

Integrated Growth Management Strategy Preferred Growth Concept Report (Draft)

February 2022

Regional Official Plan Review



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Executive Summary

The Preferred Growth Concept Report is a critical component of the Integrated Growth Management Strategy (IGMS), which is a key element of Halton's Official Plan Review. The IGMS is being undertaken within the framework of Provincial approach to growth management. At the heart of this framework is the Growth Plan (2019), the purpose of which is to ensure that growth is focused in "complete communities".

The Report describes the Preferred Growth Concept, how it conforms to the Growth Plan, and its basis as developed through the consultation on and evaluation of the four Growth Concepts prepared and presented in the IGMS Growth Concepts Discussion Paper (2021).

Halton Region is largely planned to 2031 through the Sustainable Halton comprehensive planning exercise implemented through Regional Official Plan Amendment No. 38. Through the IGMS process, the Region will plan for an additional 20 years of population and employment growth to the 2051 planning horizon, accommodating 1,100,000 people and 500,000 jobs by 2051 in accordance with the Provincial Growth Plan. The Preferred Growth Concept is the outcome of a Municipal Comprehensive Review process required to address such growth. Its development has been guided by a number of key principles and themes constant throughout the IGMS process.

As described in this Report, the Preferred Growth Concept includes population, household, and employment forecasts intended to be brought forward as part of a Regional Official Plan Amendment (ROPA) to guide growth in the Region to 2051. The Preferred Growth Concept also directs a significant amount of growth to Halton's existing Urban Areas while also identifying the amount of new Community Area and Employment Area land required to accommodate this growth, identified through the Land Needs Assessment (LNA). The following are major elements of the Preferred Growth Concept which support planning for the forecasted growth for Halton Region from 2031 to 2051:

- Implementing a compact and transit-supportive Regional Urban Structure by directing significant population and employment growth to strategic growth areas, including around GO Stations and planned higher order transit corridors;
- Accommodating more than 80 percent of population growth (contained in more than 85 percent of new housing units) and almost 80 percent of employment growth between 2031 and 2051, within the Region's existing urban areas;

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- A significant shift in the future housing mix of the Region towards apartments, from approximately 25 percent to more than 50 percent of total housing units, directed to strategic growth areas, between 2031 and 2051;
- A measured urban boundary expansion of 1,120 ha of new community land in Milton and Halton Hills, for residential, commercial and institutional uses, to provide a market-based supply of ground-related housing as directed by the Province, and accommodate important community uses (i.e. hospitals, parks);
- A major shift in the future employment mix of the Region towards mixed use office employment, directed to strategic growth areas, between 2031 and 2051;
- A measured urban boundary expansion of 1,070 ha of new employment land in Milton and Halton Hills, to accommodate market demand for advanced manufacturing, logistics/warehousing, and supportive uses, which require access to 400-series highways.

In addition, the Report provides an overview of the assumptions and technical assessments that underpin the Preferred Growth Concept. Climate change considerations are central to the Preferred Growth Concept. In addition, a Settlement Area Boundary Expansion analysis has been undertaken, which includes assessments for natural heritage, mineral and aggregate resources, and agricultural Impact.

Infrastructure is also critical to the long-term planning of Halton Region. As such, assessments of water, wastewater and transportation infrastructure, in addition to their associated fiscal impacts were undertaken on the Preferred Growth Concept. Findings from the infrastructure and Settlement Area Boundary Expansion assessments are summarized in this report, and provided in appendices as appropriate. Final technical assessments, based upon a final Council-endorsed Preferred Growth Concept, and the public and agency input on the implementing Draft Regional Official Plan Amendment, will be provided to support Regional Council's deliberation, together with Regional staff's recommendation report.

The final chapter outlines next steps in the IGMS process. To implement the Preferred Growth Concept and applicable IGMS policy directions, if endorsed by Council, it is recommended that staff be directed to prepare a draft Regional Official Plan Amendment. Building upon ROPA No. 48, this ROPA would form the second phase of the Region's Official Plan Review to achieve conformity with Provincial Plans, and to implement a strategy to accommodate growth in Halton to the 2051 planning horizon.

1. Introduction

The Integrated Growth Management Strategy (IGMS) is one of the major themes of the Region's Official Plan Review (ROPR) process. The IGMS process includes four key milestone reports:

- IGMS Growth Scenarios/Report Evaluation Framework, June 2019 (see staff report [LSP41-19](#));
- IGMS Regional Urban Structure Discussion Paper, June 2020 (found as Attachment 1 in staff report [LPS56-20](#));
- IGMS Growth Concepts Discussion Paper, February 2021; (found as Attachment 5 in staff report [LPS18-21](#)); and
- IGMS Preferred Growth Concept Report (this report)

Analysis and findings presented in the reports completed to date as well as public consultation has informed the Preferred Growth Concept (PGC) described in this report. Figure 2 provides a schematic overview of the IGMS process completed to date.

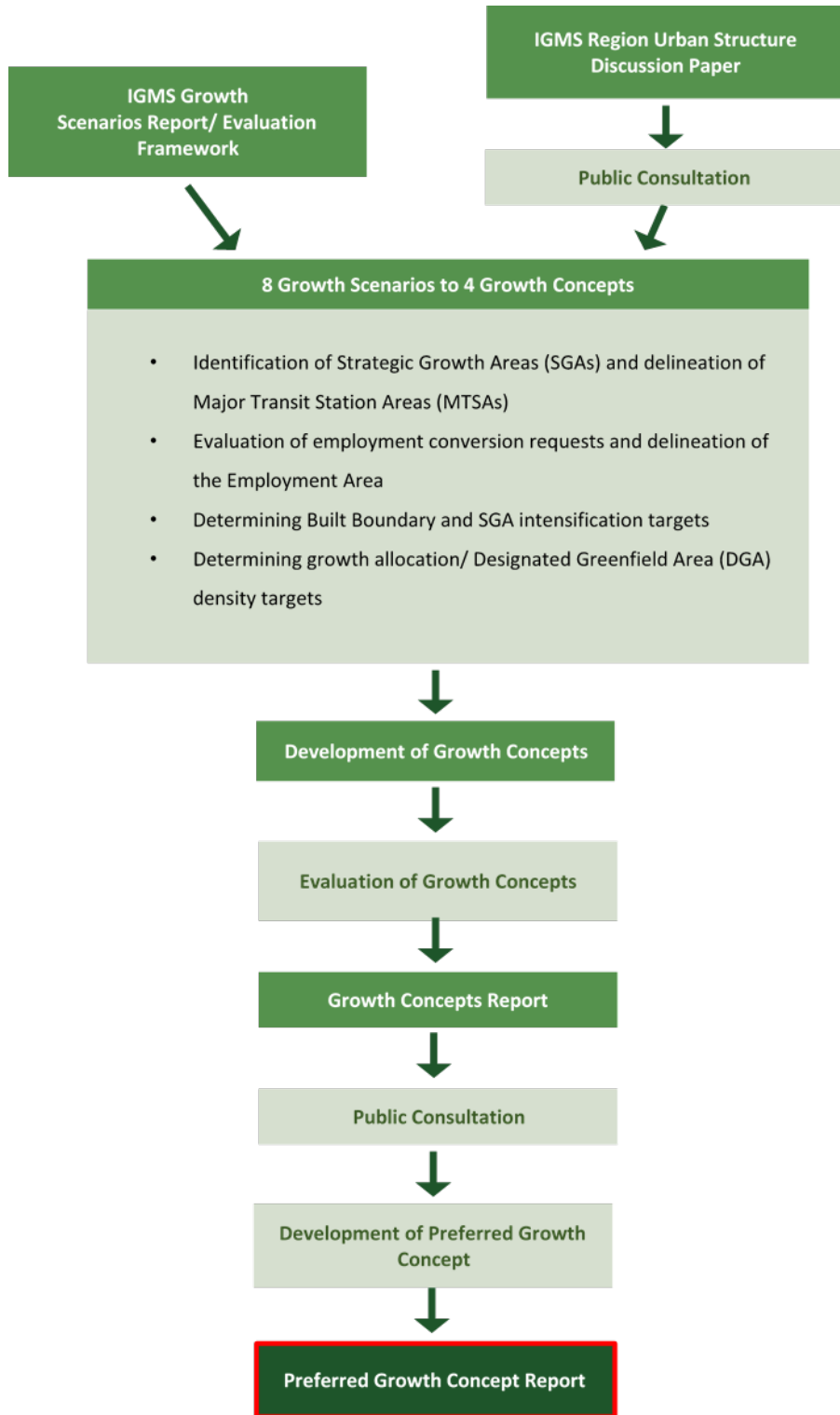


Figure 1: IGMS Reports in the Context of IGMS Process
Source: Halton Region, 2021

A. Purpose of this Report is to Present the Preferred Growth Concept

The purpose of this report is to describe the Preferred Growth Concept (PGC) and the technical analysis that underpins it. The PGC was developed from previous IGMS work related to the four discussion papers and related stakeholder consultation.

What is the Preferred Growth Concept?

The Preferred Growth Concept contains the major elements of a growth strategy to accommodate population, housing unit, and employment growth within the Region from 2031 to 2051, based on:

- the Planning Vision of the Regional Official Plan founded in the concept of sustainable development, moving the Region towards sustainability, and building on the themes of land stewardship and healthy communities;
- incorporating the Local Plans and Priorities of the Local Municipalities to the extent possible;
- responding to the Climate Change emergency through growth management that mitigates climate change impacts; and,
- reinforcing the Regional Urban Structure while protecting the Agricultural System and Natural Heritage System by minimizing urban boundary expansion.

The PGC includes the population, household, and employment forecast intended to be brought forward as part of a Regional Official Plan Amendment (ROPA) which will guide growth in the Region to 2051.

The PGC directs a significant amount of growth to the Region's existing Urban Areas, including emphasis on accommodation of growth within the hierarchy strategic growth areas identified in the Regional Urban Structure, and also sets out the total amount of new Community Area and Employment Area land required to accommodate growth to 2051 in accordance with the Provincial Land Needs Assessment methodology. The PGC is supported by technical analysis related to Regional infrastructure (water, wastewater and transportation) and associated fiscal impact assessment as well as analysis related to agriculture, aggregates, greenhouse gas (GHG) emissions, and natural heritage systems.

The PGC is not one of the Growth Concepts presented in the *IGMS Growth Concepts Discussion Paper*, rather it has been developed based on the feedback received through

consultation with Regional staff, local municipalities and other stakeholders on the Growth Concepts presented as part of that report.

The PGC is intended to be implemented into the Region's Official Plan by Amendment, building upon ROPA 48 (Regional Urban Structure), comprising the Integrated Growth Management Strategy.

B. The Preferred Growth Concept Builds Upon the Regional Urban Structure Based Upon Local Plans and Priorities (ROPA 48)

Regional Official Plan Amendment No. 48, approved by the Province in November 2021, was the first phase of the Integrated Growth Management Strategy, and amended the Regional Official Plan in the following ways to assist in achieving conformity with the Growth Plan to the 2051 planning horizon:

- Established a Regional Urban Structure of Strategic Growth Areas consisting of: Urban Growth Centres, Major Transit Station Areas, Regional Nodes and Regional Corridors, in which to focus population and employment growth, through intensification of the Built-Up Area or transit-supportive, compact urban form in the Designated Greenfield Area;
- Extended the planning horizon of the Regional Official Plan to 2051, and incorporates the population and employment forecast for the Region as a whole in Schedule 3 of the Growth Plan;
- *Urban Growth Centres* – confirmed the boundaries of the Downtown Burlington, Midtown Oakville and Downtown Milton Urban Growth Centres, for which minimum density targets apply;
- *Major Transit Station Areas* – provided defined boundaries for all Major Transit Station Areas and set minimum density targets, and policy changes to identify the MTSAs as Protected MTSAs;
- *Regional Nodes* – identified additional strategic growth areas beyond the UGCs and MTSAs, recognized in Local Official Plans, that have a Regional role in accommodating growth through intensification, and policies for the planning of these areas;

- *Employment Area Conversions* – implemented a set of strategic employment land conversions, which support the Regional Urban Structure, local urban structures, and the implementation of local municipal plans related to mixed use intensification.

The Preferred Growth Concept builds upon the new Regional Urban Structure by directing substantial population and employment growth to the Strategic Growth Areas to the 2051 planning horizon.

C. The Preferred Growth Concept Builds Upon the IGMS Growth Concepts Discussion Paper

The IGMS Growth Concepts Discussion Paper presented four Growth Concepts, based upon Local Plans and Priorities, developed to outline alternative approaches to accommodating population and employment growth in the Region to 2051, as required by the Growth Plan. The Paper also evaluated each of the Growth Concepts according to how it addressed a comprehensive Evaluation Framework of Growth Plan and Regional Official Plan policies on growth management, informed by a number of technical background studies addressing: water/wastewater infrastructure, transportation infrastructure, agricultural impact, natural heritage/water resources, climate change/greenhouse gas emissions, and fiscal impact.

The Evaluation of the Growth Concepts, combined with the technical analysis, and informed by significant public engagement led to the identification of a set of Key Principles guiding the development of a Preferred Growth Concept.

The IGMS Growth Concepts Discussion Paper was comprehensive and included a discussion of:

- [Provincial Growth Management Policies](#) (pg. 17-24)
- [History of Land Use Planning in the Region](#) (pg. 25-33)
- [Factors that Influence Growth Management](#) e.g. COVID-19, Schedule 3 of the Growth Plan, Land Needs Assessment Methodology, Phasing of Development (pg. 34-41)
- [Regional Urban Structure Elements](#) (pg. 42-56)

D. Major Elements of the Preferred Growth Concept

The major elements of the Preferred Growth Concept include:

- Implementing a compact and transit-supportive Regional Urban Structure by directing significant population and employment growth to strategic growth areas, including around the GO Stations, and on other planned higher order transit corridors, such as Trafalgar Road and Dundas Street;
- Accommodating more than 80 percent of population growth (contained in more than 85 percent of new housing units), and almost 80 percent of employment growth, over the 20 years between 2031 and 2051, within the existing approved urban areas of the Region;
- A significant shift in the future housing mix of the Region towards apartments, from approximately 25 percent to more than 50 percent of total housing units, directed to strategic growth areas, between 2031 and 2051;
- A measured urban boundary expansion of 1,120 hectares of new community land in the south and east of Milton (710 hectares) and a southerly expansion of Georgetown in Halton Hills (410 hectares), for residential, commercial and institutional uses, to provide a market-based supply of ground-related housing as directed by the Province, and accommodate important community uses (i.e. hospitals, parks);
- A major shift in the future employment mix of the Region towards mixed use office employment, directed to strategic growth areas, between 2031 and 2051; and,
- A measured urban boundary expansion of 1,070 ha of new employment land in Milton and Halton Hills, to accommodate market demand for advanced manufacturing, logistics/warehousing, and supportive uses, which require access to 400 series highways.

