



SUBJECT: Submission on the Region of Halton's Growth Concepts Discussion Paper

TO: Community Planning, Regulation & Mobility Cttee.

FROM: Community Planning Department

Report Number: PL-21-21

Wards Affected: All

File Numbers: 150 - 14

Date to Committee: June 8, 2021

Date to Council: June 8, 2021

Recommendation:

Direct the Director of Community Planning to submit community planning department report PL-21-21 and Appendix A as the City of Burlington's submission on the Region of Halton's Official Plan Growth Concept Discussion Paper by the comment submission deadline; and

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

PURPOSE:

The purpose of this report is to introduce the Growth Concepts Discussion Paper and to provide comments from a Burlington perspective to inform the next stage of the Regional Municipal Comprehensive Review/Regional Official Plan Review.

Vision to Focus Alignment:

- Increase economic prosperity and community responsive city growth
 - Improve integrated city mobility
 - Support sustainable infrastructure and a resilient environment
-

Executive Summary:

City of Burlington Staff have reviewed the Region of Halton's Integrated Growth Management Strategy (IGMS) Growth Concepts Discussion Paper and the Phase 2 Initial Consultation Summary. Staff have prepared a submission to inform subsequent work on the IGMS and ROPR processes including the identification of a preferred growth concept and subsequently the preparation and finalization of a Regional Official Plan Amendment(s) based on the preferred growth concept.

Through review of the Growth Concepts Discussion Paper and the technical appendices, Staff find that Concepts 3A/3B most closely align with the objectives of the City of Burlington as outlined in the City's new Official Plan, Strategic Plan and Climate Action plan. Due to the City's firm urban boundary, the amount of land needed to accommodate growth in Burlington does not shift significantly and results in minimal variability across the growth concepts in terms of population and employment allocation. What is clear through the analysis of the growth concepts is that the allocation of growth to Strategic Growth Areas is critically important to meeting the objectives and requirements of the Growth Plan, Burlington's Official Plan and the Strategic Plan. It is imperative that development be directed to the SGAs and existing DGAs throughout the Region in advance of expanding the urban boundary.

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

Appendix A to this report contains a series of both general and technical comments for the consideration of Halton Region to support the development of the preferred growth concept and the ROPA work.

Background and Discussion:

1.0 Regional Official Plan Review

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

On February 17, Regional Council considered three reports on its agenda related to the Regional Official Plan Review:

[LPS05-21 – Regional Official Plan Review – Phase 2 Initial Consultation Summary](#)

[LPS18-21 – Regional Official Plan Review – Integrated Growth Management Strategy – Growth Concepts Discussion Paper](#)

[LPS17-21 - Draft Regional Official Plan Amendment 48 - An Amendment to Define a Regional Urban Structure.](#)

At a subsequent Regional Council meeting on March 24, 2021, a motion which proposed amendments to report LPS18-21 was considered and deferred for discussion pending a report from Regional Staff on the matter. On April 21, 2021, Regional Council carried revised motions to amend LPS18-21 through information received in report LPS45-21: Additional Information Related to the growth concepts Associated with the IGMS - ROPR. The motions read:

THAT Halton Region be requested to develop and add to the public consultation work an analysis that builds on Concept 3 and proposes to accommodate growth to 2051 based on no expansion at all of the existing Halton settlement area boundary; and

BE IT FURTHER RESOLVED THAT Halton Region be requested to provide an assessment of the relative impact on greenhouse gas emissions that would reasonably be expected to be associated with each of the growth concepts; and

As a result, Regional Staff have provided details regarding a 5th Growth Concept, now referred to as Concept 3B, for consideration through the public consultation process. Concept 3B builds on Growth Concept 3(A) to propose no expansion of the existing settlement area boundary in Halton. Further, the motion requests that an assessment of the relative impact of greenhouse gas emissions for each of the growth concepts be evaluated. Once completed this Greenhouse Gas Emissions Assessment Report will be made available on the Region of Halton's website.

These motions resulted in both the extension of the public consultation period by an additional 45 days and an increase in the number of Public Information Centres (PICs) from 2 to 6 with a dedicated PIC for each local municipality. Other revisions to the format and function of the PICs and consultation process were made to ensure the needs of residents are met as engagement is undertaken during the COVID-19 pandemic.

On May 3rd, Regional Staff provided details regarding Growth Concept 3B on their website. City Staff are including comments on all 5 growth concepts as part of the City of Burlington's comments to the Region included in this report.

2.0 Connections

2.1 Regional Official Plan Amendment #48

During the consultation period related to the Discussion Papers (refer to Appendix B for more details), Regional Staff prepared staff report [LPS84-20](#) titled *Advancing Key Planning Priorities of the Halton Municipalities through the Regional Official Plan Review*. Regional Council directed staff to prepare an initial Scoped ROPA, under Section 26 of *The Planning Act* which would advance select local municipal planning priorities.

