthen the Region's economic position in the knowledge-based economy.
- Continued growth in knowledge-based sectors will influence the physical and locational factors which typically drive the competitiveness and attractiveness of employment areas (e.g. connectivity, access to transit and the need for employment-supportive uses and other amenities in employment areas).
- Accommodating a growing skilled labour force is essential to the future economic success of Halton Region. The Region should continue to explore the impacts of changing lifestyle preferences of millennials and newer generations on future housing demand in an effort to attract an increasing share of this demographic group to Halton.
- With respect to the Employment System, the ROPR should:
  - Recognize and understand the structural changes in the macro-economy when planning existing and future non-residential areas;

- Examine future trends regarding employment density on employment lands as well as the implications for employment land needs to 2041;
- Examine the need and influence of the Goods Movement Sector when planning for existing and future employment areas, particularly in North Halton;
- Explore potential opportunities for specialized employment districts which leverage synergies from existing or planned infrastructure directly tied to the health and education sector;
- Examine and contrast historical vs. future trends on employment lands in terms of development size, built form, industry type and the differences between local municipalities in Halton. These trends will have important implications for employment lands planning, target densities, and intensification policies;
- Assess opportunities to reserve strategically important employment lands for future employment purposes over the next 20 years and beyond; and
- Consider land needs and location requirements related to the retail employment sector.

## **Chapter 4 – Land Use Trends**

This chapter contains a discussion of the Region’s land use trends, focusing on a general overview of the Regional Urban System, greenfield and intensification development patterns, infrastructure and transportation systems, rural/agricultural system, and the natural heritage system. It provides a summary of key land use, infrastructure, transportation and growth management issues that should be addressed in Phase 2 of the ROPR:

### **A) NEW DEVELOPMENT**

- Halton is expected to accommodate an additional 220,000 residents between 2031 and 2041, which translates into approximately 77,680 housing units (as per Hemson Consulting (2012), Greater Golden Horseshoe Growth Forecast to 2041, Technical Report). The Region should explore several growth alternatives for accommodating the 2031-2041 growth.
- The growth alternatives should specifically examine scenarios that would be in conformity with the Growth Plan. Each scenario should be assessed for required infrastructure and financial implications.
- Given the rising land values and supporting policy framework for compact, mixed use development, the Region might look to considering the implications of higher density development after 2031, within new greenfield areas.
- The Region should review the implications of changes to the greenfield density target on the provision of servicing and the creation of compact, resilient, and transit friendly communities.

- The Region should undertake an analysis of the appropriateness of different density targets for each lower-tier municipality.
- An exploration of the implications of different scenarios for greenfield and intensification development targets for Halton and for each of the local municipalities to develop a “made in Halton” approach to urban growth should be done. In the event that the land supply analysis prepared for the post 2031 period yields a potential shortfall, it is expected that the growth options would examine alternative locations for new greenfield lands.

## B) INTENSIFICATION DEVELOPMENT

- The Region should review the strategies for intensification while protecting stable residential neighbourhoods, creating transit friendly communities, supporting the appropriate built form, supporting a more sustainable transportation system, providing the needed infrastructure, and accommodating the needs of an aging population.
- Given the significant provincial investments in higher order transit over the coming years, coupled with evolving local intensification strategies and shrinking supplies of greenfield lands in Burlington and Oakville, there is potential for the Region to consider alternative intensification rates across the Region.
- Given the number of possible locations for intensification, the Region should leverage some of the local municipal intensification strategies and consider where intensification might occur over the long term to better understand how the potential intensification targets might be achieved. This will require the Region to work closely with the lower-tier municipalities to explore the strategic locations for intensification, the phasing of development, and policies to support growth in these areas.

## C) INFRASTRUCTURE NETWORK

- The Region should as part of each growth alternative understand the implications on the cost of infrastructure to support each of the alternatives.

## D) TRANSPORTATION NETWORK

- To support the Regional transportation network, the Region should:
- Explore the implications that greenfield and intensification growth will have on the Regional transportation network.
- Incorporate the recommendations of the 2011 Transportation Master Plan into the ROP.
- Ensure transit supportive land uses and densities are implemented along high priority and semi-exclusive transit corridors.

- In collaboration with the lower-tier municipalities, encourage the use of transit, walking and cycling and policies related to transportation demand management, cycling and walking amenities, and road cross sections.
- Explore the appropriate balance between the traditional functional needs of arterial roads and the design needs of compact, pedestrian, and transit friendly neighbourhoods.
- Establish the framework for an integrated transportation network in the ROP.
- Consider the implications of the Transit Mobility Strategy being prepared by the Region on the ROP.
- Provide for the efficient movement of goods to key manufacturing, aggregate and agricultural destinations.
- Plan for the mobility needs of an aging population.

### E) RURAL AND AGRICULTURAL SYSTEM

- The Region should explore opportunities to strengthen the long term viability of Halton's agricultural industry to support food systems and food security.
- The ROP should be reviewed for consistency, at a minimum, with the PPS as discussed in the Policy Gap analysis with respect to agriculture related-uses and agricultural related tourism uses.
- The ROP should be reviewed within the context of the Region's Rural Agricultural Strategy.
- The Region should implement policies to ensure that any potential impacts of new urban infrastructure extending into or abutting the Agricultural System preserves the agricultural land base and supports farm viability and sustainability.

### F) NATURAL HERITAGE SYSTEM

- The Region should update the ROP's source water protection policies and mapping, Aquifer Management Plan and Hydrogeological Studies and Best Management Practices for Groundwater Protection Guidelines to conform to the Halton - Hamilton Region, CTC Region, and Grand River Source Protection Plans.

### G) PLANNING FOR FISCAL SUSTAINABILITY IN HALTON

- The ROPR should explore the implication of the 2041 population and employment allocations on the provision of infrastructure. The review should study the cost implications of providing servicing to identified growth areas in Halton.
- At the regional and local levels, comprehensive long-range financial plans to address how new growth will be accommodated.

- The ROPR should study the impacts of intensification policies and targets on infrastructure and financing. The ROPR process should also explore strategic locations that can feasibly accommodate infrastructure and intensification, the phasing of such development, and policies to support growth.

## **Chapter 5 – Directions and Work Plan**

This chapter describes the policy areas by “theme” that should be further explored in Phase 2 of the ROPR. It also lays out a recommended Work Plan for Phases 2 and 3 of the ROPR including general tasks, general timeline and project team roles and responsibilities.

The policy area themes identified for further review in Phase 2 are as follows:

- Urban System and Growth Management
- Employment System
- Rural and Agricultural System
- Natural Heritage System
- Climate Change Mitigation and Adaptation
- Implementation Tools and Aboriginal Engagement

These theme areas were identified based on the review of Provincial plans, demographic trends, trends in land use and land economics and municipal consultation feedback. ROP policies should continue to provide strong guidance and consistency to lower-tier municipalities while simultaneously enabling them to achieve local land use planning objectives based on their local circumstances. Such an approach will allow local municipal OPs to provide more detailed and prescriptive policies regarding local land use matters.

The key policy areas by theme area are described below:

### **A) URBAN SYSTEM AND GROWTH MANAGEMENT**

**Further exploration is needed in Phase 2 to assess balanced growth or intensification focused growth in built-up areas.**

- Further review will be needed during the ROPR to assess the feasibility of maintaining balanced growth among designated greenfield areas and built-up areas (supporting intensification), or whether additional growth, and higher density development, can be accommodated in Halton’s intensification areas.
- The growth alternatives should specifically examine three distinct variables – the distribution of growth at the Regional scale, the geographic breakdown and density.

- The ROPR will require an assessment of alternative growth management scenarios, targets, and phasing to manage growth. Amendments to ROP policies must be able to address the Province's Growth Plan targets and new/updated policies in the upcoming revised Growth Plan.
- The assessment of growth scenarios should include their financial cost implications and fiscal affordability.

**The ROPR process should identify key strategic locations that can feasibly accommodate intensification.**

- A detailed assessment of designated intensification priority areas, including Urban Growth Centres, Mobility Hubs, and other Major Transit Areas should be completed.
- There is a need to establish appropriate phasing plans for intensification areas to support growth.
- Policy options will need to assess whether Halton's urban areas can accommodate higher intensification targets.

**Regarding the regional transportation network, the ROP should provide policy guidance to specific transportation infrastructure improvements and transportation accessibility between employment areas and residential areas.**

- The Region needs to maintain the mobility function of its major arterial roads while establishing the appropriate balance between the traditional functional needs of arterial roads and the design needs of compact, pedestrian, and transit friendly neighbourhoods.
- As part of the work in support of the Transit Mobility Strategy, the Region should explore the linkages between employment areas and those areas supported by transit and how to improve transit access to strategic growth areas. Policies should protect planned transportation right-of-ways, and ensure compatibility with lands adjacent to planned and existing transportation corridors and right-of-ways.
- The ROPR should review the Region's Transportation Master Plan, Transit Mobility Strategy and other relevant Regional transportation plans and strategies to identify opportunities and develop policies to affect travel behaviour change and encourage transit use.



## B) EMPLOYMENT SYSTEM

**The ROPR should examine the anticipated drivers of employment growth in Halton by area municipality as well as the connectivity between population growth and employment growth by sector.**

- As a result of on-going structural changes in the macro-economy, industrial employment growth is not keeping pace with anticipated Regional demand. On the other hand, recent employment growth in commercial and institutional sectors across Halton Region has been strong, driven by steady population growth as well as increasing employment opportunities related to the knowledge-based economy.
- A detailed analysis is required to assess the Region's future employment growth potential by sector by area municipality within the context of the population and employment growth allocations for Halton Region as set out in Schedule 3 of the Provincial Growth Plan, Places to Grow as amended.

## C) RURAL AND AGRICULTURAL SYSTEM

**The Region should establish a broader definition of agriculture related uses to include on-farm diversified uses, including agri-tourism.**

- Policy development opportunities affecting the rural and agricultural system should be reviewed to strengthen value-added agricultural activities and long term food security in Halton.

## D) NATURAL HERITAGE SYSTEM

**The existing natural heritage system and water resources policies with respect to applicable source protection plans, i.e., Halton - Hamilton Region, CTC Region, and Grand River Protection Plan should be strengthened.**

- In achieving conformity with provincial policies, the ROPR should review existing ROP policies to ensure alignment with the applicable source protection plans.

## E) CLIMATE CHANGE MITIGATION AND ADAPTATION

**The PPS provides the ROP a pivotal role in addressing and mitigating against the effects of climate change.**

- Climate change is an emerging topic that needs to be collaboratively explored between the Region and its lower-tier municipalities.

- The Region has a leadership role in establishing a regional approach to addressing climate change mitigation and adaptation, infrastructure design, energy conservation, and green infrastructure.
- Opportunities exist for policies to be developed to ensure consistency with the 2014 PPS to address the potential impacts of climate change as it relates to risks associated with natural hazards, advanced techniques to minimize erosion, utilizing permeable surfaces in built-up areas, the adoption of low-impact development techniques, and climate change mitigation.

## F) IMPLEMENTATION TOOLS

**Existing ROP policies may need to be expanded to improve interpretation of the ROP.**

- The current ROP provides a framework for a range of planning implementation tools. The ROPR should consider carrying out a high level audit of the effectiveness of these tools to determine the need for adjustments.

## G) ABORIGINAL ENGAGEMENT

**The ROP needs to recognize Aboriginal interests as per the PPS**

- Additional language be added to speak to Aboriginal consultation.

## SCOPE OF THE ROPR

The Region completed a comprehensive review of its Official Plan between 2006 – 2009 which brought the ROP into conformity with the Growth Plan, the Greenbelt Plan, and the Parkway West Belt Plan through *ROPA 37* and *ROPA 38*.

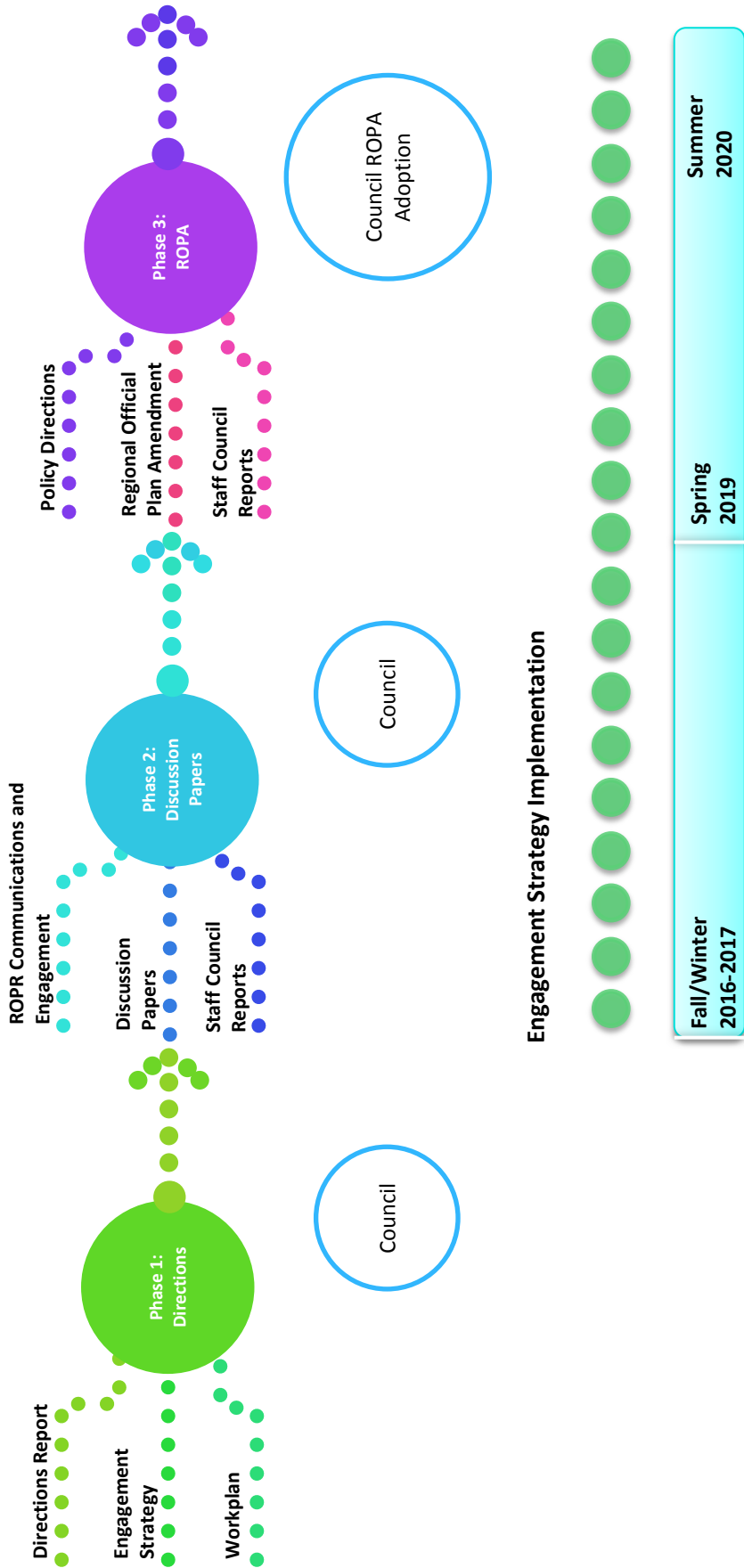
As most of the *ROPA 38* policies are relatively new, the ROPR process should be scoped, concentrating on provincial policy gaps and refinements. The ROPR should focus on bringing the ROP into conformity with the 2014 PPS, Amendment 2 to the Growth Plan and the recently completed Source Protection Plans. It is also expected that the Province will finalize its review of the Growth Plan (through Amendment 3), the Greenbelt Plan, the Niagara Escarpment Plan and the Oak Ridges Moraine Plan (which does not affect the Region) by Winter 2016/2017. The policy changes resulting from the Provincial Four Plan Review will also need to be incorporated into the ROP.

There are additional studies that have been identified to address the *ROPA 38* settlements and the strategic priorities and actions articulated in the Halton Region Strategic Action Plan 2015-2018.

The remainder of the ROPR will be undertaken in two phases as shown on the following ROPR Process Flow Chart:

- Phase 2 – Discussion Papers: Includes the preparation of discussion papers under theme areas to provide detailed policy directions and recommendations for the ROP as well as the certain studies to address the ROPA 38 settlements and the Halton Region Strategic Action Plan.
- Phase 3 – Policy Development and Regional Official Plan Amendment: Involves the preparation of policy changes and the consequent ROPA.

ROPR Process Flow Chart





# 1. INTRODUCTION

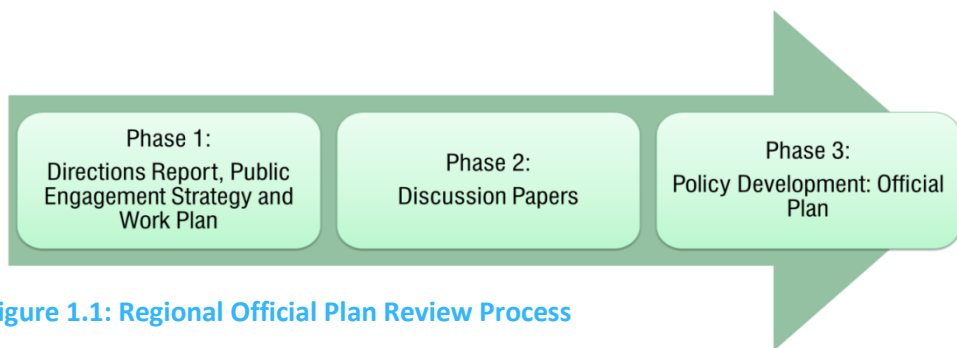
## 1.1 Background and Context

The Regional Municipality of Halton is initiating a review of its Regional Official Plan (ROP). The Region's last comprehensive OP review (ROPR) resulted in *Regional Official Plan Amendments (ROPA) 37, 38, and 39*. ROPA 37 and 38 implemented the policies of the Growth Plan for the Greater Golden Horseshoe and the Greenbelt Plan, amongst other key policy initiatives; while ROPA 39 updated Regional development phasing to 2031. There is a legislative requirement for the Region to update the ROP to align with recent provincial policy changes, including the Provincial Policy Statement, Amendment 2 to the Growth Plan for the Greater Golden Horseshoe and The Smart Growth for Our Communities Act, 2015 (Bill 73), as well as changes to the Growth Plan, Greenbelt Plan, and Niagara Escarpment Plan resulting from the Provincial Plan Review being undertaken by the Provincial Government.

## 1.2 Process & Goals for the OPR

The ROP is a strong and comprehensive land use planning document, with many forward thinking policies. While some of the policies have not yet been tested following approval by the Ontario Municipal Board, there is no perceived need to “open-up” policies defended before the Board. There is an interest in revisiting specific policy areas that may need to be updated, modernized, and refined based on the results of the Provincial Plans updates, *Planning Act* updates (*Bill 73*), new demographics, land use and land economics trends. The Regional Official Plan Review (ROPR) focuses on fine-tuning and improving land use policy areas, as needed, while maintaining the core of the plan.

The ROPR process includes three main phases. **Phase 1** lays the foundation and scope of issues to be addressed in the ROPR. **Phase 2** provides the detailed policy directions for the ROP, outlining specific policy recommendations. **Phase 3** focuses on preparation of the Regional Official Plan Amendment. This three phase process is illustrated below in Figure 1.1. This report culminates the completion of Phase 1.



**Figure 1.1: Regional Official Plan Review Process**

The Region has identified three key goals for the ROPR:

Goal #1 focuses on improving the Region’s policy framework. The policy framework uses a systems-based approach to land use planning, with the land use section of the ROP categorized by three systems:

- Rural and agricultural system;
- Regional urban system; and,
- Natural heritage system.

Goal # 2, is to use effective public engagement activities to engage residents and stakeholders through a combination of legislated, traditional and modern methods, such as e-technologies during the ROPR process. The use of a number of formats is aimed at engaging a broader cross section of residents and stakeholders.

Goal #3, is to partner with local Municipalities to integrate them into the policy development process for the ROPR and to conduct coordinated public engagement efforts with those municipalities that are undertaking engagement with residents and stakeholders through their OPR processes.

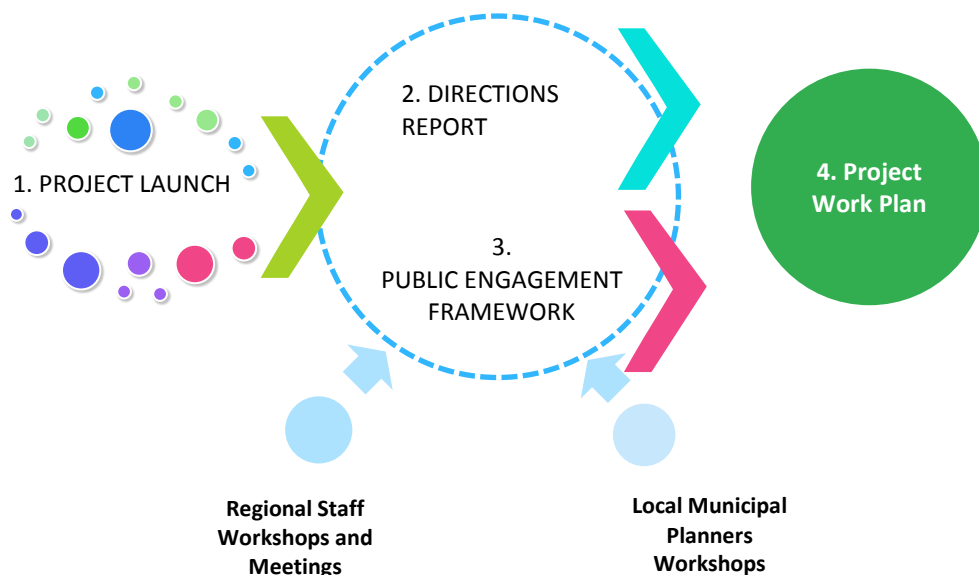
## 1.3 Regional Official Plan Review – Phase 1

Phase 1 of the ROPR includes four main activities (see Figure 1.3), as follows:

1. Activity 1 was the project launch.
2. Activity 2 is this document - the Directions Report. This report provides a high-level commentary on the key issues and opportunities to be addressed in subsequent phases of the ROPR.
3. Activity 3, the Public Engagement framework (outlined in the Appendix of this report) provides a framework for consultation during the ROPR process, identifying an approach, processes and techniques for public and stakeholder engagement.
4. Activity 4, the Project Team Work Plan (outlined in Chapter 5 of this report) lays out the detailed tasks for Phase 2 (Discussion Papers) and Phase 3 (Policy Development: Official Plan Amendment) of the ROPR, describing key tasks deliverables and timing for the ROPR.

This Report covers all of the four above Phase 1 activities.

**Figure 1.3: Phase 1 Process**



## 1.4 Organization of the Directions Report

This report contains five chapters:

- Chapter 1 (Introduction) provides an introduction, background and overview of approach for the ROPR, and an overview of the engagement undertaken in preparation of this report.
- Chapter 2 – Planning Policy Context describes the changing provincial planning policy regime. Based on a high level audit of the new 2014 Provincial Policy Statement, the policy areas in the current ROP have been identified where strengthening of existing policies and/or addition of new policies should be explored in the next phase of the ROPR.
- Chapter 3 – Demographics and Economics provides a general assessment of demographic and employment trends and trends in land economics that will need to be further explored in the next phase of the ROPR.
- Chapter 4 – Land Use Trends provides a general overview of the Region’s urban system, greenfield and intensification development patterns, infrastructure and transportation systems, rural/agricultural system and natural heritage system as well as a summary of the key land use issues that will need to be further explored in the next phase of the ROPR.
- Chapter 5 – Directions and Work Plan describes the policy areas by “theme” that should be further explored in Phase 2 of the ROPR. The theme areas include: the Urban System and Growth Management, the Employment System, the Rural and Agricultural System, the Natural Heritage System and Climate Change Mitigation and Adaptation. Lastly, it lays out a recommended Work Plan for Phases 2 and 3 of the ROPR including general tasks, schematic timeline and project team roles and responsibilities.



## 1.5 Phase 1 Engagement

The preparation of this Directions Report involved extensive consultation with Regional Staff and local municipalities. The purpose of this stakeholder engagement was to explore key areas of focus for the ROPR, to discover correlations and commonalities of policies that are ‘areas of concern’, and to identify potential implementation issues. Stakeholder engagement comments have been considered during preparation of this Directions Report. Appendix D provides a summary of key issues and opportunities from stakeholders’ input.

It is the Region’s intention to have a highly collaborative ROPR process. The ROPR will be coordinated with Regional departments and with Halton’s local municipalities. A project Steering Committee will be created at the senior management level inclusive of CAOs, and Planning Commissioners/Directors to provide strategic direction to the ROPR. As well, a project Technical Committee comprising the Halton Area Planning Partnership will be established to carry out technical review of the ROPR documents. As Halton’s local municipalities are also going through Official Plan conformity exercises, joint public consultation efforts (i.e., regarding Regional and Local OPRs) and consolidated engagement events would be effective to avoid public confusion about the Region and local OPRs.





## 2. PLANNING POLICY CONTEXT

### **Evolving Policy Planning Landscape**

This chapter describes the current and emerging Provincial planning policy regime that affects the ROPR. A number of Provincial plans have either been updated or are currently under review. As well, new policy plans have been introduced. A high level audit of the new Provincial Policy Statement 2014 was undertaken to flag the policy areas in the current ROP where strengthening of existing policies and/or addition of new policies should be considered in Phase 2 of the ROPR to address consistency with the PPS.

The provincial policy landscape continues to evolve. In 2013 the Province released Amendment 2 to the Growth Plan for the Greater Golden Horseshoe (GGH). Amendment 2 contains new population and employment allocations for all single and upper tier municipalities across the GGH. A year later in 2014, the new Provincial Policy Statement was issued, identifying new

policy directions for municipalities to implement through their Official Plans. In 2015 *Bill 73*, an Act to amend the *Development Charges Act* and the *Planning Act*, was enacted. In addition to these major policy developments, the Province is currently carrying out the Four Plan Review. In December 2015 the Province released the report “Planning for Health, Prosperity and Growth” with recommendations from the Advisory Panel on the coordinated review of those plans. In May 2016 the Province issued proposed amendments to the four Province plans for public review and comments.

## 2.1 The Planning Act

*Bill 73, Smart Growth for Our Communities Act* made provision for greater municipal accountability and enabled municipalities to apply enhanced planning tools. The Bill included consideration for enhanced community engagement processes, improved transparency for section 37 density bonusing, parkland dedication, and supporting higher density development aimed at job creation and economic growth. *Bill 73* was enacted in December 2015 and accordingly, the Region of Halton will be required to incorporate key aspects of *Bill 73* into the ROP.

## 2.2 Provincial Policy Statement

The 2014 Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. It includes policies that represent minimum standards. Municipal planning decisions are to ‘be consistent’ with the PPS, which provides goals and outcomes that are in line with planning in Ontario. Other Provincial plans must be read in conjunction with the PPS, including the Growth Plan, Greenbelt Plan and NEC Plan.

The current PPS builds upon the 2005 PPS with new or expanded policies to reflect changes in five key areas: bolstering the economy and employment; achieving efficient and resilient development and land use patterns; responding to rural and northern Ontario communities; protecting the environment and managing resources, and promoting coordination and integration. The new PPS also provides direction for emerging issues (e.g. climate change).

As the Region prepares for the five-year review of its Official Plan, ensuring consistency with the new PPS is a minimum requirement. There are some specific areas that the review of the ROP may consider for policy development or modification, which are outlined below.

### EFFICIENT AND RESILIENT DEVELOPMENT LAND USE PATTERNS

The 2014 PPS highlights the need for coordination between municipalities and other levels of government, agencies and boards when planning for infrastructure, transit, transportation improvements, economic development, and housing (policy 1.2). The PPS now emphasizes the

need for accommodating an appropriate range and mix of residential, including affordable housing, housing for older persons, and secondary suites (policies 1.1.1). It also identifies the need to consider the resiliency through promoting development and land use patterns that conserve biodiversity and consider impacts of a changing climate (policy 1.1.1 h) and encourages coordination of emergency management with other planning considerations and the coordination and co-location of public service facilities (e.g., in community hubs) . Moreover, the PPS encourages a more integrated approach to planning infrastructure that considers a connection to community design, planning for all ages, and access to public facilities (policies 1.1.1, 1.2.3, and 1.6.5). The PPS also includes new policies on rural lands (policies 1.1.5) which recognize their important function and expand the permitted uses (to include home occupations, home industries, cemeteries and recreation dwellings). Policies specifically promote land use patterns within settlement areas that are supportive of active transportation and transit, and provide for connectivity among transportation modes (Policies 1.1.3.2, 1.2.1, 1.5.1, and 1.6.7).

### **ROP Policy Strengthening to Achieve Consistency with the PPS**

- The ROP strongly supports sustainable development and is built on creating resilient communities. Halton has a strong commitment to supporting intensification, compact growth, and active transportation. Intensification and density targets should be reviewed while considering infrastructure availability and long-term financial implications.

### **EMPLOYMENT**

The 2014 PPS has expanded policies related to the economy and the protection of employment lands. Recognizing the role of planning, design and the provision of infrastructure on economic development, the PPS supports investing in infrastructure (including communications, transportation, and energy) to support current and projected employment needs (policies 1.3.1, and 1.3.2.1 ). Mixed use areas should be compact and incorporate compatible employment uses to support liveable and resilient communities.

The 2014 PPS strengthens the protection of corridors for goods movement and protects employment areas near corridors and facilities for goods movement (policies 1.3.2.3 and 1.6.8.2) and supports long-term planning for employment areas beyond the 20-year timeframe (policy 1.3.2.4). It also requires the planning of major facilities and sensitive land uses while ensuring they are appropriately designed and buffered to prevent or mitigate adverse effects, minimize risk to public health, and to ensure the long-term viability of major facilities (policy 1.2.6).

## ROP Policy Strengthening to Achieve Consistency with the PPS

- There are a comprehensive set of policies protecting and preserving employment areas, recognizing the importance of proximity to major transportation infrastructure and promoting their development in the current ROP. The ROP includes policies ensuring the provision of infrastructure to support the development of employment areas. Non-employment uses, including major retail uses and residential uses, are prohibited in the employment areas. The Region should develop an employment system that looks to employment connections and dependencies. The Region should consider the identification of appropriate mixed use areas to create more vibrant urban environments.

### INFRASTRUCTURE AND PUBLIC SERVICE FACILITIES

The updated PPS clarifies that planning for infrastructure and public service facilities can extend beyond a 20-year time horizon. The PPS strengthens the protection of provincially planned transportation corridors and infrastructure rights-of-way and promotes land use compatibility for lands adjacent to planned and existing corridors (Section 1.6.8). It also requires consideration of financial viability of the infrastructure over their life cycle, through strategies such as asset management planning (policy 1.6.1) and supports the adaptive re-use of infrastructure (policy 1.6.3). The new PPS policies identify the need to consider impacts from climate change (policy 1.6.1) and that planning authorities should promote green infrastructure (policy 1.6.2). It also recommends public service facilities to be co-located in community hubs to promote cost-effectiveness and facilitate service integration, access to transit and active transportation (policy 1.6.5). Policies regarding transportation systems were expanded in the 2014 PPS to include the use of transportation demand management strategies, where feasible (policy 1.6.7.2). New development proposed on adjacent lands to existing or planned corridors and transportation facilities should be compatible with, supportive of, and avoid/minimize negative impacts on the long-term use and viability of the corridor (policy 1.6.8.3). The ROP currently requires Joint Infrastructure Staging Plans based on the distribution of population and employment to ensure that infrastructure and human services to support development is planned and financing is secured in advance of need, policy 77(12) through 77(14).

The long-term operation and economic prosperity of existing rail facilities shall be protected when planning for land uses in the vicinity of these facilities (policy 1.6.9.1). In addition, freight-intensive land uses should be focused on areas well served by highways, and rail facilities (policy 1.8.1). The ROP already promotes land use compatibility for lands adjacent to planned and existing transportation corridors and infrastructure right-of-ways, including rail yards and rail facilities and plans for infrastructure beyond 20 years.

### ROP Policy Strengthening to Achieve Consistency with the PPS

- Strengthen the existing infrastructure planning policies to consider the life cycle of infrastructure, through strategies such as asset management planning. This will be of particular importance as the Region builds out and provides more focus on intensification and infill in relation to greenfield development. The ROP could also provide additional supportive policies for adaptive re-use of infrastructure.

### ENERGY CONSERVATION, AIR QUALITY AND CLIMATE CHANGE

The 2014 PPS includes policies supporting energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and climate change adaptation. It requires planning authorities to promote compact form in nodes and corridors, promote active transportation and transit, focus travel-intensive uses on sites well served by transit, focus freight-intensive uses to sites well served by major highways, airports, rail and marine facilities, improve the mix of employment and housing uses to shorten commutes and reduce congestion, and promote design which maximizes energy efficiency, and opportunities for renewable and alternative energy systems (policy 1.8.1). It also requires the consideration of the potential impact of climate change to support the reduction of greenhouse gas emissions and adaptation to climate change through land use and development patterns (policy 1.8). Furthermore, it promotes green infrastructure and supports energy conservation and efficiency, improved air quality, and the strengthening of stormwater management requirements, including taking into consideration the potential of increased storm events linked to climate change (policies 1.6.2, 1.6.6.7 and 1.8.1). Municipalities should provide opportunities for the development of energy supply to accommodate current and projected needs (policy 1.6.11.1) and should promote renewable energy systems and alternative energy systems, where appropriate (policy 1.6.11.2).