E. How Does the Preferred Growth Concept Differ from Other Forecasts

The PGC represents a new forecast being prepared as part of the Region's MCR update, which:

- Will not align with other forecasts currently used for master plans, development charge background studies, budgets etc. It is expected that these documents will be updated to reflect the new Official Plan growth forecasts once they are enacted

- Is based on the best available information at the time of this analysis – includes updating the assumptions used to determine the 2031 forecasts in Sustainable Halton

F. Technical Assessments Inform the Preferred Growth Concept

Technical assessments have informed the growth management exercise and are:

- Used to determine suitable location for new Community and Employment Area lands
- Not intended to replace rigorous, comprehensive analysis that will occur in subsequent stages of the implementation and planning process (e.g. master plans, secondary plans, technical reports etc.)
- To be updated as final technical assessments, based upon a final Council-endorsed Preferred Growth Concept. The technical assessments supporting the implementing Draft Regional Official Plan Amendment will be provided at the time of Regional Council’s consideration together with Regional staff’s recommendation report.

Table 1: Summary of IGMS Preferred Growth Concept Report Technical Analysis

Appendix	Description	Relationship to IGMS Process
Preferred Growth Concept Land Needs Assessment		
Appendix A – Land Needs Assessment and Local Municipal Allocation	Describes the methodology used to determine community and employment land need for future development and details the allocation of growth to the local municipalities	Identifies future community and employment land need for the Preferred Growth Concept
Appendix B – Existing Employment Area Delineation Recommendations	Technical assessment of recommended employment conversions, additions, and revisions	Provides final recommendations on existing Employment Area conversions, additions, and revisions
Preferred Growth Concept Settlement Area Boundary Expansion Assessment		
Appendix C – Agricultural Impact Assessment	Technical assessment of the impact of settlement boundary expansion on agricultural resources (i.e. farmland, soils, farm operations) in the Region, utilizing Canada Land Inventory (CLI) soils mapping, LEAR (Land Evaluation and Area Review) studies, and a preliminary inventory of farm operations (i.e. potential livestock facilities).	Identifies agricultural impacts, which inform the Preferred Growth Concept.

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Appendix	Description	Relationship to IGMS Process
Appendix D – Natural Heritage and Water Resources Assessment	Technical screening assessment of the impacts of settlement boundary expansions presented in the Preferred Growth Concept on the Region’s Natural Heritage System and Water Resource features and areas.	Identifies natural heritage impacts, which inform the Preferred Growth Concept.
Preferred Growth Concept Technical Assessment		
Appendix E – Greenhouse Gas Emissions Assessment	Technical assessment of greenhouse gas emissions arising from future development	Identifies greenhouse gas emissions impacts, which inform the Preferred Growth Concept.
Appendix F – Water and Wastewater Assessment	Technical assessment of Regional water and wastewater infrastructure needs arising from future development	Identifies water and wastewater infrastructure impacts, which inform the Preferred Growth Concept.
Appendix G – Transportation Assessment	Technical assessment of Regional transportation and transit infrastructure needs arising from future development	Identifies transportation infrastructure impacts, which inform the Preferred Growth Concept.
Appendix H – Fiscal Impact Analysis	Technical assessment of Regional and local municipal revenues and expenditures as well as associated tax rate impacts. The analysis is informed by the Transportation and Water & Wastewater Assessment technical reports.	Identifies fiscal impacts, which inform Preferred Growth Concept.

2. Key Principles for the Preferred Growth Concept

In undertaking the review of the Regional Official Plan, Regional Council directed staff to build on the strong foundational vision, goals and policies in the Regional Official Plan. The Planning Vision contained in the Regional Official Plan is based on the concept of sustainable development, moving the Region towards sustainability, and building on the themes of land stewardship and healthy communities.

According to the Regional Official Plan, a healthy community is one:

- that fosters among residents a state of physical, mental, social and economic well-being;
- where residents take part in, and have a sense of control over, decisions that affect them;
- that is physically so designed to minimize the stress of daily living and meet the life-long needs of its residents;
- where a full range of housing, employment, social, health, educational, recreational and cultural opportunities are accessible for all segments of the community;
- where mobility is provided primarily through an affordable, convenient, safe and efficient public transportation system and non-motorized travel modes; and
- where the principles of sustainability are embraced and practised by residents, businesses and governments.

Building on this strong foundation, the Growth Concepts Discussion Paper outlined a set of key considerations or questions that provide a framework for the development of a Preferred Growth Concept, focused around the themes of growth management, infrastructure, fiscal impact assessment, agriculture, mineral aggregate resources, climate change, natural heritage systems and healthy watersheds, and multi-modal transportation, transit-supportive densities and goods movement.

In recognition of these considerations and the extensive public input received throughout the Integrated Growth Management Strategy process to that point in time, as well as input from Local Municipal Councils, Region advisory committees, and representatives of the development industry, Report No. LPS51-21 outlined a set of **Key Principles** which staff used as the foundation for a balanced approach to the accommodation of growth to 2051 and carried through to the Preferred Growth Concept.

As noted in Report No. LPS51-21, the Preferred Growth Concept was to be based on a significant shift to more compact, mixed use urban form, and the advancement of critical objectives such as meeting the challenge of climate change and maximizing the protection of our agricultural land base. The Preferred Growth Concept must also represent an achievable plan that takes into consideration the housing market, choice and affordability, and the financing and construction of infrastructure to service the growth.

The **Key Principles** are as follows:

Table 2: Summary of Key Principles of the IGMS Preferred Growth Concept

<p>1. Confirming and supporting a Regional Urban Structure</p> <p>A cornerstone of the Preferred Growth Concept is the direction of as much population and employment growth to 2051, as is achievable, to Strategic Growth Areas within a Regional Urban Structure, comprised of Urban Growth Centres, Major Transit Station Areas, and Regional Nodes and Corridors.</p>
<p>2. Setting an Ambitious and Achievable Intensification Target</p> <p>The accommodation of growth to 2051 is also based on the setting of a Region-wide intensification/densification target that exceeds the minimum 50 per cent intensification target contained in the Growth Plan, and directs a clear majority of population growth within the Built-up Area (i.e. intensification) <u>and</u> existing Designated Greenfield Area (i.e. densification) of the Region. The specific intensification target and rate of densification that is achievable is determined through the completion of a Land Needs Assessment, as required by the Growth Plan.</p>
<p>3. Meeting the Challenge of Climate Change</p> <p>The Preferred Growth Concept is based on a Greenhouse Gas Emissions modelling exercise that demonstrates it minimizes greenhouse gas emissions compared to a baseline scenario, thereby addressing the Climate Change Emergency declared by the Region and its Local Municipalities.</p>
<p>4. Establishing a Broad Range and Mix of Housing</p> <p>Another key principle of the Preferred Growth Concept is the establishment of an appropriate range and mix of housing that both maintains an adequate supply of ground-related housing, while significantly shifting the mix towards higher density apartment housing types. This housing mix considers the provision of a market-</p>

based supply of housing as required by the Provincial Land Needs Assessment Methodology.

5. Providing a Complete Spectrum of Employment Opportunities

The provision of a complete spectrum of employment opportunities to accommodate employment growth to 2051 includes:

- a. Shifting employment to the Major Office category to both recognize its role in creating mixed-use, transit-supportive complete communities, and its benefit in minimizing the need for additional employment land;
- b. Providing an adequate supply of new employment land to accommodate manufacturing, logistics/warehousing (i.e. Employment Land Employment) growth to 2051, ensuring that the strong demand for larger sites with highway access can be met in the Region.

6. Advancing Strategic Employment Land Conversions

The Preferred Growth Concept is also based on the removal of certain strategic areas from the Regional Employment Area to permit residential uses and facilitate mixed-use development of Strategic Growth Areas, including within Urban Growth Centres and Major Transit Station Areas.

7. Setting Bold yet Achievable Community Area & Employment Area Density Targets

A minimum density target for any new Community Designated Greenfield Area, which substantially exceeds the minimum 50 people/ jobs per hectare target of the Growth Plan, and is 65 people/jobs per ha or greater, reflecting densities being achieved in the existing Designated Greenfield Area, is a key building block of the Preferred Growth Concept. The Preferred Growth Concept is also based on a minimum Employment Area density target, which is achievable based on the market for employment uses, yet encourages greater densities in Employment Areas, as determined by the Land Needs Assessment.

8. Maintaining Strong Development Phasing Policies

A key principle of the Preferred Growth Concept pertains to the phasing of development, ensuring that it proceeds in a manner that prioritizes efficient use of land, and financing and construction of infrastructure.

9. Ensuring Growth Proceeds without negative Fiscal Impacts

The Preferred Growth Concept is based on a Fiscal Impact Analysis, which demonstrates that the proposed accommodation of population and employment

<p>growth results in no negative fiscal impact for the Region and its Local Municipalities.</p>
<p>10. Maximizing Agricultural Land Protection</p> <p>The Preferred Growth Concept minimizes the loss of agricultural land through urban expansion, based on an Agricultural Impact Assessment that demonstrates it minimizes impacts to the agricultural system and agricultural support network, and considers local food production and food security.</p>
<p>11. Further Enhancing the Natural Heritage System</p> <p>The Preferred Growth Concept does not encroach on the enhanced Regional Natural Heritage System, and generally directs population and employment growth to areas which minimize adjacency impacts on the Regional Natural Heritage System from urban expansion, informed by a Natural Heritage Assessment.</p>

To illustrate how the Key Principles have been incorporated into the Draft Preferred Growth Concept, a description of how each key principle relates to elements of the Draft Preferred Growth Concept is provided in Table 7 below.

Table 3: Relationship of Key Principles with Elements of Draft Preferred Growth Concept

Key Principle	Element of Draft Preferred Growth Concept
1. Confirming and supporting a Regional Urban Structure	<ul style="list-style-type: none"> • The Preferred Growth Concept directs significant growth to mixed-use Strategic Growth Areas (Urban Growth Centres, Major Transit Station Areas, Regional Nodes) identified in a Regional Urban Structure, based upon Growth Plan and local municipal structures • The Preferred Growth Concept directs growth to Regional Corridors, such as Trafalgar Road and Dundas Street to support transit
2. Setting an Ambitious and Achievable Intensification Target	<ul style="list-style-type: none"> • The Preferred Growth Concept addresses the ‘intensification first’ intent of the Growth Plan by accommodating over 80 per cent of residential development within the combined Built-Up Area and existing Designated Greenfield Area to 2051, minimizing urban expansion

Key Principle	Element of Draft Preferred Growth Concept
	<ul style="list-style-type: none"> • This strategy is based on a proposed alternative intensification target of 45 per cent, as contemplated by the Growth Plan (compared to the minimum intensification target for growth directed to Built-Up Area of 50 percent) • The Preferred Growth Concept includes additional “densification” of Strategic Growth Areas outside the Built-Up Area, particularly corridors, recognizing planned growth within these areas
<p>3. Meeting the Challenge of Climate Change</p>	<ul style="list-style-type: none"> • The Preferred Growth Concept minimizes Greenhouse Gas emissions when compared to a baseline scenario, through compact and transit-supportive growth as part of the Region’s overall strategy to address the Climate Change Emergency
<p>4. Establishing a Broad Range and Mix of Housing</p>	<ul style="list-style-type: none"> • The Preferred Growth Concept significantly shifts the housing mix towards apartments to address the ‘intensification first’ objectives of the Growth Plan, while accommodating a significant number of apartments within strategic nodes and corridors outside the Built-Up Area, achieving a housing mix between 2031 and 2051 of 50 percent apartment units • The Preferred Growth Concept provides an adequate supply of ground-related housing, including singles/ semis to address market demand
<p>5. Providing a Complete Spectrum of Employment Opportunities</p>	<ul style="list-style-type: none"> • The Preferred Growth Concept shifts significant future employment from Employment Land Employment into Major Office Employment directed to Strategic Growth Areas and existing employment areas to foster mixed-use, transit-supportive communities • The Preferred Growth Concept provides an adequate supply of new Employment Area in Milton and Halton Hills to accommodate Employment Land Employment and ensure the Region continues to attract manufacturing and logistics/warehousing uses

Key Principle	Element of Draft Preferred Growth Concept
6. Advancing Strategic Employment Land Conversions	<ul style="list-style-type: none"> • The Preferred Growth Concept and ROPA 48 advance several strategic employment conversions to address local municipal objectives and foster mixed-use, transit-supportive communities, in Strategic Growth Areas • A summary of the assessment of changes to the Regional Employment Areas, including conversions, is included as Appendix B
7. Setting Bold yet Achievable Community Area & Employment Area Density Targets	<ul style="list-style-type: none"> • The Preferred Growth Concept sets a Region-wide Community Designated Greenfield Area minimum density target of 65 residents/jobs per hectare, significantly exceeding the Growth Plan minimum target, which is achievable given that new Designated Greenfield Area in the Region is currently meeting or exceeding this standard • The Preferred Growth Concept sets a Region-wide Employment Designated Greenfield Area minimum density target, encouraging employment intensification, while recognizing that employment densities will not be the same for all employment areas, depending on their role/function
8. Maintaining Strong Development Phasing Policies	<ul style="list-style-type: none"> • The Preferred Growth Concept will be based on logical development phasing policies to ensure orderly development of the Region and the local municipalities, and ensuring intensification targets can be met
9. Ensuring Growth Proceeds without negative Fiscal Impacts	<ul style="list-style-type: none"> • The Preferred Growth Concept is supported by a <i>Fiscal Impact Assessment</i> that demonstrates the population and employment growth results minimizes fiscal impact for the Region or its Local Municipalities
10. Maximizing Agricultural Land Protection	<ul style="list-style-type: none"> • The Preferred Growth Concept minimizes agricultural land consumption by directing significant growth within the Built-Up Area and the existing Designated Greenfield Area, and is supported by an <i>Agricultural Impact Assessment</i> that demonstrates the impact on the agricultural system has been

Key Principle	Element of Draft Preferred Growth Concept
	minimized, considering local food production and food security
11. Further Enhancing the Natural Heritage System	<ul style="list-style-type: none"> • The Preferred Growth Concept does not encroach on the overall Natural Heritage System, and generally directs growth to areas that minimize impact on the overall Natural Heritage System from urban expansion, supported by a <i>Natural Heritage Assessment</i>

3. Land Needs Assessment Overview

The amount of new urban area, if any, to accommodate population and employment growth to 2051 is determined through a Land Needs Assessment (LNA) analysis in accordance with the Province's Land Needs Assessment Methodology. The purpose of the LNA is to address how the Region will accommodate population and employment growth to 2051. While the LNA presented in this section is for the Region in total, it is based on considerations of detailed local land use information including local municipal planning priorities and local municipal population and employment allocations. In addition, the LNA includes an explanation of two key assumptions: the residential intensification rate and the conversion of some Employment Area lands to Community Area. The LNA informs the Preferred Growth Concept as presented in this Report. A final LNA, based upon a final Council-endorsed Preferred Growth Concept, and the public and agency input, will be provided for submission to the Province with the adopted Council endorsed amendment implementing the Preferred Growth Concept.

The LNA addresses the Community Area and the Employment Area land needs separately, where the Employment Area represents all lands within the Employment Area overlay shown in Map 1H of the Regional Official Plan and the Community Area represents all other urban area lands that are primarily residential uses within developed areas along with the supporting institutional, commercial and infrastructure land uses. Within the Community Area, there is a further important geographic division between the Delineated Built-Up Area and the Designated Greenfield Area (DGA). The Delineated Built-Up Area accommodates the portion of housing growth described as intensification and the Designated Greenfield Area accommodates greenfield housing development, including any Settlement Area expansion for Community Area use. The uses and the geographic policy areas are shown in Figure 3.

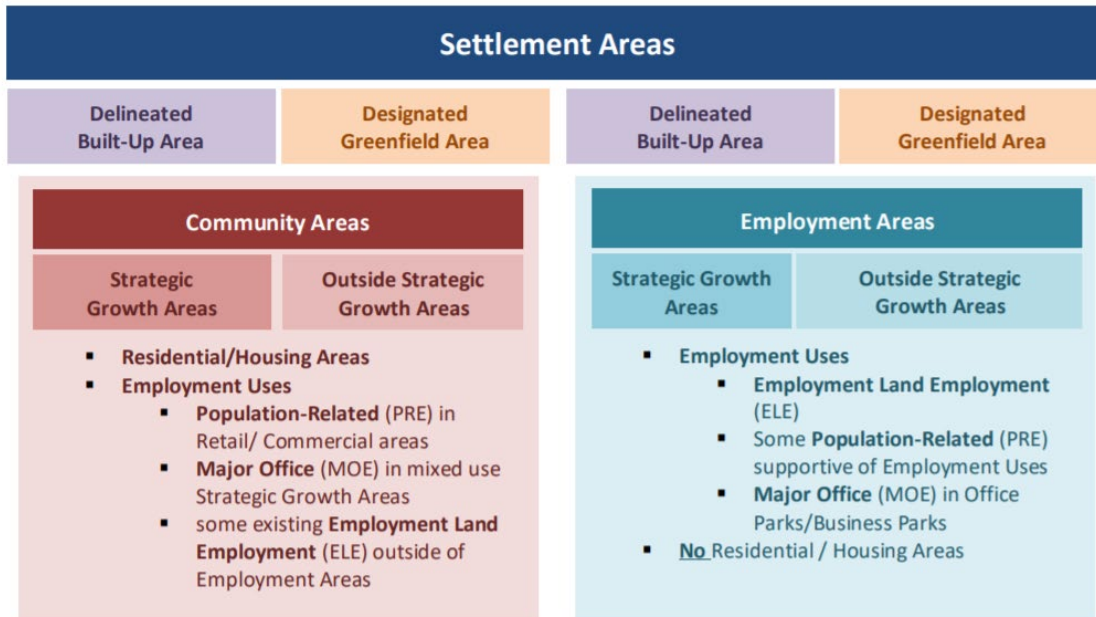


Figure 2: Community Areas versus Employment Areas
 Source: Halton IGMS Regional Urban Structure Discussion Paper, July 2020

A. Community Area Forecast and Land Need

In principle, the LNA for the Community Area is a relatively straight-forward undertaking involving the following components:

- determine the total number of housing units required to meet the population forecast to 2051;
- allocate the housing units between the Delineated Built-Up Area and the Designated Greenfield Area (including a very small allocation to the rural areas);
- estimate the future supply potential in the existing Designated Greenfield Areas and compare that supply to allocation of housing units in Designated Greenfield Areas between 2021 and 2051; and
- calculate the new urban area land need based on the housing units in the Designated Greenfield Area that cannot be accommodated within the existing Designated Greenfield Areas.

The details of some of these components and related assumptions add a level of complexity as shown in the LNA document in Appendix A.

1. Provincial Direction on Providing a Market-Based Supply of Housing

A significant new policy in the Province’s 2020 revision to the LNA Methodology requires the “provision of a market-based supply of housing to the extent possible.” This means that the LNA analysis needs to address housing units by type. The four housing types for the IGMS are: single/semi; row/townhouse units, apartments in multiple-unit buildings; and accessory apartments (secondary suites).

A market-based supply of housing in Halton means a mix of housing types heavily weighted to singles/semis and rows, much like the housing mix of units built in the Region over the past 20 years (when rows came to be a significant part of the new housing market). In Halton, as elsewhere, singles/semis and rows are typically highly preferred by family households and most of the household growth anticipated in Halton over the next 30 years are family households. Growth management policies, particularly those flowing from the Provincial Growth Plan, seek a significant shift in housing mix in favour of apartment units in order to reduce consumption of new urban land for housing.

The intensification rate and the housing mix are closely linked because 75 to 80 per cent of units built in the Delineated Built-Up Area will be apartment units. Table 4 compares the housing mix of a market-based supply to the four concepts presented in 2021 and the Preferred Growth Concept presented in this report. All the concepts are significantly denser and rely on intensification far more than a market-based supply as demonstrated by the higher share of apartments in the mix.

Table 4: Regional Housing Mix for All Housing Unit Growth 2021-2051, Comparison of a Market-Based Supply to the 2021 Growth Concepts and the Preferred Growth Concept

	Market Based Supply	Concept 1: 60% Densification	Concept 2: 70% Densification	Concept 3A/3B: 80% Densification	Concept 4: 50% Intensification	Preferred Growth Concept
Single/Semi	50%	22%	19%	17%	25%	23%
Row	25%	23%	20%	18%	26%	25%
Apartment Buildings	24%	53%	59%	63%	47%	50%
Accessory Apartments	1%	2%	2%	47%	2%	2%
Total	100%	100%	100%	100%	100%	100%

The reason for highlighting and comparing the housing mix in the Preferred Growth Concept is to demonstrate two important matters in the LNA:

- Any option that meets the intensification policy requirements has a housing mix with many more apartments and fewer ground-related units than the market-based supply. The Preferred Growth Concept is closer to the market mix than most of the other Concepts and, therefore, meets the Province’s “to the extent possible” test. Also notable is that the new Community Area land in the Preferred Growth Concept is approximately midway between that of Concepts 1 and 2, though it does not require as great a shift in housing types as Concept 1.
- In providing the housing mix shown in Table 4, the Preferred Growth Concept is meeting the goals of the intensification policy by accommodating most housing growth in existing planned areas to maximize the use of existing community infrastructure and reduce the amount of new urban area land required.

While the Preferred Growth Concept exceeds the goals of the intensification policy, it cannot reasonably meet the letter of the policy since much of the planned higher-density mixed-use development is well within the existing urban area, but just beyond the Built Boundary that defines the Delineated Built-Up Area. The proposed resolution to this problem is an alternative intensification target.

2. Alternative Intensification Target

The Growth Plan directs that a minimum of 50 percent of all residential development within the Region by the time that the municipal comprehensive review (i.e. Regional Official Plan Review) is approved be within the Delineated Built-Up Area (as delineated in 2006). In Halton Region, the urban structure demands that a significant amount of growth be allocated to lands within the existing settlement area boundary but beyond the Built Boundary. For example, specific growth nodes in North Oakville north of Dundas, and along the Trafalgar Road corridor in Oakville and Milton are outside of the Built Boundary. The higher density mixed-use development planned and currently being built in these areas cannot be counted as “intensification” as defined by the Growth Plan. Adhering to the 50 per cent intensification target in the Growth Plan would result in a significant under-allocation to these nodes and would compromise key planning objectives to ensure transit-supportive densities are achieved in these communities.

The Preferred Growth Concept is premised on an ambitious target of 85 percent of new housing units to be accommodated within the existing Urban Area (the Delineated Built-

Up Area and existing Designated Greenfield Area combined) from 2031 to the 2051 planning horizon.

Policy 2.2.2.4 of the Growth Plan permits Regional Council to request an alternative target to the 50 per cent minimum intensification target. This request must be based on a demonstration that:

- the 50 per cent minimum target cannot be achieved, and,
- the alternative target will be appropriate given the size, location, and capacity of the Delineated Built-Up Area.

The Preferred Growth Concept proposes to direct a significant percentage of Region-wide housing unit growth to the Delineated Built-Up Area (45 per cent), but is also premised on direction of considerable housing unit growth to key growth nodes in the existing Designated Greenfield Area. This approach has merit and meets the objectives of the Growth Plan as it:

- Allocates growth to strategic Regional Corridors (such as Trafalgar Road and Dundas Street) with planned investment in higher-order transit (i.e. Dundas Bus Rapid Transit) in keeping with the objectives of the Growth Plan;
- Supports the Town of Oakville approved Urban Structure (OPA 15) and important Regional Nodes identified in the Regional Urban Structure (ROPA 48) and Corridors;
- Directs growth (referred to as “densification” in the Growth Concepts Discussion Paper) – which is “intensification” in the sense that it concentrates development to areas within the existing approved urban area – to locations where it is reasonable to expect it could occur by 2051;
- Recognizes that the geographic location of the Built Boundary was established in 2006 by the Province to delineate the developed areas within approved urban areas. As the visualization in Figure 4 indicates it does not reflect the current extent of the developed area of the Region. In Halton’s specific circumstances, it is not reasonable to drive future housing allocation to the 2006 Built Boundary. Rather, by clear Growth Plan goals growth should be directed to existing and planned strategic growth areas well served by transit. In short, the issue is not the 50 per cent minimum intensification target itself, but the geographic area to which the target is applied;
- While continuing to direct significant growth to the Built-Up Area, including the Urban Growth Centres and Major Transit Station Areas, the alternative target acknowledges

the challenges and risks of allocating too much growth to those areas by 2051, given their size, location and capacity. The Preferred Growth Concept however does allocate a very significant amount of growth to the Strategic Growth Areas within the Built-Up Area (i.e. Urban Growth Centres and Major Transit Station Areas).

Therefore, the Preferred Growth Concept has been based on a Region-wide intensification rate of 45 percent within the Built-Up Area, but a direction of more than 85 percent of housing units within the existing approved urban area between 2031 and 2051, thereby meeting the “intensification first”, and minimization of urban expansion, objectives of the Growth Plan.

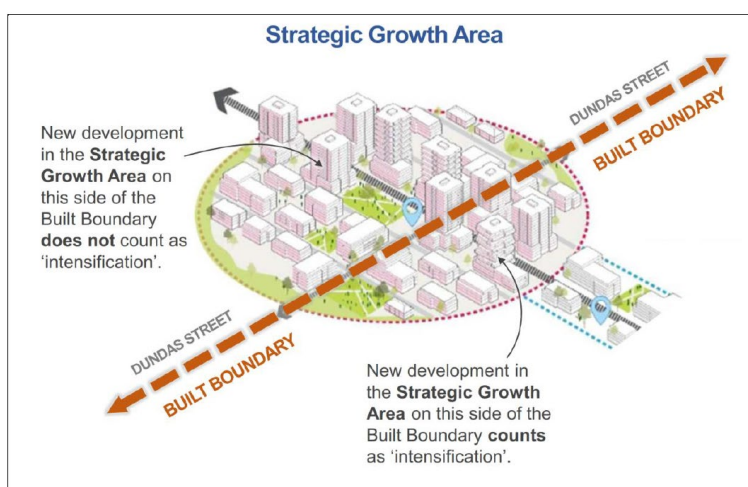


Figure 3: Community Areas versus Employment Areas
Source: Halton IGMS Regional Urban Structure Discussion Paper, July 2020

3. Community Area Land Need and Local Municipal Housing and Population Allocations

Having established the need for the Province to permit Halton to use the recommended alternative intensification target, the Community Area land need can be calculated. Details are provided in the LNA document in Appendix A and are briefly summarized in Table 5. The density of 65 persons plus jobs per hectare incorporates all Community Area land uses including housing, transportation and stormwater management infrastructure, community uses including schools and parks and commercial uses mainly retail and services uses, but also some offices that may occur in the mixed-use areas.

Table 5: Summary of Community Area Land Need Assessment

Total New Housing Units 2021-2051			175,800
Allocation	Rural Area	0.8%	1,400
	Intensification within Delineated Built-Up Area	45.0%	79,100
	Densification (concentrations of high-density units in DGA)	13.1%	23,000
	General DGA development (primarily ground-related units)	41.1%	72,300
Land Need	Less existing DGA supply consumed by 2051		(55,700)
	Shortfall in units allocated to new urban area		16,700
	Land need at 65 persons plus jobs per hectare (approximately 17 units per hectare)		1,070 ha
	In addition, the Town of Halton Hills owns a parcel of about 50 ha within the proposed expansion area. It is partly being used for stormwater management for existing urban areas on the adjoining areas and is being planned for other town-wide uses. As well, there may be a need to locate the planned new hospital on a site within this area. 50 ha is added for these community uses. The total 1,120 ha of which 410 ha would be in Halton Hills also allows for a clear logical boundary in for the expansion area proposed for south Georgetown, making use of existing roads and lot lines.		1,120 ha

The 1,120 ha is recommended to be accommodated with 710 ha in Milton, including 30 ha of Community Area to be added to the northeast quadrant of the proposed Trafalgar GO Station MTSA to provide a complete area surrounding the proposed station. In Halton Hills there is 410 ha of lands, including the 50 ha for town-wide community uses.

While not required for the Land Needs Assessment itself, there are other important descriptors of the Preferred Growth Concept that are based on much the same information. For official plan purposes, there is a need to allocate units by policy area and the population by local municipality. These are shown in Tables 6 and 7.

Table 6: Housing Unit Growth, 2021-2051, Allocated to Policy Area

Municipality	Housing Units by Policy Area				Total
	Rural	Delineated Built-Up Area	Designated Greenfield Area		
			Existing	New	
Burlington	700	30,500	2,500	0	33,700
Oakville	0	28,700	33,600	0	62,300
Milton	300	14,400	34,800	11,000	60,500
Halton Hills	300	5,600	7,800	5,600	19,300
Halton Region	1,300	79,200	78,700	16,600	175,800

Table 7: Population Growth to 2051 by Municipality

Municipality	Population	
	2021	2051
Burlington	194,000	265,000
Oakville	222,000	375,000
Milton	139,000	335,000
Halton Hills	66,000	125,000
Halton Region	619,000	1,100,000

B. Employment Area Forecast and Land Need

The second part of the LNA concerns the land need for Employment Area purposes, that is, just the portion of employment that occupies land and buildings in the jobs-only industrial-type employment areas of the Region. In principle, the Employment Area LNA is even more straight-forward than that for the Community Area, as there are no policy area distinctions required concerning which parts of the Region’s Employment Area are within the BUA or the DGA. The process involves:

- Forecasting the amount of total employment in 2051 that is likely to be accommodated in Employment Areas;

- Determining how much of that employment would likely be accommodated within the existing supply of developed lands and currently vacant Employment Area land;
- Accounting for any conversion of employment lands to non-employment uses in the supply of land (conversions have their own set of planning policies and tests);
- Employment that does not “fit” within the planned employment area requires the designation of additional urban lands.

Each of these steps is detailed in the LNA document in Appendix A. The employment land conversions are addressed before providing the results of the LNA for Employment Areas.

1. Incorporating the Employment Conversions into the LNA

The current Employment Areas in Halton are those lands identified on Map 1H and Map 1C of the Halton Official Plan, all of which are in the current urban designated area (Future Strategic Employment Areas shown on Map 1C provide direction as to the location of future Employment Area designations, but are not part of the current designated supply). In 2021, ROPA 48 brought some initial Official Plan Review conclusions into the Halton Regional Plan. The amendment mainly relates to the Region’s urban structure and brings many of the Strategic Growth Areas into the Plan. These areas included six MTSAs, some of which required Employment Land conversions in order to redevelop as mixed-use areas. The Preferred Growth Concept incorporates the employment conversions adopted by Regional Council through Regional Official Plan Amendment 48, which will enable compact, mixed-use development within Strategic Growth Areas. In addition, based on further analysis, employment conversions related to the Agerton lands east of Trafalgar Road in Milton as well as the Neyagawa Urban Core lands in Oakville are also included in the Preferred Growth Concept.