### ROP Policy Strengthening to Achieve Consistency with the PPS

- Although the ROP has some policies that aim to study and reduce the impact of climate change, this topic is still an emerging area that could be integrated into the ROP, along with similar considerations for climate change mitigation and adaptation, infrastructure design, stormwater management, and energy conservation. The actions to address climate change through land use and development patterns should be explored in detail during the ROPR.
- The ROP contains an objective to engage the community in the promotion of energy and water conservation and pursue the use of renewable resources. With the introduction of the term 'green infrastructure' into the 2014 PPS, corresponding supportive policies should be considered to be integrated into the ROP.

- As energy sustainability becomes a pressing concern, the ROP should consider promoting renewable and alternative energy sources, where feasible.
- The ROP should consider policies that encourage stormwater management practices that minimize the increase in stormwater volume and contaminant loads.
- Additional policies should be considered that promote Best Management Practices for stormwater management such as low impact development techniques and the use of vegetative and pervious surfaces.

### NATURAL HERITAGE AND WATER

The 2014 PPS includes new policies pertaining to natural heritage areas, the protection of significant woodlands and valley lands in southern Ontario, and the Great Lakes coastal wetlands (policies 2.1.3 and 2.1.5). There are new requirements regarding the identification of the natural heritage systems in Southern Ontario (policy 2.1.3) and the restriction of development in habitats of endangered or threatened species (policy 2.1.7). Planning authorities are required to protect, improve or restore the quality and quantity of water, to identify water resource systems, and shoreline areas. Planning authorities are required to implement the necessary restrictions on development and site alteration to protect all municipal drinking water and designated vulnerable areas and protect, improve or restore vulnerable surface and ground water, sensitive surface water features and sensitive groundwater features and their hydrologic functions (policy 2.2.1.e). It also supports consideration of cumulative impacts of development as part of the watershed integrated planning process and environmental lake capacity, where applicable (policy 2.2.1).

#### **ROP Policy Strengthening to Achieve Consistency with the PPS**

- The ROPR should consider policies to bring the ROP into conformity with the Source Protection Plans affecting Halton, to comply with the provisions of the Clean Water Act. The ROPR can also strengthen those policies to include the restoration of water resources and to identify further water resource systems and shoreline areas. The Region should review the natural heritage policies of the PPS as part of the ROPR to ensure conformity in the ROP policies and mapping, specifically related to the limitations of development.

### AGRICULTURE

The 2014 PPS includes further direction in regards to planning, growth, and land uses in rural lands and agricultural areas in the municipalities. Section 1.1.4 includes policies to support integrated and viable rural areas. Section 1.1.5 clarifies the type of uses that may occur on rural lands, permitting agricultural uses, agriculture-related uses, on-farm diversified uses (including agri-tourism uses) and normal farm practices on rural lands and prime agricultural areas (policies 1.1.5.8 and 2.3.3.1). The PPS now provides flexibility for larger agriculture-related uses



to service the broader farming community. Also, the revised policies require the designation of prime agricultural areas and further protection of agriculture from impacts of non-farm development (policies 1.1.4.1 and 2.3). They also encourage making provision for opportunities that support local agri-food and agri-product businesses (policy 1.7.1).

### **ROP Policy Strengthening to Achieve Consistency with the PPS**

- The ROP should be reviewed based on the 2014 PPS to ensure the policies are, at a minimum, consistent.
- Although the ROP permits and promotes the location of agriculture-related tourism uses within Agricultural Area, these uses are limited to an area of 500 sq. m. The Region should review the policies related to agriculture-related tourism uses in the 2014 PPS to ensure, at a minimum, that they are consistent.

### **CULTURAL HERITAGE AND ARCHAEOLOGY**

The revised PPS recognizes Aboriginal interests in land use planning matters and encourages coordination with Aboriginal communities (policy 1.2.2). It states that the implementation of the PPS shall be consistent with and recognize the existing Aboriginal and treaty rights in the *Constitution Act, 1982* (policy 4.3). New policies require planning authorities to consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources (policy 2.6.4) and in considering Aboriginal interests in conserving cultural heritage and archaeological resources (policy 2.6.5). It also addresses broader cultural heritage preservation by requiring planning authorities to not permit development and site alteration on adjacent lands to protected heritage property except where it has been demonstrated that the heritage attributes will be preserved.

### **ROP Policy Strengthening to Achieve Consistency with the PPS**

- Additional wording in the ROP should be considered to further elaborate on Aboriginal engagement, to encourage coordination with Aboriginal communities and to consider Aboriginal interests in conserving cultural heritage and archaeological resources.

### **IMPLEMENTATION AND INTEGRATION**

The 2014 PPS requires the implementation of the PPS be consistent with the *Ontario Human Rights Code* and the *Canadian Charter of Rights and Freedoms* (policy 4.6). It recognizes the importance of zoning by-laws and development permit by-laws on the implementation of the PPS and requires planning authorities to keep these by-laws up-to-date with their official plans and the PPS (policy 4.8). The PPS promotes integrated and coordinated planning processes for approvals under the *Planning Act* that may be also subject to other regulations (e.g. *Environmental Assessment Act*) (policy 4.11). In addition, the PPS encourages planning

authorities to consider agreements related to the protection or restoration of the Great Lakes – St. Lawrence River Basin (policy 4.13).

### **ROP Policy Strengthening to Achieve Consistency with the PPS**

- The ROPR should explore whether policies are needed to address agreements related to the protection or restoration of the Great Lakes – St. Lawrence River Basin, as identified in policy 4.13 of the PPS.

## **2.3 Growth Plan Review**

In 2015, the Province’s Growth Plan for the Greater Golden Horseshoe was included in a coordinated review of four Provincial land use plans: the Growth Plan, Greenbelt Plan, Oak Ridges Moraine Plan and the Niagara Escarpment Plan. The coordinated review was led by an advisory panel, which held a number of public consultation events and received input from stakeholders and the public (including the Region of Halton). The advisory panel submitted its report, titled “Planning for Health, Prosperity and Growth in the Greater Golden Horseshoe: 2015-2041” to the Minister of Municipal Affairs and Housing in December 2015. The report contained recommendations regarding complete communities, agriculture, natural and cultural heritage, infrastructure, climate change and plan implementation. The Government of Ontario reviewed the feedback received and in May 2016 proposed changes to the four plans, including the Growth Plan for the Greater Golden Horseshoe. The Region’s Official Plan may need to be modified to ensure conformity with any Provincial Plan amendments that affect the Region.

## **2.4 Other Provincial Plans Review**

The Regional Official Plan Review process will need to monitor the results of the Provincial Plan Reviews (e.g. Niagara Escarpment Plan, and the Greenbelt Plan). The Region’s Official Plan may need to be modified to ensure conformity with any Provincial Plan amendments that affect the Region.

## 2.5 Source Protection Conformity

The *Clean Water Act, 2006* requires communities in Ontario to conform to source protection plans in order to protect the sources of their municipal drinking water supply. The Region of Halton is located within the boundaries of three source protection plans (SPP): the Halton - Hamilton Region, CTC Region (Credit Valley, Toronto and Region, and Central Lake Ontario Source Protection Areas), and Grand River Source Protection Plans. The SPPs identify protection areas and permitted activities along with policies addressing drinking water threats, significant threats and other requirements to achieve plan objectives. The SPPs also include monitoring policies that are necessary to evaluate the implementation of significant threat policies. All SPPs in Ontario have the following objectives (*Ontario Regulation 287/07, section 22 (1)*):

1. *To protect existing and future drinking water sources in the Source Protection Area.*
2. *To ensure that, for every area identified in an Assessment Report as an area where an activity is or would be a significant drinking water threat,*
  - i. the activity never becomes a significant drinking water threat, or*
  - ii. if the activity is occurring when the Source Protection Plan takes effect, the activity ceases to be a significant drinking water threat.*

Most of Halton's geography falls under the Halton Region Source Protection Area and Hamilton Region Source Protection Area Plan (approved by the Minister of the Environment and Climate Change on April 5, 2015). The northern part of Halton Hills, including Acton and Georgetown, and the eastern border of the Town of Oakville are covered by the CTC Source Protection Plan (approved on July 18, 2015, in effect December 31, 2015). The northern part of the Town of Milton is covered by the Grand River Source Protection Plan (approved on November 26, 2015, in effect July 1, 2016).

Each SPP contains assessment reports for the respective Source Protection Area, which contain detailed descriptions and evaluations of the area's watersheds and the associated activities that pose significant threats to the quality and the quantity of the sources of drinking water. The assessment reports include mapping of areas where threat activities are at low, moderate and significant levels. The majority of the policies in the SPPs address significant threat activities, which only occur in wellhead protection areas and issue contributing areas, and where event-based modelling identified a significant risk to the municipal wells. The SPPs include policies developed in accordance with the tools defined in the *Clear Water Act*, including:

- Prescribed instruments, such as permits

- Land Use Planning (e.g., through official plans or zoning by-laws)
- Education and outreach
- Incentive Programs
- Prohibition
- Risk management plans
- Restricted land uses

Significant threat policies in approved SPP policies that affect decisions under the *Planning Act* and *Condominium Act* are legally binding and municipal planning documents must be in conformity with them. Moderate and low threat policies that affect decisions under the *Planning Act* and *Condominium Act* are also legally binding and municipal planning documents shall have regard to them. The ROP needs to be updated to bring the appropriate policies into conformity with the Halton - Hamilton Region, CTC Region, and Grand River SPPs.



## 3. DEMOGRAPHICS AND ECONOMICS

### **Planning for a Fast Growing Region**

The Region of Halton will almost double its current population by 2041, when it is projected to contain about 1 million residents. In the next 25 years the Region will also increase its employment base by more than 200,000 jobs. There are numerous demographic and economic factors which are anticipated to influence the manner in which Halton matures and evolves over the next several decades. This chapter contains a general assessment of demographics and land economics in Halton and identifies matters that will need to be further considered in Phase 2 of the ROPR. A more detailed analysis of demographics, employment trends and employment lands trends is included in Appendix A. A summary of recommendations to be addressed during the ROPR is provided in Section 3.3.

### 3.1 Halton within the GTHA Context

In many respects, Halton's long-term population and economic growth potential are largely tied to the success of the Greater Toronto Hamilton Area (GTHA) as a whole. The GTHA represents an economic powerhouse in Ontario and the center of a large portion of economic activity in Canada. The GTHA is also economically diverse with most of the top 20 traded industry clusters throughout North America having a strong presence in this region.

With a robust economy and diverse mix of export-based employment sectors, the GTHA is highly attractive on an international level to new businesses and investors. The GTHA also has a strong appeal given the area's regional infrastructure, access to labour force, post-secondary institutions and proximity to the U.S. border. In turn, this continues to support stable population and housing growth within the City of Toronto and the GTHA "905" municipalities, largely driven by international and inter-provincial net migration to this region.

Since 2001, Halton has added approximately 11,000 persons to its population base per year. This translates into an annual average population growth rate of 2.5%. Comparatively, the annual population growth rate for the Province as a whole during this period was approximately 1.2%.<sup>1</sup>

Looking forward, the continued urbanization of existing and planned greenfield areas across Halton, combined with targeted intensification within the Region's built-up urban areas, is anticipated to present a myriad of growth management opportunities and challenges for the Region and its lower-tier municipalities. An understanding of the demographic and economic forces that are anticipated to shape future development patterns within the Region is critical to ensure that Halton continues to evolve as a dynamic, vibrant, competitive and sustainable Region.

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<sup>1</sup> Reflects 2001 to 2011 time period.

## 3.2 Demographics and Housing

### 3.2.1 Key Drivers of Future Population Growth in Halton

The GTHA is one of the fastest growing regions in North America. The Provincial Growth Plan (Places to Grow),<sup>2</sup> identifies that the population of the GTHA is forecast to increase from 6.84 million in 2011 to 10.13 million in 2041. The area is also forecast to add approximately 1.4 million jobs over the same period.

The continued strength of the regional GTHA employment market presents a tremendous opportunity for existing/future businesses and residents within Halton. By 2041, Halton's employment base is forecast to grow to 470,000 from its current base of 257,000. Such growth represents an increase of 213,000 jobs or an annual employment growth rate of 2.4%. Regional and local job growth is, and continues to be, a major driver of population within Halton. By 2041, Halton's population base is forecast to increase to 1,000,000 from its current estimated base of 534,000. This represents an increase of 466,000 persons from 2015 or an annual population growth rate of 2.4%. Comparatively, Halton's population is forecast to increase at a rate more than double the provincial average over the next 30 years, primarily driven by strong in-migration both domestically and internationally.

Quality of life is also a key factor that continues to attract new residents to Halton. The region has a world class reputation as a vibrant, growing and safe community in which to live. With access to a range of indoor and outdoor recreational opportunities, arts and cultural facilities, public and private schools, amenities and tourism destinations, the regional housing market in Halton appeals to diverse demographic groups (i.e. young adults, families, empty-nesters and seniors).

### 3.2.2 Future Housing Needs in Halton

Future housing needs in Halton are evolving as a result of demographic and socio-economic trends. In response to anticipated population growth in Halton, a total of approximately 167,000 new households is forecast across the Region, largely within existing and future urban areas between 2015 and 2041. As Halton continues to mature, new housing development activity is becoming increasingly dense, with a greater share of new housing development occurring through more compact medium- and high-density housing forms. Also, traditional ground-oriented housing forms (i.e. single detached, semi-detached and townhomes) are increasingly being replaced by more compact housing types (i.e. small lot singles, stacked/back-

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<sup>2</sup> Growth Plan for the Greater Golden Horseshoe, 2006. Office Consolidation, June 2013. Ontario Ministry of Infrastructure.

to-back townhomes). This trend is being driven by both demographics and housing affordability.

To accommodate future residents in Halton, there is also an increasing interest towards new and innovative approaches to housing development, providing greater opportunities for mixed-use development, secondary suites, live/work units and affordable housing. Some of the key drivers of changes in the Region’s housing needs are as follows:

### AGING POPULATION

Demographic trends strongly influence both housing need and form. Across the GTHA and Halton the population is getting older on average, due to the aging of the “baby boomers”. The first wave of this demographic group will be 70 years of age as of 2016.<sup>3</sup> Between 2011 and 2041, the GTHA population that is 65 years of age and older will increase from 13% to 21%. In Halton, the number of seniors is anticipated to increase by approximately 96,000 persons between 2011 and 2041, or approximately 20% of total population growth during this period.



The impacts of an aging population on housing and municipal services are key issues to be considered in the ROPR

Not only is the baby boom age group large regarding population, but it is also diverse with respect to age, income, health, mobility, and lifestyle/life stage. Accommodating older seniors is anticipated to become a key planning issue across the GTHA including Halton, as a growing percentage of the population will reach 75 years of age and older over the next 15 years. The growing aging population is anticipated to drive the need for seniors’ housing and other housing forms geared to an aging population (i.e. assisted living, affordable housing, adult lifestyle housing, etc.).

The physical and socio-economic characteristics of the 75+ age group (on average) are considerably different than those of younger seniors, empty-nesters and working-age adults. On average, older seniors have less mobility, less disposable income and have relatively more health issues compared to younger seniors. Typically, these characteristics associated with this age group drive their relatively higher propensity for medium- and high-density housing forms

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<sup>3</sup> Defined as population born between 1946 and 1964.



that are in proximity to urban amenities (e.g. hospitals/health care facilities and other community facilities geared towards seniors).

### THE MILLENNIAL COHORT

Future housing needs in Halton will also be increasingly impacted by the “millennial” generation. This cohort represents a large and growing percentage share of the GTHA population. While there is no standard age group associated with the millennial generation, persons born between 1980 and 1992 best fits the definition of this age group. As of 2011, the millennial population in Halton represented 17% of the total population base (i.e. population between 19 and 31 years of age).

Currently, a high percentage of millennials are choosing to live in urban locations within the City of Toronto core over suburban City of Toronto and “905” locations given the proximity of downtown Toronto to amenities, entertainment and employment. Given the age and size of this cohort, millennials play a key role on labour force supply. As such, their housing location preferences strongly influence office location decisions in the GTHA. As they age, the housing preferences of millennials are expected to shift gradually from urban to suburban locations. This shift may drive future housing demand in Halton; however, the extent of this shift is somewhat uncertain and subject to economic and socio-economic variables (e.g. relative housing costs/affordability, fuel costs, transit service, lifestyle preferences and perceived quality of life between urban and suburban neighbourhoods). Changes in housing location and preferences of the millennial and newer generations may result in impacts on the configurations in land uses, densities, housing mix, access to transit, location of employment areas, and amenities.



Housing demand from new generations will shape urban growth across Halton Region

## ETHNIC DIVERSITY

The changing ethnic make-up of Halton is also anticipated to influence future housing needs associated with population growth. Between 2001 and 2011, the percentage of visible minorities almost doubled in Halton Region. This increase was greatest in the Town of Oakville and the Town of Milton. It will be important to understand the housing needs, location preferences, affordability issues, service needs, and employment needs of the visible minorities in Halton so the Region can accommodate this growing population.

## HOUSING AFFORDABILITY

Economic conditions also play a key role in shaping urban development trends across the Region. Over the past two decades, the GTHA has experienced steady increases in housing prices driven by rising land prices, strong population growth and a robust employment market. The strong fundamentals of the GTHA economy have also attracted a steady stream of local and foreign investment to the GTHA real estate market. It is anticipated that under the current low-interest rate environment, residential real estate values will continue to increase moderately in the near-term.



Sufficient opportunities to accommodate a range of housing types for all income levels are needed in Halton

As a result of this upward pressure on housing prices, there is a need to ensure that sufficient opportunities exist to accommodate a range of housing types for all income levels, including market, affordable, assisted and emergency housing.<sup>4,5,6</sup> Assisted housing needs across Halton have remained relatively stable in recent years; however, demand for new assisted housing is anticipated to increase steadily with population growth.

While average household income levels in Halton are well above the provincial average, average household incomes have not kept pace with rising resale and new housing prices in

<sup>4</sup> Affordable housing is defined as housing with a market price or rent that is affordable to households of low to moderate income, spending no more than 30 percent of their gross income without government subsidies, with sufficient income remaining to meet other daily living needs. As of 2013, the affordable housing income threshold in Halton was \$98,410.

<sup>5</sup> Assisted housing is defined as housing that is available to low and moderate income households for rent or purchase where part of the housing cost is subsidized through a government program.

<sup>6</sup> Emergency housing refers to shelters, supportive housing, transitional housing, etc.

Halton. Housing affordability is a particular challenge that impacts existing and future housing forms. There is a need to better understand whether the preference for compact housing forms, i.e., stacked townhouses, are attributed to affordability constraints.

### LOCAL ECONOMIC AND SOCIO-ECONOMIC TRENDS

Demographics and socio-economics will continue to play a key role in future household formation rates in Halton over the next 30 years. Rising land prices, combined with strong population growth in both younger and older population segments will continue to drive demand for housing intensification in Halton Region. To date, the majority of large-scale housing intensification projects have occurred in Burlington and Oakville, while housing growth in Milton and Halton Hills has largely occurred within greenfield areas. The extent to which Milton and Halton Hills can attract new development within their respective built-up areas will impact the need for future urban greenfield expansion lands within North Halton.

While Halton's population as a whole is aging, the demographic characteristics of the Region's municipalities are not homogenous. On average, the population within North Halton is, and will continue to be, younger than South Halton. For each of Halton's lower-tier municipalities, demographic and socio-economic characteristics also vary considerably by neighbourhood. Trends in household occupancy and age structure are a particularly important statistic for planners, as this trend has broad implications for the amount and type of future housing needs associated with population growth as well as demands for public infrastructure, municipal services and schools. Within established, stable, residential neighbourhoods, average household occupancy levels are anticipated to decline steadily over the long-term as adult residents within these communities age and their children enter adulthood. Over the long term, average housing occupancy levels are anticipated to stabilize in mature neighbourhoods as older homes are gradually turned over by new families. On the other hand, for many of the Region's new communities and future neighbourhoods geared towards families, average housing occupancy levels are anticipated to be well above municipal-wide averages.

## 3.3 Economic and Employment Trends

### 3.3.1 The Shifting Economic Structure

The Ontario economy is facing significant structural changes. Over the past several decades, the Provincial economic base, as measured by gross domestic product (GDP) output, has shifted from goods-producing sectors (i.e. manufacturing and primary resources) to service-producing sectors. While manufacturing remains vitally important to the provincial economy in terms of jobs and economic output, this sector is not anticipated to generate significant labour force growth across the Province, or within the Region of Halton over the ROP time horizon (i.e. 2041).

Within the service sector, economic growth has been particularly strong for small to medium-scale knowledge-based businesses that are focused on innovation and entrepreneurship. The trend towards more knowledge-intensive and creative forms of economic activity is evident at the broader provincial level and within Halton's economy. For Halton Region, established and emerging knowledge-based sectors such as financial services, information technology, business services, health care and social services, government, information and cultural industries, education, training and research, agri-business and tourism are anticipated to represent key employment growth sectors.

These structural changes in the regional and local economies are influencing the manner in which employment areas are planned for in Halton. Attracting and accommodating new development related to light industrial and office uses requires that employment areas are planned to achieve a compact, transit-supportive and pedestrian-oriented environment with access to supportive retail, entertainment, cultural activities and public spaces.

It is recognized that continued demand in knowledge-based sectors will generate an increasing need to accommodate light industrial and office uses on both employment lands and within commercial, mixed-use areas. For stand-alone office uses market demand and development feasibility is anticipated to be strongest in mixed-use environments that offer proximity/access to amenities and high order transit.

Continued demand is also anticipated in Halton for industrial and commercial uses in greenfield employment areas which offer ample land supply for building development and parking requirements. Often, new major office/head offices accommodated in employment areas are integrated with industrial and training facilities on-site (e.g. Honda Canada Headquarters Training and Distribution Centre in Markham, and L3 WesCam in Burlington). These sites also provide a significant land area to accommodate surface parking and in some cases future expansion potential. On average, employment density levels for integrated office/distribution

and training facilities are much lower than stand-alone major office developments. Given the unique operational requirements of these facilities, such uses cannot be accommodated in downtown or mixed-use office settings.

The GTAH has also experienced significant employment growth in the goods movement sector (i.e. transportation and warehousing) over the past decade. This sector is highly concentrated in the Regions of Peel, York and Halton, which are located within proximity to the Toronto Pearson International Airport. Other regional infrastructure attributes, including access to 400-series highways as well as existing intermodal facilities in Brampton and Vaughan have and will continue to play a key role in driving demand within this sector across the GTHA.

Increased outsourcing of manufacturing production to emerging global markets continues to drive the need for new consolidated, land extensive warehousing facilities to store and manage the distribution of goods produced both locally and imported from abroad. This continues to drive demand for increasingly larger, more land extensive warehousing facilities. Employment densities in the goods movement sector vary widely depending on parcel size. Employment densities tend to be the highest for small parcels and tend to decrease as parcel size increases; generally, the larger the operation, the lower the employment density.

Over the past decade, employment lands absorption in Halton for large, land extensive uses in the goods movement sector has been largely concentrated in the Town of Milton along the Highway 401 corridor driven by the supply of employment lands within this area to accommodate large-scale logistics and warehousing operations. Demand for large-scale development in the goods movement sector is anticipated to continue across Halton Region where suitable employment lands opportunities exist. Rising industrial land prices are anticipated to gradually shift development pressure for land expansive industrial uses to surrounding markets that offer competitively priced employment lands and ample market choice to accommodate near-term demand and future expansion requirements.

### 3.3.2 How Does Population Growth Impact Demand for Non-Residential Lands?

Population growth impacts the need for non-residential lands in different ways. Population-related development (i.e. retail commercial, personal service uses and institutional) is attracted to locations convenient to residents. As the population grows, the demand for population-related development also increases to service the needs of the local community (subject to available services within the surrounding market area). Population and labour force growth itself does not typically drive employment growth in export-based sectors (i.e. industrial and office). However, place making is increasingly becoming recognized as an important concept in creating diverse and vibrant communities, which in turn can help attract local population and

job growth providing that other necessary infrastructure requirements are met. This is particularly relevant in mixed-used environments that integrate office, commercial, residential and other community uses with public open spaces supported by transit.

Industrial development (i.e. manufacturing, logistics and warehousing), on the other hand, is not directly linked to local population growth, and tends to be more influenced by broader market conditions (i.e. regional economic competitiveness, transportation access and distance to employment markets), as well as local site characteristics, servicing, highway access and exposure, site size/configuration, physical conditions and location. As a result, industrial employment is not necessarily anticipated to increase through Halton Region in direct proportion to population growth.

### 3.4 Recommendations to Be Addressed During the Regional Official Plan Review

There are numerous demographic and economic factors that are anticipated to influence the manner in which Halton matures and evolves over the next several decades. These issues are important to understand because they directly impact the way in which the Region will plan its existing and future residential and non-residential communities. In summary, the following key demographic and economic issues should be addressed in Phase 2 of the ROPR:

#### DEMOGRAPHIC TRENDS

- The ROPR should include a study on how these demographic changes (including aging population, millennials, changing ethnic make-up) will affect future densities (including demand for intensification, land use mix, and land consumption. This should include a consideration of demographic and socio-economic differences between the lower-tier municipalities.

#### HOUSING AFFORDABILITY

- Upward pressure on housing prices will continue to pose challenges for the Region in achieving its current ROP affordable housing targets. The Region should consider collaborating with Halton's local municipalities to explore planning tools and incentives to create more affordable housing opportunities in Halton.

#### PLANNING FOR EMPLOYMENT IN HALTON

- Population and socio-demographic trends in Halton, including a highly educated regional work force, as well as economic and social diversity, will continue to strengthen the Region's economic position in the knowledge-based economy.

- Continued growth in knowledge-based sectors will influence the physical and locational factors which typically drive the competitiveness and attractiveness of employment areas (e.g. connectivity, access to transit and the need for employment-supportive uses and other amenities in employment areas).
- Accommodating a growing skilled labour force is essential to the future economic success of Halton Region. As such, the Region should continue to explore the impacts of changing lifestyle preferences of millennials and newer generations on future housing demand in an effort to attract an increasing share of this demographic group to Halton.
- With respect to the Employment System, the ROPR should:
  - Recognize and understand the structural changes in the macro-economy when planning existing and future non-residential areas;
  - Examine future trends regarding employment density on employment lands as well as the implications for employment land needs to 2041;
  - Examine the need and influence of the Goods Movement Sector when planning for existing and future employment areas, particularly in North Halton;
  - Explore potential opportunities for specialized employment districts which leverage synergies from existing or planned infrastructure directly tied to the health and education sector;
  - Examine and contrast historical vs. future trends on employment lands in terms of development size, built form, industry type and the differences between local municipalities in Halton. These trends will have important implications for employment lands planning, target densities, and intensification policies;
  - Assess opportunities to reserve strategically important employment lands for future employment purposes over the next 20 years and beyond; and
  - Consider land needs and location requirements related to the retail employment sector.







## 4. LAND USE TRENDS

### **Changing Development Patterns**

The Region's development patterns have been progressively changing from the traditional low-density greenfield development to a more compact development in both greenfield and intensification areas. As the South Halton greenfield areas are expected to be built out in the upcoming years, the focus of growth will shift towards intensification of the current urban areas and more compact greenfield development in North Halton. This chapter contains a discussion of the Region's land use trends, focusing on a general overview of the Regional Urban System, greenfield and intensification development patterns, infrastructure and transportation networks, rural/agricultural system, and the natural heritage system. The chapter ends with a summary of key land use issues that should be addressed in Phase 2 of the ROPR. A summary of recommendations to be addressed during the ROPR is provided in Section 4.6.

## 4.1 Regional Urban System

### 4.1.1 The Evolving Regional Urban System

Halton Region's urban system features five main urban areas, including the urban areas of Burlington, Oakville and Milton, as well as Halton Hill's two urban areas of Georgetown and Acton. Since 1995, the Regional urban system has grown from 18,795 gross hectares to over 24,635 gross hectares by 2015, an estimated increase of 5,840 gross hectares (measured as built-area based on aerial imagery interpretation; see Figure 4.1). Collectively, this growth represents an increase of 31% to the built up areas within the urban system.

Two major changes have occurred since 1995: Firstly, Milton's built up area saw significant growth, expanding from 1,640 gross hectares in 1995 to 4,000 gross hectares by 2015 (144% increase) and surpassing Halton Hills' built up areas as the third largest component of the Region's urban system. And secondly, the urban areas of Oakville and Burlington have progressively grown together, linking the lands north of the QEW. This stretch of urban land extends along the shoreline of Lake Ontario from one end of the GTA to the other, generally uninterrupted. Table 4.1 provides a detailed break-down of the evolving built-up areas within the Regional urban system.

**Table 4.1: Evolution of Halton's Urban System, Built-Up Area Growth 1995-2015 (gross ha.)**

	1995	2005	2015	1995-2015
<b>Oakville</b>	8,160	9,720	9,935	1,775 (22%)
<b>Milton</b>	1,640	2,500	4,000	2,360 (144%)
<b>Burlington</b>	6,985	7,890	8,160	1,175 (17%)
<b>Halton Hills</b>	2,010	2,325	2,540	530 (26%)
<b>Total</b>	18,795	22,435	24,635	5,840 (31%)

Looking more closely at where growth has been occurring in Halton Region illustrates a set of diverging trends – on the one hand, substantial greenfield development in Milton and Halton Hills, balanced by a relatively high proportion of intensification development and redevelopment in Oakville and Burlington. Figure 4.2 shows the location of residential building permit activity since 2006. And while the municipalities of Burlington and Oakville have achieved high relative levels of intensification (in some cases over high as 90%), the magnitude of greenfield development in the other local municipalities has resulted in Regional average of 64% greenfield and 34% intensification between 2006 and 2015. See Appendix B for additional growth trends statistics.

Table 4.2: Halton Region Development Summary, 2006-2015 , Percent Greenfield and Intensification

	Greenfield	Built-Up Area (Intensification)	Other	Total
<b>2006</b>	41%	58%	1%	100%
<b>2007</b>	66%	33%	1%	100%
<b>2008</b>	74%	25%	1%	100%
<b>2009</b>	79%	19%	1%	100%
<b>2010</b>	64%	34%	2%	100%
<b>2011</b>	68%	30%	1%	100%
<b>2012</b>	62%	37%	1%	100%
<b>2013</b>	67%	31%	2%	100%
<b>2014</b>	61%	38%	1%	100%
<b>2015</b>	61%	38%	1%	100%
<b>2006-2011</b>	<b>64%</b>	<b>34%</b>	<b>1%</b>	<b>100%</b>

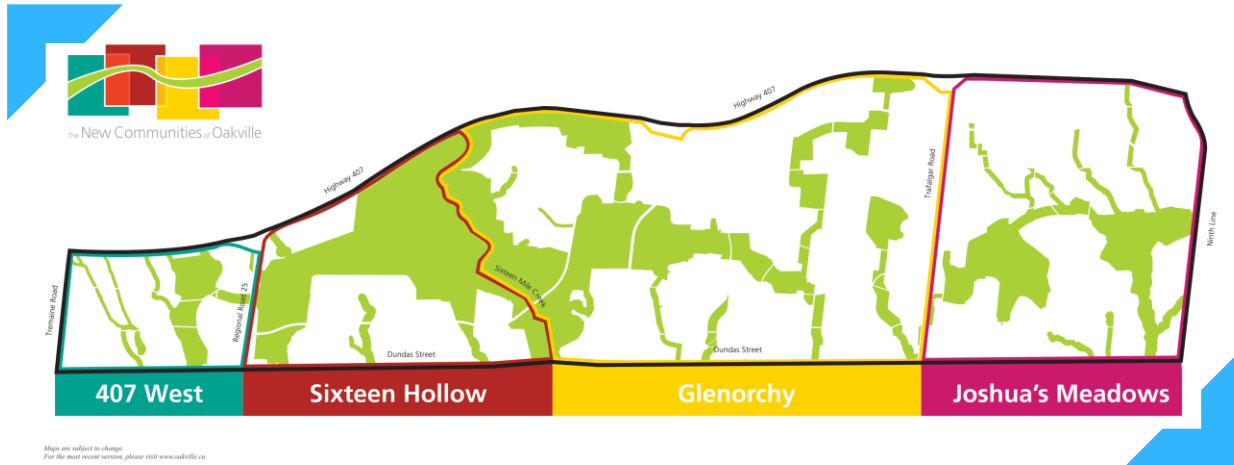
Looking ahead, there is some expectation that past trends will continue, with Milton and Halton Hills continuing to concentrate on greenfields and Burlington and Oakville expected to rely on intensification. The following subsection provides a brief commentary on expected changes to the different elements within the Region’s urban system.

**Burlington:** Burlington’s current built-up area was predominantly developed prior to 1995. In the last two decades most of the City’s urban growth was concentrated to the east, bordering with Oakville. However, greenfield development is limited as Burlington is reaching a state of “build-out”. Burlington’s downtown is designated as an Urban Growth Centre (UGC) by the Province’s Growth Plan, and is expected to be a focus area for future intensification. In addition, other intensification areas in Burlington include two Major Transit Stations (Aldershot Go Station and Appleby GO Station) and two Metrolinx-designated Mobility Hubs (one in downtown Burlington by the waterfront, and one around the Burlington GO transit station), as well as a series of urban corridors.



Downtown Burlington

**Oakville:** Similar to Burlington, by 1995 most of Oakville’s current built-up areas were already developed. Between 1995 and 2005 the Town experienced significant growth to the western municipal boundary and south of Dundas Street. While some greenfield growth was experienced after 2005, the North Oakville secondary planning area represents the last wave of greenfield development and is expected to be substantially built out by 2031. Similar to Burlington, Oakville intensification areas include the Midtown Oakville planning area (designated as an Urban Growth Centre in the Province’s Places to Grow Growth Plan), lands around the Oakville GO station (designated as a Mobility Hub by Metrolinx), and Bronte GO station (a Major Transit Station).



**North Oakville Neighbourhoods.** Source: <http://www.oakville.ca/>

**Milton:** The Town experienced minimal growth between 1994 and 2001, however this has since increased. **Figure 4.1** shows the significant expansion from the 1995 built-up area. Greenfield development in Milton will occur to the south and east of the traditional town area when needed servicing is provided. In addition to greenfield development, Milton also has opportunities for intensification, as the Growth Plan has identified Downtown Milton as an Urban Growth Centre. Other intensification areas include the Milton GO Station (designated as a Mobility Hub by Metrolinx), and the proposed Milton East transit station.



**Milton Residential Subdivision**

**Halton Hills:** The Town's built-up area has experienced a lesser degree of growth in the last 20 years, compared to Halton's other three local municipalities. The Town has policy restrictions which limit the areas of growth in its urban areas of Acton and Georgetown, which are surrounded by the Greenbelt Plan protected countryside, the Niagara Escarpment Plan, and prime agriculture areas. Georgetown has some greenfield growth opportunities to the south of the current urban area, most of which is subject to the current Vision Georgetown Secondary Plan exercise. In addition, the Town has intensification opportunities, particularly in the areas surrounding the Major Transit Station (Georgetown GO Station), the Civic Centre area, the Memorial Arena site and the proposed Major Transit Station in Acton.



Vision Georgetown Secondary Plan

#### 4.1.2 The Planned Regional Urban System

The ROP's planned urban system is organized around a set of policies for managing growth within Greenfield Areas and Intensification Areas. Map 1 identifies the main elements of the planned Regional Urban System including:

- Greenfield Areas
- Built Boundary (intensification areas):
  - Three Urban Growth Centres (Downtown Burlington, Midtown Oakville and Downtown Milton)
  - Four Mobility Hubs (Burlington GO, Midtown in Oakville, Downtown Burlington and Downtown Milton)
  - Four Major Transit Station Areas (in addition to the Mobility Hubs)
  - Two proposed Major Transit Areas
  - Three waterfront parks
- Employment Area overlay (discussed elsewhere)

The ROP plan also acknowledges the role of mixed use areas and intensification corridors which are identified in local OPs.

The expectation is that the Region's planned urban system (identified above and on Map 1 of the ROP) will be sufficient to satisfy growth between now and 2031. The current ROP includes specific targets for greenfield and intensification growth by municipality. Some of key targets include:

- A minimum of 40% intensification for each year after 2015, across the Region
- A minimum development density target of 200 residents and jobs combined per gross hectare within each of the three Urban Growth Centres by 2031
- An overall greenfield density target of 50 residents and jobs per hectare for Halton Region, along with specific greenfield targets for each lower tier municipality:
  - Burlington, 45 residents and jobs per hectare
  - Oakville, 46 residents and jobs per hectare
  - Milton, 58 residents and jobs per hectare
  - Halton Hills, 39 residents and jobs per hectare

For managing growth, the ROP establishes five year development phasing plans from 2011 to 2031 between built-up areas (intensification) and designated greenfield areas, which will see a gradual decrease of growth in greenfield areas. ROP Table 2A sets out the growth allocation and expected densities in greenfield areas.

The predominant density in greenfield areas is currently comprised of low density units (single and semi-detached dwellings). In the 2012-2016 period the distribution of development is 66% greenfield and 34% intensification; by 2031 it is expected to be 55% greenfield and 45% intensification. The ROP supports compact development that is supportive of transit usage, active transportation, and requires new greenfield development to contribute towards achieving the current overall density target of 50 residents and jobs per gross hectare.



Urban development and greenfield areas



Midtown Oakville - Mobility Hub and focus for intensification

## 4.2 Infrastructure Network

### 4.2.1 Regional Infrastructure

The Region's Master Plan for Water and Wastewater (2011) was prepared to identify the long term servicing strategies for Halton as part of Sustainable Halton to address population and employment growth to the year 2031 based on the Best Planning Estimates as endorsed by Halton Region Council.

The study area for the Master Plan included the existing designated urban areas in the Town of Oakville, City of Burlington, Town of Milton, and the Town of Halton Hills, based on the ROP, as amended by *ROPA 25*, *ROPA 38* and *ROPA 39*. The Master Plan considers the servicing needs for intensification areas within the 2006 Built Boundary as well as the hamlets located within Halton Hills and the allocated development in greenfield areas in North Oakville, Milton and Georgetown. Infrastructure investments in the 2012-2031 period will cost the Region nearly \$5.6 billion for a combination of lake-based and groundwater servicing to service both intensification areas and greenfield growth in Milton and Georgetown, and to finance the non-growth capital program (State-of-Good-Repair). Moving forward, the Region will also need to service additional growth established by the Growth Plan Amendment 2, which shows that Halton will accommodate additional 220,000 people and 80,000 jobs between 2031 and 2041.

As further discussed in section 4.5 below, financing infrastructure to accommodate growth is the primary challenge faced by the Region, despite its strong fiscal position. In order to accommodate growth to 2031 and beyond, the Region will need to undertake significant

infrastructure investment, largely driven by the water, wastewater and transportation programs that require large investments to expand servicing capacity and build major distribution systems to service development.

## 4.2.2 Transportation Network

Transportation services within the Region are provided primarily through a network of Provincial, Regional and local roads, Provincial and local transit services and Regional and local active transportation facilities. The section below provides a review of the key elements to be considered when planning for urban growth. Additional background information regarding the Region's transportation system is included in Appendix C.

### GROWTH MANAGEMENT AND TRANSPORTATION REQUIREMENTS

The Growth Plan supports the creation of more compact, mixed-use and transit-supportive communities. Intensification in Halton's Urban Growth Centres will have direct impacts. Halton, among other municipalities in the Greater Toronto Area, is not immune to the need to maximize existing transportation infrastructure to accommodate increases in travel demand. Constraints resulting from the widening of existing road rights-of-way in Halton's



Downtown Milton

Urban Growth Centres stress the importance of enabling other forms of transportation including transit, walking and cycling. Public perceptions regarding the use and function of existing transportation corridors will need to foster a sense of "place" that reflects all of the activities that occur within and adjacent to the right-of-way area. Compact transportation infrastructure can be desirable features for active transportation users.

The Region of Halton has been planning for the transportation implications of this growth and intensification and has recognised the need to better use existing infrastructure. Halton's *ROPA 38* includes as a primary goal for Transportation to: *provide a safe, convenient, accessible, affordable and efficient transportation system in Halton while minimizing the impact on the environment and promoting energy efficiency.* A Transportation Master Plan (TMP) "The Road to Change" was subsequently completed by Halton in 2011. The vision developed through Road to Change is to accommodate various travel choices and support a sustainable and multi-modal network. It encourages people to change travel characteristics, maximize the use of transit and other alternatives to the single occupant vehicle.



## MODAL SHARE TARGETS

The Road to Change recognized the importance of transit and concluded that 15 to 20% of all peak period trips must be accommodated by public transit by 2031. Current transit modal share is less than 5%. Meeting this objective will require a strong commitment to transit-supportive development and policies, a significant enhancement of transit services, implementation of transit improvements and sufficient pedestrian and cycling infrastructure and facilities to ensure a fully integrated system. In addition to the improvements along the GO Lakeshore line, full day GO Train service on the Milton line and improved service on the Kitchener line will be necessary to support the intensification targets for Halton.

The Region supports achieving the transit modal shares to ensure the regional transportation network maintains an acceptable level of service. The Region in conjunction with the local municipalities is currently developing a Halton Mobility strategy. Implications of not achieving the modal share targets on required road infrastructure and travel times should be reviewed as part of the Regional Official Plan Review and Transportation Master Plan.

## REGIONAL DESIGN STANDARDS

It is acknowledged that even with improved transit and active transportation facilities, travel by automobile will continue to increase and additional road infrastructure will be required to support growth in Halton particularly in greenfield areas. Some traffic congestion on a higher order transit route can be positive and lead to a shift in travel behaviour. If new road infrastructure is built early, additional travel on the road can be expected by either discretionary trips or as a result of people travelling longer distances.

The ROP includes a policy regarding alternative design standards for arterial roads through intensification areas to promote active transportation, pedestrian friendly neighbourhoods, and transit friendly facilities. At the same time, the Region needs to maintain the mobility function of major arterial roads.

## PROVINCIAL TRANSPORTATION SYSTEM

The Ontario Ministry of Transportation (MTO) is also expanding their highway system. Two environmental assessment studies are currently underway and could have implications for Halton. These studies include the Niagara to GTA Corridor Planning and Environmental Assessment Study and the GTA West Transportation Corridor Route Planning and Environmental Assessment Study. Stage 1 has been completed for both studies and Stage 2 of the West GTA EA was initiated in early 2014. In December 2015 the MTO announced the suspension of the work on the environmental assessment. The project will be reviewed and an update will be provided in spring 2016.

## GOODS MOVEMENT

Effective and efficient movement of goods is an important element of the Regional Transportation system, benefitting consumers as well as the economy of the Region, the GTHA and beyond. More than 400 million tonnes of goods are transported to, from or through the GTHA each year. Within Halton, the road network captures the vast majority of goods movement. The road network must be able to support manufacturing, resource related industry such as aggregates and agriculture.

The PPS directs municipalities to focus freight-intensive land uses to areas well serviced by highways, airports, rail facilities, and marine facilities. Additional language should be considered for inclusion in the ROP to ensure consistency with the PPS.

## 4.3 Rural and Agricultural System

The ROP includes a goal for the Agricultural System to, “maintain a permanently secure, economically viable agricultural industry and to preserve the open-space character and landscape of Halton’s non-urbanized areas.” The goal is supported by a comprehensive set of policies and related maps that are aligned and consistent with agricultural planning “Best Practices” in similar regions in the Greater Golden Horseshoe. Examples include policies that preserve Primary Agricultural Areas, establish limitations on new residential lot creation in Hamlets or Rural Clusters, and provide support for secondary on-farm uses and agri-tourism. Overall the policies recognize the key roles that farms and farmers play in maintaining the rural landscape and Natural Heritage System.



Preservation of Halton's agricultural land base and farm sustainability are important to the Region considered

While the Region’s relationship with the Halton and Ontario Federations of Agriculture, and the Halton Agricultural Advisory Committee, along with the development of the Rural Agricultural Strategy<sup>7</sup> demonstrates its strong support for Halton’s agricultural community, an analysis of the GTA Agricultural Action Plan, the Golden Horseshoe Agriculture and Agri-Food Action Strategy identifies some land use planning-related issues that should be considered in the ROP Review to continue to protect the agricultural industry in Halton. Each of these issues is discussed briefly below.

### PRESERVING THE AGRICULTURAL LAND BASE

Competition for agricultural land to accommodate future urban development results in the loss of farmland, resulting in increases in land prices beyond the reach of most farmers and slows the development of new agri-businesses and expansion of existing agri-businesses.

Agriculture in Halton is changing due to broad agricultural industry trends, changing market conditions, and a high demand for agricultural land for both agricultural and urban uses. In Halton, the number of farms is decreasing (720 in 1996 to 469 at present), while the average farm size is increasing (from 152 acres in 1996 to 178 acres at present). The distribution of farm types is changing as well; there are declining numbers of livestock operations and non-farm

<sup>7</sup> It is anticipated that the Strategy will be adopted by Regional Council later this year and will be a key strategic input into the review of the ROP.

support services such as feed mills, farm machinery sale and repair centres, and large animal veterinarians, while increasing numbers of hobby farms and equestrian centres.

### STRENGTHENING THE AGRICULTURAL INDUSTRY THROUGH DIVERSIFICATION AND FOOD SYSTEMS PLANNING

The ROP contains several policies that support secondary uses which provide farmers with increased opportunity for on-farm diversification that in turn, supports long-term farm viability and sustainability.

### SUPPORTING THE REGION'S AGRICULTURAL AND RURAL ECONOMY

The Rural Agricultural Strategy Background Report identifies a range of actions that could be implemented as part of the Rural Agricultural Strategy to support the Region's agricultural and rural economy. Action items relevant to the ROP should be considered in the ROP Review.

## 4.4 Natural Heritage System

The ROP's Natural Heritage System consists of the Greenbelt Natural Heritage System and the Regional Natural Heritage System. The ROP's goal for the Natural Heritage System is, *"to increase the certainty that the biological diversity and ecological functions within Halton will be preserved and enhanced for future generations"*. As with the Agricultural System, the goal for the Natural Heritage System is supported by a comprehensive set of policies and related maps. Regional Council also benefits from input provided by the Natural Heritage Advisory Committee.

The Regional Natural Heritage System is a key land use designation on Map 1 – Regional Structure. The Regional Natural Heritage System uses a science-based systems approach to protecting and enhancing natural features and functions including: Key Features (e.g. significant habitat of endangered and threatened species; significant wetlands, coastal wetlands, woodlands, valleylands, wildlife habitat, areas of natural and scientific interest; and fish habitat), enhancements to the Key Features, Escarpment Natural Area and Escarpment Protection Area as identified in the Niagara Escarpment Plan, and Regulated Flood Plains.



Halton has an extensive Natural Heritage System, including the Niagara Escarpment Area

### SOURCE PROTECTION POLICIES

As indicated in Section 2, there is a Provincially mandated requirement that official plans be amended to incorporate appropriate policies and mapping from applicable source protection plans. The ROP will need to be amended to incorporate policies and mapping from the Halton - Hamilton Region, CTC Region, and Grand River SPPs. As such, existing policies and mapping (i.e. Map 1D – Municipal Wellhead Protection Zones) will need to be refined. Revisions will need to be considered to update Halton Region’s Aquifer Management Plan and Hydrogeological Studies with Best Management Practices for Groundwater Protection Guidelines.

## 4.5 Planning for Fiscal Sustainability in Halton

### 4.5.1 Financing Infrastructure to Support Growth

The Region has obtained a consistent AAA credit rating since the early 1990's and Council is committed to maintaining its strong fiscal position (see insert).

### 4.5.2 Importance of Development Financing

Accommodating 480,000 new people and 216,000 employees within Halton between 2011 and 2041 will require significant capital and operating revenues. These revenues will be required to develop and maintain infrastructure related to new, expanded and existing road facilities, treatment plants, pumping stations, sewer/water collectors, trunks and mains, as well as stormwater management facilities, plus a full range of other local and regional services (e.g. libraries, recreation centres, park development, transit, police, fire, etc.).

Many of the guiding principles outlined in the Growth Plan and the PPS have direct implications on both hard and soft infrastructure requirements for Halton (e.g. intensification and compact development, multi-modal transportation, protection of open space, complete communities and a strong and competitive economy). These guiding principles are echoed through ROP and local OPs in Halton. The upfront and on-going financial costs required to accommodate new growth as well as maintain, repair and replace existing local infrastructure, represents an on-going challenge for Halton and its lower-tier municipalities in terms of financial sustainability and municipal competitiveness. Considerations of growth scenarios should include a financial affordability analysis to ensure the long-term fiscal sustainability of the Region on an on-going basis.

#### HALTON REGION DEVELOPMENT FINANCING PRINCIPLES

Council has approved the following principles to finance growth related infrastructure:

- The development financing plan will not impact forecasted tax and rate increases;
- The development financing plan will not require the Region to exceed its own debt capacity levels;
- The repayment assumptions for Regional interim financing will assume a conservative "slow growth" scenario to ensure that economic conditions do not create unexpected impacts to the Region;
- All growth related costs that can be recovered under the DC by-law from growth will be recovered; and,
- Halton's strong financial position and financial planning principles will not be compromised.

## 4.6 Recommendations to Be Addressed During the Regional Official Plan Review

In summary, the following key land use, infrastructure, transportation and growth management issues should be addressed in Phase 2 of the ROPR:

### NEW DEVELOPMENT

- Halton is expected to accommodate an additional 220,000 residents between 2031 and 2041, which translates into approximately 77,680 housing units (as per Hemson Consulting (2012), Greater Golden Horseshoe Growth Forecast to 2041, Technical Report). The Region should explore several growth alternatives for accommodating the 2031-2041 growth.
- The growth alternatives should specifically examine scenarios – the distribution of growth at the Regional scale (i.e. the percent of growth allocated to each municipality), the geographic breakdown (i.e. the proportion of greenfield and intensification growth) and density. These scenarios will be examined to ensure conformity with the Growth Plan. Each scenario should be assessed for required infrastructure and financial implications.
- Given the rising land values and supporting policy framework for compact, mixed use development, the Region might look to considering the implications of higher density development after 2031.
- The Region should review the implications of changes to the greenfield density target on the provision of servicing and the creation of compact, resilient and transit friendly communities.
- The Region should undertake an analysis of the appropriateness of different density targets for each local municipality.
- An exploration of the implications of different scenarios for greenfield and intensification development targets for Halton and for each of the local municipalities to develop a “made in Halton” approach to urban growth should be done. In the event that the land supply and demand analysis prepared for the post 2031 period yields a potential shortfall, it is expected that the growth options would examine alternative locations for new greenfield lands.

### INTENSIFICATION DEVELOPMENT

- The Region should review the strategies for intensification while protecting stable residential neighbourhoods, creating transit friendly communities, supporting the appropriate built form, supporting a more sustainable transportation system, providing the needed infrastructure, and accommodating the needs of an aging population.

- Given the significant provincial investments in higher order transit over the coming years, coupled with evolving local intensification strategies and shrinking supplies of greenfield lands in Burlington and Oakville, there is potential for the Region to consider alternative intensification rates across the Region.
- Given the number of possible locations for intensification, the Region should leverage some of the local municipal intensification strategies and consider where intensification might occur over the long term to better understand how the potential intensification targets might be achieved. This will require the Region to work closely with the lower-tier municipalities to explore the strategic locations for intensification, the phasing of development, and policies to support growth in these areas.

### INFRASTRUCTURE NETWORK

- The Region should as part of each growth alternative understand the implications on the cost of infrastructure to support each of the alternatives.

### TRANSPORTATION NETWORK

- To support the Regional transportation network, the Region should:
- Explore the implications that greenfield and intensification growth will have on the Regional transportation network.
- Incorporate the recommendations of the 2011 Transportation Master Plan into the ROP.
- Ensure transit supportive land uses and densities are implemented along high priority and semi-exclusive transit corridors.
- In collaboration with the lower-tier municipalities, encourage the use of transit, walking and cycling and policies related to transportation demand management, cycling and walking amenities, and road cross sections.
- Explore the appropriate balance between the traditional functional needs of arterial roads and the design needs of compact, pedestrian, and transit friendly neighbourhoods.
- Establish the framework for an integrated transportation network in the ROP.
- Consider the implications of the Transit Mobility Strategy being prepared by the Region on the ROP.
- Provide for the efficient movement of goods to key manufacturing, aggregate and agricultural destinations.
- Plan for the mobility needs of an aging population.

### RURAL AND AGRICULTURAL SYSTEM

- The Region should explore opportunities to strengthen the long term viability of Halton's agricultural industry to support food systems and food security.



- ROP should be reviewed, at a minimum, for consistency with the PPS as discussed in the Policy Gap analysis with respect to agriculture related-uses and agricultural related tourism uses.
- The ROP should be reviewed within the context of the Region’s Rural Agricultural Strategy.
- The Region should implement policies to ensure that any potential impacts of new urban infrastructure extending into or abutting the Agricultural System preserves the agricultural land base and supports farm viability and sustainability.



Opportunities for an Agri-Food System Strategy should be explored

### NATURAL HERITAGE SYSTEM

- The Region should update the ROP’s source protection policies and mapping, Aquifer Management Plan and Hydrogeological Studies and Best Management Practices for Groundwater Protection Guidelines to conform to the Halton - Hamilton Region, CTC Region, and Grand River Source Protection Plans.

### PLANNING FOR FISCAL SUSTAINABILITY IN HALTON

- The ROPR should explore the implication of the 2041 population and employment allocations on the provision of infrastructure. The review should study the cost implications of providing servicing to new identified growth areas in Halton.
- At the regional and local municipal levels, comprehensive long-range financial plans to address how new growth will be accommodated. Municipal financial planning must consider the demographic and economic trends addressed in Chapter 3 to more accurately determine the amount and timing of future municipal revenue sources and municipal service demands.
- Coupled with the preceding discussion regarding intensification, the ROPR should study the impacts of intensification policies and targets on infrastructure and financing. The ROPR process should also explore strategic locations that can feasibly accommodate infrastructure and intensification, the phasing of such development, and policies to support growth.





## 5. DIRECTIONS AND WORK PLAN

### **Moving Forward**

As a starting point for the Region moving forward to undertake Phases 2 (Discussion Papers) and 3 (Policy Development and Official Plan Amendment) of the ROPR, this chapter provides a summary of the policy theme areas and key policy matters to be addressed in Phase 2 of the ROPR as well as a draft Work Plan for Phases 2 and 3 of the ROPR for consideration by the Region.

## 5.1 Policy Theme Areas for Phase 2 of the Regional Official Plan Review

Phase 1 of the ROPR process identified key areas for the Region to address for detailed review in subsequent phases. This section summarizes and recaps the suggested themes for the ROPR for further exploration in Phase 2. This section identifies specific policy areas of interest subject for refinement and expansion based on a review of Provincial plans, demographics, land use and land economics trends, and municipal consultation feedback.

ROP policies should continue to provide strong guidance and consistency to lower-tier municipalities while simultaneously enabling them to achieve local land use planning objectives based on their local circumstances. Such an approach will allow lower-tier OPs to provide more detailed and prescriptive policies regarding local land use matters.

### URBAN SYSTEM AND GROWTH MANAGEMENT

**Further exploration is needed in Phase 2 to assess balanced growth or focused growth in built-up areas.**

The ROP's urban system is organized around a set of policies for managing growth within Greenfield Areas and Intensification Areas. Growth trends in Halton have seen greenfield development predominantly in Milton and Halton Hills while Burlington has relied on intensification. Oakville maintains balanced growth among greenfield and built-up areas. According to the Provincial Growth Plan Amendment 2, the Region will need to accommodate 220,000 additional residents between 2031 and 2041, which translates into approximately 77,680 housing units. Further review will be needed during the ROPR to assess the feasibility of maintaining balanced growth among designated greenfield areas and built-up areas (supporting intensification), or whether additional growth, and higher density development, can be accommodated in Halton's intensification areas.

The growth alternatives should specifically examine three distinct variables – the distribution of growth at the Regional scale, the geographic breakdown and density. The ROPR will require an assessment of alternative growth management scenarios, targets, and phasing to manage growth. This will also include an exploration of multiple scenarios for greenfield and intensification development targets for Halton and for each of the lower-tier municipalities, including their potential for supporting higher density housing. The assessment of growth scenarios should include their financial cost implications and fiscal affordability. In the event that the land supply and demand analysis prepared for post 2031 period yields a potential shortfall, it is expected that the growth options would examine alternative locations for new greenfield lands. Amendments to ROP policies must be able to address the Province's Growth Plan targets and new/updated policies in the upcoming revised Growth Plan.

**The ROPR process should identify key strategic locations that can feasibly accommodate intensification.** A detailed assessment of designated intensification priority areas, including Urban Growth Centres, Mobility Hubs, and other Major Transit Areas should be completed. There would be a need to establish appropriate phasing plans for intensification areas to support growth. Policy options would also need to assess whether Halton’s urban areas can accommodate higher intensification targets.

**Regarding the regional transportation network, the ROP should provide policy guidance to specific transportation infrastructure improvements and transportation accessibility between employment areas and residential areas.** The Region needs to maintain the mobility function of its major arterial roads while establishing the appropriate balance between the traditional functional needs of arterial roads and the design needs of compact, pedestrian, and transit friendly neighbourhoods. As part of the work in support of the Transit Mobility Strategy, the Region should explore the linkages between employment areas and those areas supported by transit and how to improve transit access to strategic growth areas. Policies should protect planned transportation right-of-ways, and ensure compatibility with lands adjacent to planned and existing transportation corridors and right-of-ways. The ROPR should review the Region’s Transportation Master Plan, Transit Mobility Strategy and other relevant Regional transportation plans and strategies to identify opportunities to develop policies to affect travel behaviour change and encourage transit use.

### EMPLOYMENT SYSTEM

**The ROPR should examine the anticipated drivers of employment growth in Halton by area municipality as well as the connectivity between population growth and employment growth by sector.** As a result of on-going structural changes in the macro-economy, industrial employment growth is not keeping pace with anticipated Regional demand. On the other hand, recent employment growth in commercial and institutional sectors across Halton Region has been strong, driven by steady population growth as well as increasing employment opportunities related to the knowledge-based economy.

A detailed analysis is required to assess the Region’s future employment growth potential by sector by area municipality within the context of the population and employment growth allocations for Halton Region as set out in Schedule 3 of the Provincial Growth Plan, Places to Grow.

### RURAL AND AGRICULTURAL SYSTEM

**The Region should establish a broader definition of agriculture related uses to include on-farm diversified uses, including agri-tourism.** Policy development opportunities affecting the rural and agricultural systems should strengthen value-added agricultural activities and long term food security in Halton.

### NATURAL HERITAGE SYSTEM

**The existing natural heritage systems and water resources policies with respect to applicable source protection plans, i.e., Halton - Hamilton Region, CTC Region, and Grand River Protection Plan should be strengthened.** In achieving conformity with provincial policies, the ROPR should review existing ROP policies to ensure conformity with the applicable source protection plans.

### CLIMATE CHANGE MITIGATION AND ADAPTATION

**The PPS provides the ROP a pivotal role in addressing and mitigating against the effects of climate change.** Climate change is an emerging topic that needs to be collaboratively explored between the Region and its lower-tier municipalities. The Region has a leadership role in establishing a regional approach to addressing climate change mitigation and adaptation, infrastructure design, energy conservation and green infrastructure. Opportunities exist for policies to be developed to ensure consistency with the 2014 PPS to address the potential impacts of climate change as it relates specifically to risks associated with natural hazards, advanced techniques to minimize erosion, utilizing permeable surfaces in built-up areas, the adoption of low-impact development techniques, and climate change mitigation.

### IMPLEMENTATION TOOLS

**Existing ROP policies may need to be expanded to improve interpretation of the ROP.** The current ROP provides a framework for a range of planning tools (community improvement plans, guidelines, etc). The ROPR should consider carrying out a high level audit of the effectiveness of these tools to determine the need for adjustments.

### CULTURAL HERITAGE AND ARCHAEOLOGY

**Additional wording in the ROP should be considered to further elaborate on Aboriginal engagement,** to encourage coordination with Aboriginal communities and to consider Aboriginal interests in conserving cultural heritage and archaeological resources.

## 5.2 Official Plan Housekeeping Improvements

The current ROP is a “litigation-ready” document, which has been tested in a number of hearings before the Ontario Municipal Board. Maintaining the “legality” of the ROP and the commitments made through the Ontario Municipal Board Decisions are paramount. Within that context the Region is prepared to consider opportunities to improve the user friendliness of the document. This section discusses housekeeping and wayfinding cleanups that would improve the user friendliness of the document while maintaining the “litigation-readiness” of the ROP.

## FORMAT CLEAN-UP WHILE MAINTAINING THE CONTENT

In order to achieve a more ‘user-friendly’ document, the ROP could be improved by the following:

- Renumber the policies by chapter, while keeping most of the content “as is” and only making the needed policy changes to reflect the results of Phases 2 and 3 of the ROPR (e.g., section 3.2.1, section 5.A.1).
- Based on above, delete all the policy numbers that are no longer in use (e.g. “86(25) [Section number not in use.]”).
- Delete the notes indicating policies that have been re-numbered or moved to other sections (e.g. 114.1(14) [Formerly Section 120 (5)] To preserve...).
- Include additional levels of “headings and sub-headings” to break the text in smaller sub-sections that are easier to navigate. Breaking down the text in smaller sections will help the user to locate specific policies more easily (e.g. there are currently 4 pages covering the policies for Intensification Areas. These could be broken down into smaller sections if additional subheadings are added).
- Revise the Table of Contents accordingly to include additional levels of headings and subheadings. The Table of Content should also include the numbering next to headings and subheadings.
- Eliminate redundant policies or combine policies that are very similar and/or have the same intent (e.g. 134(5) and 173 (20.1)).
- Review and update terminology to provide clarity and harmonization to key terms to ensure conformity with the PPS and other provincial plans, while maintaining consistency throughout the ROP.

5.A Transportation Systems Planning	
<b>General Policies</b>	
5.A.1	The Region, in collaboration with A Transportation Master Plan to inform and guide the operation of the Reg
5.A.2	The Region, in collaboration with A stakeholders, will prepare and regu Corridor Design Implementation G

Example of Official Plan Numbering by Section

These changes in formatting would help to improve the user experience while maintaining most of the current structure of the ROP. The main advantage of these “housekeeping changes” is that most of the content will stay in its current form, with the exception of the policy amendments required as a result of the ROPR process.

## FORMAT IMPROVEMENTS THROUGH WAYFINDING AND RE-ORGANIZATION

This represents a further step for improving the ROP formatting to make it a more user-friendly document. This requires the reorganization of the text separating strategic land use policies from land use designations. This includes the following suggested changes:

- Include all of the “Housekeeping” changes to eliminate redundancies, duplications, and to homogenize language.
- Re-organize the ROP into different groupings. There are many ways to create a document that flows more easily. One alternative includes separating land use designation policies from environmental policies and from strategic policies (e.g. the constraint for development policies moved to a stand-alone chapter; also separate general policies for Growth Management from the designations).
- Include a title before each major policy group indicating the key intent of the policies) in order to provide clarity to the user and help the user to find the policies that he/she is looking for.
- Include a sidebar to provide further explanation for policies that may require further explanation in an effort to reduce uncertainties regarding interpretation.
- Create a series of user-friendly, stand-alone documents that contain illustrations and explanations on the intention of the policies in the Official Plan. These documents would not form part of the ROP document, however, they could be used by a way of interpretation of the legal terminology in the ROP.

### ROP OPTIONS FOR RE-ORGANIZATION

There are many options to re-organize the ROP. For example, it could be based on the mayor topics in the Provincial Policy Statement, as follows:

1. Introduction
2. Vision (Basic Position)
3. Urban Systems
4. Natural Heritage Systems
5. Rural and Agricultural Systems
6. Implementation
7. Definitions

## 5.3 ROP Review - Phases 2 and 3 Work Plan

### 5.3.1 Scope of the ROPR

The Region completed a comprehensive review of its Official Plan between 2006 – 2009 (known as Sustainable Halton), which brought the ROP into conformity with the Provincial Policy Statement, Growth Plan, the Greenbelt Plan, Niagara Escarpment Plan and the Parkway West Belt Plan. During the Sustainable Halton process the Region conducted an extensive number of studies and executed a wide-ranging consultation program that helped inform the policy recommendations and ultimately resulting in *ROPA 37* and *ROPA 38*.



As most of the ROPA 38 policies are relatively new, there does not appear to be a compelling case to launch a comprehensive review of all policies within the Plan; rather, the ROPR process should be scoped, concentrating on provincial policy gaps and refinements which improve the legibility of the Plan. Specifically, the ROPR should focus on bringing the ROP into conformity with the recently completed Source Protection Plans and Amendment 2 of the Growth Plan. In addition, it is expected that the Province will finalize its review of the Growth Plan (through Amendment 3), the Greenbelt Plan, the Niagara Escarpment Plan and the Oak Ridges Moraine Plan (which does not apply to the Region) by the Winter 2016/2017. Moreover, The *Planning Act Bill 73* was enacted on December 2015. The upcoming results of the Provincial Plan Reviews must also be incorporated into the ROP (depending on the timing of these reviews).

There are additional studies that have been identified to address ROPA 38 settlements and the strategic priorities and actions articulated in the Halton Region Strategic Action Plan 2015-2018 (Cemetery Study and North Aldershot Policy Review). Appendix E includes the description of these additional studies.

### 5.3.2 Assumptions

The following assumptions have been taken into consideration for the preparation of the ROPR work plan:

- The proposed timeline and breakdown of tasks are based on the expectation that the Province will complete their reviews of the Growth Plan, Greenbelt Plan, Escarpment Plan, and Oak Ridges Moraine Conservation Plan (not applicable) by the Winter 2016/2017.
- The level of effort for each task, themes up for review, and the timeline is assuming that the ROPR will be scoped and will focus on the specific themes recommended in section 5.1.
- It has been assumed that Amendment 3 of the Growth Plan will contain policy updates/refinements and a number of new policies addressing emerging issues. However, the core of the directions and goals in the Growth Plan will remain intact (i.e., the creation of compact, and complete communities while protecting the natural and cultural heritage and agriculture production). It is anticipated that there is no need this time around to complete a comprehensive review such as the previous ROPR.
- Sustainable Halton included a consultation program that had an extensive number of meetings with Local municipal partners, stakeholders, interest groups and the general public. Sustainable Halton had a broad scope that brought the ROP into conformity with the brand new Growth Plan. This ROPR will also have a comprehensive engagement program. It is anticipated that the Region will have joint municipal engagement, face-to-face engagement with stakeholders, interest groups and the general public during

the ROPR to discuss specific topics (e.g., to discuss emerging issues, new policy approaches, new growth areas, etc.).