The proposed conversions and designations of lands near the Trafalgar GO MTSA and the Agerton Employment Area are shown on Figure 5. The area west of Trafalgar road (shown in bright green on the map) was removed from the Employment Area through ROPA 48. The current Urban Area east of Trafalgar Road and generally within an 800 metre radius of the proposed GO transit station is proposed to be removed from the Employment Area (shown in crimson on the map). In tandem with the addition of Community Area lands to the north, this approach will enable mixed-use development supportive of the proposed Trafalgar GO Major Transit Station Area and the Trafalgar Road corridor, while continuing to maintain lands to the east for employment. The approximately 30 hectares of Community Area land proposed to be added to the urban

area to complete the northeast quadrant of the Trafalgar GO MTSA is part of the 1,120 hectares of Community Area land need identified in the LNA (shown in orange on the map). Proposed new designations of urban land for Employment Area use in the Agerton area are also shown on the map (in bright blue on the map), but are discussed in the next part of this section and elsewhere in the report.

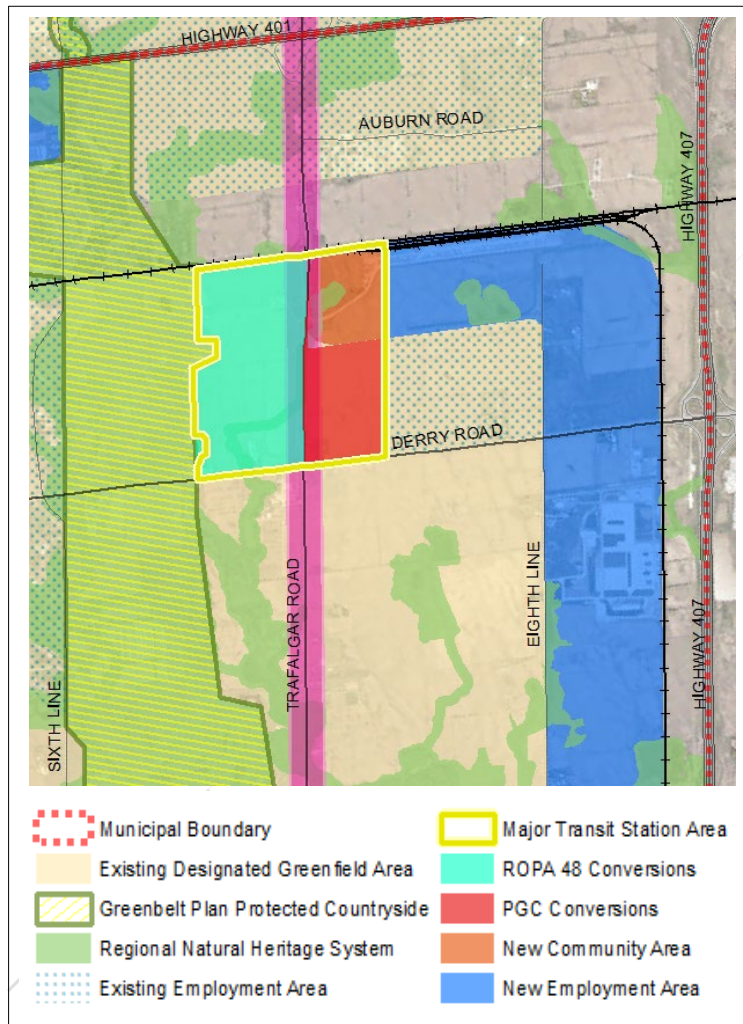


Figure 4: Agerton Lands Employment Conversion
 Source: Halton IGMS Regional Council Workshop, November 2021

For the Neyagawa Urban Core lands in Oakville, the conversion of the lands on the west and east sides of Neyagawa Boulevard expands the existing mixed-use area on the east side of Neyagawa Boulevard and on the south side of Burnhamthorpe Road West. The expanded area is proposed as a Regional Node, consistent with Town’s urban structure

and vision for a mixed-use growth area at Neyagawa Boulevard and Burnhamthorpe Road West. A number of site-specific conversions that were identified as supported in the Growth Concepts Discussion Paper have also been incorporated into the Preferred Growth Concept. The remaining conversion requests were not supported by Regional staff and are not included in the Preferred Growth Concept.

A document summarizing the recommended changes to Halton's Employment Areas through the Regional Official Plan Review and municipal comprehensive review process is in Appendix B to this report. The document includes recommendations on areas removed from the Employment Areas through conversions, areas within the existing Urban Area added to the Employment Areas, and minor technical revisions. These recommendations are reflected in the Preferred Growth Concept and LNA and support the designation of Employment Areas in the Regional Official Plan in accordance with the Growth Plan.

For the LNA, there is an important distinction in the conversion of Employment Areas where some conversions need to be "replaced" in the future Employment Area land supply and others do not. Any existing Employment Area lands currently developed for larger-scale retail or institutional uses and that are proposed to be converted do not need to be replaced in the future supply, since they are not currently accommodating the employment land employment for which Employment Areas are planned. Similarly, location-specific infrastructure, i.e. GO commuter parking lots, also do not need replacement in the supply as it is not a business or activity that could operate on a site elsewhere. Conversion of all other Employment Area lands with any existing employment use or non-residential building do need replacement in the land supply. These businesses (or equivalent employment) will occupy Employment Area elsewhere as converted employment lands redevelop for mixed use. Similarly, any converted vacant Employment Area would need replacement in the supply, since the lands would no longer be expected to accommodate the type of employment for which they were planned.

The LNA incorporates the conversions already approved through ROPA 48, including the areas converted and those requiring replacement in the future supply of Employment Area. The additional conversions now being proposed to Regional Council for approval are considered in a similar manner, with their impact on the total Regional land supply considered and addressed in the LNA.

2. Employment Area Land Need and Local Municipal Employment Allocation

The details of the Employment Area land need are provided in the LNA document in Appendix A and can be briefly summarized as shown in Table 8.

Table 8: Summary of Employment Area Land Need Assessment

Employment Area land need driven by the lands used to accommodate Employment Land Employment For Land Needs Assessment		<u>Net ha</u>
Total net occupied lands in Employment Areas	occupied	3,970
Less occupied by large-scale retail, major office or are converted	occupied	<u>(520)</u>
2021 Lands occupied by Employment Land Employment after removing ROPA 48 and currently proposed conversions		3,450
Vacant lands available for future development for employment land employment		<u>Net ha</u>
Total net vacant lands in Employment Areas	vacant	2,470
Less long term vacancy, conversion of vacant lands and future Major Office	vacant	(630)
Net effective vacant supply for employment land employment purposes		1,840
Employment Land Employment job growth		
Employment Land Employment job growth accommodated on vacant lands	jobs	80,700
Less jobs accommodated in existing supply (1,840 ne ha @ 30.7/net ha	jobs	<u>(56,600)</u>
Employment land employment accommodated in new urban employment areas	jobs	24,200
Density of new urban employment land employment in Employment Areas	Jobs/net ha	29.0
Net hectares required	net ha	830
Net hectares required after adding 3% long term vacancy	net ha	860
Gross (developable) land required after accounting for roads and utilities (80%)		
New Urban Land Need	gross ha	1,070

The 1,070 ha is recommended to be added to the urban area for Employment Area purpose. It is proposed to be accommodated with 670 ha in Milton and 400 ha in Halton Hills. Included in the proposed new Employment Area expansion area are the lands in Agerton occupied by the CP Intermodal facility and adjoining lands. A small amount of additional land need could be justified by the fact that full site cannot be considered vacant and available. However, the land need and vacant land designation are relatively close and logical boundaries for new employment areas are being proposed, so it is recommended that no further adjustment to the land need or the proposed expansion area is warranted.

The result of the distribution of all employment types to the land base in each local municipality results in the employment distribution in Table 9. This table may be paired with the population distribution already presented in Table 10.

Table 9: Employment Distribution by Municipality

Municipality	Employment	
	2021	2051
Burlington	99,000	125,000
Oakville	111,000	180,000
Milton	44,000	130,000
Halton Hills	25,000	65,000
Halton Region	278,000	500,000

4. Preferred Growth Concept Overview

The Preferred Growth Concept allocates population, housing units and employment to each Local Municipality to 2051. This allocation of growth is based on the Land Needs Assessment as outlined in the previous section and detailed in Appendix A. An overview of the Preferred Growth Concept and its key elements is provided on Figure 6 and Table 10. The remainder of this section provides additional information that describes and explains the Preferred Growth Concept.

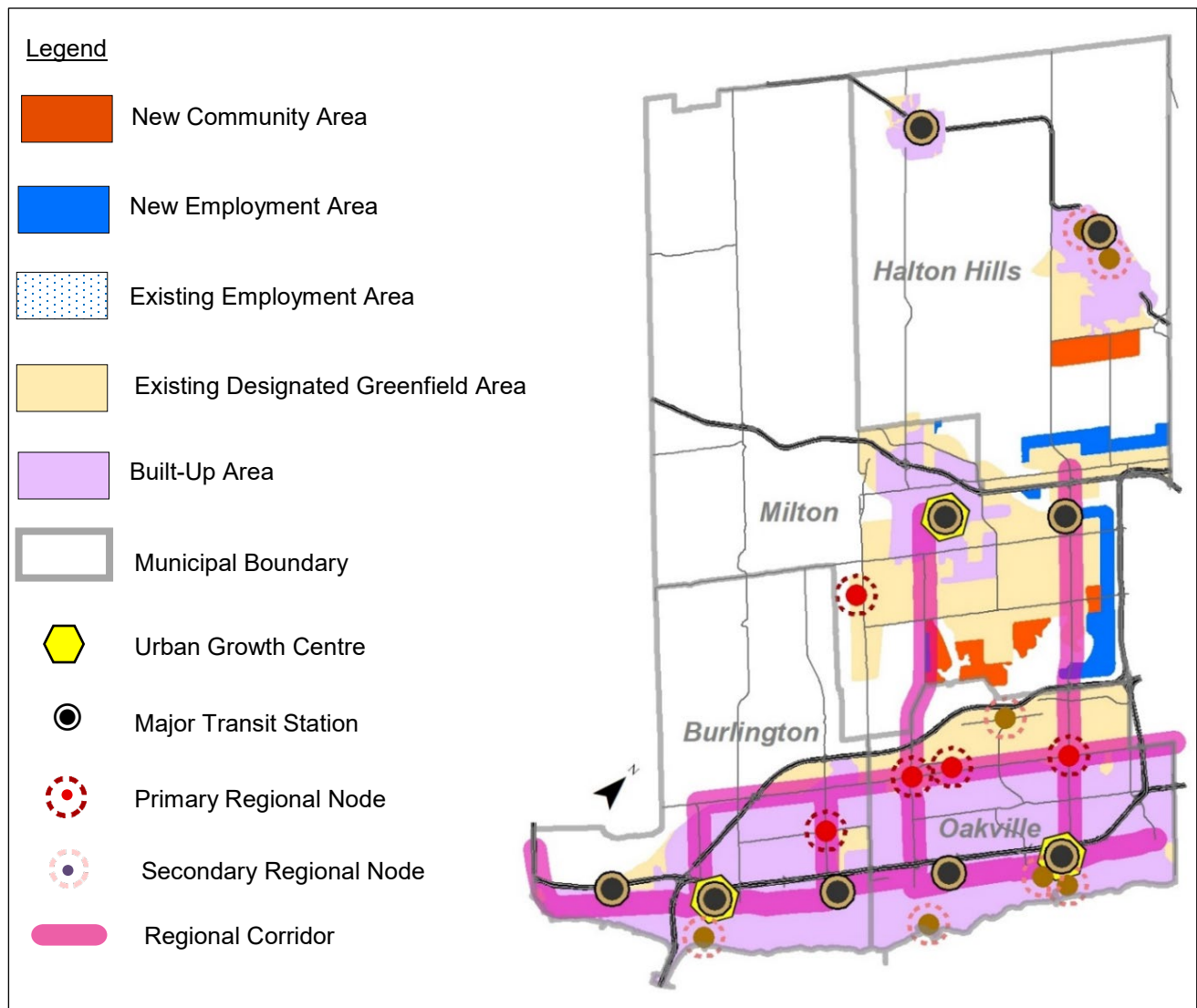


Figure 5: Map of Preferred Growth Concept, Draft Recommendation, February 2022

Table 10: Population & Employment Allocation by Policy Area, 2031-2051, Draft Recommendation, February 2022

	Population	% of Total	Jobs	% of Total
Built-Up Area	116,500	35%	57,000	38%
Existing Designated Greenfield Area	150,500	45%	61,000	41%
New Community Area	62,000	18%	31,500	21%
New Employment Area	n/a	-		
Rural Area (incl. Hamlets)	4,000	1%	500	<1%
Total	333,000		150,000	

A. The Role of the Urban Structure

The Preferred Growth Concept reinforces the compact and transit-supportive Urban Structure adopted under Regional Official Plan Amendment No. 48 (ROPA 48). The following sections describe the function of policy areas and the growth in population, housing units, and employment to be accommodated within them.

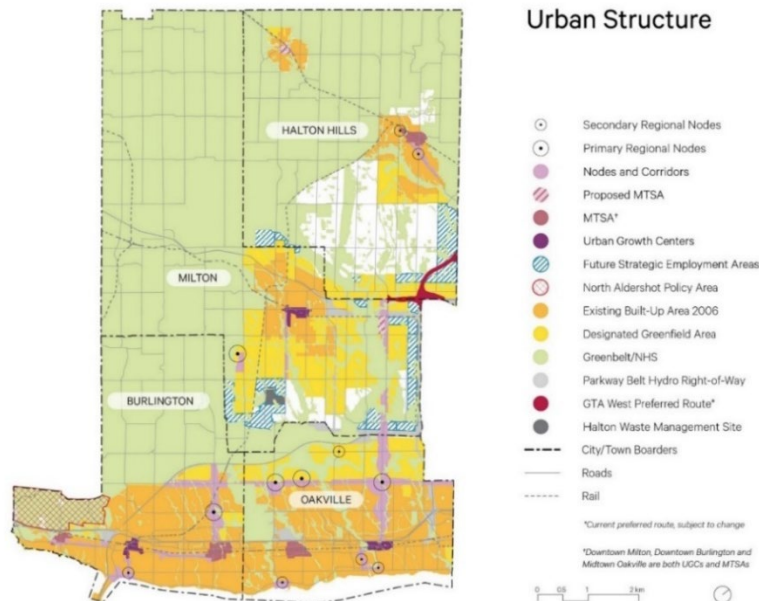


Figure 6: Halton’s Regional Urban Structure
 Source: Halton Growth Concepts Discussion Paper, February 2021

1. Built-Up Area

The Built-Up Area consists of existing communities as delineated by the Province based on the limit of the developed urban area in June 2006.

Centres (UGCs, MTSAs, Regional Nodes)

Regional Centres are focal areas for the accommodation of higher densities and mixed uses. The hierarchy of centres within Halton's Built-Up Area include Urban Growth Centres (UGCs), Major Transit Station Areas (MTSAs) and Regional Nodes.