### 5.3.3 Project Roles and Responsibilities

#### REGIONAL OFFICIAL PLAN REVIEW PROJECT TEAM

The following identifies the ROPR Project team:

- ROPR Project Manager (Manager of Policy)
- ROPR Project Coordinator (Senior Policy Analyst)
- Project Tasks Team Members (senior/intermediate/junior staff from Regional departments, depending on the topic of the study)
- Task input providers/reviewers (from several Regional departments and applicable staff from Local municipalities)

#### REGIONAL OFFICIAL PLAN REVIEW PROJECT OVERSIGHT

- Regional Council (Approves/adopts ROPR deliverables)
- Steering Committee (Region and Local CAOs/Commissioners/Directors: Strategic review/feedback on ROPR program execution and project deliverables)
- Technical Committee (Halton Area Planning Partnership: Region and Local Directors/Managers: Technical review/feedback on ROPR program and project deliverables)
- Reviewing Agencies (Province, Conservation Authorities, Halton Area Development Managers: review/feedback as requested by Project Team)

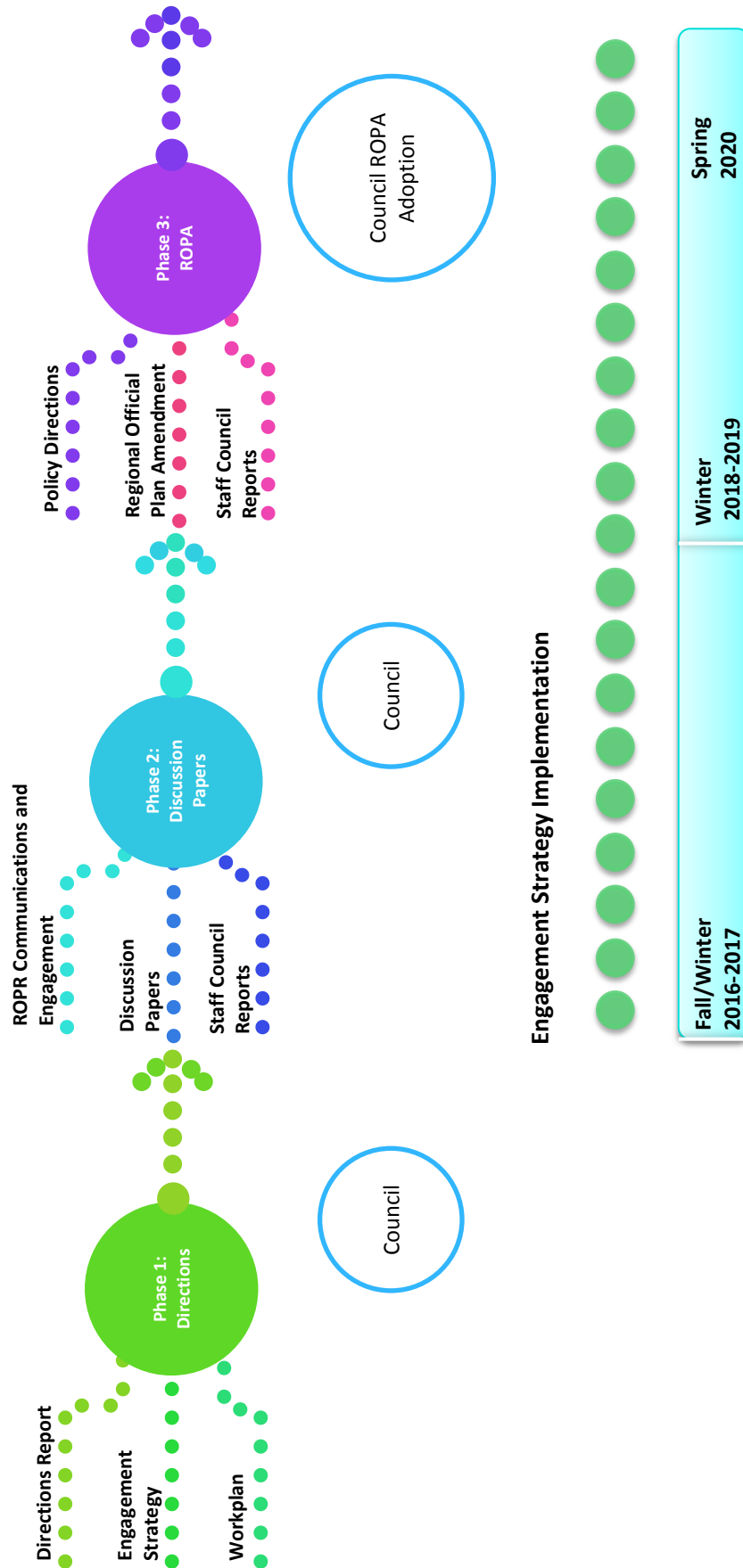
The Organizational Structure for executing the ROPR Program is shown on Figure 5.1 below:



#### 5.3.4 ROPR Process

Figure 5.2 on the following page illustrates the overall recommended ROPR process.

Figure 5.2 ROPR Process Flow Chart



The ROPR will be undertaken in two phases:

- Phase 2 – Discussion Papers: Preparation of discussion papers to provide detailed policy directions for the ROP, outlining specific policy recommendations.
- Phase 3 – Policy Development and Regional Official Plan Amendment: Preparation of policy changes and the consequent ROPA.

The following sections contain a draft ROPR Work Plan for Phases 2 and 3 for consideration by the Region.

### 5.3.5 Phase 2: Discussion Papers

#### DELIVERABLE 1: COMMUNICATIONS AND ENGAGEMENT

**Task 1.1 Stakeholder Engagement Plan and Implementation** – The ROPR is intended to be a highly collaborative process, with a strong partnership with the lower-tier municipalities and a variety of methods and opportunities to engage stakeholders, agencies, interest groups, and the public at large. The objective of this task is to finalize and implement the Communications and Engagement Strategy and Plan. This task will be executed in parallel with the other activities listed in Phase 2 and 3. To complete this objective, the following key items are required:

- a) **Finalize and confirm the Communications and Engagement Strategy and Plan:** The communications and engagement plan will be finalized and confirmed. Reference should be made to the Communications and Engagement framework contained in Appendix C of this report. The engagement plan will contain a combination of face-to-face engagement and on-line engagement.
- b) **Develop face to face engagement activities:** The objectives of the face to face activities and the proposed timing have been elaborated within each of the tasks included in the Deliverables 2 (Discussion Papers) and 4 (ROPA). The face to face engagement activities include:
  - Steering Committee
  - Technical Committee
  - Stakeholder Workshops
  - Public consultation events
  - Pop-up events
  - Telephone Town Hall
- c) **Develop the online engagement tools:** Develop the following tools for online engagement:
  - Local Media
  - Online platform

- Social media
  - Videos and Infographics
  - Digital engagement
- d) **Implement the Engagement Plan:** The engagement plan will be implemented throughout Phases 2 and 3 of the ROPR. The timing of the engagement activities will be defined in Phase 2 and will be based on the release of the amended Provincial Plans.
- e) **Prepare Engagement Reports:** At the end of each phase, the Region will prepare an engagement report to be presented to Council (see tasks 2.7 and 4.2).

## DELIVERABLE 2: DISCUSSION PAPERS

The following studies are to be completed in order to bring the ROP into conformity with the amended Provincial plans and the Source Protection Plans:

**Task 2.1 Urban System and Growth Management Analysis** – The objective of this task is to determine the recommended population, housing and employment forecasts for the Region and its four lower tier municipalities for the period of 2031-2041. This work may result in alternative density and intensification targets. The following offers a brief description of the sub-tasks to be completed as part of the urban system and growth management analysis:

**Task 2.1.1 Growth Scenarios Report:** In conjunction with the work undertaken in Tasks 2.1.2 and 2.1.3, the objective of this sub-task is to generate three population, housing and employment growth scenarios for the 2031-2041 horizon. Each scenario will allocate growth to the four lower-tier municipalities and identify a set of core metrics to differentiate each scenario. These metrics should include items such as intensification targets, greenfield densities, unit mixes, etc. To complete this objective, the following key items are required:

- a) **Review of demographic, housing, employment trends and emerging opportunities:** Collect and confirm data on the past, present, and future projected population, housing and employment growth rate and trends and migration for the Region and each lower-tier municipality to 2041. The projected population, employment and housing projections will be analyzed together with the allocations from the Provincial Growth Plan Amendment 3. Housing demand including affordable housing will be analyzed within the context of Section 1.4 of the PPS 2014.
- b) **Prepare Draft Growth Scenarios:** Develop 3 population, housing and employment demand scenarios by local municipality to 2041.
- c) **Assess Draft Growth Scenarios:** In collaboration with multi-departmental Region staff, the ROPR Project Team will assess the alternative growth scenarios from the planning policy, land supply, agricultural/rural, natural environment, regional infrastructure, regional services, regional transportation and fiscal affordability perspectives.

- d) **Present Draft Growth Scenarios and Assessments to Technical Committee:** The draft growth scenarios and assessments will be presented by the Project Manager and Project Team to the Technical Committee for review and feedback.
- e) **Refine Growth Scenarios:** Based on comments received from the Technical Committee, the growth scenarios will be refined. As a result of comments from the Technical Committee, additional scenarios may need to be considered.
- f) **Present Refined Scenarios to Steering Committee:** The updated population, housing and employment growth scenarios will be presented to the project Steering Committee.
- g) **Prepare Draft Growth Scenarios Report:** A comprehensive report, describing the key growth assumptions, scenario elements (population, housing, employment), scenario assessments and rationale/justification for the growth scenarios will be prepared by the Project Team.
- h) **Present Draft Growth Scenarios Report to the Technical Committee:** The draft report will be presented to the Technical Committee for review and feedback and the report will be adjusted accordingly.
- i) **Present Draft Growth Scenarios Report to the Steering Committee:** The draft report will then be presented to the Steering Committee for review and comments.
- j) **Circulate the Draft Growth Scenarios Report:** The Draft Report will be circulated to the reviewing agencies for review and comment. The report will also be made available to the general public, interest groups and other stakeholders via the ROPR online platform and social media.
- k) **Finalize Growth Scenarios Report:** Based on the comments received from the Technical Committee, the Steering Committee and the reviewing agencies, the report will be finalized by the Project Team.
- l) **Planning and Public Works Committee and Council Presentations:** The key findings, conclusions and recommendations from the Growth Scenarios Reportis task will be presented to Planning and Public Works Committee and then Regional Council in conjunction with the Residential Land Needs Report (Task 2.1.2) and the Employment System Report (Task 2.1.3).

**Task 2.1.2 Residential Land Needs Report:** In conjunction with the work undertaken in Task 2.1.1, the objective of this sub-task is to identify the residential land needs implications for each of the growth scenarios. Note that the methodology for this work may be informed by the Province, in the event that the Province issues a land budget methodology document. To complete this objective, the following key items are required:

- a) **Collect residential land supply data:** In collaboration between the Region and lower-tier municipalities, all vacant, draft approved and un-built units in registered plans should be assembled in a geodatabase. In addition to this, a detailed review of existing municipal

- policies/strategies for intensification areas should be undertaken (i.e. review mobility hub studies, secondary plans, intensification studies, etc.)
- b) **Prepare draft of residential supply:** The available supply of residential lands will be prepared through a series of maps and charts which clearly identify the available supply of greenfield and intensification lands. The supply will identify number of units, by unit type and as estimate of gross vacant designated residential area. The supply will be subdivided by each municipality, based on greenfield and intensification growth potential.
  - c) **Conduct field visits:** Conduct field visits to confirm land supply inventory in designated greenfield areas and to conduct an inventory of major areas with intensification potential.
  - d) **Present residential land supply to the Technical Committee:** The draft residential land supply will be presented to the Technical Committee for review and feedback.
  - e) **Refine residential land supply:** Based on comments received from the Technical Committee, the residential land supply will be refined.
  - f) **Present refined residential land supply to Steering Committee:** The refined residential land supply will be presented to the project Steering Committee.
  - g) **Prepare Draft Residential Land Needs Report:** A comprehensive report describing the methodology for calculating the residential land supply (for greenfield and intensification areas), the resulting residential land supply, and the residential land needs implications for the population and housing identified in each of the growth scenarios will be prepared by the Project Team.
  - h) **Present Draft Residential Land Needs Report to the Technical Committee:** The draft report will be presented to the Technical Committee for review and feedback and the report will be adjusted accordingly.
  - i) **Present Draft Residential Land Needs Report to the Steering Committee:** The draft report will then be presented to the Steering Committee for review and comments.
  - j) **Circulate the Draft Residential Land Needs Report:** The draft report will be circulated to the reviewing agencies for review and comments. The Draft Report will be made available to the general public, interest groups and other stakeholders via the ROPR online platform and social media.
  - k) **Finalize Residential Land Needs Report:** Based on the comments received from the Technical Committee, the Steering Committee and the reviewing agencies, the Residential Land Needs Report will be finalized by the Project Team.
  - l) **Planning and Public Works Committee and Council Presentations:** The key findings, conclusions and recommendations from the Residential Lands Need Report will be presented to the Planning and Public Works Committee and then Regional Council, in conjunction with the Employment System Report (Task 2.1.3) and the Growth Scenarios Report (Task 2.1.1).



**Task 2.1.3 Employment System Report:** In conjunction with the work undertaken in Task 2.1.1, the objectives of this sub-task is to confirm the existing supply of employment lands, to carry out a detailed analysis of the employment system to identify the needs and implications for each of the employment growth scenarios and to analyze the opportunities for employment land intensification. To complete these objectives, the following key items are required:

- a) **Collect employment land supply data:** In collaboration between the Region and the local municipalities, all vacant, draft approved and un-built employment type development in registered plans should be assembled in a geodatabase. In addition to this, a brief review of existing municipal policies/strategies for employment areas should be undertaken.
- b) **Analyze Halton's Employment System:** In collaboration with multi-departmental Region staff (including Economic Development), carry out a detailed analysis of Halton's employment system including the effects of structural economic changes on the nature of economic activities, the future trends for employment on employment lands and in mixed use areas, changing densities on employment lands and the implications for employment land needs, the changes in employment land consumption, the need to reserve strategically important employment lands, the opportunities for specialized employment/innovation districts and the needs of the goods movement sector.
- c) **Prepare updated employment system land budget:** The available supply of employment lands will be prepared through a series of maps and charts. The maps will also identify areas with potential for employment intensification.
- d) **Conduct field visits:** Conduct field visits to confirm employment lands budget in designated greenfield areas and to conduct an inventory of employment areas with intensification potential.
- e) **Present Employment System Review and employment system land budget to Technical Committee:** The key findings of the Employment System analysis and employment system land budget will be presented to the Technical Committee for review and feedback.
- f) **Refine Employment System Review and employment system land budget:** Based on comments received from the Technical Committee,, the Employment System Review and employment system land budget will be refined.
- g) **Present Refined Employment System Review and employment system land budget to Steering Committee:** The refined Employment System Review and employment system land budget will be presented to the project Steering Committee.
- h) **Prepare Draft Employment System Report:** A comprehensive Draft Employment System Report documenting the analysis, findings, conclusions and recommendations of the Employment Systems Review, the methodology for calculating the employment system

needs, the employment land budget and the implications of each employment growth scenario.

- i) **Present Draft Employment System Report to the Technical Committee:** The draft report will be presented to the Technical Committee for review and feedback and the report will be adjusted accordingly.
- j) **Present Draft Employment System Report to the Steering Committee:** The draft report will then be presented to the Steering Committee for review and comments.
- k) **Circulate the Draft Employment System Report:** The Draft Employment System Report will be circulated to the reviewing agencies for review and comments. The Draft Report also will be made available to the general public, interest groups and other stakeholders via the ROPR on-line platform and social media.
- l) **Finalize Employment System Report:** Based on the comments received from the Technical Committee, the Steering Committee and the reviewing agencies, the Employment System Report will be finalized by the Project Team.
- m) **Planning and Public Works Committee and Council Presentations:** The key findings, conclusions and recommendations from the Employment System Report will be presented to the Planning and Public Works Committee and then Regional Council, in conjunction with the Residential Lands Need Report (Task 2.1.2) and the Growth Scenarios Report (Task 2.1.1).

**Task 2.1.4 Growth Concepts Report:** The objective of this sub-task is to develop, evaluate and recommend growth concepts to accommodate the population and employment growth to 2041. This task will also assess in detail the preferred growth scenarios described in the Growth Scenarios Report (Task 2.1.1). To complete these objectives, the following key items will be undertaken:

- a) **Develop Growth Concepts:** Based on the findings of Task 2.1.1 (Growth Scenarios), Task 2.1.2 (Residential Land Needs) and Task 2.1.3 (Employment System Needs), input from Regional staff from various divisions/departments and feedback from the Technical Committee and the Steering Committee pertaining to tasks 2.1.1 to 2.1.3, develop more detailed growth concepts to accommodate growth to 2041. The growth concepts will include a series of maps, tables and graphics illustrating where and how growth (residential and employment) could be accommodated. This task would also identify land budget implications for accommodating growth (i.e. potential boundary expansions).
- b) **Develop evaluation framework:** Develop a comprehensive matrix table evaluation framework to be used to evaluate the growth concepts. Criteria will be based on policies within the ROP and provincial planning documents.

- c) **Assess the Growth Concepts:** With input from Regional staff and using the evaluation framework developed under activity b), each of the growth concepts will be evaluated to assess the impacts on/implications for:
- Infrastructure Servicing
  - Transportation
  - Prime Agricultural Land
  - Natural Environment
  - Fiscal Affordability
  - Market/Economics
  - Community/Social Services
  - Other Assessments (as needed)
- d) **Present the Draft Growth Concepts and Assessment to Technical Committee:** The draft growth concepts and assessment will be presented to the Technical Committee for review, comments, and endorsement.
- e) **Refine the Growth Concepts:** Based on the comments received from the Technical Committee, the growth concepts and assessments will be refined. As a result of comments received from the Technical Committee, additional concepts may need to be developed and assessed.
- f) **Present the Refined Growth Concepts and Assessment to Steering Committee:** The refined Growth Concepts and Assessment will be presented to the Steering Committee for review, comments, and endorsement.
- g) **Conduct a Regional Council Workshop:** Conduct a workshop with Regional Council to discuss the growth concepts and assessment.
- h) **Hold Other Public Consultation:** Co-host pop up events to gather general public feedback regarding the growth concepts. These events would be complemented with on-line and social media engagement.
- i) **Prepare the Draft Growth Concepts Report:** A draft report including the proposed vision for Regional Growth, a detailed description of the growth concepts, (including the refined growth concepts), and the detailed evaluation of the concepts will be prepared by the Project Team. The comments regarding the growth concepts from the Steering Committee, Technical Committee, reviewing agencies, stakeholders, interest groups and the general public will be documented in the report.
- j) **Present the Draft Growth Concepts Report to Technical Committee:** The draft report will be presented to the Technical Committee for review and feedback and the report will be adjusted accordingly.
- k) **Present the Draft Growth Concepts Report to Steering Committee:** The draft report will be presented to the Steering Committee for review and comments.

- l) ***Circulate the Draft Growth Concepts Report:*** The draft report will be circulated to the reviewing agencies for review and comments. The report will also be made available to the general public, interest groups and other stakeholders via the ROPR on-line platform and social media.
- m) ***Finalize the Growth Concepts Report:*** Based on the comments received from the Technical Committee, the Steering Committee and the reviewing agencies, the Growth Concepts Report will be updated and finalized by the project Team.
- n) ***Planning and Public Works Committee and Council Presentations:*** The key findings, conclusions and recommendations from the Growth Concepts Report will be presented to the Planning and Public Works Committee and then Regional Council.

**Task 2.1.5 2031-2041 Growth Management Plan:** The objective of this sub-task is to prepare a growth management plan for the Region's selected growth concept for Halton. This task will also produce an updated growth management strategy and implementation plan for 2031-2041 that will include intensification targets, greenfield densities, growth allocations, urban boundary limits, land budgets, general phasing and the requirements for maintaining financial sustainability and fiscal affordability. To complete these objectives, the following key items will be undertaken:

- a) ***Describe the Selected Growth Concept:*** Based on the comments received from Regional Council regarding the Growth Concepts Report and the preferred growth concept, the Region's selected growth concept for Halton for 2031-2041 will be described in map and text format.
- b) ***Describe the Residential and Employment Land Budget Requirements:*** Document the residential and employment land requirements to accommodate growth to 2041 based on the selected Growth Concept.
- c) ***Describe the Hard and Soft Services and Transportation Requirements:*** With input from Region staff across divisions/departments, document the infrastructure, regional services, and transportation requirements to support the selected growth concept.
- d) ***Describe the Financial and Fiscal Requirements:*** In conjunction with the Finance Department, document the fiscal and financial requirements/implications of the selected growth concept and the financial tools/strategies available and/or needed to finance the growth.
- e) ***Describe the Implementation Requirements:*** Document the implementation tools and actions needed to achieve the selected growth concept, including achieving intensification targets, density and housing mix targets, employment densities, fiscal affordability, etc.

- f) **Present the Selected Growth Concept and implementation Requirements to Technical Committee:** The selected growth concept and implementation requirements will be presented to the Technical Committee for review and feedback.
- g) **Refine the Growth Concept Package:** Based on the comments received from the Technical Committee, the package will be refined.
- h) **Present the Refined Growth Concept Package to Steering Committee:** The refined package will be presented to the Steering Committee for review and comments.
- i) **Conduct a Regional Council Workshop:** Conduct a workshop with the Regional Council to review the selected growth concept and implementation requirements.
- j) **Refine the Selected Growth Concept and Implementation Framework:** Refine the Selected Growth Concept and Implementation Framework based on the directions received from Regional Council at the workshop.
- k) **Prepare the Draft Growth Management Plan Report:** Prepare a comprehensive report describing the key underpinnings of the selected growth concept, including the intensification strategy, housing mix and density targets, infrastructure/ services/ transportation needs, employment lands strategy, fiscal and financial requirements and the implementation tools and action plan.
- l) **Present the Draft Growth Management Plan Report to Technical Committee:** The Draft Growth Management Plan Report will be presented to the Technical Committee for review and feedback.
- m) **Refine the Draft Growth Management Plan Report:** Based on the comments received from the Technical Committee, the draft report will be refined.
- n) **Present the Refined Growth Management Plan Report to Steering Committee:** The refined Growth Management Plan will be presented to the Steering Committee for review and comments.
- o) **Circulate the Draft Report:** The draft report will be circulated to reviewing agencies for review and comments. The draft report will also be made available to stakeholders, interest groups and the general public via the ROPR on-line platform and social media.
- p) **Public Consultation Events:** The Draft Growth Management Plan will be presented to the general public in a series of open houses in each lower-tier municipality intended to gather their feedback.
- q) **Finalize the Growth Management Plan:** Based on the comments received from the Technical Committee, the Steering Committee and the reviewing agencies, the Growth Management Plan Report will be finalized by the Project Team.

- r) **Planning and Public Works Committee and Council Presentations:** The Growth Management Plan will be presented to the Planning and Public Works Committee and then Regional Council.

**Task 2.2 Rural and Agricultural System Analysis** – The objective of this task is to determine the needed policy changes to bring the ROP into alignment with the 2014 PPS and the upcoming Growth Plan Amendment 3. To complete these objectives, the following key items are required:

- a) **Conduct a background review:** Review current strategies, plans and policies regarding rural and agricultural system. The review should include the review of the following:
- Rural Agricultural Strategy
  - Policies regarding Prime Agricultural Areas and Designation
  - Rural, agricultural and NEP policies
  - Other relevant plans and strategies (e.g., GTA Agricultural Action Plan, the Golden Horseshoe Agriculture and Agri-Food Action Strategy)
- b) **Conduct a best practices review:** Conduct a review of best practices regarding new agricultural related trends (e.g., on-farm diversification, food systems planning, agri-tourism, agriculture-related uses, etc.)
- c) **Complete a policy audit:** Conduct a detailed audit of the ROP, assessing the document to identify any consistency gaps related to the 2014 PPS, and the upcoming revised Places to Growth, Greenbelt Plan and Niagara Escarpment Plan.
- d) **Conduct Stakeholder Workshop:** Conduct a stakeholder workshop, including the Halton and Ontario Federations of Agriculture, Halton Agricultural Advisory Committee, Halton Natural Heritage Advisory Committee, agencies, among others, to discuss the results of the previous tasks, the key issues affecting the agricultural and rural communities, and the opportunities to move forward.
- e) **Prepare the Draft Rural and Agricultural System Review Report:** A report describing the key findings of the analysis and the policy recommendations to update the ROP will be prepared by the ROPR Project Team with input/review by staff from participating Region departments.
- f) **Present the Draft Rural and Agricultural System Report to Technical Committee:** The Draft Report will be presented to the Technical Committee for review and feedback.
- g) **Refine the Draft Rural and Agricultural System Report:** Based on the comments received from the Technical Committee, the draft report will be refined.

- h) **Present the Refined Rural and Agricultural System Report to Steering Committee:** The refined report will be presented to the Steering Committee for review and comments.
- i) **Circulate the Draft Rural and Agricultural System Report to Stakeholders:** Circulate the draft report to the stakeholders involved in the workshop for review and comments. The Draft Report will also be made available to the general public via the ROPR on-line platform and social media.
- j) **Prepare the Final Rural and Agricultural System Report:** Finalize the report based on the comments received from the Steering Committee, the Technical Committee, stakeholders and the general public.
- k) **Planning and Public Works Committee and Council Presentations:** The key findings and recommendations from the Rural and Agricultural System Report will be presented to Planning and Public Works Committee and then Regional Council.

**Task 2.3 Natural Heritage System Review** – The objective of this task is to bring the ROPR into conformity with the Source Protection Plans, the 2014 PPS, and the amended Provincial Plans. To complete these objectives, the following key items are required:

- a) **Source Protection Plans Conformity:** Review the Source Protection Plans in detail to determine the needed changes to the ROP policies and mapping.
- b) **Conduct Stakeholder Workshop #1:** Conduct stakeholder workshop(s) to discuss the needed changes to the ROP policies and maps/schedules to conform to the Source Protection Plans. The workshop(s) will include the participation of stakeholder groups such as the Natural Heritage Advisory Committee and Agricultural Advisory Committee and local interests groups.
- c) **Prepare technical memo:** Prepare a technical memo including the policy recommendations and the mapping/schedules changes to conform to the Source Protection Plans. The findings, conclusions and recommendations will be incorporated in the Natural Heritage System Report.
- d) **Complete a policy audit:** Conduct a detailed audit of the ROP, assessing the document to identify any consistency gaps related to the 2014 PPS, and the amended Places to Growth, Greenbelt Plan and Niagara Escarpment Plan.
- e) **Conduct Stakeholder Workshop(s) #2:** Conduct a stakeholder workshop(s) to discuss the results of the provincial plans gap analysis, the key issues and opportunities for the protection and conservation of Halton's Natural Heritage System. The workshop(s) will include the participation of stakeholder groups such as the Natural Heritage Advisory Committee and local interest groups.
- f) **Prepare a Draft Natural Heritage System Report:** The ROPR Project Team with input/review by Regional staff from affected/participating departments will prepare the

Natural Heritage System Report documenting the key findings of the policy audit, gap analysis and the policy recommendations, including mapping changes, to update the ROP. The findings and recommendations from the Source Protection Plan technical memo will be inserted as a chapter in the report.

- g) **Present the Draft Natural Heritage System Report to the Technical Committee:** The draft report will be presented to the Technical Committee for review and feedback.
- h) **Present the Draft Natural Heritage System Report to the Steering Committee:** The draft report will be presented to the Steering Committee for review and comments.
- i) **Circulate the Draft Natural Heritage System Report:** The draft report will be circulated to the reviewing agencies and to the stakeholder groups and interest groups involved in the workshops for review and comments. The report will also be made available to the general public via the ROPR on-line platform and social media.
- j) **Finalize the Natural Heritage System Report:** Based on the comments received from the Steering Committee, Technical Committee, workshop stakeholder groups and the reviewing agencies, the report will be finalized by the ROPR Project Team.
- k) **Planning and Public Works Committee and Council Presentations:** The key findings and recommendations from the Natural Heritage System Report will be presented to the Planning and Public Works Committee and then Regional Council.

**Task 2.4 Climate Change Mitigation and Adaptation** – The objective of this task is to study the Region’s role in climate change readiness as well as bring the ROP into consistency with the PPS. To complete these objectives, the following key items are required:

- a) **Review policy:** In order to understand the Region’s climate change mitigation and adaptation readiness and existing gaps in the Region’s policy framework, strategies and plans, review the ROP policies against the 2014 PPS, Region’s and local municipalities’ plans and strategies, and other relevant documents.
- b) **Conduct an analysis of land use planning role:** Conduct a literature review and best practice research in order to understand the role of land use planning in climate change mitigation and adaptation readiness and response.
- c) **Conduct Stakeholder Workshop:** Conduct a stakeholder workshop to discuss the key findings of the tasks above and to explore a policy approach and needed climate change mitigation and adaptation tools and strategy for Halton Region.
- d) **Prepare Draft Climate Change Mitigation and Adaptation Report:** The ROPR Project Team with input/review from Region staff from affected/participating departments will prepare a report describing the key findings of the analysis, policy recommendations to update the ROP, and recommended tools, strategies and actions for the Region to enhance its preparedness for climate change mitigation and adaptation.



- e) **Present Draft Climate Change Mitigation and Adaptation Report to Technical Committee:** The Draft Climate Change Mitigation and Adaptation Report will be presented to the Technical Committee for review and feedback.
- f) **Present Draft Climate Change Mitigation and Adaptation Report to Steering Committee:** The draft report will be presented to the Steering Committee for review and comments.
- g) **Circulate Draft Climate Change Mitigation and Adaptation Report:** The draft report will be circulated to the reviewing agencies and the stakeholders groups and interest groups who participated in the workshop for review and comments. The draft report will also be made available to the general public via the ROPR on-line platform and social media.
- h) **Finalize the Climate Change Mitigation and Adaptation Report:** Based on the comments received from the Steering Committee, Technical Committee, reviewing agencies and workshop participants, the report will be finalized by the project Team.
- i) **Planning and Public Works and Council Presentations:** The key findings and recommendations from the Climate Change Mitigation and Adaptation Report will be presented to the Planning and Public Works Committee and then Regional Council.

**Task 2.5 Implementation Tools, and Cultural Heritage and Archaeology** – The objective of this component is to a) assess the effectiveness of existing implementation tools, and b) address guidelines for aboriginal engagement, and integration with other planning and regulatory processes as per the 2014 PPS. To complete these objectives, the following key items are required:

- a) **Background review:** Conduct a review of existing ROP implementation tools and explore their applicability to Halton. Regarding aboriginal engagement, identify any key aboriginal stakeholders within Halton Region and confirm that there are no land claims within the Region’s jurisdiction.
- b) **Conduct stakeholder and agency interviews:** Conduct interviews with identified aboriginal stakeholders including Mississaugas of the Credit. Interviews with provincial and federal representatives should also be conducted to confirm range of options/tools for engagement.
- c) **Conduct a policy audit:** Conduct an audit of the ROP, assessing the document to identify any consistency gaps and new policies to address the 2014 PPS policies related to implementation tools and aboriginal engagement.
- d) **Develop guidelines for Aboriginal engagement:** Develop guidelines to engage Aboriginal communities during planning studies, ROPRs and relevant development applications.

- e) **Prepare the Draft Implementation Tools and Aboriginal Engagement Report:** ROPR Project Team with input/review from the Corporate Communications group prepare a report describing the key findings of the gap analysis, policy recommendations to update the ROP, and the guidelines for Aboriginal engagement. The Project Team will also document the results of its assessment of the implementation tools.
- f) **Present Draft Implementation Tools and Aboriginal Engagement Report to Technical Committee:** The draft report will be presented to the Technical Committee for review and feedback.
- g) **Present Draft Report to Steering Committee:** The draft report will then be presented to Steering Committee for review and comments.
- h) **Circulate Draft Report to stakeholders:** Circulate the draft report to the reviewing agencies and to the Aboriginal stakeholders who were interviewed for review and comments. The draft report will also be made available to the general public via the ROPR on-line platform and social media.
- i) **Finalize the Implementation Aboriginal Engagement Report:** Based on the on the comments received from the Steering Committee, the Technical Committee, Aboriginal stakeholders and reviewing agencies, the report will be updated and finalized by the Project Team.
- j) **Planning and Public Works Committee and Council Presentations:** The key findings and recommendations from the Implementation Tools and Aboriginal Engagement Report will be presented to the Planning and Public Works Committee and then Regional Council.

**Task 2.6 Prepare Engagement Report** – The ROPR Project Team will prepare a detailed engagement report summarizing the key results and feedback received during the engagement activities in Phase 2 of the ROPR.

### DELIVERABLE 3: PHASE 2 STAFF REPORTS

**Task 3.1 Staff Reports** –Staff will prepare reports to Council at the key decision-making points in Phase 2 of the OPR, including when presenting and discussing the following:

- a) Growth Scenarios Report
- b) Residential Land Needs Report
- c) Employment System Report
- d) Growth Concepts Report
- e) Growth Management Plan Report
- f) Rural and Agricultural System Report
- g) Natural Heritage System Report
- h) Climate Change Mitigation and Adaptation Report

i) Implementation Tools and Aboriginal Engagement Report

The ROPR Project Team will circulate copies of the final technical reports and covering staff reports to the Steering Committee and the Technical Committee when those reports are formally submitted to Planning and Public Works Committee for presentation.

### 5.3.6 Phase 3: Regional Official Plan Amendment

#### DELIVERABLE 4: POLICY DIRECTIONS AND REGIONAL OFFICIAL PLAN AMENDMENT

**Task 4.1 Policy Directions Report** – The objective of this task is to conduct a detailed review of the ROP policies in order to incorporate the recommendations from the series of studies completed in Phase 2. To complete this objective, the following key items are required:

- a) **Prepare Policy Directions Synthesis Report:** Prepare a brief report with the key recommendations from the Phase 2 studies. This document is intended to be summary document, which lists all of the key recommendations from Phase 2.
- b) **Develop Draft Policy Directions Report:** The ROPR Project Team with input/review from participating Region staff will prepare a Draft Policy Directions Report identifying the changes/improvements/refinements needed to be made to the policies in the ROP.
- c) **Present Draft Policy Directions Report to the Technical Committee:** The draft report will be presented to the Technical Committee for review and feedback on the recommended new/updated/refined policies.
- d) **Present Draft Policy Directions Report to the Steering Committee:** The draft report will be refined based on the comments from the Technical Committee and then presented to Steering Committee for review and comments.
- e) **Refine Draft Policy Directions Report:** The draft report will be further refined to incorporate the comments from the Steering Committee.
- f) **Circulate Draft Policy Directions Report to stakeholders:** Circulate the draft report and policy recommendations to the reviewing agencies, interest groups, and stakeholders who participated in the Phase 2 consultations for the ROPR for review and comments. The draft report will also be made available to the general public via the ROPR on-line platform and social media.
- g) **Finalize the Policy Directions Report:** Taking the comments received from the Steering Committee, Technical Committee, stakeholders, reviewing agencies and the general public into consideration, the report will be finalized by the Project Team.
- h) **Planning and Public Works Committee and Council Presentations:** The key findings and recommendations from the Policy Directions Report will be presented to the Planning and Public Works Committee and then to Regional Council.

**Task 4.2 Draft Regional Official Plan Amendment** – The objective of this task is to prepare a draft ROPA to reflect the recommendations in the Policy Directions Report and to get stakeholder feedback on the draft policies. To complete this objective, the following key items are required:

- a) **Prepare the First Draft of the ROPA:** Project Team with input/review from participating Region staff will prepare a first draft of the ROPA based on the recommendations in the Policy Directions Report and feedback from the Regional Council.
- b) **Present First Draft of the ROPA to the Technical Committee:** The Draft ROPA will be presented to the Technical Committee for review and feedback.
- c) **Present First Draft of the ROPA to the Steering Committee:** The Draft ROPA will be refined based on the comments from the Technical Committee and then presented to Steering Committee for review and comments.
- d) **Refine Draft ROPA:** The Draft ROPA will be further refined to incorporate the comments from the Steering Committee.
- e) **Planning and Public Works Committee and Council Presentations:** The Draft ROPA will be presented to the Planning and Public Works Committee and then to Regional Council for discussion and authorization to take the draft to the public for informal review and comments.
- f) **Circulate Draft ROPA to reviewing agencies:** Circulate the Draft ROPA to the reviewing agencies for review and comments.
- g) **Hold Public Consultation Events to Seek Feedback on the Draft ROPA:** As per the approved Communications and Engagement Plan, hold informal engagement activities in the four Local municipalities to seek feedback from stakeholders, interest groups and the general public on the Draft ROPA. The Draft ROPA will also be made available to the general public via the ROPR on-line platform and social media.
- h) **Document Feedback on the Draft ROPA from the Public Consultations and Recommend Responses/Actions:** Prepare a detailed engagement report summarizing the stakeholder groups, interest groups and general public comments/requested changes regarding the Draft ROPA as well as the recommended responses and actions regarding those comments and requests.
- i) **Present Engagement Report and Action Plan to the Technical Committee:** The Engagement Report and Response/Action Plan will be presented to the Technical Committee for review and feedback.
- j) **Present Engagement Report and Action Plan to the Steering Committee:** The Engagement Report and Response/Action Plan will be refined based on the

comments from the Technical Committee and then presented to Steering Committee for review and comments.

- k) **Planning and Public Works Committee and Council Presentations:** The Engagement Report and Response/Action Plan will be presented to the Planning and Public Works Committee and then to Regional Council for direction to finalize the Draft ROPA for the formal review and statutory approval process.

**Task 4.3 Adoption of Regional Official Plan Amendment** – The objective of this task is preparation of the final ROPA and its adoption by Regional Council. To complete this objective, the following key items are required:

- a) **Finalize the Draft ROPA:** Revise Draft ROPA based on the directions received from Regional Council regarding the proposed responses/actions to the agency, stakeholder, interest group and public comments laid out in the Response/Action Plan Report prepared by the ROPR Project Team.
- b) **Present the Draft Final ROPA to the Technical Committee:** The Draft Final ROPA will be presented to the Technical Committee for review and feedback.
- c) **Present the Draft Final ROPA to the Steering Committee:** The Draft Final ROPA will be refined based on the comments from the Technical Committee and then presented to Steering Committee for review and comments.
- d) **Finalize the ROPA for Formal Public Consultation:** The Draft Final ROPA will be further refined to incorporate the comments from the Steering Committee in preparation for the statutory public meeting and Regional Council adoption process.
- e) **Undertake ROPA Consultation:** The Draft Final ROPA will be made available for review and comments as per the requirements in the *Planning Act*.
- f) **Conduct a Telephone Town Hall:** Conduct a Telephone Town Hall to present the Draft Final ROPA and gather feedback from the audience.
- g) **Prepare the ROPA Consultation Report and Response/Action:** A consultation report will be prepared by the Project Team summarizing the feedback received on the ROPA and to identify any final actions and changes to the ROPA in response to the consultation.
- h) **Present the Draft Final ROPA, Consultation Report and Action Plan to the Technical Committee:** The Draft Final ROPA, Consultation Report and Action Plan will be presented to the Technical Committee for review and feedback.
- i) **Present the Draft Final ROPA, Consultation Report and Action Plan to the Steering Committee:** The Draft Final ROPA, Consultation Report and Action Plan will be presented to the Steering Committee for review and comments.
- j) **Planning and Public Works Committee and Council Presentations:** The Draft Final ROPA, Consultation Report and Response/Action Plan will be presented to the Planning

and Public Works Committee and then to Regional Council for authorization to hold the statutory public meeting for the ROPA under the Planning Act.

- k) **Hold the Statutory Public Meeting:** The Region will hold a Statutory Public Meeting under the *Planning Act* to present the Draft Final ROPA. The Project Team will present the ROPA to the public for formal comments.
- l) **Regional Council Adoption of the ROPA:** Regional Council will adopt the ROPA.
- m) **Formally Submit Adopted ROPA to MMAH for Approval:** Submit adopted ROPA to the Ministry of Municipal Affairs and Housing for approval under the Planning Act. The adopted ROPA will be made available to the general public via the ROPR on-line platform and social media.

#### DELIVERABLE 5: PHASE 3 STAFF REPORTS

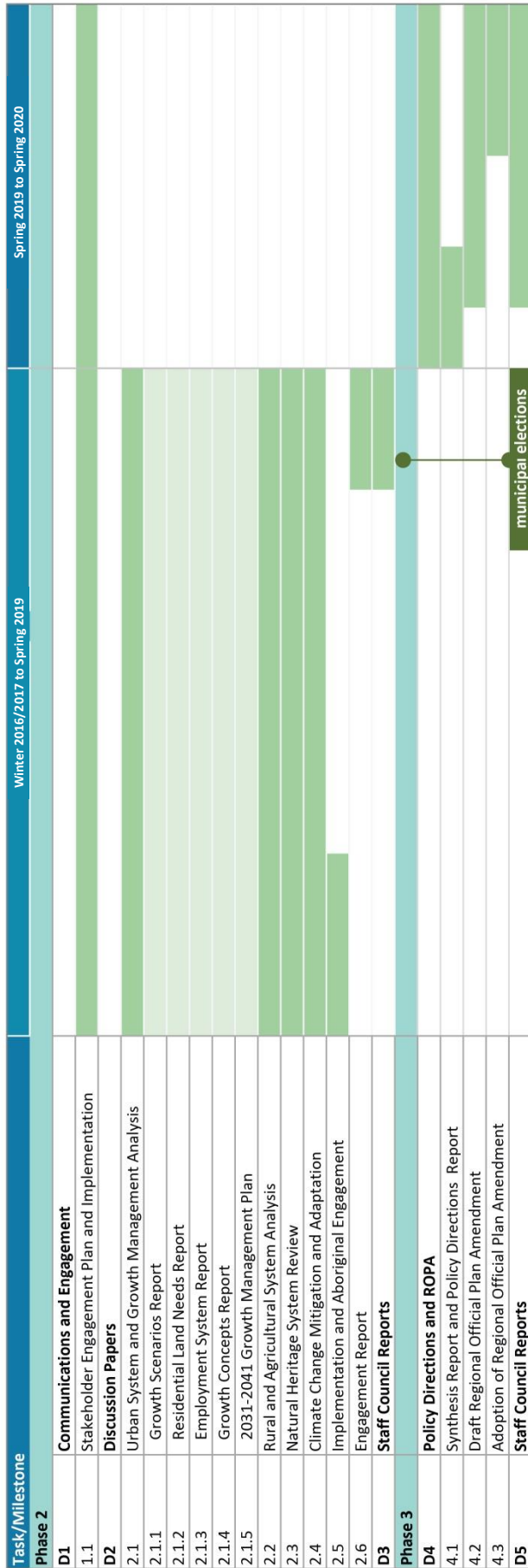
**Task 5.1 Phase 3 Staff Reports** – Staff will prepare reports to Council at the key decision-making points in Phase 3 of the ROPR, including when presenting and discussing the following:

- a) Policy Directions Report
- b) Draft ROPA
- c) Draft Final ROPA

#### 5.3.7 Phases 2 and 3 Schematic Schedule

The schematic schedule for Phases 2 and 3 of the ROPR is presented on the following Figure 5.3.

Figure 5.3: Schematic Schedule









# APPENDIX A

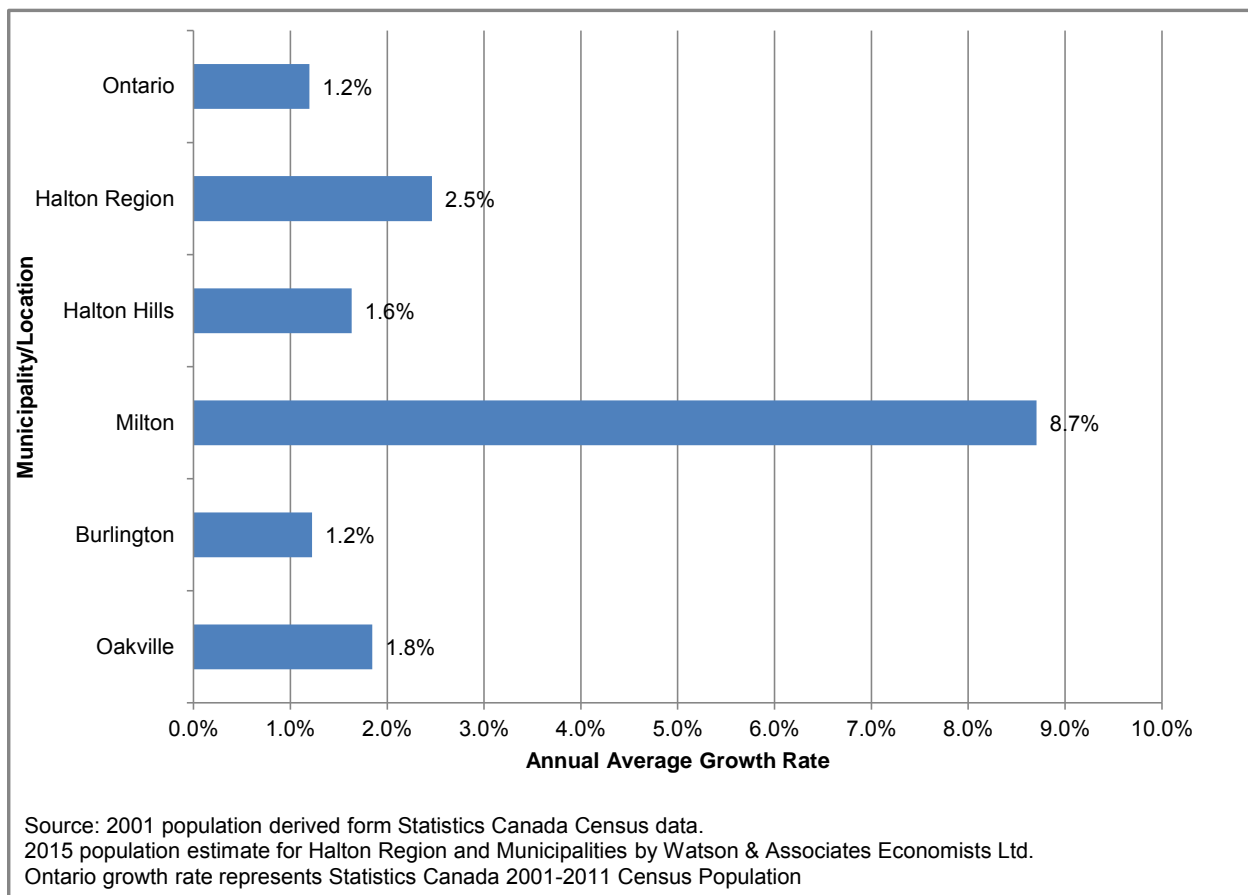
*Demographics and Land Economics  
Assessment – Supplementary  
Information*

# Demographics and Land Economics Assessment – Supplementary Information

## HISTORICAL POPULATION GROWTH

- Figure A.1 summarizes historical population growth rates for Halton between 2001 and 2015 by lower-tier municipality.
- While all of Halton’s local municipalities have experienced strong population growth since 2001, growth rates have been particularly strong within the Town of Milton with an annual average population growth rate of 8.7% per year.

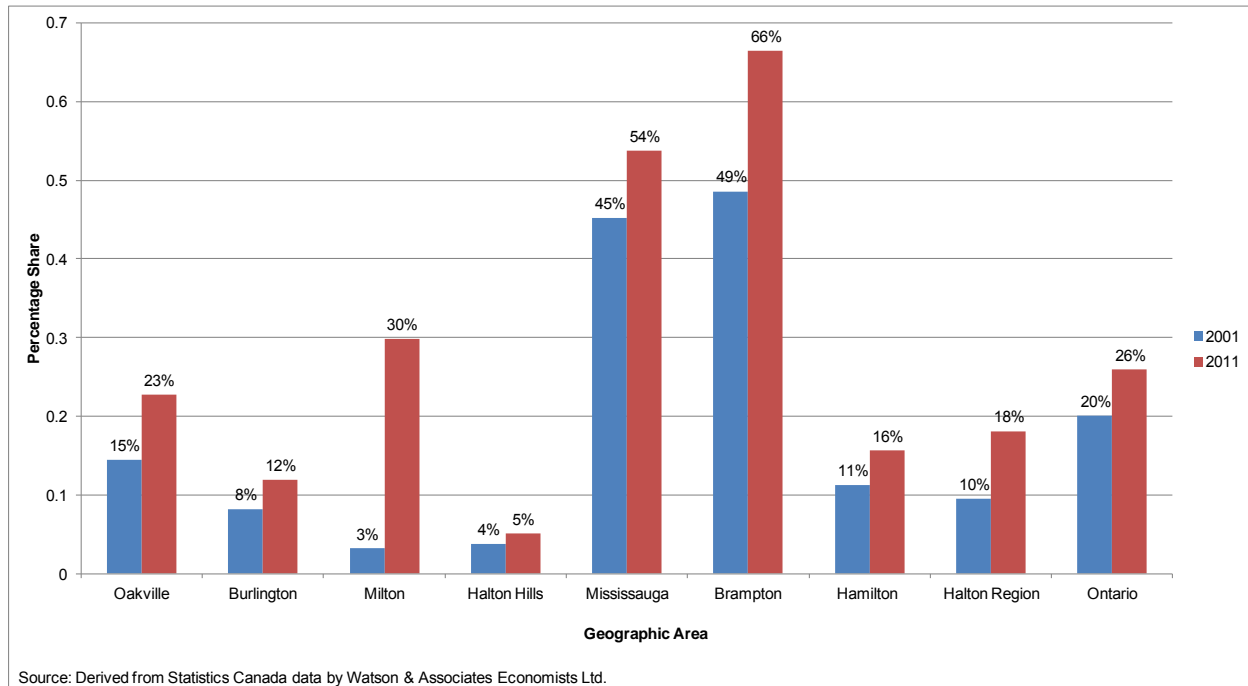
Figure A.1: Historical Population Growth Rates in Halton, 2001-2015



## ETHNICITY

- Figure A.2 identifies that the percentage of visible minorities doubled in Halton Region between 2001 and 2011.

Figure A.2: Percentage Share of Visible Minorities in Halton Region and Select GTHA Municipalities



## HOUSING OCCUPANCY TRENDS

- Figures A.3, A.4, and A.5 summarize the average PPU for newer<sup>8</sup> low-, medium- and high-density dwellings constructed within Halton Region and select municipalities within the surrounding area in accordance with 2006 and 2011 Statistics Canada Census data. The results indicate:
  - As of 2011, the average PPU for new low-density dwellings in Halton Region was 3.45, in contrast to 2.80 for all occupied dwellings in Halton Region;<sup>9</sup>
  - The average PPU as of 2011 for new low-density units is highest in the Town of Oakville (3.57) and lowest for the City of Burlington (3.20);
  - Relative to other surrounding large municipalities, average new unit PPU levels in Halton Region are slightly higher than the City of Hamilton, but well below the City of Brampton and the City of Mississauga;

<sup>8</sup> Dwelling units 15 years of age or newer at the time of the Census.

<sup>9</sup> PPU figures exclude net Census undercount.

- Over the 2006 to 2011 Census period, average new low-density unit PPU levels increased for all Halton Region municipalities except for the City of Burlington. This increase was most pronounced for the Town of Milton;
- As experienced in other areas of the GTHA, this increasing PPU trend in low-density dwellings is believed to be partially driven by an increase in multi-family (multi-generational) living;
- Relative to new low-density units, average PPU levels did not rise as significantly for medium-density dwellings; and
- In contrast to low- and medium-density dwellings, average PPU levels for new high-density dwellings declined between 2006 and 2011.

**Figure A.3: Comparative Low-Density PPU for Newer Dwellings in Select GTHA Municipalities**

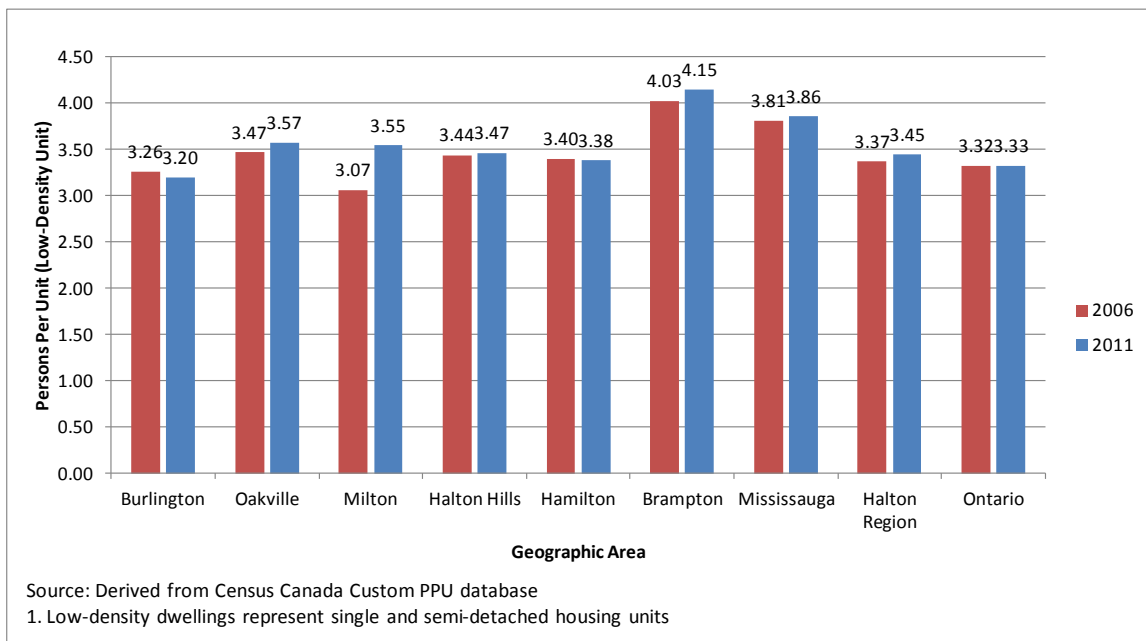


Figure A.4: Comparative Medium-Density PPU for Newer Dwellings in Select GTHA Municipalities

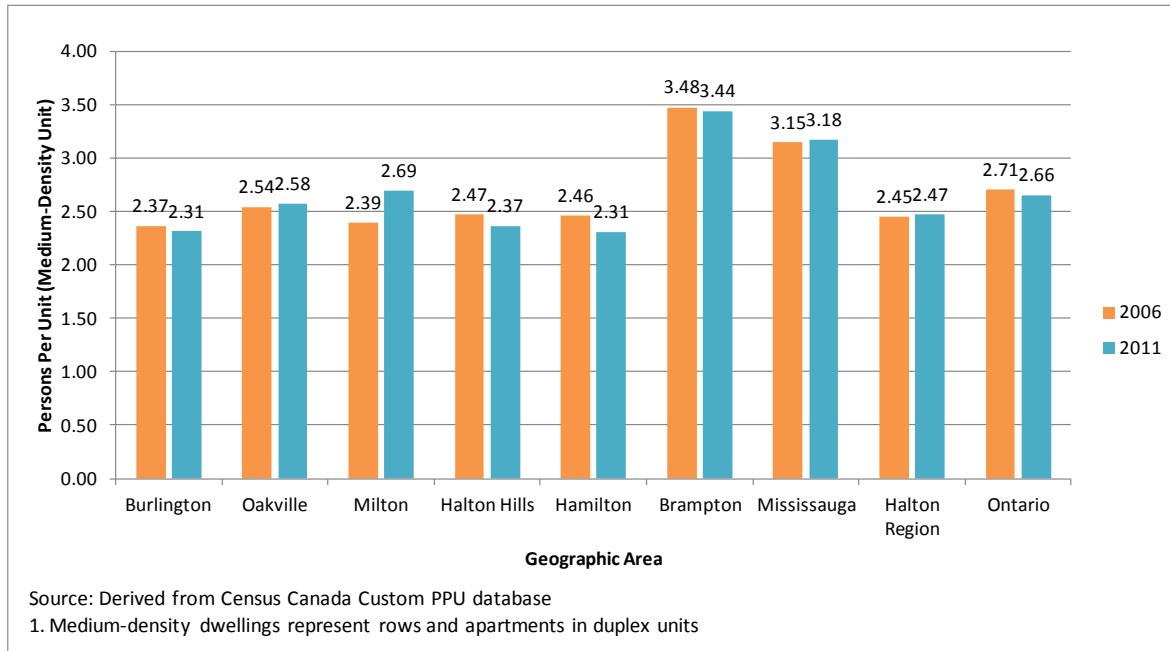
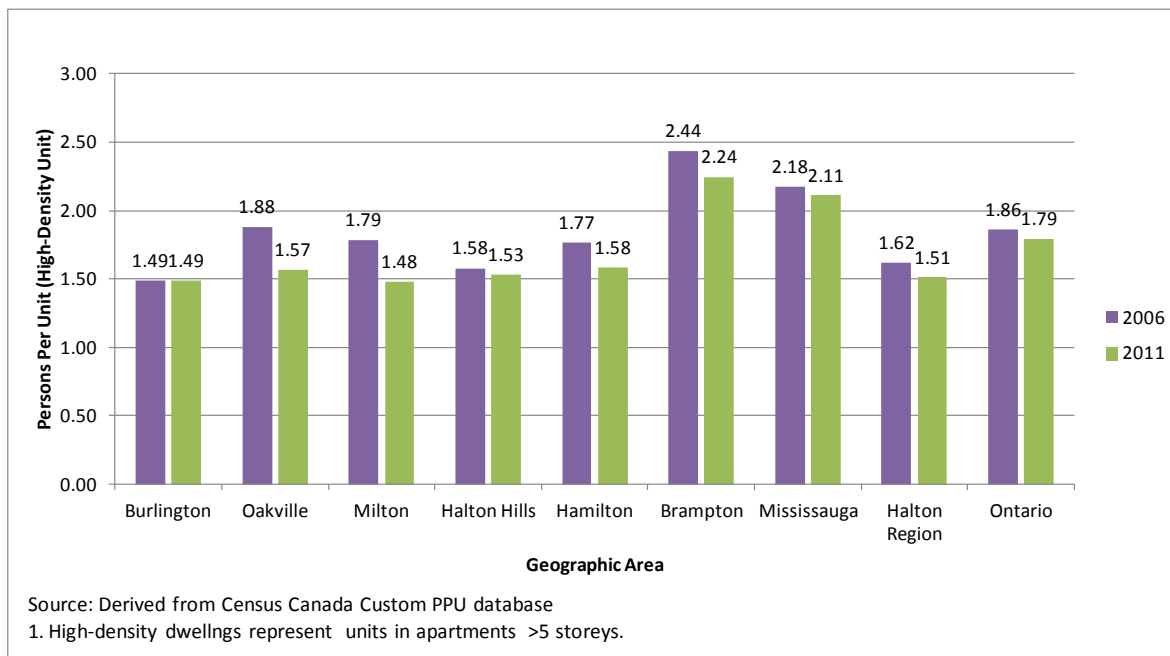


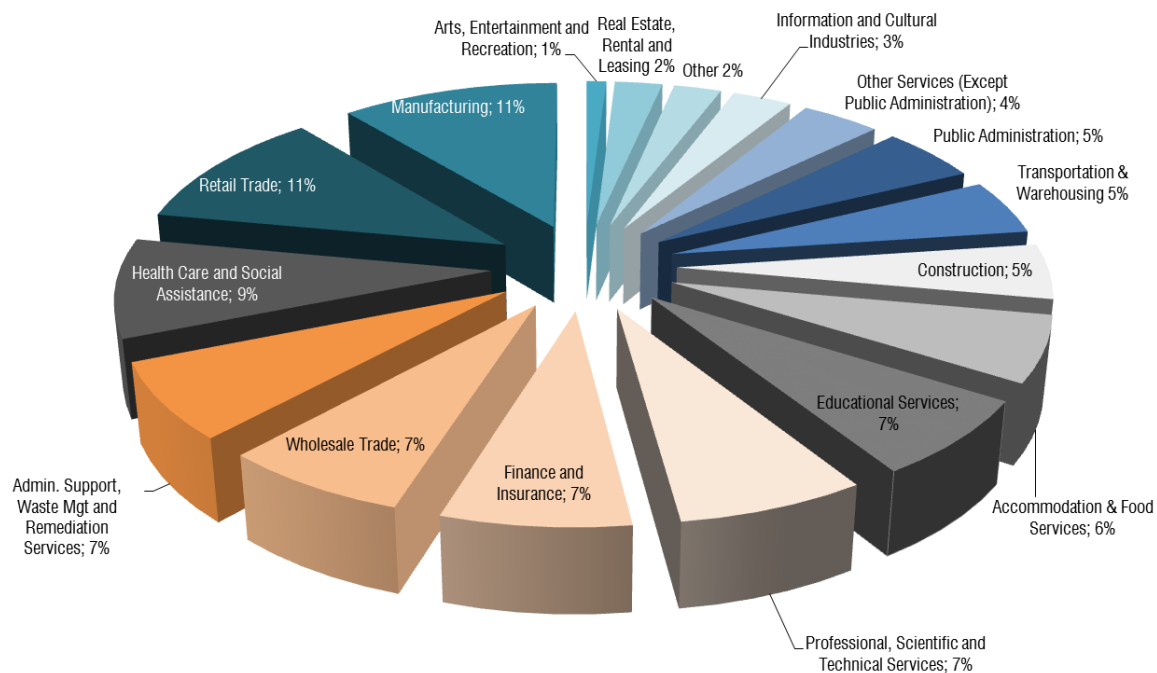
Figure A.5: Comparative High-Density PPU for Newer Dwellings in Select GTHA Municipalities



## GTHA EMPLOYMENT BASE

- Similar to the Province as a whole, the GTHA employment base is highly diverse but also steadily shifting towards the service sector.
- Figure A.6 summarizes the existing composition of the GTHA employment base as of 2014. Manufacturing remains one of the GTHA's largest employment sectors, accounting for 11% of total employment.
- Next to manufacturing, the GTHA's largest employment sectors are in the service sector (based on employment). This includes retail trade, health care and social assistance, educational services, professional, scientific and technical services (PSTS) and finance and insurance.
- The GTHA also has significant employment in a number of industrial sectors including wholesale trade, transportation and warehousing and construction.

Figure A.6: GTHA Employment by Sector, 2014



- Many of the future growth industries within the GTHA service sector are “knowledge-based,” which are largely being accommodated within office developments typically located within prestige employment areas (i.e. business parks).
- Strong population growth across the GTHA has also fueled steady growth in population-related employment sectors including retail and accommodation and food services. Lastly, a gradual rebound in residential and non-residential development activity since 2010 has supported steady employment growth in the construction sector.

- The GTHA has also experienced significant employment growth in the goods movement sector (transportation and warehousing and wholesale trade ) over the past decade.

### GTHA TRENDS IN INDUSTRIAL/OFFICE DEVELOPMENT ACTIVITY

- Over the past five years, industrial development has been largely oriented to large-scale industrial buildings housing wholesale trade, transportation/warehousing and multi-tenant industrial condominiums, accommodating a range of industrial and non-industrial uses.
- Figure A.7 summarizes new industrial building completions in the GTHA during the 2006-2014 period, expressed in gross floor area (GFA). As illustrated, the GTHA experienced significant growth in industrial development between 2006 and 2009, peaking at 814,000 sq. m. (8.8 million sq.ft.) in 2008. With the onset of the 2008/2009 global economic recession, development activity dropped sharply in 2009 to 461,000 sq. m. (5.0 million sq.ft.) and declined further in 2010 to 128,000 sq. m. (1.4 million sq.ft.).
- Since bottoming out in 2010, the GTHA industrial sector has been gradually rebounding; however, recent industrial development activity (2011 to 2014) remains below pre-recession levels. Coinciding with the increase in industrial development activity since 2010, vacancy rates have declined gradually and net market rents have risen, albeit at a marginal rate.
- Over the 2006-2014 period, Halton accounted for 21% of industrial development activity, followed by York Region (16%), City of Toronto (6%), Durham Region (4%) and the City of Hamilton (5%). The majority of recent industrial development in the GTHA has been focused largely along the Highway 401 corridor in Mississauga, Brampton and Milton, and in the Highway 400/407 area of Vaughan.
- Figure A.8 summarizes new office building completions (expressed in GFA) in the GTHA during the 2006-2014 period.<sup>10</sup> As shown, office development has exhibited strong growth since 2006.<sup>11</sup> Since 2006, Halton has accounted for approximately 12% of new office construction within the GTHA, which has been primarily concentrated along the QEW corridor in the Town of Oakville and the City of Burlington.

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<sup>10</sup> Excludes City of Hamilton for which data was unavailable.

<sup>11</sup> The significant amount of office development in 2009 (compared to other years) is largely attributed to two large-scale office towers (over 93,000 sq. m. each) developed in the Toronto core.

Figure A.7: Industrial Development within the GTHA (GFA), 2006-2014

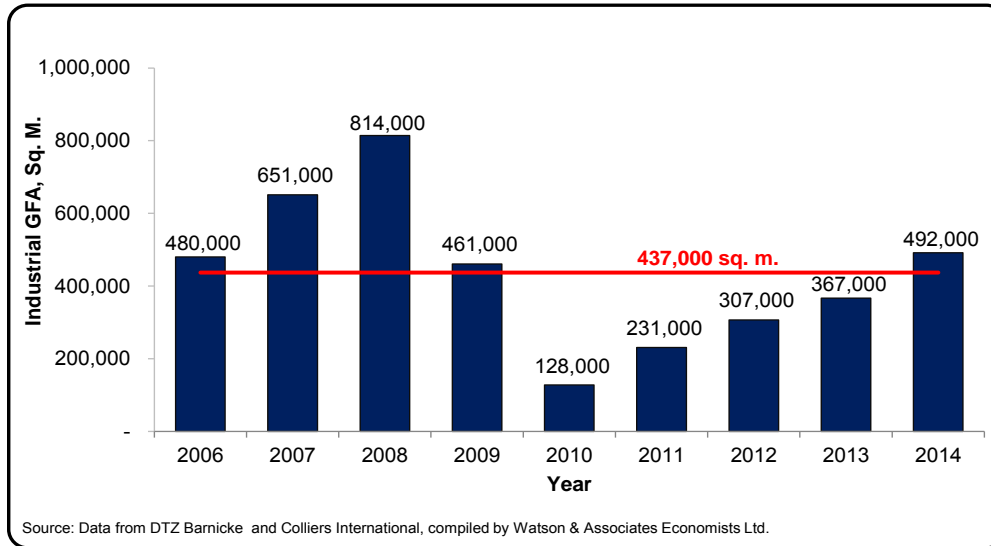
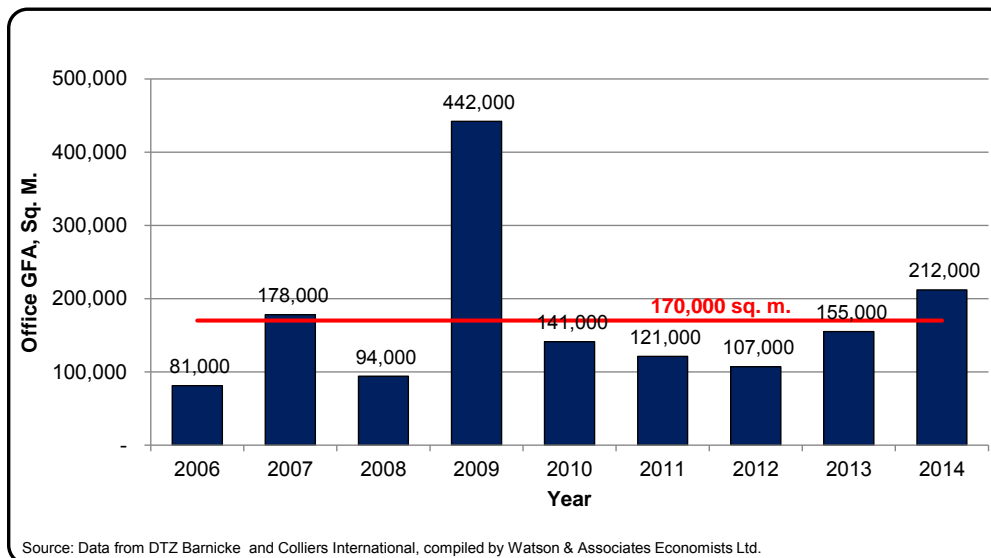


Figure A.8: Office Development within the GTHA (GFA), 2006-2014



- GTHA Trends in Industrial/Office Development Activity
- Location Quotients (LQs) are a commonly used tool in regional economic analysis to identify and assess the relative strength of industry clusters.<sup>12</sup> They assess the

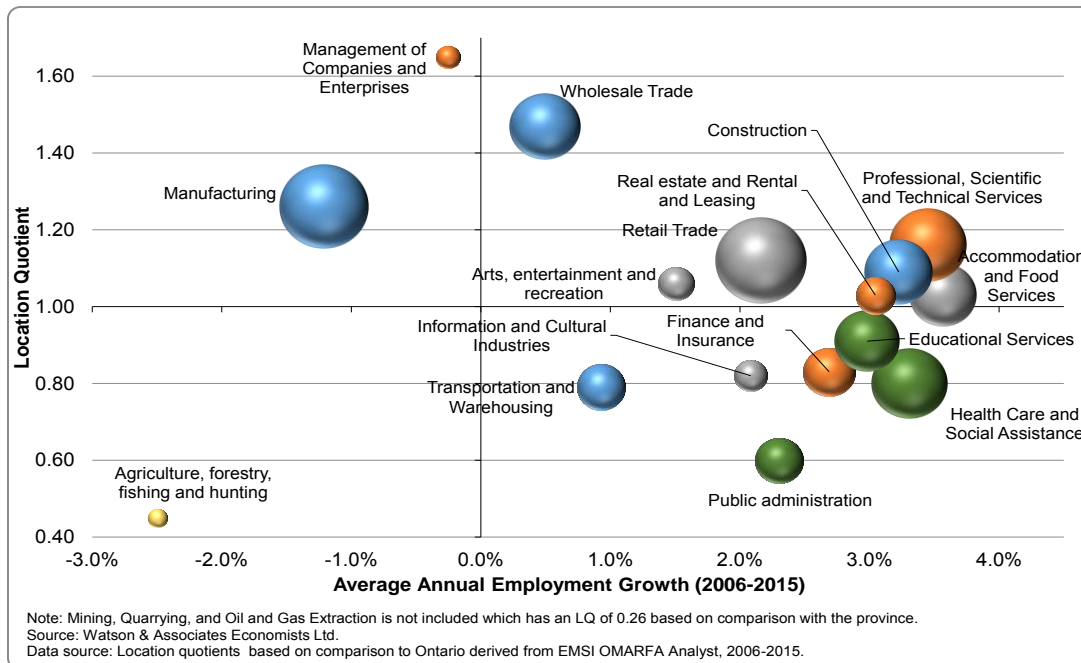
<sup>12</sup> The LQ for a given municipality or local geographic area is calculated by dividing the percentage of total local employment by sector, with the percentage of total broader employment base by sector. An employment cluster is defined as a set of inter-linked private sector industries and public sector institutions, whose final production reaches markets outside the region. Thus, the cluster approach to economic development reflects in some way a more traditional focus on the export base of a region.



concentration of economic activities within a smaller area relative to the overarching region in which it resides.