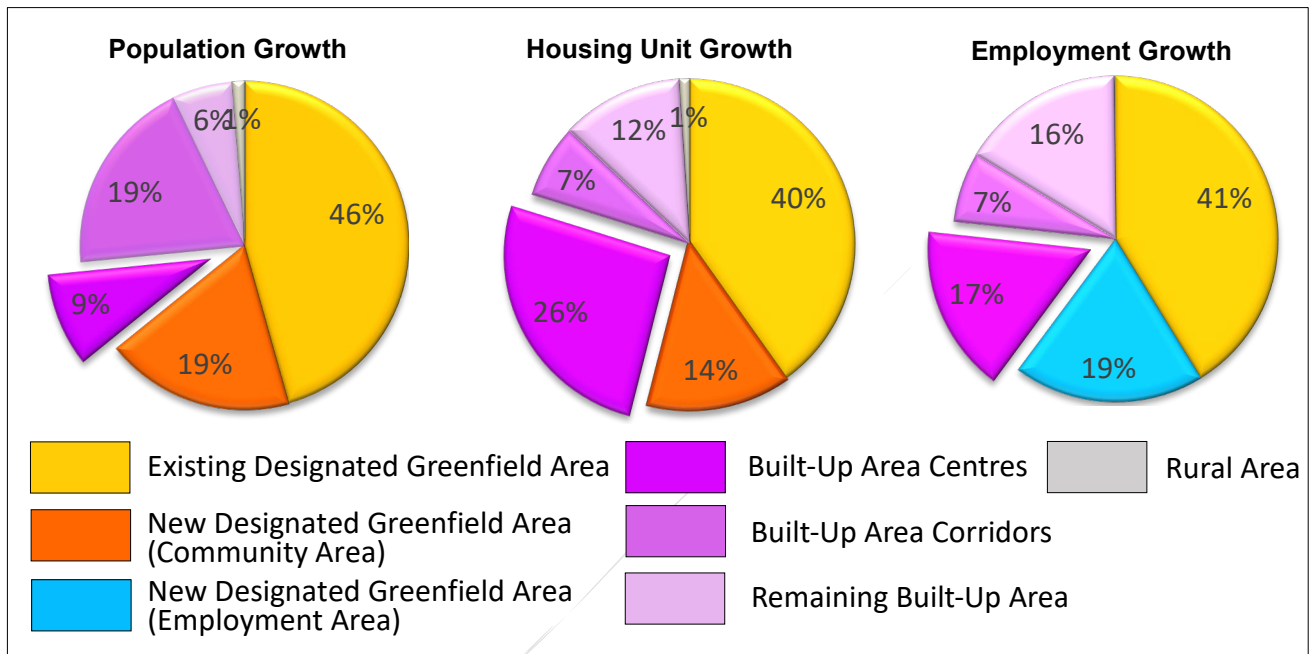


Figure 7: Shares of growth within Built-Up Area Centres

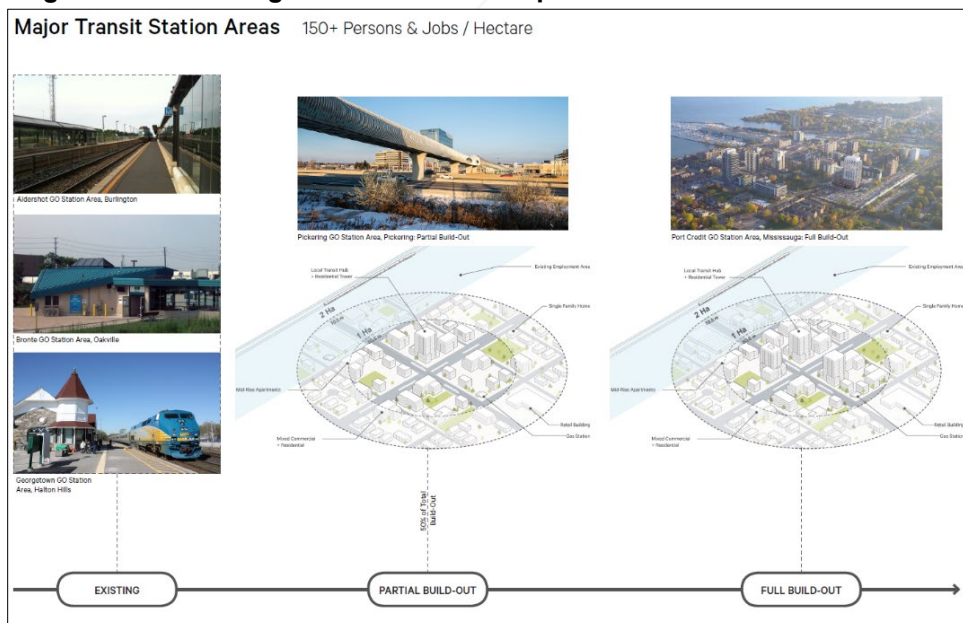


Figure 8: Partial and Full Build-Out Major Transit Station Areas
Source: SvN, 2020

Corridors

Regional Corridors are strategic growth areas identified along major roads or higher order transit corridors that are planning to accommodate a significant amount of growth.

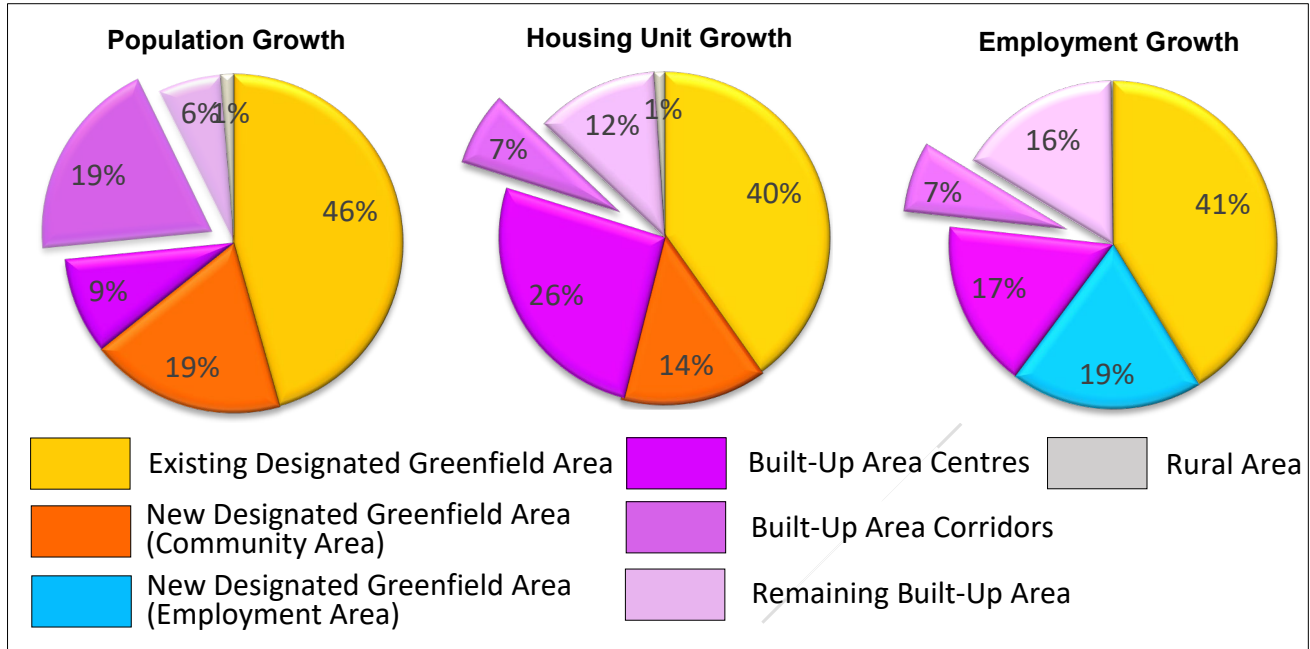


Figure 9: Shares of growth within Built-Up Area Corridors

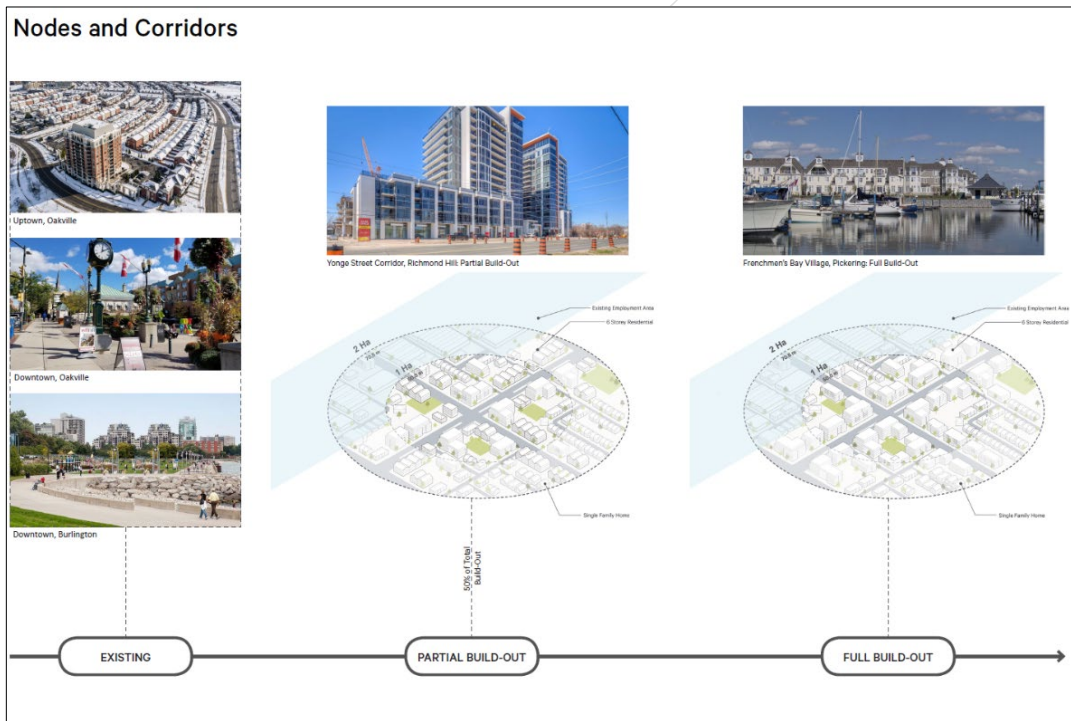


Figure 10: Partial and Full Build-Out Regional Nodes and Corridors Source: SvN, 2020

2. Existing Designated Greenfield Area

Existing Designated Greenfield Area (DGA) are those areas outside the Built-Up Area but within Halton's approved settlement area (ROPA 38). Existing Designated Greenfield Areas also include Centres which will function as focal areas for public services, and other uses which support accommodation of a significant amount of growth.

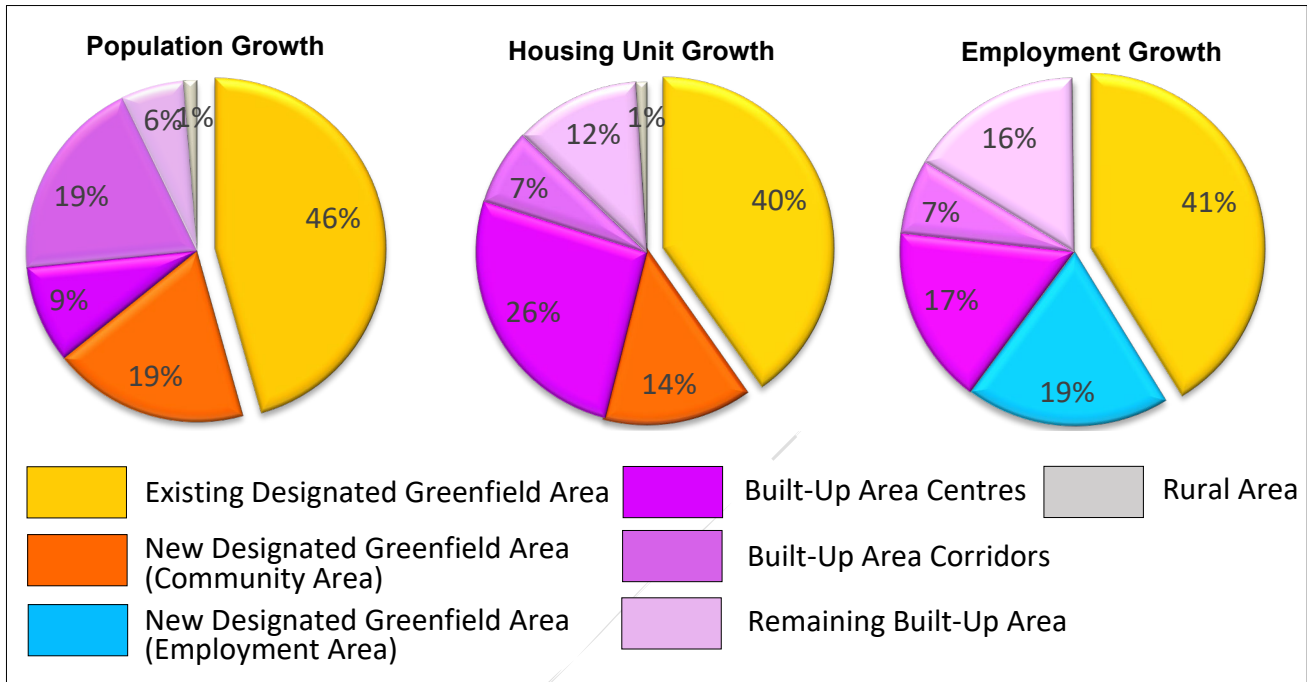


Figure 11: Shares of growth within Existing Designated Greenfield Areas

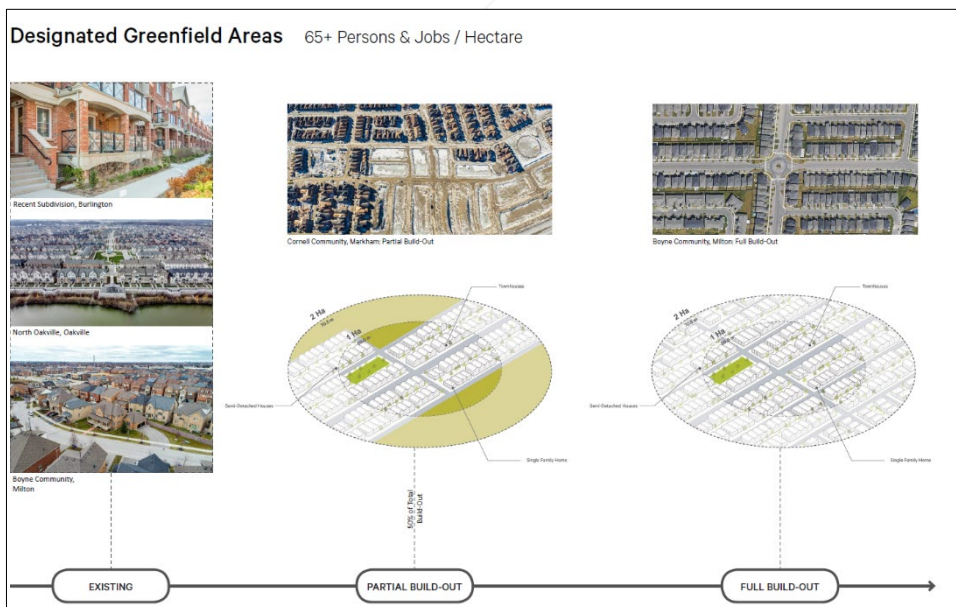


Figure 12: Partial and Full Build-Out Regional Nodes and Corridors
Source: SvN, 2020

3. New Designated Greenfield Area

New Designated Greenfield Area (DGA) are those areas outside both the Built-Up Area and Existing DGA which are now proposed to accommodate new community and employment areas under the Preferred Growth Concept.