- Employment sectors with a relatively high LQ generally serve both the local population base as well as employment markets which extend beyond the boundaries of the municipality.
- Figure A.9 summarizes the relative concentration and rate of growth over the past ten years for employment growth for Halton's key industry clusters.

**Figure A.9: Region of Halton Industry Cluster and Growth Matrix**



- Halton's strong employment growth sectors include manufacturing, wholesale trade, and construction. While employment levels within the manufacturing sector have declined since 2006, the construction sector is steadily expanding. Established and emerging industry clusters in Halton include knowledge-based sectors.
- The professional, scientific and technical services sector is highly concentrated relative to the Province and is rapidly growing.
- Other emerging knowledge-based clusters, including finance and insurance, real estate, education services, health care and social assistance, information and culture, arts, entertainment and recreation.
- These sectors have experienced strong employment growth within the Region over the past ten year. The retail and accommodation and food sectors are also large, heavily concentrated and steadily growing across Halton.
- Industry cluster trends at the local municipal level mirror the Region in many ways. Each of Halton's local municipalities has a strong manufacturing presence;

however, employment levels have recently declined (to varying degrees) in each of the local municipalities.

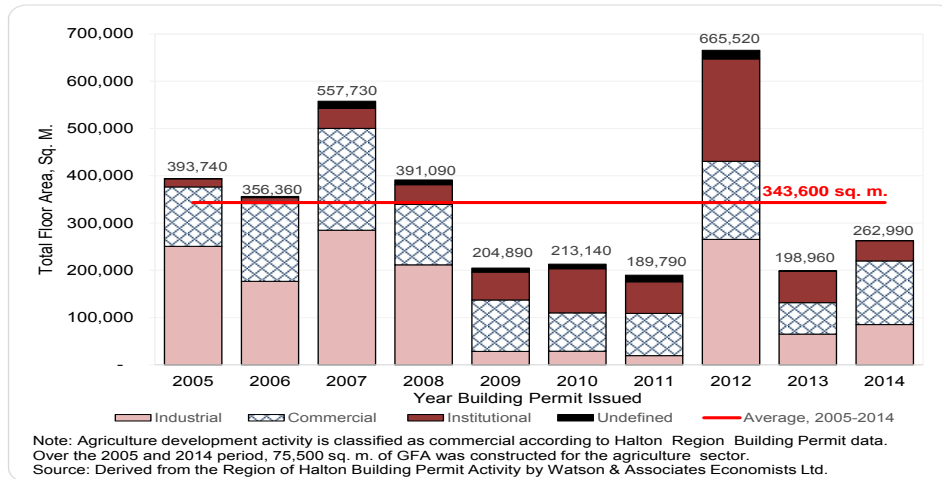
- In South Halton, recent employment growth has been largely concentrated in knowledge-based sectors as well as retail trade and construction. In North Halton, recent employment growth has been concentrated in warehousing and transportation and storage, largely in the Town of Milton. Milton has also experienced steady employment growth in the construction and retail sectors.
- While neither Milton nor Halton Hills have a strong presence related to knowledge-based industry clusters, several emerging sectors within this broad industry cluster have shown strong employment over the past ten years, including finance and insurance, professional, scientific and technical services, health care and social services and educational services.
- Non-Residential Development Trends in Halton Region
- Figure A.10 summarizes recent non-residential building permit activity for the Region of Halton between 2005 and 2014. Over this time period, the Region has averaged approximately 343,600 sq. m. (3.7 million sq.ft.) in total gross floor area (GFA) including both new construction and expansions.
- Over this time period, new construction accounted for the bulk of this activity (86%). In terms of new GFA by sector over the 2005-2014 period, the industrial sector comprised 41% of the GFA, followed by commercial (37%) and institutional (19%).<sup>13</sup>
- With the onset of the 2008/2009 global economic downturn, development activity dropped sharply in the industrial sector between 2009 and 2011. As previously discussed, similar trends were also experienced for the GTHA as a whole. Since 2011, the industrial sector in Halton has shown modest signs of recovery; however, recent development remains below pre-recession levels.
- Non-residential development activity (GFA) over the 2005-2014 period is summarized between North and South Halton in Figure A.11. During this time period, North Halton accounted for 68% of industrial GFA, while the South Halton Area accounted for 67% and 62% commercial and institutional development in the Region, respectively.
- Large-scale industrial buildings within the wholesale trade and transportation/warehousing sectors, particularly in North Halton along the Highway 401 corridor, have accounted for nearly two-thirds (65%) of the industrial GFA constructed in Halton Region over the past five years. Major warehousing and distribution centres constructed in the North Halton Area in the past five years include the Target Retail Distribution Centre (125,590 sq.m.) and the Lowe's Companies Inc. Retail Distribution Centre (58,990 sq.m.). Since the exit of Target in Canada, Lowe's Companies Inc. has

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<sup>13</sup> 2% of Total Gross Floor Area is undefined by the Region of Halton.

purchased the Target Retail Distribution Centre in Milton. Plans for the existing Lowe’s facility of 58,990 sq. m. in Milton is unknown.

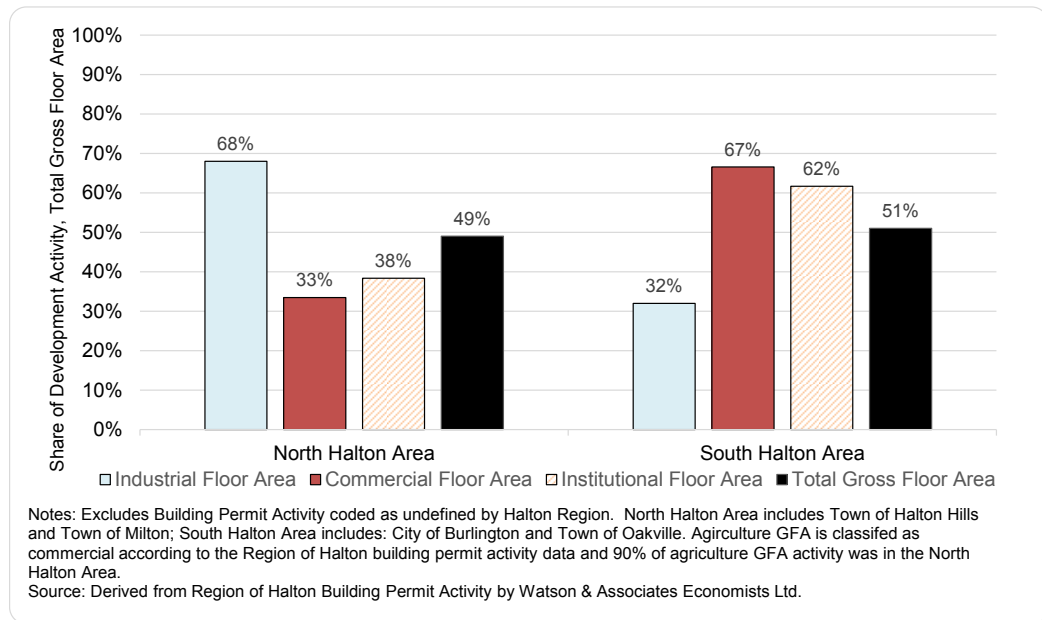
**Figure A.10: Non-Residential Development in Halton, Gross Floor Area 2006-2014**



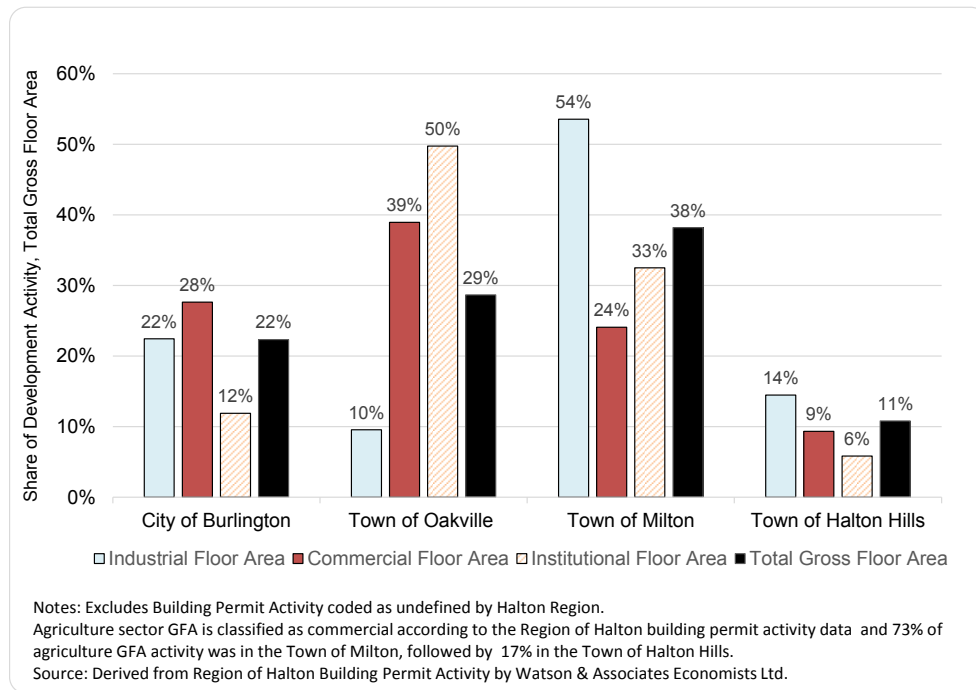
- As summarized in Figure A.12, the Town of Oakville has accounted for the largest share of commercial and institutional development activity. Half of the institutional GFA in Halton Region has occurred in the Town of Oakville, largely a result of the new hospital development underway in North Oakville. Recently, commercial development in Oakville has been largely attributed towards the office sector. Over the past five years, 27 building permits have been issued for major office developments (greater than 1,856 sq. m. (20,000 sq.ft.))<sup>14</sup> in Halton Region, totalling 154,120 sq. m. (1.66 million sq.ft.), of which 82% has been accommodated in the Town of Oakville.

<sup>14</sup> This definition is consistent with the Greater Golden Horseshoe Growth Forecast to 2041 Technical Report, November, 2012, pg. 30. It is noted that this definition is from the Growth Plan definition of Major Office which is free-standing buildings of either 10,000 sq. m. or more or with 500 or more employees.

**Figure A.11: Share of Non-Residential Development Activity – South Halton and North Halton, Total Gross Floor Area, 2005-2014**



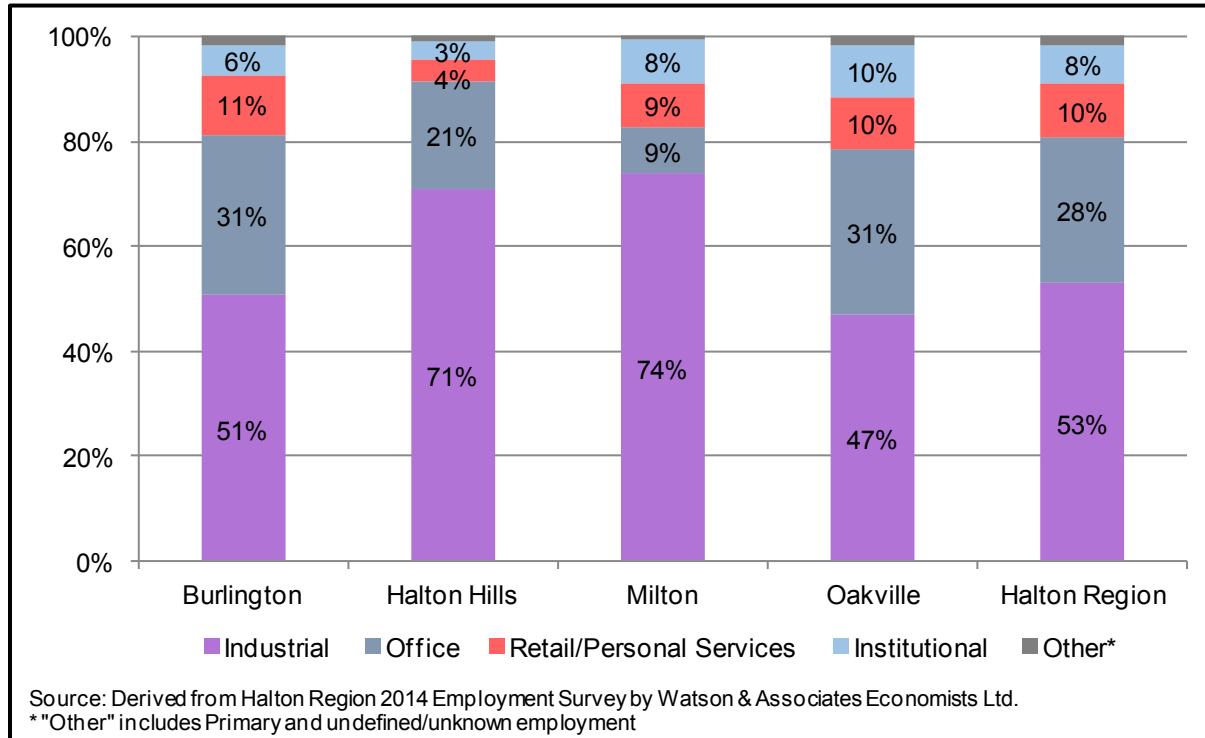
**Figure A.12: Share of Non-Residential Development Activity by Local Municipality, Total Gross Floor Area, 2005-2014**



## EXISTING CONDITIONS AND TRENDS ON EMPLOYMENT LANDS IN HALTON

- The following summary of existing conditions and trends on employment lands in Halton Region provided in this section has been largely derived from the Halton Region 2014 Employment Survey. A few general observations are as follows:
  - Existing developed and designated employment lands in Halton Region accommodate approximately 107,600 jobs, representing 49% of the Region's employment base. Approximately 77% (82,500) of employment on employment lands in Halton Region is located in South Halton;
  - The share of total employment on employment lands is highest in Oakville and Burlington at 55% and 51%, respectively. In comparison, the share of employment on employment lands in North Halton is notably lower at 41% in Milton and 31% in Halton Hills;
  - Employment Lands Employment and Major Office employment on employment lands accounted for 79% (84,800 jobs) and 21% (22,800 jobs) of the Region's employment base on employment lands, respectively; and
  - The share of Major Office employment on employment lands is greatest in Oakville and Burlington (24% and 25%, respectively) and is significantly lower in Milton (8%). Halton Hills has no Major Office employment on employment lands. The vast majority of Region-wide Major Office employment on employment lands is accommodated on employment lands (85% of total major office employment).
- Figure A.13 summarizes the composition of employment on employment lands in Halton Region by major sector, including industrial, office, retail/personal services and institutional, by local municipality. Key observations include:
  - Employment on employment lands in Halton Region is largely comprised of industrial uses at 53% of total employment. The share of industrial employment on employment lands is highest in Milton and Halton Hills (74% and 71%, respectively) and lowest in Burlington and Oakville (51% and 47%, respectively);
  - Employment Areas in Halton Region also contain a significant share of office employment. This sector represents approximately 28% of total employment on employment lands. Office-based employment as a share of total employment on employment lands is concentrated in Burlington and Oakville; and
  - To a lesser extent, retail/personal service uses (largely accessory or ancillary retail) and institutional uses are also found in Employment Areas. Retail/personal service and institutional employment accounts for 10% and 8% of employment on employment lands, respectively.

Figure A.13: Employment on Employment Lands by Major Sector, 2014



- Figure A.14 provides a more detailed breakdown of the composition of employment on employment lands by sub-sector in Halton Region. Figure D.15 summarizes the predominant sub-sectors on employment lands by local municipality. Key observations include:
  - The manufacturing sector represents the largest sector on employment lands in Halton Region accounting for 27% of total employment on employment lands. This is followed by professional, scientific and technical services (12%), wholesale trade (11%) transportation and warehousing (8%) and construction (5%), while the remaining employment base on employment lands is largely in other service-oriented sectors;
  - Employment in the manufacturing sector accounts for roughly a quarter of employment on employment lands in all area municipalities, except in Halton Hills where it represents a much greater share (39%);
  - Employment in professional, scientific and technical services on employment lands is concentrated in South Halton and has a limited presence in North Halton;
  - Employment in wholesale trade is concentrated in Milton, where it accounts for nearly a quarter of employment on employment lands; and

- Employment on employment lands in the transportation and warehousing sector is well represented in North Halton; however, its share in South Halton is more limited.

**Figure A.14: Halton Region Employment on Employment Lands by Sector, 2014**

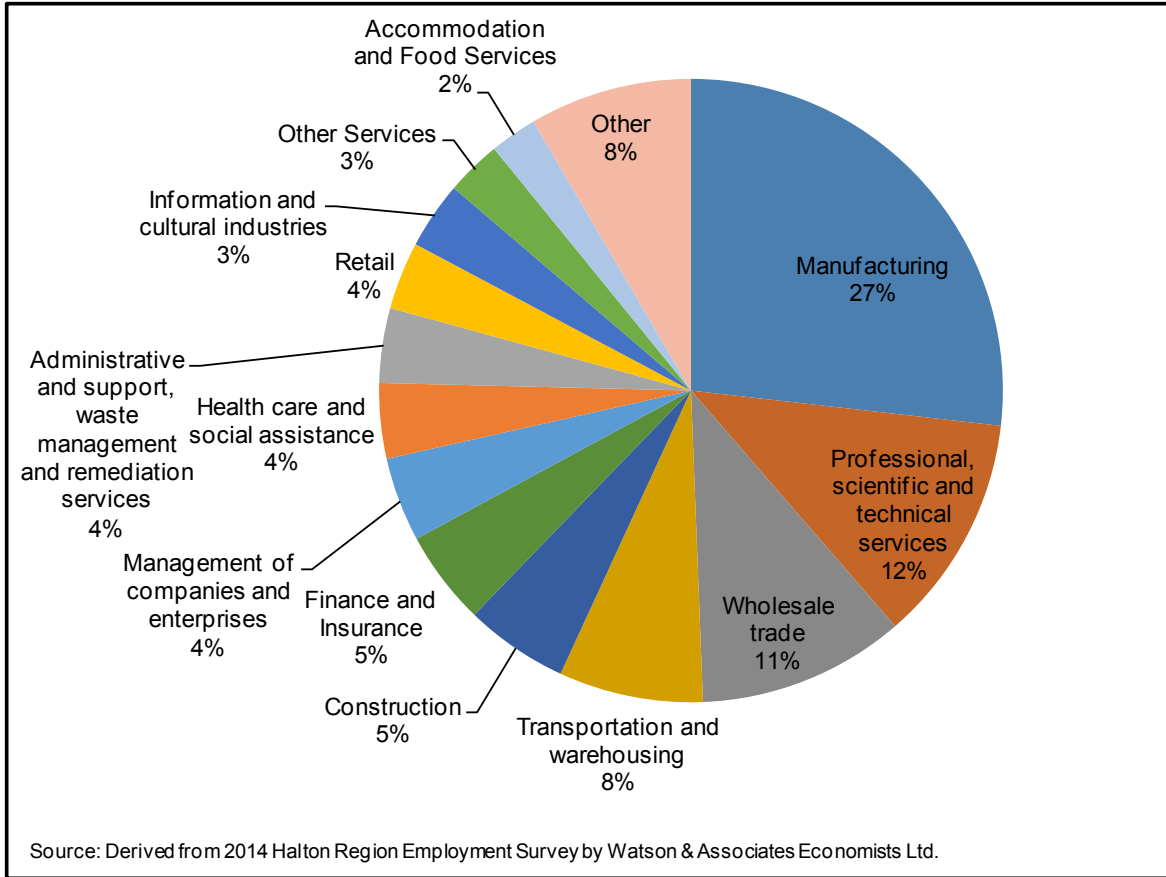
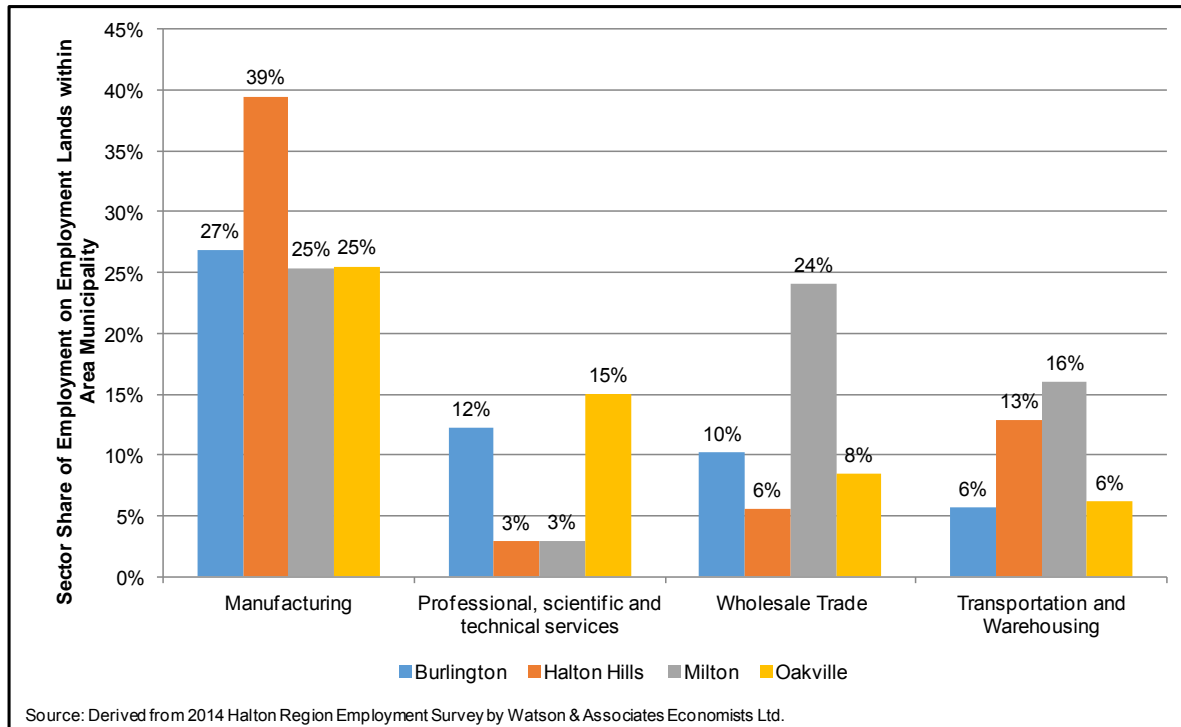


Figure A.15: Area Municipality Share of Employment on Employment Lands by Select Sector, 2014



- On-Site vs. Off-Site Employment on Employment Lands in Halton Region
- A total of 85% of employment on employment lands is categorized as on-site employment, while 15% is categorized as off-site. The share of off-site employment is highest in the institutional sector, where it accounts for 26% of total employment.
- This is compared to 16% in the industrial sector (largely in the construction and goods movement sector), 13% in the office sector and 3% in retail/personal services. Understanding this trend is important because it influences forecast building GFA and land requirements associated with employment growth.

### TRENDS IN NON-RESIDENTIAL DEVELOPMENT ACTIVITY ON EMPLOYMENT LANDS

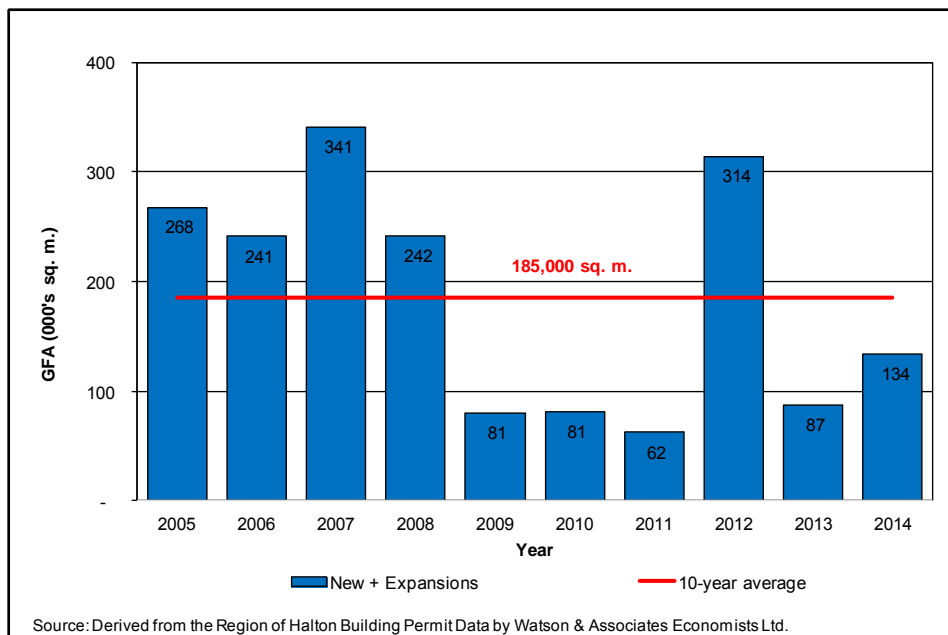
Figure A.16 summarizes building construction (new and expansions) on employment lands in Halton Region between 2005 and 2014, expressed in GFA. Figure A.17 summarizes the location of this development activity on employment lands by local municipality during the same time period. Over the past 10 years:

- Halton has averaged approximately 185,800 sq. m. (2.0 million sq.ft.) of building activity on employment lands annually;
- Since 2010, development activity has remained below the ten-year historical average, with the exception of 2012;



- Over the past decade, Milton has accounted for the largest share of development activity on employment lands in the Region. Between 2005-2009 and 2010-2014, Milton’s percentage of Region-wide development activity on employment lands increased from 41% to 49%;
- Over the same period, Oakville’s share of development activity also increased from 21% to 26% and Burlington’s share of development activity declined from 27% to 15%. Halton Hills also saw a moderate decline in share during the period;
- All local municipalities experienced a decline in absolute levels of development activity on employment from the 2005-2009 to 2010-2014 period but this decline was most pronounced in Burlington and Halton Hills; and
- Over the past decade, the geographic distribution of industrial development has shifted from South Halton to North Halton; however, this decline was partially offset by an increase in the share of commercial and institutional development.

Figure A.16: Halton Region Development Activity (GFA) on Employment Lands, 2005-2014



**Figure A.17: Halton Region Development Activity on Employment Lands by Local Municipality, 2005-2014**

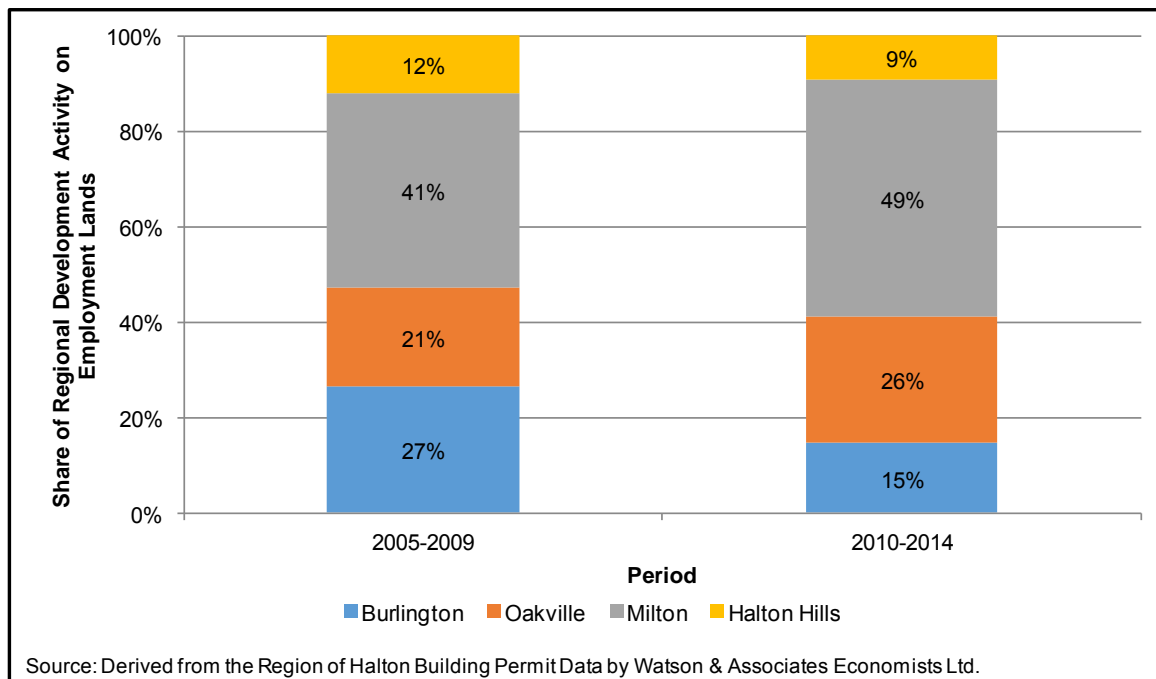
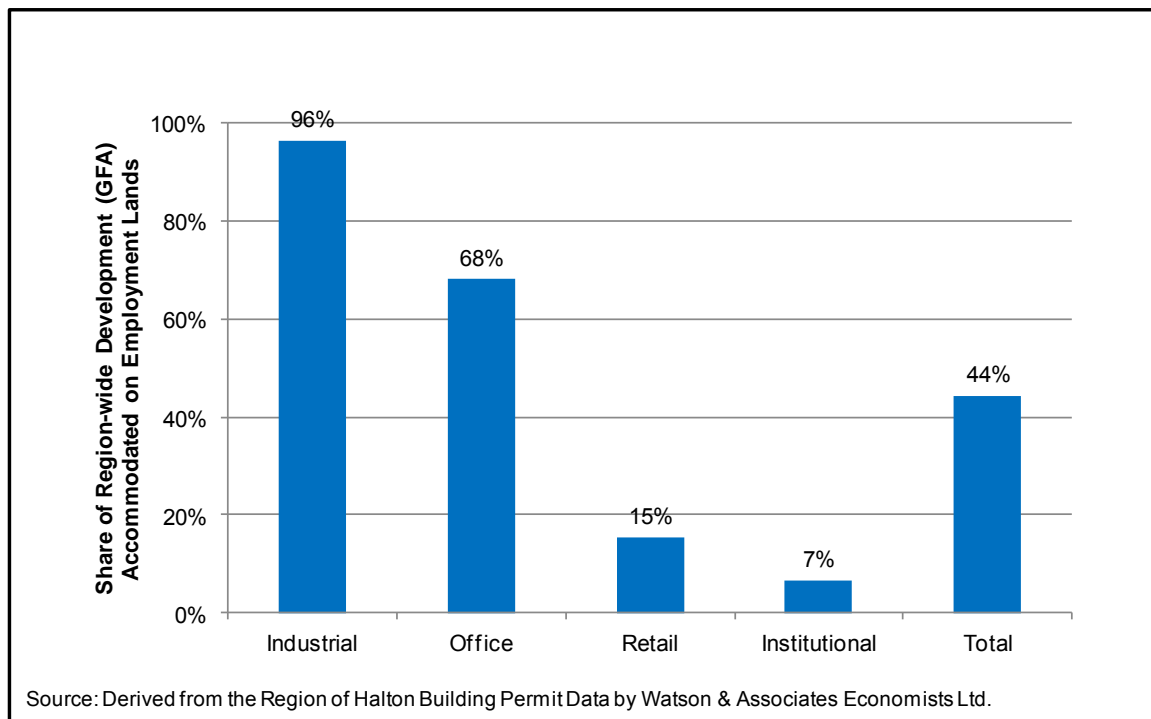


Figure A.18 summarizes the share of total employment by major sector in employment lands over the 2010-2014 period. Over the past 5 years:

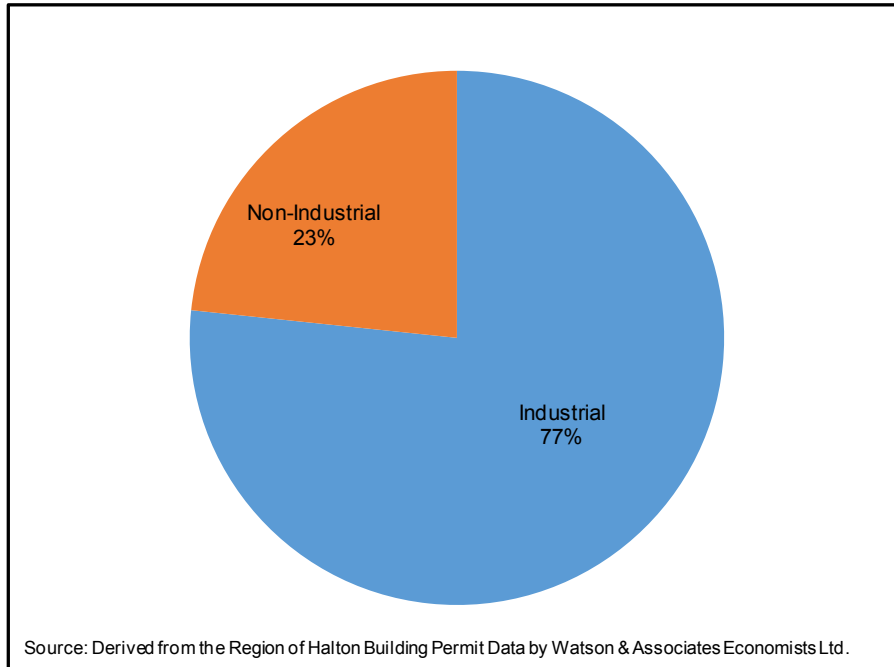
- 44% of non-residential GFA in Halton Region has been accommodated on employment lands, including 96% industrial, 68% office, 15% retail and 7% of institutional;
- New building construction has accounted for 86% of total GFA on employment lands over the past decade, compared to 14% for expansions; and
- 15% of GFA has occurred on already-occupied employment lands, suggesting that a modest degree of intensification is occurring. Intensification on employment lands has been occurring in both South and North Halton at relatively comparable levels.