New Community Area

New Community Areas are intended to accommodate a range of residential, commercial and institutional uses, to provide a market-based supply of ground-related housing as directed by the Province, and to accommodate important community uses (i.e. hospitals, parks), located in Milton and Halton Hills.

Additional detail is provided within Chapter 5. (Settlement Area Boundary Expansion Analysis).

New Employment Area

New Employment Areas are intended to accommodate market demand for advanced manufacturing, logistics/warehousing, and supportive uses, which require access to 400 series highways, located in Milton and Halton Hills.

Additional detail is provided within Chapter 5. (Settlement Area Boundary Expansion Analysis).

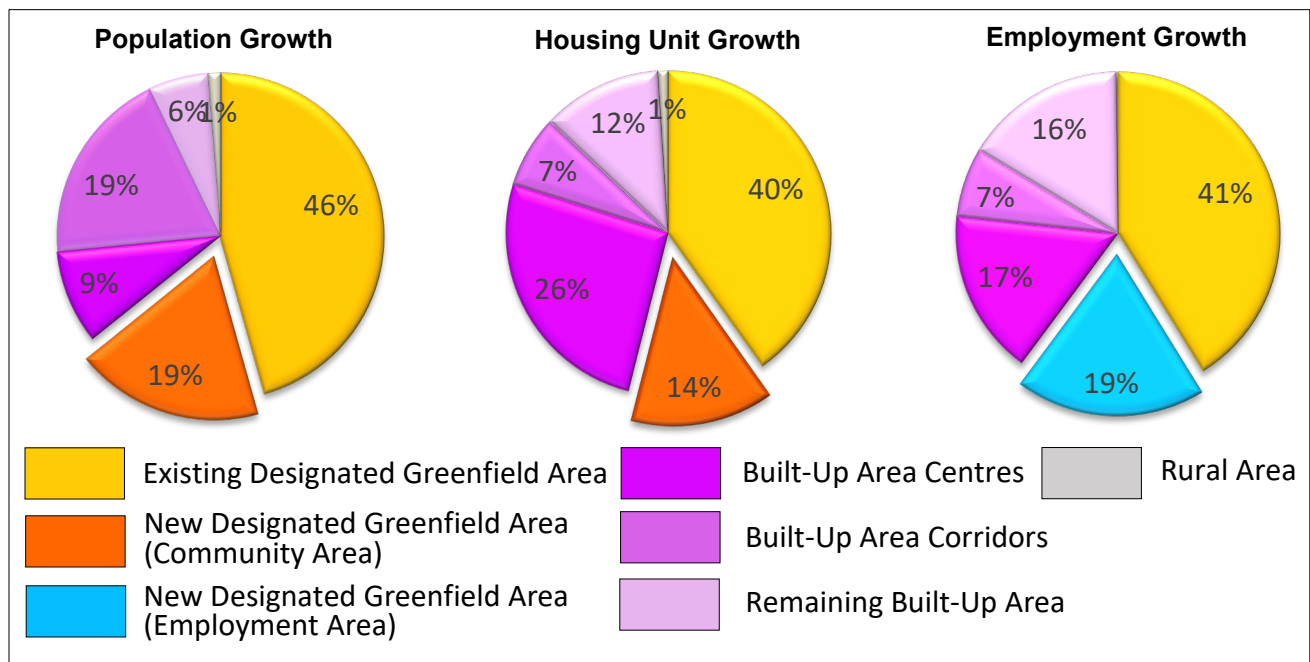


Figure 13: Shares of growth within New Designated Greenfield Areas

B. Population/Housing Growth in the Preferred Growth Concept:

The Preferred Growth Concept represents a balanced approach to accommodating population and housing growth in Halton to 2051 in accordance with the Provincial Growth Plan and Land Needs Assessment methodology:

- Over 85 per cent of new housing units directed within the existing approved settlement area boundary (i.e. Built-Up Area and existing Designated Greenfield Area), representing over 80 percent of the 2031-2051 population growth;
- A significant shift in the housing mix of the Region to more than 50 per cent apartments and less than 23 per cent single/semi-detached housing units, between 2031 and 2051;
- More than one-third of new housing units, representing one-quarter of total population growth directed to mixed use Strategic Growth Areas within the Built-Up Area, including Midtown Oakville, Downtown Burlington, Downtown Milton, and around GO stations on the Lakeshore GO Priority Transit Corridor, supporting local and Regional Urban Structures;
- Less than 14 per cent of predominantly ground-related new housing units directed to new Designated Greenfield Area, necessitating a measured urban boundary expansion.

1. Population Growth in the Preferred Growth Concept

Table 1 contains the proposed allocation of population from 2031 to 2051 under the Preferred Growth Concept, also shown on Figure 1. The allocations are based on direction of:

- Approximately 116,000 people to the Built-Up Area throughout the Region, focused predominantly in Oakville and Burlington, in Urban Growth Centres, Major Transit Station Areas and other important Strategic Growth Areas, such as Midtown Oakville, Downtown Burlington, and Uptown Oakville;
- Approximately 151,000 people to the existing Designated Greenfield Area of the Region, predominantly in Milton and Oakville, and including “densification” of Strategic Growth Areas such as the Trafalgar Urban Core and Hospital District in Oakville, and the Milton Education Village; and,
- Approximately 62,000 people to the proposed new Designated Greenfield Area in Milton and Halton Hills.

Table 11: Draft Recommendation for a Preferred Growth Concept – Population Growth

<u>Municipality</u>	Population			
	<u>2021</u>	<u>2031</u>	<u>2051</u>	<u>2031-2051 Growth</u>
Burlington	193,500	216,800	265,000	48,200
Oakville	221,500	282,700	375,000	92,300
Milton	138,500	185,600	335,000	149,400
Halton Hills	65,600	81,800	125,000	43,200
Halton Region	<u>619,100</u>	<u>766,900</u>	<u>1,100,000</u>	<u>333,100</u>

2. Housing Unit Growth in the Preferred Growth Concept

Table 2 contains the allocation of housing unit growth between 2031 and 2051 in the Preferred Growth Concept compared to the four Growth Concepts (Note: Concepts 3A and 3B do not differ for housing unit growth allocation). As shown, the Preferred Growth Concept directs 86 per cent of housing growth to the existing urban area (Built-Up Area and existing Designated Greenfield Area), and only 14 per cent of growth to new Designated Greenfield Area.

Table 12: Allocation of Housing Unit Growth (%) by Growth Concept, 2031-2051

	Concept 1: 60% Densification	Concept 2: 70% Densification	Concept 3A/3B: 80% Densification	Concept 4: 50% Intensification	Preferred Growth Concept
Built-Up Area Intensification	51%	54%	55%	50%	45%
A. BUA and Existing DGA Total	80%	90%	100%	71%	86%
B. New DGA (Urban Expansion)	20%	10%	0%	29%	14%
Total (A+B)*	100%	100%	100%	100%	100%

* Total includes less than 1% allocated to the Rural Area

C. Employment Growth in the Preferred Growth Concept:

The Preferred Growth Concept represents a balanced approach to accommodating employment growth in Halton to 2051 in accordance with the Provincial Growth Plan and Land Needs Assessment methodology:

- Over 27 per cent of employment growth in the Major Office category between 2031 and 2051, representing a significant shift towards office employment in the Region, and directed to mixed use Strategic Growth Areas within the Built-up Area, supporting local and Regional Urban Structures;
- Only 32 per cent of employment growth in the Employment Land Employment category predominantly on employment lands, accommodating in-demand advanced manufacturing, logistics/warehousing and other related employment uses, necessitating a measured urban boundary expansion;
- 40 per cent of employment growth in the Population-Related Employment category to serve the residential communities throughout the Region; and,
- Less than 1 per cent employment growth in the Rural Area of the Region.

Table 13 contains the proposed allocation of employment to 2051 under the Preferred Growth Concept, as shown on Table 7. The allocations are based on direction of:

- Approximately 57,000 predominantly Major Office and Population-Related jobs to the Built-Up Area throughout the Region, focused in Urban Growth Centres, Major Transit Station Areas and other important Strategic Growth Areas;
- Approximately 60,000 jobs to the existing Designated Greenfield Area of the Region, predominantly in Milton and Halton Hills, and including “densification” of Strategic Growth Areas; and,
- Approximately 28,000 Employment Land Employment and Population-Related jobs to proposed new Designated Greenfield Area, predominantly located along the Highway 407 and 401 corridors in Milton and the Highway 401 corridor in Halton Hills.

Appendix B provides additional summary information on employment growth by Local Municipality and Policy Area.

Table 13: Draft Recommendation for a Preferred Growth Concept – Employment Growth

Municipality	Employment			
	2021	2031	2051	<u>2031-2051 Growth</u>
Burlington	98,400	106,800	124,900	18,100
Oakville	110,800	139,300	180,100	40,800
Milton	44,500	67,900	130,100	62,200
Halton Hills	24,600	35,800	64,900	29,100
Halton Region	<u>278,400</u>	<u>349,800</u>	<u>500,000</u>	<u>150,200</u>

D. The Roles of the Local Municipalities

The Preferred Growth Concept is based on Local Plans and Priorities within a Region-wide context, and to achieve the planning objectives that result from its implementation each Local Municipality must perform an important but different role. The allocation of growth is described below and further highlighted in Table 6:

- Oakville must accommodate 28 per cent of population growth and 27 per cent of employment growth within its mixed use, transit-supportive nodes and corridors, both in the Built-Up Area south of Dundas Street, and in the existing Designated Greenfield Area north of Dundas Street;
- Burlington must accommodate 15 per cent of population growth and 12 per cent of employment growth within its mixed use, transit-supportive nodes and corridors within the Built-Up Area;
- Milton must accommodate 44 per cent of population growth, including 57 per cent of the ground-related housing (i.e. singles/semis/rows), and two-thirds of the new Community Area land, as well as 41 per cent of employment growth, and 58 per cent of new Employment Area land;
- Halton Hills must accommodate 13 per cent of population growth, including 17 per cent of the ground-related housing, and one-third of the new Community Area land,

as well as 20 per cent of employment growth, and 32 per cent of new Employment Area land.

Table 14: Draft Recommendation for a Preferred Growth Concept: Shares of Growth by Local Municipality

Municipality	Population(%): 2031-2051	Housing (%): 2031-2051	Employment (%): 2031-2051
Burlington	15%	19%	12%
Oakville	28%	32%	27%
Milton	44%	37%	41%
Halton Hills	13%	12%	20%
Halton Region	100%	100%	100%

E. Development Phasing

Phasing of development is established to ensure the logical and orderly development of urban areas in a sustainable and cost-effective manner. Policies also call for this phased growth to contribute to the creation of complete communities while ensuring that new urban expansion does not affect the achievement of intensification targets.

The Regional Official Plan allocates the growth forecasts to 5-year periods out to 2031, differentiating growth in new Designated Greenfield Areas from intensification (growth in the Built-Up Area) for the Region as a whole as well as for each local municipality.

The build out of the Designated Greenfield Area to accommodate growth to 2031, delineated by the Sustainable Halton Plan, is behind the schedule anticipated when the Plan was prepared. Among the reasons why the build out of these lands and growth is currently behind the pace anticipated, include:

- Densities that are being achieved in the current DGA are higher than originally anticipated;
- The recovery from the slowdown in population growth and urban development initially associated with the recession of 2008 took several years longer than had been anticipated; and

- Secondary Plans that provide for the development of Designated Greenfield Areas now have to be supported by detailed technical studies, therefore requiring additional time for planning of new growth areas.
- In preparing the Draft Land Needs Assessment for the 2031-2051 growth, it is assumed all undeveloped Designated Greenfield Area identified through the Sustainable Halton Plan (and the earlier Halton Urban Structure Plan) will be nearing full developed prior to any development occurring within any new urban expansion areas. It is anticipated that these lands can reasonably satisfy greenfield demand into the 2031-2041 period, and the Preferred Growth Concept has been based on these lands only near build-out around 2036.

5. Settlement Area Boundary Expansion Analysis

As concluded in the Land Needs Assessment discussed earlier in this document, the Preferred Growth Concept proposes an urban expansion that includes:

- 1,120 gross ha (net of the Natural Heritage System) new Community Area urban expansion for residential and related community uses; and,
- 1,070 gross ha (net of the Natural Heritage System) new Employment Area urban expansion for employment uses.

This proposed new urban area is:

- Located predominantly to the south and east of the Milton Urban Area, and as a southerly expansion to Georgetown for new Community Area; and,
- Located predominantly along the Highway 407 and 401 corridors in Milton and the Highway 401 corridor in Halton Hills for new Employment Area.

Figure 6 is a map showing conceptually the Preferred Growth Concept, including the proposed new Community Area and Employment Area. Table 15 compares the urban area expansion of the Preferred Growth Concept to the five growth concepts, indicating that by comparison, it represents a measured urban expansion between Growth Concepts 1 and 2.

Table 15: Urban Area Expansion by Growth Concept

	Concept 1	Concept 2	Concept 3A	Concept 3B	Concept 4	Preferred Growth Concept
New Community Area (ha)	1,460	730	0	0	2,080	1,120
Milton/Halton Hills split (%)	49:51	55:45	N/A	N/A	34:66	64:36
New Employment Area (ha)	1,170	1,100	980	0	1,220	1,070
Milton/Halton Hills split (%)	42:58	54:46	54:46	N/A	45:55	62:38
Total Urban Expansion (ha)	2,630	1,830	980	0	3,300	2,190

Based on the conclusions of the LNA and in accordance with the Growth Plan, settlement area boundary expansion assessments were undertaken to inform the location of proposed new Urban Area under the Preferred Growth Concept.

A. Agricultural Impact Assessment

The preparation of an agricultural impact assessment (AIA) is a requirement of Provincial policy when considering settlement area boundary expansions. The purpose of the AIA is to document the existing agricultural character of the PGC, identify potential existing (or future) agricultural impacts, and provide avoidance or mitigation measures as necessary to offset any potential or existing impacts. It should be noted that the AIA was based on draft PGC mapping, which has now been superseded by updated PGC mapping – with the only significant changes in a portion of the proposed new Employment Area in Halton Hills. When the implementing amendment is brought to Council for consideration, it will be accompanied by a final AIA containing updated PGC mapping and analysis, where appropriate.

The AIA contains:

- An explanation of the AIA methodology;
- A review of relevant Provincial, Regional and Local Municipal land use planning policies;
- An assessment of the agricultural resource potential of the PGC area, including physical characteristics, existing land use, agricultural investment, Minimum Distance Separation (MDS1) analysis, fragmentation, CLI soils, and other data sources;
- Resource allocation and conflict potential; and,
- Summary and conclusions.

Major conclusions of the AIA are:

- Any urban development in the PGC area will result in impacts on Class 1 to 3 (Canada Land Inventory) soils;
- The PGC area and surrounding lands are considered Prime Agricultural Land;

- The PGC land use consists of a variety of uses including: built up, common field crop, forage/pasture, market garden, nursery stock, open field, orchard, planted, plowed, pond, recreation, scrubland, small grains, unknown and woodlands;
- There is no investment in irrigation or landforming for agricultural purposes in the PGC or surrounding areas;
- There are no agricultural services within the PGC, but agricultural services exist in the surrounding area;
- Land fragmentation represents a major impact to the long-term viability of agriculture in the areas surrounding the PGC area, and is typical of areas under pressure from non-agricultural land uses

In general, the AIA concludes that the proposed future development of the PGC would result in the loss of prime agricultural lands, but should have minimal impact on agriculture in the areas surrounding the PGC.

B. Natural Heritage/Water Resources Assessment

The purpose of the Natural Heritage and Water Resources Assessment is to provide a summary of Halton's natural heritage system (NHS) and water resource features and areas within the PGC, reflect on the PGC and Halton's Planning Vision for the NHS, and clearly articulate how the NHS, water resource features and areas have been considered through selection of the PGC and how they will continue to be considered through the planning process. Major sections of the assessment are: natural heritage summary, water resource features and areas summary, preliminary constraints analysis, reflection back on vision for Halton's Natural Heritage Planning, and guidance for future environmental studies in support of land use planning, including system and feature functions, interactions and interdependencies (including climate change), impacts assessment, avoidance and mitigation, enhancement and restoration, and monitoring.

The Natural Heritage and Water Resources Assessment observes that while the PGC is land consumptive (~2,836 ha including the Natural Heritage System) it performs well at avoiding Key Features and reducing potential impacts to the RNHS when compared against early concepts being considered demonstrating that in selection of the PGC, effort was expended to minimize potential impacts to the NHS where possible.

Similarly, the PGC performs well at avoiding and/or minimizing capture of water resource features and areas. Of specific note, effort to avoid key hydrologic areas in the final PGC can be seen in the minimized area contained therein.

With respect to a preliminary constraints analysis, the PGC performs very well and better than any of the original growth concepts, with respect to areas representing High Constraint, Medium Constraint or Low Constraint in the assessment.

The Natural Heritage and Water Resources Assessment recognizes that the interactions and interdependencies of natural heritage features, their functions, water (ground and surface), and other factors are complex. It is acknowledged that for the PGC, additional subwatershed study through Area-Specific Planning will be required to further inform their management as part of the permanent landscape in Halton Region. The PGC and discussion provided in the assessment report highlight these interactions and sets out preliminary guidance for their further assessment and approaches to long-term management through Area-Specific Plans that will support Halton Region's Vision and the goal and objectives of the NHS.

C. Mineral Resources Aggregate Assessment

The Mineral Aggregate Resources Assessment, addressed through Appendix I to the Growth Concepts Discussion Paper, reviewed the Provincial policy framework requiring the protection of mineral aggregate resource areas contained in the Growth Plan (2019), and the Provincial Policy Statement (2020). It also summarized pertinent information from Ontario Geological Survey reports, and the analysis conducted as part of the Sustainable Halton exercise, and reflected in the Regional Official Plan. Finally, the report contained mapping and tabular information to support a comparative analysis of the four Growth Concepts with respect to their relative impact on mineral aggregate resource areas (i.e. shale resources).

While retention of areas of aggregate resource potential is an important factor in the determination of the Preferred Growth Concept, it must be evaluated against other planning priorities identified by the Province. The Province's 1997 Non-Renewable Resources Training Manual (1997 Manual) does provide some insights on how to deal with preservation of aggregate resources as a long term public interest. In this regard, the 1997 Manual states the following: Before development is approved in or adjacent to a known deposit area, it must be demonstrated the development meets a high level of public need and that alternative locations for the proposed development are not available. An example of a high level of public need would be additional lands needed to accommodate

significant population and employment growth. The Preferred Growth Concept proposes an urban expansion comprising 2,190 ha, which would consume 620 ha of Identified Mineral Resource Areas as shown on Map 1F of the Regional Official Plan, preserving the remaining balance of 2,200 ha.

D. North Aldershot Policy Area Assessment

The North Aldershot Policy Area Urban Expansion Assessment and North Aldershot Water and Wastewater Constraints and Opportunities Assessment, addressed through Appendices J and J1 respectively, to the Growth Concepts Discussion Paper, reviewed the Provincial policy framework regarding growth management, water and wastewater servicing, and protection of natural heritage and water resources, among other matters as contained in the Growth Plan (2019), and the Provincial Policy Statement (2020). It also summarized information regarding Halton's historical approach to growth management, including analysis conducted as part of the Sustainable Halton exercise, and reflected in the Regional Official Plan. Finally, the report contained mapping and tabular information to support consideration for how where growth could be accommodated in the North Aldershot Policy Area.

As summarized in Report No. LPS18-21, the review concluded that urban expansion within the North Aldershot Policy Area as a whole is not supportable given the overriding policy considerations of the Growth Plan, 2019. This conclusion was based on considerations such as the prevalence of significant and sensitive natural heritage features and functions; the challenge of optimizing major infrastructure investment to service very limited and dispersed pockets of developable land; and, the challenge of achieving a complete community through more compact urban form and a complete range and mix of housing.

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

6. Climate Change

In 2019, Regional Council unanimously approved a Notice of Motion that declared a Climate Change Emergency for the purposes of deepening the Region's commitment to protecting and improving resiliency of the economy, environment and community from climate change. The Regional Official Plan Review has long-held objectives related to sustainability and climate change that serves as a strong foundation for defining future growth and development.

Building on this foundation, the Preferred Growth Concept is based on a Greenhouse Gas (GHG) Emissions modelling exercise that demonstrates it minimizes greenhouse gas emissions compared to a baseline scenario, thereby addressing the Climate Change Emergency declared in by the Region and its Local Municipalities.

A. Climate Change Lens

The Preferred Growth Concept was modelled for energy use and GHG emissions production over the next 30 years, as build-out occurs. The modelling determined energy and GHG emissions outlooks across all community sectors, including buildings, transportation, energy generation, waste and wastewater, industry, agriculture, and natural systems. Modelling results show that the Preferred Growth Concept minimizes greenhouse gas emissions compared to a baseline scenario, thereby addressing the Climate Change Emergency declared by the Region and its Local Municipalities. Guiding development according to the Preferred Growth Concept thus contributes to the Region's GHG emissions reduction commitments under its Climate Change Emergency declaration.

Climate change is an important consideration in every growth management decision as urban structure locks in energy use and related emissions for decades to come. Such decisions also affect community resilience and the ability of communities to adapt to climate change impacts, such as extreme weather. The Provincial planning framework requires inclusion of climate change mitigation and adaption considerations in the IGMS process, as discussed in the Growth Concepts Discussion Paper. Halton's planning framework, based in sustainable planning, provides a strong basis for climate change policies through the goals of compact urban form, complete communities, and transit-supportive development.

The Preferred Growth Concept builds on existing Regional Official Plan policies and

objectives and addresses climate change mitigation through energy and GHG emissions reductions by planning for complete communities and compact urban form. The Preferred Growth Concept directs more than 80% of population growth and almost 80% of employment growth between 2031 and 2051 into the existing Built-Up Area in line with the approved Regional Urban Structure. This represents an ambitious shift when compared to standards included in the current Regional Official Plan and greater reliance on accommodating growth in apartment buildings as a means to optimize the use of land in the existing urban area. In addition, the planned density of Designated Greenfield Areas is 65 people/jobs per hectare, with a planned mix of land uses and a mix of housing type, tenure, and affordability to encourage the workforce to live within the community.

This concept supports existing and planned transit, directing development to strategic growth areas including those around GO stations and other planned higher order transit corridors. The concept reduces the amount of new road required as much as possible by proposing new urban areas be contiguous with existing and planned urban areas in Milton and Halton Hills. Climate change mitigation goals include reduced travel distances between home and everyday destinations and to provide jobs within communities to reduce commuting.

The Preferred Growth Concept addresses climate adaptation by minimizing the amount of new urban land to be designated, thus limiting the size of the Natural Heritage System to be brought into the urban area, while limiting the loss of agricultural land to support farming and food security. Halton and Local Municipalities will maintain strong urban boundaries to limit urbanization of rural lands and ensure that over 50 per cent of the Region remains protected for Natural Heritage. Additional adaptation measures are discussed in the Natural Heritage Assessment, Agricultural Impact Assessment, and future impacts addressed through water/wastewater system planning.

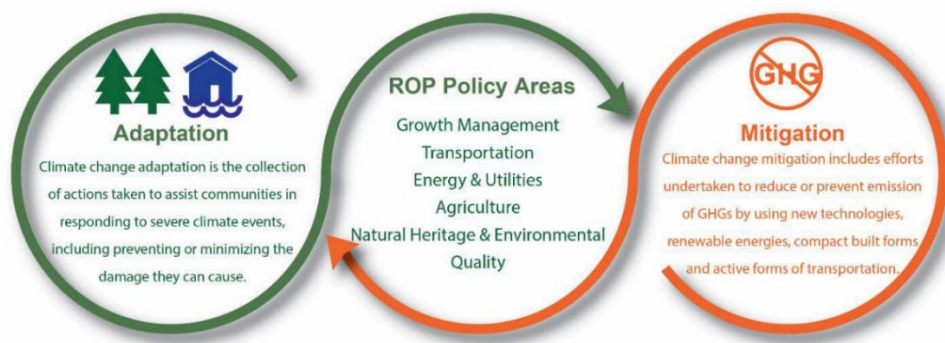


Figure 14: Adaptation and mitigation through the Regional Official Plan
Source: Climate Change Discussion Paper, Regional Official Plan Review, June 2020

B. Greenhouse Gas Emissions Modelling/Assessment

Appendix E includes the Halton Region Growth Concepts GHG Emissions Analysis. As discussed in the Climate Change Discussion Paper for the Regional Official Plan Review (June 2020), almost 90 per cent of all GHG emissions in Halton are estimated to be from the transportation (50 per cent) and buildings (39%) sectors. The GHG emissions modelling exercise provided a comparative assessment of growth choices by determining GHG emissions produced over the next 30 years. The study confirms that complete, compact communities have more energy efficient homes and less personal vehicle transportation is required, resulting in fewer GHG emissions. Emissions from the existing Built-Up Area are included in the model but the study's focus was on comparing growth concepts, where the Preferred Concept was found to emit a moderate amount of cumulative emissions compared to the other growth concepts, with the exception of the Growth Concept 3B not to expand the urban boundary. While Growth Concept 3B was evaluated as the concept that generates the least amount of community GHG emissions, as part of its evaluation it did not score well in addressing many other important community planning and housing objectives. The study highlights that while technological advancement will have a substantial role in reducing GHG emissions, land use patterns do impacts GHG emissions.

Climate change considerations going forward will require policies and implementation approaches, which work in concert with the Preferred Growth Concept, to address detailed local area planning to guide retrofitting and redevelopment of the existing Built-Up Area and planning of Existing Designated Greenfield Area and New Designated Greenfield Area

7. Technical Studies of the Preferred Growth Concept

Infrastructure is critical to the development of the IGMS and the Preferred Growth Concept. The Region must consider the capacity of its existing water, wastewater, and transportation infrastructure and planned capital improvements in order to identify the potential infrastructure/system improvements and their associated fiscal impacts based on the growth forecasts as outlined for the Preferred Growth Concept.

This section contains a summary of the results of the infrastructure technical assessments prepared as part of the development of the Preferred Growth Concept. The infrastructure technical assessments were based on the assumptions and growth allocations underpinning the Draft Preferred Growth Concept. As there have been updates to the Preferred Growth Concept presented in this report, the technical assessments are also supported by opinion letters that provide a qualitative assessment of potential findings related to the Preferred Growth Concept as recommended. The recommendations made in this section will be confirmed through final assessments undertaken in concert with the amendment implementing the Preferred Growth Concept. The technical assessments are summarized below and can be found in full in Appendices F-H of this report.

A. Water and Wastewater Assessment

A range of water and wastewater infrastructure, including treatment plants, storage facilities, pumping stations, and pipe networks were analyzed for the purposes of the Draft Preferred Growth Concept. For this analysis, the planned 2031 capacities of infrastructure were compared to the projected 2041 and 2051 growth requirements to identify the impact the Preferred Growth Concept population and employment numbers could have on the existing and planned water and wastewater infrastructure. This provides a high-level understanding of opportunities and constraints in Halton's water and wastewater systems.

Based on the opportunities and constraints identified in this analysis, conceptual water and wastewater servicing strategies were developed. The conceptual servicing strategies accommodate the Draft Preferred Growth Concept population and employment estimates and provide a reasonable basis for infrastructure cost estimates. It is important to note that the conceptual servicing concept and associated costs are subject to refinement and detailed planning through the Region's next infrastructure master plan update.

For further detail regarding all aspects of this assessment, see Section 4 and Appendix F of this report.

1. Background Studies

The water and wastewater assessments undertaken to support the Preferred Growth Concept build upon a series of water and wastewater-related studies which defined the Regional Water and Wastewater Capital Program to 2031. These include:

- Sustainable Halton Water and Wastewater Master Plan
- 2017 and 2022 Development Charges Updates

2. Technical Analysis and System Impact

Analysis of the 2041 and 2051 water and wastewater infrastructure needs for the Draft Preferred Growth Concept is based on the assessment of the existing infrastructure components' ability to accommodate the proposed growth. The results of the analysis are summarized below:

- The lake-based water system has sufficient capacity to support growth to 2041, but requires additional capacity to support growth to 2051.
- The Acton and Georgetown groundwater systems have sufficient capacity to service projected growth to 2051. However, the Milton groundwater system requires a capacity upgrade or other water servicing solution post-2031 to support significant growth in the groundwater service area.
- Three water pressure zones were identified as having deficiencies in water storage capacity to the 2041 and 2051 planning horizons. Likewise, five water pressure zones were identified as having deficiencies in water pumping capacity to the 2041 and 2051 planning horizons.
- The Acton and Oakville SE WWTPs have sufficient capacity to service growth to 2051. However, the planned Mid-Halton WWTP expansion, Oakville SW, and Skyway WWTPs will provide capacity to service growth to 2041 but will require capacity expansions or other measures to reduce or manage flows at the plants to support growth beyond 2041.
- Wastewater pumping station deficiencies were identified for two existing pumping stations. In addition, two proposed/planned WWPSs will require adjustments to their planned capacities.

- Intensification in the PGC requires 4.6km of watermain upgrades from 2031 to 2041 and 7.1km of upgrades from 2041 to 2051. Similarly, 12.7km of sewer pipes see deficiencies from 2031 to 2041 with an additional 8.6km requiring upgrade from 2041 to 2051. Extension of the water and wastewater network will also be required to service greenfield areas such as Halton Hills / Georgetown, Halton Hills 401 Corridor, and South Milton.

3. Water and Wastewater Servicing Costs

A cost assessment was completed to determine the high-level cost of the potential water and wastewater capital improvements required to service growth to 2051 based on the above analysis as well as the high-level servicing strategies identified in the technical report. Given the similarity of growth forecasts for each of the concept, there is little variation on the cost requirements to service the growth between the growth concepts. All concepts show similar fiscal outcomes that are within a 1% difference as noted in Appendix F to the Growth Concepts Discussion Paper. Table 10 summarizes the cost assessment for water and wastewater infrastructure, and Table 11 presents a high-level cost for the operation and maintenance of water and wastewater infrastructure from 2031-2051.