**Figure A.18: Halton Region Share of Total Development Activity on Employment Lands by Major Sector, 2010-2014**

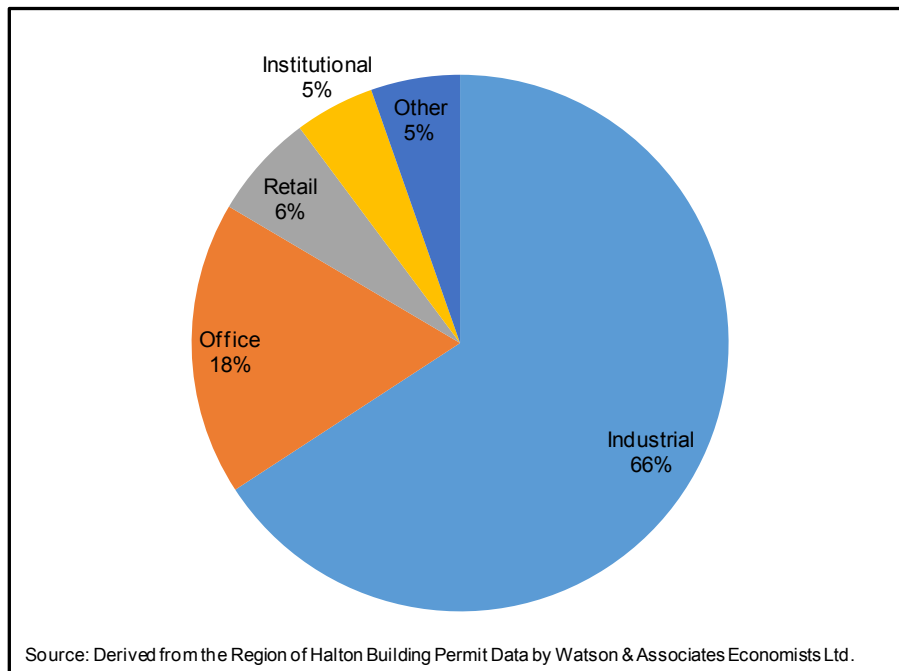


Development activity on employment lands is steadily shifting from industrial to office sectors led by South Halton. Figure A.19 and Figure A.20 summarize recent development activity on employment lands in Halton Region by major sector between 2005 to 2009 and 2010 to 2014. Over the period, the share of industrial development activity on employment lands has decreased from 77% to 66%, while the share of employment in the non-industrial sector has increased from 23% to 34%.

**Figure A.19: Halton Region Development Activity on Employment Lands by Major Sector, 2005-2009**



**Figure A.20: Halton Region Development Activity on Employment Lands by Major Sector, 2010-2014**

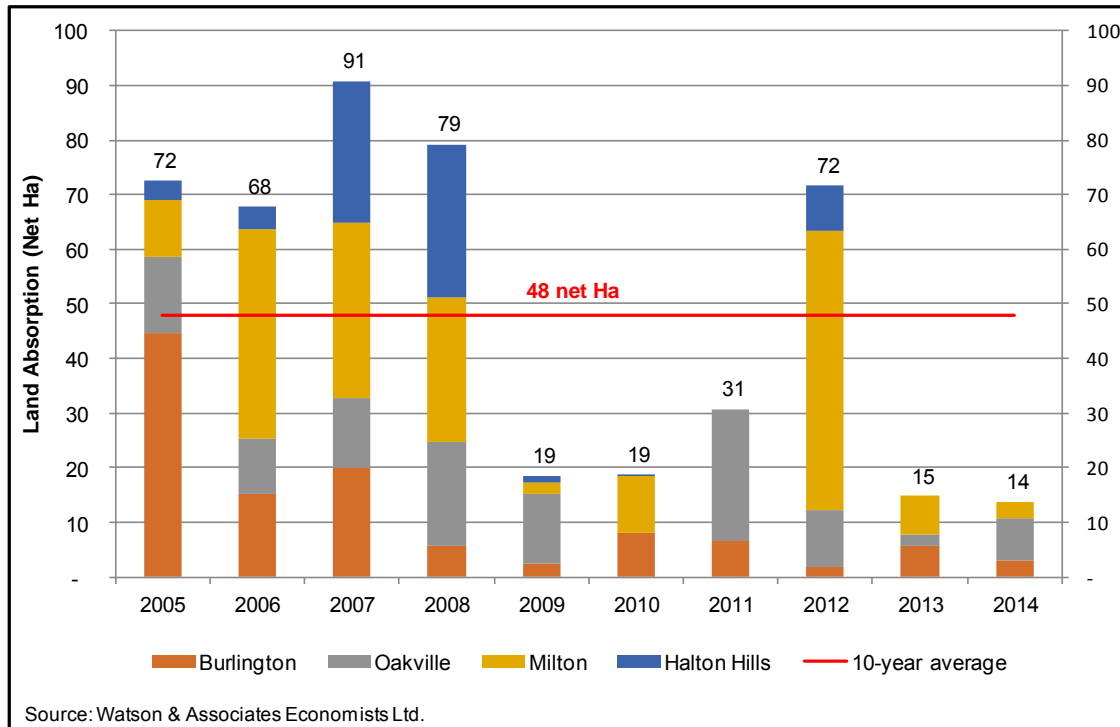


## TRENDS IN EMPLOYMENT LANDS ABSORPTION

Figure A.21 summarizes average land absorption levels on employment lands in Halton Region between 2005 and 2014. During this time period:

- Employment land absorption levels averaged approximately 48 net ha per year;
- Annual employment lands absorption has fluctuated widely, characterized by strong absorption levels over the 2005-2008 period, followed by a significant slowdown over the 2009-2011 period during the global economic downturn, a strong rebound in 2012 and relatively low absorption levels in 2013 and 2014;
- 38% of Region-wide employment land absorption has been in Milton followed by Burlington (24%), Oakville (24%) and Halton Hills (15%);
- The share of employment absorption has increased in Milton and Oakville and decreased in Burlington and Halton Hills;
- Absorbed employment lands in Halton Region have accommodated approximately 15,800 jobs;
- With respect to the size of absorbed parcels, employment land absorption was comprised of a broad range of parcel sizes, including:
  - parcels less than 1 net ha in size – 29% (of absorbed employment lands);
  - parcels 1 to 2 net ha – 29%;
  - parcels 2 to 5 ha – 26%; and
  - Larger parcels (greater than 5 net ha) – 16%; and
- The majority of large parcels absorbed on employment lands were located in the Town of Milton and the Town of Halton Hills.

Figure A.21: Halton Region Employment Lands Absorption, 2005-2014



### TRENDS IN EMPLOYMENT DENSITY

The following section provides a review of density trends on employment lands (i.e. employees per net ha). Consideration has also been given to recent trends regarding average floor space per worker (FSW) and average floor space index (FSI).

There are several factors which have influenced, and will continue to influence, average employment density levels on employment lands in Halton. These include:

#### Downward Influences on Employment Density in Employment Lands

- As previously discussed, increased global competition in the export-based economy has been the key driver of new innovation and technology across the industrial sector over the last several decades. Increasingly, domestic manufacturers are required to streamline production through increased automation. As a result, average density levels on employment lands have gradually declined in the manufacturing sector and are anticipated to continue to do so.
- Increased outsourcing of manufacturing production to emerging global markets continues to drive the need for new, consolidated, low-density, land-extensive warehousing facilities to store and manage the distribution/transportation of goods. As a result, average building sizes are steadily increasing in the warehousing and

transportation sector. In general, the larger the building, the lower the employment density. Forecast demand for large-scale development associated with the warehousing/distribution sector is anticipated to be largely accommodated in North Halton due to lower average industrial land prices (relative to South Halton) and the supply of vacant employment lands to accommodate large-scale development. Increasing competition is anticipated within this sector over the coming decades on competitively priced greenfield lands particularly to the north, west and southwest of Halton.

### **Upward Influences on Employment Density in Employment Areas**

- As previously identified, the share of employment growth on employment lands in Halton is steadily shifting towards the office sector. Employment densities associated within this sector are typically high, including multi-tenant and stand-alone office uses. Office employment growth on employment lands also generates demands for on-site and off-site employment amenities, which also tends to have an upward influence on average employment densities on employment lands.
- The share of large-scale development on employment lands associated with the warehousing/distribution sector is anticipated to decline over the long term as average industrial land prices in Halton continue to rise and the supply of medium- to large-scale sites, which can accommodate land extensive uses in the sector, gradually diminish.

Figure A.22 summarizes the average FSW by major sector for all development on employment lands in Halton, while Figure A.23 summarizes the average FSW by major sector for lands absorbed on employment lands in Halton over the past 10 years. The results of this analysis indicate that the average FSW related to recent industrial development has increased significantly. This trend is largely attributed to the influence of the transportation and warehousing sector in North Halton, particularly in the Town of Milton. In contrast, average FSW levels are steadily declining in the office and retail sectors, largely attributed to increasingly denser office and retail development occurring on employment lands in South Halton.

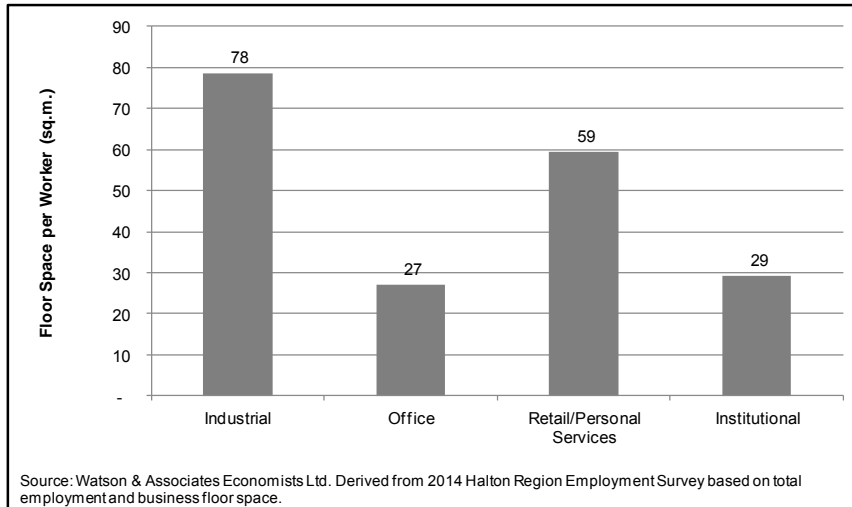
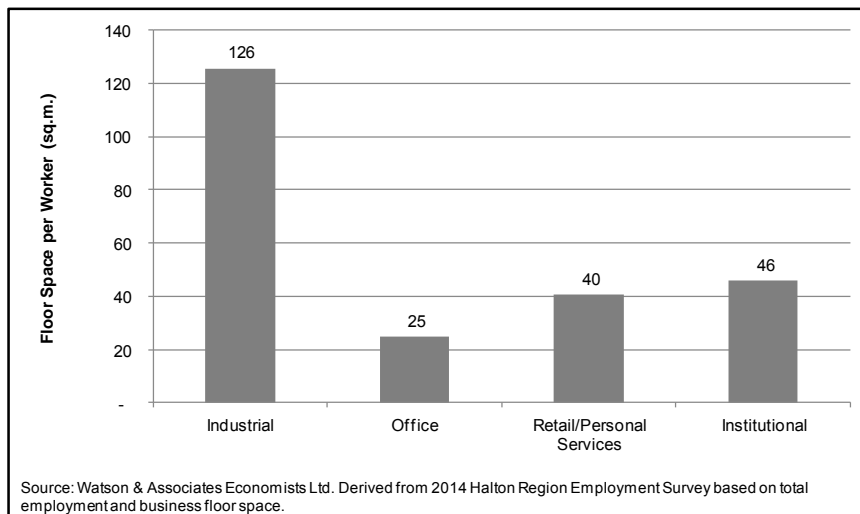
**Figure A.22: Halton Existing Floor Space per Worker on Employment Lands by Major Sector****Figure A.23: Halton Floor Space per Worker on 2005-2014 Absorbed Employment Lands by Major Sector**

Figure A.24 summarizes average FSW on employment lands in Halton by lower-tier municipality, while Figure B.25 summarizes average FSW on employment land in Halton absorbed between 2005 and 2014.



Figure A.24: Halton Existing Floor Space per Worker on Employment Lands

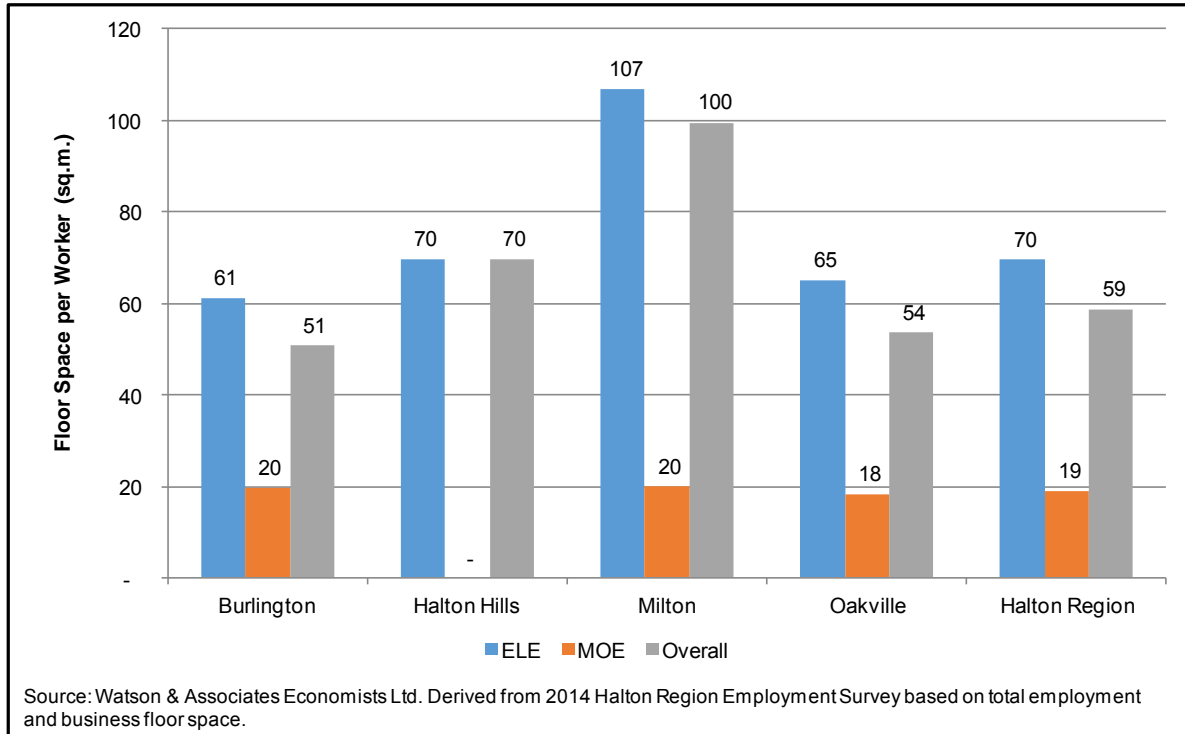


Figure A.25: Halton Floor Space per Worker on Employment Lands Absorbed 2005-2014

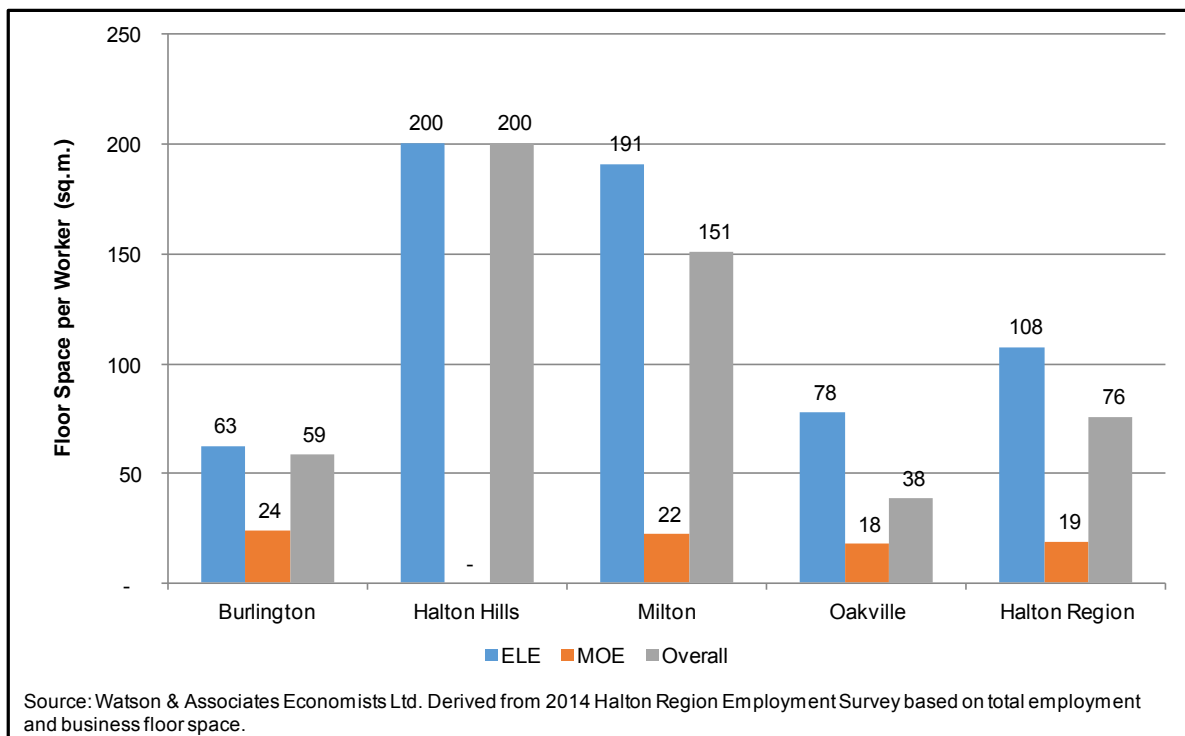
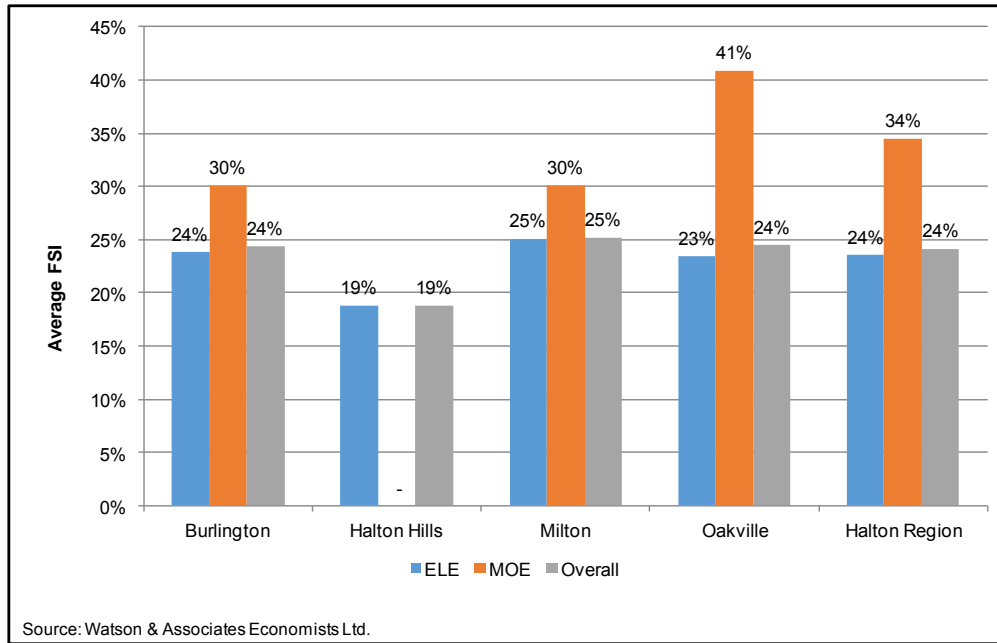
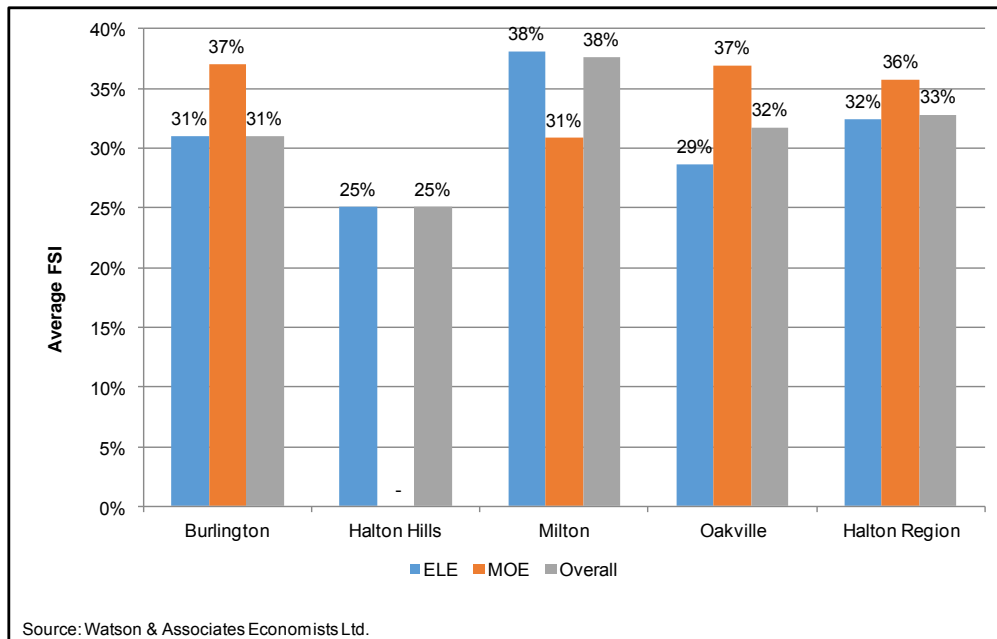


Figure A.26 summarizes average FSI levels for all development on employment lands within Halton, while Figure A.27 summarizes average FSI levels on employment lands absorbed over the past 10 years.

**Figure A.26: Halton Existing FSI on Employment Lands**



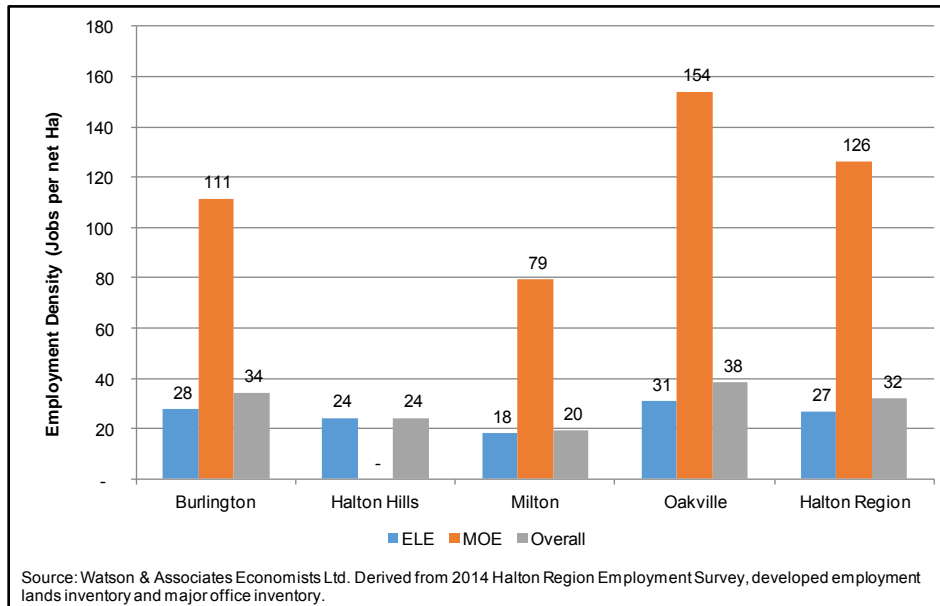
**Figure A.27: Halton FSI on Absorbed Employment Lands, 2005-2014**



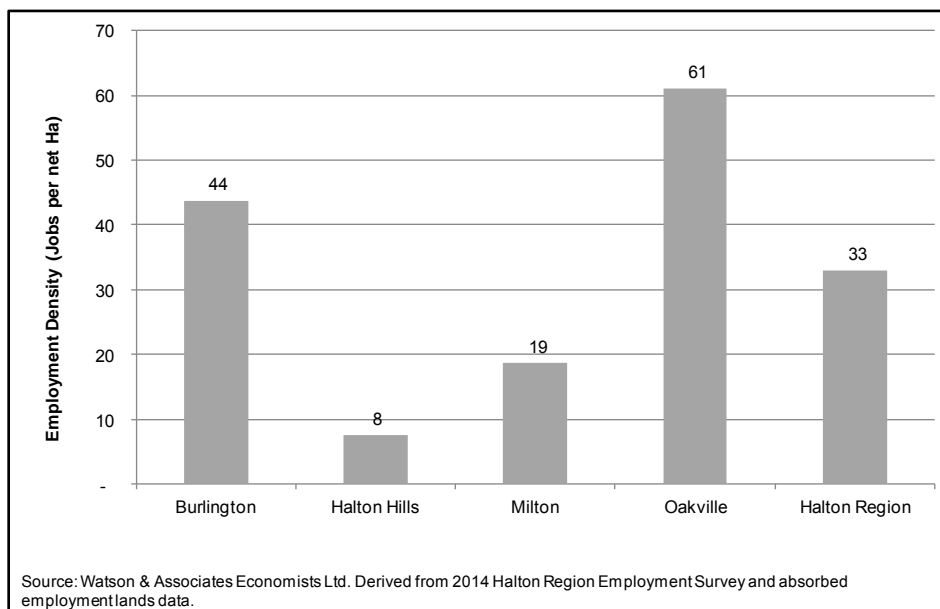
### EXISTING EMPLOYMENT DENSITY ON EMPLOYMENT LANDS

Figure A.28 summarizes the average employment density on employment lands in Halton by lower-tier municipality for all developed employment on employment lands, while Figure B.29 summarizes density trends on employment lands developed over the past ten years.

**Figure A.28: Halton Existing Employment Density on Employment Lands**



**Figure A.29: Halton Employment Density on Absorbed Employment Lands, 2005-2014**







# APPENDIX B

## *Growth Trends Statistics*

# Growth Trends statistics

Figure B.1: Region of Halton Residential Building Permit Activity, 2006-2015

Year	Halton Hills (units)	Milton (units)	Oakville (units)	Burlington (units)	Sub-Totals (units)
2006	333	1543	1533	981	4390
2007	243	1781	1471	1023	4518
2008	78	2876	1356	1118	5428
2009	215	1765	495	483	2958
2010	74	1522	1014	663	3273
2011	101	1894	897	935	3827
2012	297	2225	849	859	4230
2013	237	659	1234	414	2544
2014	274	1482	1404	192	3352
2015 (YTD)	47	569	795	201	1612
2006-2015 Sub-Total	1899	16316	11048	6869	36132
2011-2015 Sub-Total	956	6829	5179	2601	15565

Figure B.2: Region of Halton Residential Building Permit Activity, 2006-2015 by Municipality

Year	Halton Hills				Milton				Oakville				Burlington				Sub-Totals			
	Greenfield	Built-Up Area	Other	Total	Greenfield	Built-Up Area	Other	Total	Greenfield	Built-Up Area	Other	Total	Greenfield	Built-Up Area	Other	Total	Greenfield	Built-Up Area	Other	Total
2006	202	100	31	333	698	828	17	1543	270	1262	1	1533	621	348	12	981	1791	2538	61	4390
2007	162	72	9	243	1429	331	21	1781	655	816	0	1471	733	275	15	1023	2979	1494	45	4518
2008	47	15	16	78	2829	31	16	2876	355	1001	0	1356	811	284	23	1118	4042	1331	55	5428
2009	135	54	26	215	1694	60	11	1765	306	189	0	495	212	265	6	483	2347	568	43	2958
2010	24	11	39	74	1186	326	10	1522	360	654	0	1014	539	116	8	663	2109	1107	57	3273
2011	61	8	32	101	1562	319	13	1894	718	179	0	897	270	656	9	935	2611	1162	54	3827
2012	112	150	35	297	2043	175	7	2225	389	460	0	849	75	779	5	859	2619	1564	47	4230
2013	192	11	34	237	620	24	15	659	847	387	0	1234	47	362	5	414	1706	784	54	2544
2014	216	40	18	274	1325	144	13	1482	458	946	0	1404	51	138	3	192	2050	1268	34	3352
2015 (YTD)	37	6	4	47	433	136	0	569	510	285	0	795	4	188	9	201	984	615	13	1612
Sub-Total	1188	467	244	1899	13819	2374	123	16316	4868	6179	1	11048	3363	3411	95	6869	23238	12431	463	36132

Figure B.3: Region of Halton Residential Building Permit Activity, 2006-2015 by Municipality (Percent Greenfield vs. Built-up Area)

Year	Halton Hills				Milton				Oakville				Burlington				Sub-Totals			
	Greenfield	Built-Up Area	Other	Total	Greenfield	Built-Up Area	Other	Total	Greenfield	Built-Up Area	Other	Total	Greenfield	Built-Up Area	Other	Total	Greenfield	Built-Up Area	Other	Total
2006	60.7	30.0	9.3	100	45.2	53.7	1.1	100	17.6	82.3	0.1	100	63.3	35.5	1.2	100	41	58	1	100
2007	66.7	29.6	3.7	100	80.2	18.6	1.2	100	44.5	55.5	0.0	100	71.7	26.9	1.5	100	66	33	1	100
2008	60.3	19.2	20.5	100	98.4	1.1	0.6	100	26.2	73.8	0.0	100	72.5	25.4	2.1	100	74	25	1	100
2009	62.8	25.1	12.1	100	96.0	3.4	0.6	100	61.8	38.2	0.0	100	43.9	54.9	1.2	100	79	19	1	100
2010	32.4	14.9	52.7	100	77.9	21.4	0.7	100	35.5	64.5	0.0	100	81.3	17.5	1.2	100	64	34	2	100
2011	60.4	7.9	31.7	100	82.5	16.8	0.7	100	80.0	20.0	0.0	100	28.9	70.2	1.0	100	68	30	1	100
2012	37.7	50.5	11.8	100	91.8	7.9	0.3	100	45.8	54.2	0.0	100	8.7	90.7	0.6	100	62	37	1	100
2013	81.0	4.6	14.3	100	94.1	3.6	2.3	100	68.6	31.4	0.0	100	11.4	87.4	1.2	100	67	31	2	100
2014	78.8	14.6	6.6	100	89.4	9.7	0.9	100	32.6	67.4	0.0	100	26.6	71.9	1.6	100	61	38	1	100
2015 (YTD)	78.7	12.8	8.5	100	76.1	23.9	0.0	100	64.2	35.8	0.0	100	2.0	93.5	4.5	100	61	38	1	100
Sub-Total	62.6	24.6	12.8	100	84.7	14.6	0.8	100	44.1	55.9	0.0	100	49.0	49.7	1.4	100	64	34	1	100

Figure B.4: Region of Halton Residential Building Permit Activity, 2006-2015 by Municipality, by Unit Type

Year	Halton Hills (units)					Milton (units)					Oakville (units)					Burlington (units)					Sub-Totals (units)				
	Low	Med	High	Total		Low	Med	High	Total		Low	Med	High	Total		Low	Med	High	Total		Low	Med	High	Total	
2006	166	167	0	333		1288	255	0	1543		847	343	343	1533		452	416	113	981		2753	1181	456	4390	
2007	204	39	0	243		846	664	271	1781		1006	465	0	1471		697	316	10	1023		2753	1484	281	4518	
2008	78	0	0	78		1898	907	71	2876		679	196	481	1356		545	266	307	1118		3200	1369	859	5428	
2009	83	79	53	215		1482	283	0	1765		231	264	0	495		228	65	190	483		2024	691	243	2958	
2010	72	0	2	74		741	437	344	1522		282	410	322	1014		510	153	0	663		1605	1000	668	3273	
2011	76	23	2	101		1045	536	313	1894		534	363	0	897		319	118	498	935		1974	1040	813	3827	
2012	153	142	2	297		967	1102	156	2225		257	251	341	849		121	174	564	859		1498	1669	1063	4230	
2013	198	38	1	237		237	180	242	659		258	519	187	964		93	125	196	414		786	862	626	2274	
2014	263	11	0	274		842	356	284	1482		409	427	568	1404		108	74	10	192		1622	868	862	3352	
2015 (YTD)	47	0	0	47		15	118	436	569		242	553	0	795		80	0	121	201		384	671	557	1612	

Figure B.5: Region of Halton Residential Building Permit Activity, 2006-2015 by Municipality, by Unit Mix

Year	Halton Hills (units)					Milton (units)					Oakville (units)					Burlington (units)					Sub-Totals (units)				
	Low	Med	High	Total		Low	Med	High	Total		Low	Med	High	Total		Low	Med	High	Total		Low	Med	High	Total	
2006	49.8	50.2	0.0	100.0		83.5	16.5	0.0	100.0		55.3	22.4	22.4	100.0		46.1	42.4	11.5	100.0		62.7	26.9	10.4	100.0	
2007	84.0	16.0	0.0	100.0		47.5	37.3	15.2	100.0		68.4	31.6	0.0	100.0		68.1	30.9	1.0	100.0		60.9	32.8	6.2	100.0	
2008	100.0	0.0	0.0	100.0		66.0	31.5	2.5	100.0		50.1	14.5	35.5	100.0		48.7	23.8	27.5	100.0		59.0	25.2	15.8	100.0	
2009	38.6	36.7	24.7	100.0		84.0	16.0	0.0	100.0		46.7	53.3	0.0	100.0		47.2	13.5	39.3	100.0		68.4	23.4	8.2	100.0	
2010	97.3	0.0	2.7	100.0		48.7	28.7	22.6	100.0		27.8	40.4	31.8	100.0		76.9	23.1	0.0	100.0		49.0	30.6	20.4	100.0	
2011	75.2	22.8	2.0	100.0		55.2	28.3	16.5	100.0		59.5	40.5	0.0	100.0		34.1	12.6	53.3	100.0		51.6	27.2	21.2	100.0	
2012	51.5	47.8	0.7	100.0		43.5	49.5	7.0	100.0		30.3	29.6	40.2	100.0		14.1	20.3	65.7	100.0		35.4	39.5	25.1	100.0	
2013	83.5	16.0	0.4	100.0		36.0	27.3	36.7	100.0		26.8	53.8	19.4	100.0		22.5	30.2	47.3	100.0		34.6	37.9	27.5	100.0	
2014	96.0	4.0	0.0	100.0		56.8	24.0	19.2	100.0		29.1	30.4	40.5	100.0		56.3	38.5	5.2	100.0		48.4	25.9	25.7	100.0	
2015 (YTD)	100.0	0.0	0.0	100.0		2.6	20.7	76.6	100.0		30.4	69.6	0.0	100.0		39.8	0.0	60.2	100.0		23.8	41.6	34.6	100.0	





# APPENDIX C

## *Communications and Engagement Framework*

## Wide Ranging Engagement

The Region of Halton is looking at ways to effectively communicate with its stakeholders and the general public. This section lays out a communications and engagement framework for consideration by the Region when they develop the Communications and Engagement Strategy for Phases 2 and 3 of the ROPR.