Table 16: Summary of Cost Assessment for W/WW Infrastructure to Service PGC

Period	2031-2041 (2021\$)	2041-2051 (2021\$)
Water		
WTP	\$94M - \$201M	\$107M - \$228M
Storage	\$35M - \$75M	\$52M - \$110M
Pumping	\$40M - \$85M	\$92M - \$196M
Linear	\$38M - \$81M	\$41M - \$89M
Wastewater		
WWTP	\$279M - \$598M	\$62M - \$132M
Pumping	\$67M - \$144M	\$79M - \$169M
Linear	\$67M - \$143M	\$132M - \$289M
Total Capital Cost	\$669M – \$1,326M	\$564M - \$1209M

Table 17: Summary of O&M Cost for W/WW Infrastructure to Service PGC

Period	2031-2041 (2021\$)	2041-2051 (2021\$)
Water	\$7M - \$16M	\$48M - \$102M
Wastewater	\$28M - \$60M	\$78M - \$168M
Total	\$35M - \$76M	\$126M - \$270M

4. Future Refinements

Due to the iterative nature of the IGMS process, including ongoing consultations between the Region and its local municipalities, the Preferred Growth Concept has undergone refinements since the water and wastewater assessment was conducted. These include adjustments to the estimates of the Concept's population and employment growth, especially in their distribution across local municipalities and policy areas.

A professional opinion has been provided as an addendum to the water and wastewater technical study (found in Appendix F), outlining impacts that the Preferred Growth Concept population and employment numbers changes may have on the assessment's findings.

It is important to note that the technical study findings are conceptual and define a snapshot in time. The recommendations made in this section will be confirmed through additional analysis undertaken for the final Council-endorsed Preferred Growth Concept and during the water and wastewater master plan update, which is scheduled to start in 2022.

B. Transportation Assessment

For the transportation assessment, the planned 2031 transportation system (roadways, transit) capacity was compared to the projected 2041 and 2051 growth requirements in order to identify the impact the Preferred Growth Concept could have on the planned transportation system. Similarly, the Preliminary Recommended Transit Priority Corridor Network from the Defining Major Transit Requirement Study in Halton (2019) was tested against the same 2041 and 2051 growth requirements to identify transit improvements required to accommodate the Preferred Growth Concept.

Based on the opportunities and constraints identified as part of the analysis, a future transportation servicing concept was developed that meets the requirements of the Preferred Growth Concept. Infrastructure cost estimates are based upon this servicing concept. It is important to note that this analysis is representative of a high-level transportation strategy to support the Draft Preferred Growth Concept. The strategy discussed herein is based on opportunities and constraints and is conceptual only. Further, the strategy and associated costs developed for the analysis of the Preferred Growth Concept are subject to refinement and more detailed planning through the Region's next Multi-Modal Transportation Master Plan to 2051.

For further detail regarding all aspects of this assessment, see Appendix G of this report.

5. Background Studies

A series of transportation-related studies inform the context for the assessment of the Preferred Growth Concept. These include:

- Transportation Master Plan (TMP) (2031) – The Road to Change (2011)
- Halton Region Active Transportation Master Plan (2015)
- Mobility Management Strategy for Halton (MMS) (2017)
- Defining Major Transit Requirements in Halton Region (DMTR) (2019)

6. Technical Analysis and System Impact

The analysis of the 2041 and 2051 transportation infrastructure needs for the draft Preferred Growth Concept was based on two assessments: transportation infrastructure and transit. Travel demand needs were assessed through the regional transportation network performance, at the screenline level, and the ability of the Regional transportation network to accommodate travel demand through that screenline. Deficient screenlines were reviewed in further detail to assess capacity improvement opportunities for Regional and local roads. For the transit analysis, the Transit Priority Corridors were analyzed by comparing passenger demand in the peak hour along the corridor to potential capacity of future service.

The potential transportation system improvements are summarized below:

- In south Halton, an increase in transit service (enhanced frequencies and larger vehicles) along Dundas Street is a possible solution to address identified deficiencies.
- In addition to transit improvements, Ford Drive would need to be widened to six lanes between Royal Windsor Road and the QEW by 2041. Ninth Line would also need to be widened to six lanes between the QEW and Dundas Street by 2051.
- In mid-Halton, all the roadways that make up these screenlines are already at six lanes in cross-section and have been identified as a Priority Bus Corridor by 2041 based on the DMTR Study. Because of the existing six lane cross-section, the deficiencies must rely on a transit solution or operational improvements, for example a reversible lane.
- Downtown Milton requires capacity improvements by 2051. Within the ability of the Region or Milton, there are no reasonable options to address the potential

transportation demand. System performance could be improved to some degree, primarily through operational improvements and enhanced transit.

The above improvements are conceptual and will be subject to further enhancement and refinement through the upcoming Multi-Modal Transportation Master Plan to 2051. Assessing the transportation system performance at each planning horizon finds that even with the inclusion of the above listed potential recommendations, the regional transportation system will mature by 2041 and that primarily high-order transit services, need to be primary considerations beyond this timeline.

7. Transportation Servicing Costs

A preliminary high-level cost analysis was completed for each of the potential road infrastructure and transit improvements required to service growth to 2051. The preliminary high-level cost methodology is consistent with the previous master planning cost estimating approach. Given the similarity of growth forecasts for each of the concept, there is little variation on the cost requirements to service the growth between the growth concepts. All concepts show similar fiscal outcomes that are within a 1% difference as noted in Appendix F to the Growth Concepts Discussion Paper.

Table 12 presents a summary of preliminary high-level cost analysis for road improvements suggested by 2051, as outlined in the previous section, to service the Preferred Growth Concept.

Table 18: Summary of Increase in Road Capital Costs to Service Preferred Growth Concept

Potential Solution*	Preliminary High-Level Cost** (2031 to 2051) (2021\$)
Ford Dr – Royal Windsor Dr to QEW (widen to 6 lanes)	\$32.3M to \$68.3M
Ninth Line – QEW to Dundas (widen to 6 lanes)	\$17.6M to \$37.8M
Derry Rd – Highway 407 to Trafalgar Rd (Reversible Lane)	\$9.24M to \$19.8M
Derry Rd – Trafalgar Rd to RR25 (Reversible Lane)	\$21.2M to \$45.5M

**Subject to undertaking of transportation master plan and Class Environmental Assessment process*

***Reflects total incremental costs for the 2031 to 2051 period*

Table 13 presents the preliminary high-level costing for the transit component of the transportation system.

It is important to note the preliminary high-level costs presented below are from 2031 to 2051 and are in addition to the 2031 cost estimate recommendations from the DMTR Study. As presented in the DMTR Study, the Transit Priority Corridor Networks includes \$261M (2016\$) in new transit infrastructure by 2031, In addition to infrastructure costs, transit fleet requirements in the range of \$117M (2016\$) have also been allocated by 2031 and approximately \$39M (2016\$), per year, to cover Operations and Maintenance (O&M) costs to 2031. These 2016 costs were adjusted to current values. The table below represent the incremental costs to the regional capital and operating programs.

Table 19: Summary of Increase in Transit Costs to Service Preferred Growth Concept

Preferred Growth Concept*	2031 to 2051** (2021\$)
Capital	\$127M to \$272M
O&M	\$21.7M to \$46.5M

**Costs include the recommendations per the DMTR Study in addition to the recommendations suggested in this analysis*

***Reflects total incremental costs for the 2031 to 2051 period*

8. Future Refinements

Due to the iterative nature of the IGMS process, including ongoing consultations between the Region and its local municipalities, the Preferred Growth Concept has undergone refinements since the transportation assessment was conducted. These include adjustments to the estimates of the Concept’s population and employment growth, especially in their distribution across local municipalities and policy areas.

It is important to note that the technical study findings are conceptual only and define a snapshot in time based on opportunities and constraints. The recommendations made in this section will be confirmed through final assessments undertaken in concert with the implementation of the Preferred Growth Concept through Regional Official Plan Amendment No. 49. A professional opinion has been provided as an addendum to the transportation technical study (found in Appendix G), outlining impacts that the Preferred Growth Concept population and employment numbers changes may have on the assessment’s findings.

Further as noted, the strategy, recommendations and associated costs developed for the analysis of the Preferred Growth Concept are subject to refinement and detailed planning through confirmation of the final Council-endorsed Preferred Growth Concept and the Region’s next Multi-Modal Transportation Master Plan update.

C. Fiscal Impact Analysis

The fiscal impact of growth is of utmost importance to the Region and the IGMS process. The planning policy regime in Ontario requires that planning for development occurs in a way that promotes the financial well-being of local governments.

As part of the IGMS Preferred Growth Concept Report, a fiscal impact analysis of the Preferred Growth Concept has been undertaken. The analysis is used to assess the long-term financial implications to the Region and local municipalities of providing services and infrastructure to 2051, including the infrastructural upgrades suggested in both the water and wastewater assessment and the transportation assessment outlined above. The recommendations made in this section will be confirmed through final assessments undertaken in concert with the amendment implementing the Preferred Growth Concept. A professional opinion has been provided as an addendum to the Fiscal Impact Assessment (found in Appendix H), outlining impacts that the Preferred Growth Concept population and employment numbers changes may have on the findings.

A number of key overarching assumptions, including those related to net operating costs, growth related capital costs, and asset management are used across the analysis of all four local municipalities and the Region. For detailed information related to these assumptions and the assessment more generally, see Appendix H.

1. Tax Revenue Assumptions

Although there is an inherent cost of growth based on rules set out in the DCA, it is assumed Region and local municipal up-front costs for growth related infrastructure is to be fully funded from development charges. However, operating costs and future replacement of these assets will need to be funded largely from tax revenues. In this analysis, tax revenues are a direct function of assessment growth. As the Region and local area municipalities continue to grow, it is expected that the assessment base will also grow to 2051.

Table 14 below sets out the assessment per unit assumptions. It is important to note that the assessment remains the same throughout the forecast period and thus assumes a similar style of building types to 2051 (e.g. the size and number of rooms within an apartment building).

Table 20: Average Weighted Assessment per Residential Unit

Residential	Burlington	Oakville	Halton Hills	Milton
Singles/Semis (Low Density)	\$740,000	\$1,210,000	\$730,000	\$590,000
Multiples (Medium Density)	\$450,000	\$560,000	\$450,000	\$400,000
Apartments (High Density)	\$380,000	\$460,000	\$300,000	\$300,000

The non-residential forecast is based on an average assessed value per square metre of building space. Table 15 outlines the average assessment parameters for each non-residential category.

Table 21: Average Weighted Assessment per Square Metre (Non-Residential)

Non-Residential	Burlington	Oakville	Halton Hills	Milton
Major Office	\$4,240	\$4,240	\$2,560	\$2,560
Employment Land	\$3,180	\$3,180	\$1,590	\$1,590
Population-Related	\$4,240	\$4,240	\$2,650	\$2,650

2. Fiscal Observations of the Preferred Growth Concept

The table below illustrates the percentage impact to property taxes over the planning horizon. Average annual tax increases from 2021-2051 provide a measure of the net fiscal impact from growth associated with the development forecast under the PGC. The differences in tax impacts across municipalities can largely be attributed to the PGC development forecast and differences in the average assessment values across municipalities.

The financial analysis included in the technical study is intended as an order of magnitude analysis to quantify the effects of the PGC. Once the PGC is approved, master plans and related analysis will need to be undertaken to validate fiscal impact assumptions and further refine costs.

Table 22: Estimated Average Annual Tax Increases 2021-2051

Municipality	PGC
Burlington	4.16%
Oakville	3.16%
Milton	3.68%
Halton Hills	3.44%
Halton Region (No Transit)	2.33%
Halton Region (With Transit)	2.89%

Finally, the analysis considers scenarios both with and without a regional transit service. If the Region were to undertake the costs of providing a region-wide transit service at a regional level, this results in an additional tax impact of about half a percent, per year. Furthermore, recognizing that Halton Hills does not currently operate a localized transit system like other local municipalities, the Town expects to implement a transit system in the future. Based on a high-level analysis as part of the Fiscal Impact Analysis, the implementation of a local transit system resulted in an estimated upwards tax pressure for Halton Hills ranging from an additional 0.3% to 0.5% over the period.

Details on sensitivity testing for both regional transit and changes in high density unit sizes, and more detailed observations of the estimated average annual tax increase are included in Appendix H.

3. Future Refinements

Due to the iterative nature of the IGMS process, including ongoing consultations between the Region and its local municipalities, the Preferred Growth Concept has undergone refinements since the fiscal impact assessment was conducted. These include adjustments to the estimates of the Concept’s population and employment growth, especially in their distribution across local municipalities and policy areas.

A professional opinion has been provided as an addendum to the fiscal impact analysis (found in Appendix H), outlining impacts that the Preferred Growth Concept population and employment numbers changes and the associated Regional infrastructure needs may have on the assessment’s findings.

It is important to note that the technical assessments in this report are conceptual and define a snapshot in time. A detailed analysis will be undertaken once planning estimates and refinements to the infrastructure assessments are revised for the final Council-endorsed Preferred Growth Concept.



8. Next Steps

To implement the IGMS Preferred Growth Concept, as well as the applicable IGMS policy directions, if endorsed by Council at a future meeting, it will be recommended that staff be directed to prepare a draft Regional Official Plan Amendment (ROPA). This ROPA would build upon the Regional Urban Structure implemented through ROPA No. 48, approved by the Province in November 2021, as the second phase of the Region's Official Plan Review to achieve conformity with Provincial Plans, including the Growth Plan to the 2051 planning horizon. Final technical assessments, based upon a final Council-endorsed Preferred Growth Concept, and the public and agency input on the implementing Draft Regional Official Plan Amendment, will be provided to support Regional Council's deliberation, together with Regional staff's recommendation report.

Key changes to the Regional Official Plan which would be included in the Draft ROPA include:

- updates to population and employment forecasts, intensification and density targets, and Regional development phasing, to implement the IGMS Preferred Growth Concept to the 2051 planning horizon;
- delineation of a Regional Urban Boundary and related policy updates to provide policy direction for any future expansions to the Regional Urban Boundary, in accordance with the Growth Plan;
- identification of Regional Intensification Corridors as strategic growth areas that are part of the Regional Urban Structure, augmenting the policies pertaining to the Regional Urban Structure contained in ROPA 48;
- updates to the policy framework for Regional Nodes on the basis of the Minister's decision on ROPA 48 and further consultation with the Local Municipalities, including the identification and/or delineation and minimum density target setting for certain existing and additional Primary Regional Nodes, beyond those contained in ROPA No. 48, in the Dundas Street and Trafalgar Road corridors in North Oakville;
- an update of the Employment Area boundaries and policy framework;
- an update to the existing land use compatibility policy framework for consistency with the PPS, 2020, in relation to the interface of employment uses and residential and other sensitive land uses;

Regional Official Plan Review

- to update to Regional Official Plan mapping to implement the Integrated Growth Management Strategy Preferred Growth Concept.

There is a Provincial requirement for Regional Council to adopt a Regional Official Plan Amendment addressing Growth Plan conformity by July 1, 2022. The consideration of the Preferred Growth Concept will be take place at a future meeting. A recommendation will be brought forward and Regional Council's decision will form the foundation of Halton's Integrated Growth Management Strategy.

Acronyms

BUA	Built-Up Area
DGA	Designated Greenfield Area
FSEA	Future Strategic Employment Area
GHG	Greenhouse Gases
HUSP	Halton Urban Structure Plan
IGMS	Integrated Growth Management Strategy
MCR	Municipal Comprehensive Review
MTSA	Major Transit Station Area
ROPA	Regional Official Plan Amendment
ROPR	Regional Official Plan Review
SGA	Strategic Growth Areas
UGC	Urban Growth Centre



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