## C.1 Communications and Engagement Framework

### C1.1 Introduction

This Communications and Engagement framework provides some options and suggested tools for communicating with and engaging both stakeholders and the general public. This framework embraces five key values – accountability, transparency, respect, inclusivity, and responsiveness – to make provision for meaningful opportunities for stakeholder and community engagement during the ROPR process, while fulfilling the following engagement objectives:

- Recognize the shared partnership between the Region, and the local municipalities to collaborate and coordinate land use planning in Halton.
- Generate widespread awareness among stakeholders and the public in Halton of the opportunity to participate in the ROPR.
- Provide multiple ways for stakeholders and the public to learn about land use planning in Halton and to provide feedback during key milestones of the ROPR process.
- Document stakeholder and public feedback obtained through the engagement process and demonstrate how this input has contributed to the planning and decision-making process.

The framework was developed with input from Regional and Local Municipal staff obtained during Phase I consultations. It emphasizes the importance of collaborative participation by internal and external stakeholders as well as the alignment of the Regional and Local official plan processes where possible.

### C1.2 Communications and Engagement Framework

This Communications and Engagement framework provides a basis for the Region to develop a formal communications program to guide engagement efforts in Phases 2 and 3 of the ROPR. Specifically, the framework:

- Proposes guiding principles and objectives for engagement activities;
- Identifies key audiences;

- Identifies a range of engagement tools to encourage broad participation;
- Identifies a range of communication tools to promote engagement activities;
- Suggests how engagement could be documented and reported on; and
- Proposes steps for developing, implementing and monitoring a Communications and Engagement Strategy for the ROPR.

### COLLABORATIVE PROCESS

The importance of Regional-Local collaboration throughout the ROPR was emphasized in feedback obtained during Phase I consultations to a) guide the review process, and b) effectively engage the public. For instance, stakeholder feedback suggested engaging Local Municipal senior management throughout the ROPR particularly when important decisions will influence current and future conformity processes.

Given that local municipalities are also in the midst of their own OPR processes, stakeholders emphasized the importance of joint public engagement and outreach during the review process to avoid confusion and consultation fatigue. Regional and Local Municipal staff agreed there is a need for both levels of government to engage the public collaboratively through joint face-to-face meetings and online activities.

While the local municipalities are a key stakeholder and partner in the ROPR process, consideration should be given to more closely involve Local Municipal staff, specifically senior management, in the ROPR process such as through representation on the project steering committee and technical committee. Similarly, it is also suggested that the Regional and Local OPR processes be aligned where possible and the Region combine efforts with the local municipalities to engage the public.

A collaborative approach with the local municipalities fulfills a variety of objectives including reinforcing the Region/Local planning partnership, building consensus on planning and land use issues, implementing engagement activities efficiently and cost-effectively and enhancing stakeholder awareness of the roles of the Region and the Local municipalities in land use planning in Halton.

### PRIORITIES FOR STAKEHOLDER AND PUBLIC ENGAGEMENT

Discussions with Regional and Local Municipal staff during Phase I consultations highlighted several key priorities for stakeholder and public engagement during subsequent phases of the ROPR. Regional and Local Municipal staff suggested obtaining input from stakeholders earlier in the review process, and strengthening existing partnerships with them, as they are primary users of the ROP. Regional and Local Municipal staff also suggested that public engagement

efforts should initially focus on educating and informing community members and residents about the ROPR, building capacity for engagement activities that seek to obtain feedback on policy directions/draft policies later in the process. Staff also emphasized the need to develop an engagement approach that combines traditional and innovative face-to-face and online tactics (e.g., public meetings, workshops, social media, online videos, interactive web tools, mapping tools, etc.) that would be implemented by the Region, in collaboration with Local Municipalities.

The following Figure C.1 provides a snapshot of an engagement process for consideration by the Region for phases 2 and 3 of the ROPR.

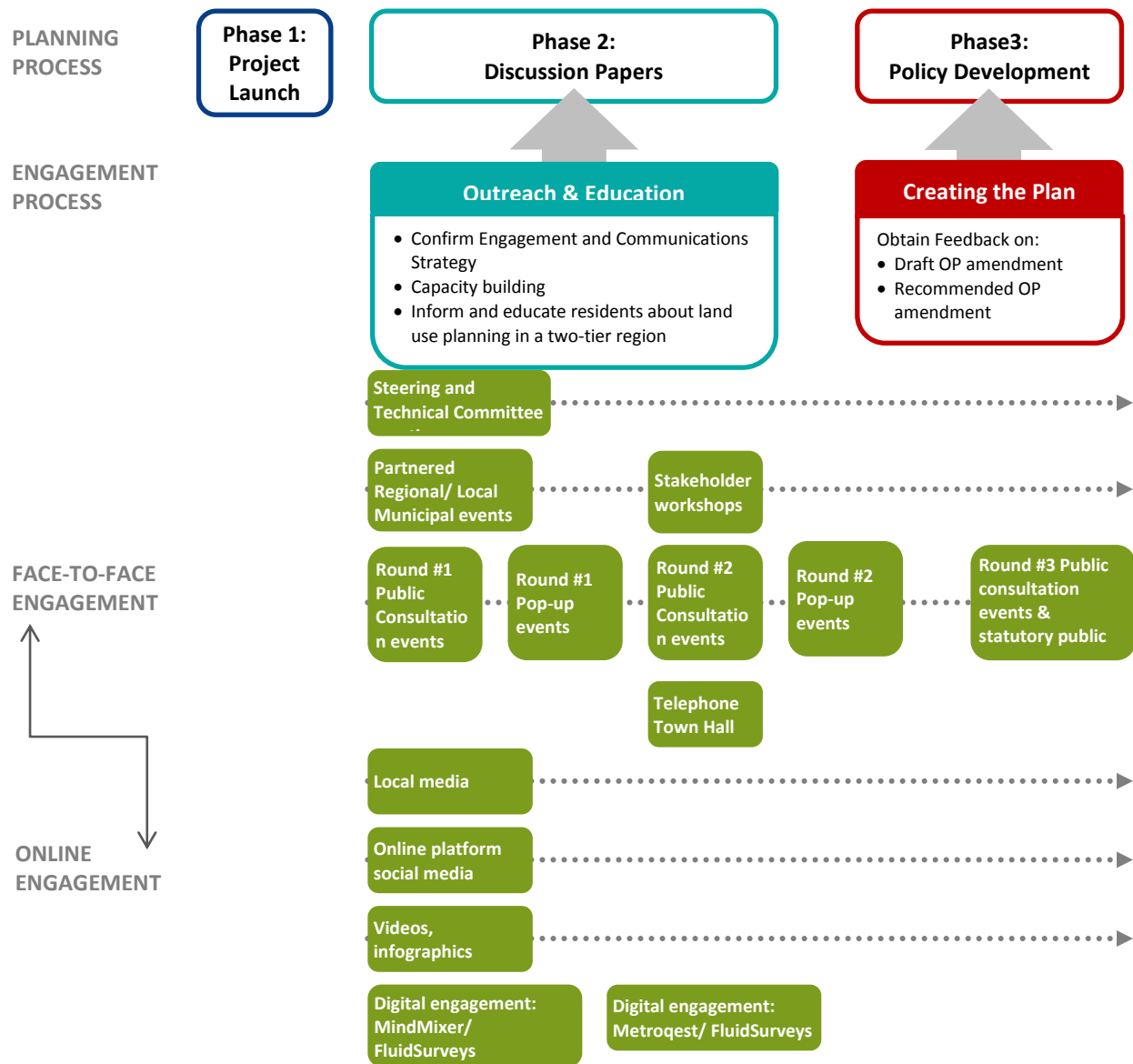


Figure C.1: Engagement Process

## C1.3 Organizational Framework

The ROPR will be guided by an organizational framework which includes project leadership and collaborative participation from internal and external stakeholders. The key internal and external audiences in this Communications and Engagement framework are described below.

### PROJECT DIRECTION AND IMPLEMENTATION

The following list provides an overview of the individuals and groups who would direct and implement the ROPR.

- **Regional Council** – Receives regular updates from Regional planning staff (or project manager), participates in working sessions, supports engagement activities, oversees the ROPR and makes decisions at appropriate points in the process.
- **Steering Committee** - Provides overall strategic direction to the project manager and project team, approval of key materials, recommendations and reports (includes Region and Local Municipal senior management ie. CAOs, Commissioners/Directors of Planning).
- **Technical Committee** – Provides overall technical direction to the project manager and project team, review of key materials and reports (includes Region ie. Director/Manager of Planning and Halton Area Planning Partnership group).
- **Project Manager** – Provides direction to project staff and overall project oversight, including work plan implementation.
- **Project Coordinator** –Provides day-to-day direction to project staff on work plan implementation in support of the project manager.
- **Project Team** – A multi-disciplinary team of Halton Region planners, technical staff from other divisions/departments and communications staff who provide support and capacity for implementation of the ROPR and engagement strategy.
- **Project Reviewers** – Receive regular updates from the project manager, provide insight and input throughout the ROPR (includes other staff from Region divisions/departments, Halton Area Development Managers group and selected regulatory agencies).

### KEY EXTERNAL AUDIENCES

Halton is home to a diverse community of stakeholders and residents who are part of one or more of the key audiences from which involvement and input would be sought during the ROPR. Target audiences include:

- **Local Municipal Councils** – Receive regular updates from their representatives on the Steering Committee and Technical Committee and support engagement activities.
- **Local Municipal Staff/Departments** – Receive regular updates from the project manager and provide insight and input throughout the ROPR through their representatives on the Steering and Technical Committees.
- **Government Review Agencies** – Receive regular updates from Region staff (or project manager) and are engaged at key milestones during the ROPR.
- **First Nations and Métis Communities/Groups** – Receive regular updates from Region staff (or project manager) as well as provide regional or local expertise, knowledge and input at key milestones during the ROPR.
- **Stakeholders Groups and Organizations** – Provide regional or local expertise, knowledge and input from both the private sector perspective (ie Halton development industry) and from a cross-section of non-governmental organization (NGOs) stakeholders during key milestones of the ROPR.
- **Broader Community** – Engaged through various joint Regional-Local face-to-face and online mechanisms to provide feedback during the engagement process, inspired toward a sense of ownership and civic engagement. The list below identifies specific audiences within this category:
  - Community/resident organizations (neighbourhood associations, community hubs);
  - Local businesses (including BIAs);
  - Local recreational/sports groups;
  - Community health/development/support groups;
  - Newcomer organizations;
  - Youth;
  - Individual members in Oakville, Milton, Halton Hills and Burlington.

## C1.4 Engagement Tools

A robust engagement program should provide multiple avenues for collaboration and/or participation to ensure that all interested stakeholders have an opportunity to engage in the ROPR. Potential engagement tools for use in the ROPR are described below.

### FACE-TO-FACE ENGAGEMENT

- **Public Consultation Events** – A minimum of two or three rounds of public consultation events should be considered during the ROPR. It is envisioned that each round of

meetings would consist of at least one interactive workshop-style session in each local municipality to encourage broad participation to kick-off each respective phase of engagement. These meetings would present information relevant to each phase of the review process, combining Regional and Municipal OPR engagement efforts (where possible). The meetings would provide an opportunity to gather input, listen to concerns, and provide updated information as the review progresses.

- **Pop-up Events** – Two rounds of pop-up events across the Region should be considered to a) reach out to community members during Phase 2 to inform them of the planning process, answer questions and give them promotional material directing them to the project’s online platform, while building capacity for future engagement activities, and b) reach out to community members during Phase 3 to present and obtain input on the ROPR policy directions or draft policies.
- **Telephone Town Hall** – Exploring the use of a telephone town hall should also be considered. This tool can effectively involve a large number of individuals who call in to a live session, listen to speakers and ask questions as they would during a typical public meeting, using a conference call style set-up. This tool can also be integrated with a web-interface enabling people to view a presentation and pose questions online, or listen to a recorded version of a live session.
- **Stakeholder Workshops** – Targeted discussions with stakeholders should also be considered throughout Phases 2 and 3 in an effort to introduce the ROPR process, build relationships and obtain input at key points during the review process.
- **Statutory Public Meeting** – The outcomes of the Policy Development Phase and resulting Regional Official Plan Amendment will be presented to the public in a series of Open Houses and the Statutory Public Meeting under the Planning Act.

#### ONLINE ENGAGEMENT

- **Digital Engagement** [Consult] – Digital-based engagement tools (e.g., Engaging Plans, MindMixer, Metroquest, FluidSurveys) could be used to replicate face-to-face engagement events and further encourage broad participation. In addition to obtaining input from stakeholders and the public, digital engagement tools can be used to crowdsource ideas, illustrate trade-offs from decisions or assess individual perceptions.



The following Figure C.2 highlights some of the engagement tools currently being used by Halton’s local municipalities.

Burlington	Oakville	Milton	Halton Hills
Public Meetings Project Webpages MindMixer Videos Social Media Surveys Community Events Workshops	Public Meetings Planners on Duty (PODs) Curriculum-Based Activities Email Lists Social Media Project Webpages	Public Meetings Pop-up Events Project Webpages Social Media	Public Meetings E-Newsletters Brochures Instant Surveys Pop-up Events MindMixer Videos Social Media Workshops

Figure C.2: Engagement Tools Used by Halton’s Local Municipalities

The following Figure C.3 highlights some of the engagement tools currently used by municipalities outside of Halton Region.

York Region	London	Toronto	Niagara Region	Abbotsford
Public Meetings Social Media Focused Regional OP Webpage: <a href="http://bit.ly/1KUqPA2">http://bit.ly/1KUqPA2</a>	Public Meetings & Speaker Series Pop-Up Events Student & Youth Engagement Email Lists & Online Newsletters Social Media (Twitter, Facebook) Videos Project Identity: ReThink London, The London Plan Independent OP Website <a href="http://www.thelondonplan.ca">www.thelondonplan.ca</a>	Public Meetings Pop-up Events (“Planners in Public Spaces”) Social Media MindMixer Online Comment Form: “Your Say” Speaker Series and Panel Events Focused ROPR Webpage: <a href="http://bit.ly/1TFulPn">http://bit.ly/1TFulPn</a>	Public Meetings (combined with local municipalities) Website Based Discussion Pages Social Media Videos Focused Municipal Engagement Committees Engagement Webpage: <a href="http://bit.ly/1W66cCA">http://bit.ly/1W66cCA</a>	Public Meetings & Big Ideas Fair Pop-Up Events Student & Youth Engagement Email Lists & Online Newsletters Social Media (Twitter, Facebook) Videos Project Identity: Abbotsford Dedicated OP Website <a href="http://www.abbotsford.ca/OCP.htm">http://www.abbotsford.ca/OCP.htm</a>

Figure C.3: Engagement Tools Used by Other Municipalities

## C1.5 Communication Tools

Potential communication tools for use in the ROPR are described below.

- **Communications Protocol** – Before initiating Phase 2 of the ROPR, the ROPR Project Team in collaboration with the Technical Committee should confirm the protocol for how they will communicate with the local municipalities, external stakeholders, the media, and the public during the review process. The protocol could include lines of communications, approvals, timelines for responses, as well as identify a central “hub” for communications activities. A key objective of the protocol would be to ensure coordinated and consistent communications in the delivery of key messages and in response to external inquiries.
- **Community Directory** – A community directory of stakeholders, residents and existing initiatives could be developed. The existing mailing list from the Region’s Policy Integration & Communications Division could also be used to help manage the contacts who would be engaged throughout the course of the ROPR, with a project specific component for people to select.
- **Online Platform** – An online platform could be launched that is regularly updated with information about the ROPR (e.g., background information resources, upcoming events, meeting summaries, links to online participation tools, integration with social media and videos, etc.).
- **Social Media** – The Region’s existing Twitter and Facebook channels could be used, with a project specific hashtag (e.g., #MyHaltonOurRegion) to encourage digital-based participation and complement face-to-face engagement activities.
- **Newspaper Ads and Media Releases** – Local news media coverage, such as Inside Halton, could be used to advertise events and provide information about the ROPR process. The local media could be engaged using advertising space at key points in the planning process, including: project introduction and announcement of participation opportunities, in advance of each public meeting, and inviting involvement and feedback.
- **Videos** – The use of interactive videos could be explored to communicate information about the ROPR and encourage the ‘viral’ spread of information.
- **Infographics** – Infographics are a great way of communicating complex interlinking information or concepts in a one-page visually graphic communication piece. Information about the ROPR including key topics (discussion papers) could be summarized and expressed in an infographic to reach a public audience, using a visually appealing, educational, and engaging format.

- **Promotional Materials** – Promotional materials – such as business cards, buttons, fact sheets – could be developed using the project identity to serve as cues or prompts to encourage participation at scheduled events or online.



Engagement Tools. Source: Lura Consulting

## C1.6 Project Brand

The use of a brand throughout the ROPR to establish and maintain a unique visual identity for the project is important. A project of this scope needs to have a clear presence within the community. The Region’s previous ROPR (*ROPA 38*) was completed under the brand of “Sustainable Halton”, speaking to the need to manage long-term growth and land use responsibly. After due consideration, Halton Region staff have decided to maintain the current project brand “Sustainable Halton” for the ROPR as this initiative continues to build on the comprehensive and important work and vision of the 2009 Official Plan. This brand will be used

on all communication and engagement materials such as the webpage, notices, flyers, comment cards, discussion guides, social media tools, etc. The use of this brand will provide a recognizable image and continuity of project identity for the ROPR in Halton Region.

### C1.7 Key Messages

The Region ROPR Project Team in collaboration with the Technical Committee and the Steering Committee (which includes representatives from the local municipalities) would develop a set of key messages and supporting materials in preparation for commencing Phase 2 of the ROPR. These key messages and materials would provide the basis for consistent communications and messaging from the Regional ROPR and the Local Municipal OPRs to the public.

### C1.8 Documentation and Reporting

The engagement process must be clearly and accurately documented to ensure feedback received is appropriately reported and considered as part of decision-making, as outlined in the *Planning Act*.

It would also be important to document and report on feedback obtained during each engagement activity (e.g., pop-up events, online feedback etc.) as session summaries. These summaries could be made available to the session participants and posted on the project website once finalized. Project specific summary reports about engagement activities completed as part of the ROPR process could also be prepared to document what was done, present the results of engagement activities, and illustrate how feedback was considered as part of the decision-making process.

### C1.9 Maintaining the Engagement Framework

The Communications and Engagement framework provides Halton Region with a comprehensive approach to engage stakeholders and the public in Phases 2 and 3 of the ROPR and exceeds statutory consultation requirements. By implementing this framework, Halton Region would be well positioned to maximize meaningful opportunities for education, relationship building and feedback, while meeting the needs of a broad and diverse population base.

The Communications and Engagement framework should be considered a starting point and may require modifications as the ROPR progresses. This framework should be considered a working document and updated as needed.

## C1.10 Monitoring and Evaluation

Throughout the ROPR process, and subsequent engagement efforts, it would be important to periodically gauge the effectiveness of the engagement program. The following is a list of proposed indicators that could be considered for assessing the effectiveness of engagement and related communications activities:

- Level of community interest regarding the ROPR, measured by an assessment of the extent and nature of awareness and engagement;
- Participation at community engagement events (public meetings, pop-up events, etc.);
- Attendance of “new” stakeholders and members of the public at public events as the planning process advances;
- Demographics of participants (e.g., age and location within Halton);
- Website hits on the project website and Social Media sites;
- Level of activity on interactive components of website;
- Quantity of Facebook friends, Twitter followers, etc.; and
- Number of requests to join the project contact list.

## C.2 List of Stakeholders Who Participated in Phase 1 Consultations

The consulting team met with the following stakeholders through workshops or one-on-one interviews:

### Region of Halton Departments:

- Chief Administrative Office (including the CAO, Policy Integration & Communications and Business Planning and Corporate Initiatives)
- Legislative and Planning Services Commissioner and Corporate Counsel
- Finance Commissioner and Regional Treasurer
- Medical Officer of Health
- Planning (including Community Planning, Planning Policy, and Sustainable Planning)
- Public Works (including Water/Wastewater Planning, Engineering and Construction, Transportation Planning)
- Economic Development
- Housing Services
- Health

### Local municipalities (Planning Departments):

- City of Burlington
- Town of Halton Hills
- Town of Milton
- Town of Oakville

A summary of key issues and opportunities that were raised during the workshops and interviews with the Lower-tier Municipalities is included in Appendix D.



# APPENDIX D

*Summary of Key Issues and  
Opportunities from Stakeholders' Input*

# APPENDIX D. Summary of Key Issues and Opportunities from Stakeholders' Input

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The following subsections summarize the key issues and opportunities that were raised during the workshops and interviews with the Lower-tier Municipalities.

## OFFICIAL PLAN REVIEW PROCESS

- The scoped review should include both internal and external stakeholders.
- The Region should collaborate with the lower-tier municipalities during engagement activities with residents.
- There is an interest on revisiting specific areas and policies that may need to be updated, upgraded, and/or refined based on the results of the Provincial Plans updates, new demographics, land use and land economics trends.
- ROPA 38 policies have not been quite tested yet and neither the Region nor the lower-tier municipalities know if these policies work or need to be revisited.

## HARMONIZATION AND CLARIFICATION

- Harmonize and consolidate policies and principles in the Official Plan, including clarify the language and policy content and to remove the use of overlays.
- Revisit definitions, including sustainability in the context of the official plan.
- Harmonize the Natural Heritage System and the Greenbelt.

## REGIONAL VS. LOCAL MATTERS

- The Local Municipalities engaged in this process felt that the ROP goes beyond regional interests. The ROP should be the leader in policy development and provide higher-level guidance to lower-tier municipalities to achieve local land use planning objectives, thus enabling them to maintain responsibility where it relates to local matters.
- The ROPR review should clarify roles and responsibilities between upper and lower-tier municipalities.

## GROWTH MANAGEMENT

- A high level policy framework is needed in the ROP regarding the development and use of Best Planning Estimates, which should incorporate best practices and servicing review to effectively address the impacts of Best Planning Estimates on hard and soft services.
- The policy framework should articulate flexibility in adjusting Best Planning Estimates in response to emerging population, demographic, socio-economic, employment, and immigration trends in Halton.



## INTENSIFICATION

- Need for the Region to maintain the stability of existing residential neighbourhoods, appropriate building forms, the creation of transit friendly communities and sustainable transportation system, how best to accommodate the needs of an aging population, and addressing infrastructure servicing needs.
- Engage in a collaborative approach to identify intensification priority areas.
- Identify employment intensification areas as part of the OPR.

## IMPROVE THE ALIGNMENT BETWEEN INTENSIFICATION POLICIES AND SERVICE-READY AREAS

- Work with the municipalities to identify intensification priority areas. Explore policies in the ROP to establish sequential intensification priority areas, which should be built out before advancing to the next intensification area, and subject to regional funding.
- Prioritization of intensification areas can address employment areas. Concerns regarding the sequencing of employment intensification areas in advance retail development, which have the potential to attract investors.

## TRANSPORTATION SYSTEMS

- Update road standards to promote intensification and facilitate the development of “complete streets”.
- More flexibility is required at the regional level to implement road standards that support intensification/multi-modal planning.

## EMPLOYMENT USES

- Refinement and clarity regarding the region’s vision for employment lands, including appropriate locations for mixed-uses is needed.
- Refinements are needed regarding interim uses on employment lands while clarity is needed regarding the types of uses that should be permitted on regional employment lands.
- Study the appropriateness of “noxious” or sensitive uses under the Provincial D6 guidelines on Halton employment lands.
- Policies and criteria are needed to provide flexibility for employment land conversion.

## REGIONAL AND INTEGRATED ECONOMIC DEVELOPMENT IN HALTON

- Opportunity for the ROP to strengthen existing collaborative initiatives through the development of long-term regional economic development policies. Such policies can support local planning decisions and guide investment opportunities in employment areas, both urban and rural.
- Need to refine policies to better attract investors to employment areas.

- Opportunity to strengthen the character of Halton's rural areas to attract investment opportunities to support the rural economy.
- The economic development framework should provide clarity regarding the roles of both upper and lower-tier municipalities.
- Need of a better integration of land use planning and market demand for development.

### AFFORDABLE HOUSING

- The ROP should be strategic in supporting the development affordable housing, particularly in proximity to employment, transit and other locations.
- Need for more affordable housing in Halton, particularly along nodes and corridors, near employment areas and transit.

### RURAL/AGRICULTURAL SYSTEMS ANALYSIS

- Policies that would strengthen the viability and sustainability of the agricultural industry are needed.
- The effectiveness of existing policies could be improved if they were made less restrictive (e.g. refine the gross floor area limits in the ROP to provide additional flexibility) and/or provide more latitude regarding when detailed supporting technical studies are required.
- Need to maintain and/or strengthen existing policies addressing aggregate operations to strengthen alignment with local municipal initiatives.
- The agricultural and natural heritage polices need to be reviewed to make natural heritage policy requirements less restrictive to agricultural operations. The policies are delaying or preventing farmers from investing in the improvement of farm buildings and infrastructure (e.g. requirement that an Environmental Impact Statement (EIS) needs to be prepared before a proposed new or expanded farm building can be approved within 30 metres of a Key Feature). While there are provisions in the ROP for scoping the EIS, providing financial aid, or providing in-kind service, there is a preference for a more flexible policy framework, rather than provisions to assist them to implement the policies.

### NATURAL HERITAGE SYSTEMS ANALYSIS

- While the Natural Heritage System polices are leading edge in terms of what they seek to protect, enhance and restore, they are complex and difficult to understand.
- The various Natural Heritage System-related designations and overlays could be consolidated into one land use designation with corresponding policies and mapping.
- Simplify the Natural Heritage-System related policies associated with the Agricultural System and Agricultural Area and Mineral Resource Extraction Area land use designations.

- A difficulty understanding the relationships between environmental mapping on Maps 1, 1A, and 1G and the use of a variety of terms such as “designated”, “shown”, “identified”, and “mapped”, combined with the absence of a clear explanation of the term “overlay”.
- An update of the Natural Heritage System policy is needed to address the minimum 30 meter buffer requirement established in Sustainable Halton to protect the natural heritage system. Developers have been challenging the 30 m buffers that the Region is requiring.
- Need to develop maps of the Region’s watercourses and groundwater recharge areas; and to clarify the boundaries of the provincial Greenbelt and Halton’s natural heritage system.

### ESTABLISH CLARITY REGARDING DEVELOPER REQUIREMENTS

- Need to better communicate expectations of developers to clarify intent.
- Provide a policy framework to establish clarity and consistency regarding protocols and studies during the development review process. This includes the need for guidelines regarding sub-watershed studies, criteria for exemptions from environmental study requirements, and Environmental Impact Assessment triggers.

### OFFICIAL PLAN FORMATTING

- The ROP has plenty of room for improvement in its formatting and user-friendliness/readability.
- Options for re-formatting the ROP ranged from a full re-write to produce a more concise, and user-friendly document to a series of stand-alone user-friendly non-statutory documents that supplement the ROP which would essentially be retained in its current form.
- There is Interest in rebranding the Official Plan as a ‘next generation’ land use paradigm in a new ‘user-friendly’ format while others think that the ROP should only have a ‘housekeeping’ clean-up, with some improvements in the formatting but without a policy re-write.

### STAKEHOLDER ENGAGEMENT FOR FUTURE PHASES OF THE OFFICIAL PLAN REVIEW

- Need to have a strong stakeholder engagement as well as a public engagement strategy during the Phases 2 and 3 of the ROPR.
- The Region should engage the local municipalities throughout the ROP Review process and collaborate with them to develop consistent key messages as well as materials to educate stakeholders and the public about land use planning in a two-tier system.

- The Region should also engage key internal stakeholders earlier in the engagement process to ensure the intent of the ROP is applied in practice (e.g., integration with other departments).
- Regarding public engagement, the Region should collaborate with local area municipalities to engage the public (e.g., piggy-back on existing lower-tier engagement activities such as public meetings or pop-up events).
- A variety of face-to-face and online engagement tools should be used to encourage participation from a broad cross-section of stakeholders and residents from each lower-tier municipality. The Region should include education and awareness as a key component of public engagement activities.



# APPENDIX E

*ROPR Work Plan – Additional Studies*

# APPENDIX E. ROPR Work Plan Additional Studies

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The Region could undertake the following studies in parallel to the ROPR Discussion Papers, **depending on the available staff and resources:**

**Cemetery Study** – The Region has already committed to prepare a cemetery land needs study. The results of this study, depending on the timing, should be incorporated into the land budget discussion for the growth management strategy. To complete this study, the following key items are required:

- a) ***Conduct a background review and a best practices review***
- b) ***Cemetery lands needs review***
- c) ***Develop policy recommendations***
- d) ***Prepare Draft Report***
- e) ***Review Draft Report with Region staff***
- f) ***Refine recommendations and Draft Report***
- g) ***Circulate Draft Report to stakeholders***
- h) ***Prepare Final Report***

**North Aldershot Policy Review** –The objective of this component is to update the North Aldershot Policy Area. This review will be a collaborative effort involving the City of Burlington, the Conservation Authority, the Province, the landowners and other stakeholders and interest groups. To complete this objective, the following key items are required:

- a) ***Conduct a background/policy review***
- b) ***Conduct Stakeholder interviews***
- c) ***Conduct a Stakeholder workshop***
- d) ***Develop policy recommendations***
- e) ***Prepare Draft Report***
- f) ***Review Draft Report with Region staff***
- g) ***Refine recommendations in Draft Report***
- h) ***Circulate Draft Report to stakeholders***
- i) ***Prepare Final Report***