By way of a letter dated November 12, 2019 the Province confirmed that municipalities may advance a phased approach to municipal comprehensive reviews through multiple official plan amendments.

As a result, the Region has prepared a draft Regional Official Plan Amendment (ROPA 48) which is being advanced under Section 26 of the *Planning Act*. This amendment, among other things, identifies non-discretionary components of a Regional Urban Structure that support local plans and priorities while ensuring that Regional Council retains its ability to comprehensively and objectively evaluate the full range of growth concepts associated with the Integrated Growth Management Strategy. This first phase amendment to the Regional Official Plan has been drafted with a focus on settlement areas, specifically within the Urban Area, to:

- define the Regional Urban Structure;
- reinforce Local Urban Structures; and,
- enable Local municipalities to move forward with critical work at the local level.

City of Burlington Staff have reviewed the Region of Halton's scoped Regional Official Plan Amendment titled Regional Official Plan Amendment 48 and have prepared comments on ROPA 48 in report [PL-20-21](#) presented to CPRM Committee on May 4th and endorsed by Council on May 18.

The City of Burlington is supportive of the amendment and of moving the implementation of the Regional Official Plan Review forward in a phased manner. The City of Burlington encourages the Region to move expeditiously to prepare a recommendation report related to the amendment and to provide sufficient time to consider any comments received prior to, and through the statutory process. The report also proposed a series of modifications for consideration to support implementation of

the policies and are intended to support local plans and priorities by providing the flexibility to plan within the local context of each municipality.

2.2 City of Burlington Growth Analysis Study

As the Region's Official Plan Review shifted into Phase 2 and after the City's new Official Plan was adopted in the fall of 2018, City Staff initiated a City-wide Growth Analysis Study to provide local context to Halton Region's IGMS study work in support of their region-wide provincial conformity exercise. It is important to review the study findings at this time as they provide a local basis for City comments on the Growth Concepts Discussion Paper.

The City retained Dillon Consulting with support from Watson and Associates to undertake analysis of the City's population and employment growth trends to better understand what an appropriate level of population and employment growth might look like for the City by 2041.

Three population and employment forecasts to 2041 were developed including a low growth scenario, a reference growth scenario and a high growth scenario. The study findings were intended to inform and support the IGMS process being undertaken at the Region by providing a finer grain analysis of growth opportunities in the City and were not intended to supersede the Region's process.

The City's Growth Analysis Study (the Study) took into consideration both supply and demand factors while addressing a number of key questions related to growth. The analysis in the Study relied on a number of different sources including the Growth Plan (2017), provincial guidelines, Halton Region's Official Plan, the City's adopted new Official Plan (April 2018) and City data.

The study findings were shared with Council in September 2019 through staff report [PB-19-19](#). The findings identified a large supply of land in the City to accommodate growth with the majority of opportunities for growth identified within the City's built-up area, concentrated in the primary and secondary growth areas as identified in the (at that time) adopted new Official Plan. Based on an analysis of supply and market trends, the Growth Analysis Study identified that by 2041 the City could achieve a total population range of 214,600 to 254,400 people with the number of jobs ranging from 115,700 to 135,300. A comparison of the Growth Analysis Study with the Land Needs Assessment Methodology findings is provided in section 4.2 of this report.

City of Burlington Population Forecast Scenarios (Excluding Undercount)

Year	Halton BPE	Low Forecast	Reference Forecast	High Forecast
2011	173,800	175,800	175,800	175,800
2016	175,400	183,400	183,400	183,400
2021	178,800	186,700	189,200	190,700
2026	182,000	194,300	198,000	201,800
2031	186,200	202,000	208,000	214,100
2036	-	206,300	218,500	230,800
2041	-	208,300	227,200	247,000

Figure 6-7: City of Burlington, Population Forecast Tables (Reference, Low and High Growth Scenarios), 2011 to 2041

2.3 Phase 2 Initial Consultation Summary Report

As noted above at a Regional Council meeting on February 17, 2021, Regional Staff brought forward the Phase 2 Initial Consultation Summary Report, [LPS05-21](#). The Region's *What We Heard Initial Consultation Summary report* provides a high-level overview of the comments received during the consultation period that ran from July to December 2020.

City staff understand that the purpose of this initial consultation summary report is to provide information on the range of comments. The Region also provided an additional opportunity to confirm or validate initial comments on the ROPR Discussion Papers to date through a short online survey. This short online survey was open from mid-February to April 18th, 2021.

City staff have no concerns with the Phase 2 Initial Consultation Summary and note that Regional staff will be preparing a comprehensive report outlining all detailed submissions, together with staff responses, to be shared with Regional Council for review in advance of determining recommended 'policy directions' at the end of Phase 2. City staff will assist Regional staff, where needed to provide responses as part of the forthcoming comprehensive report.

3.0 Growth Concepts Discussion Paper Overview

The Growth Concepts Discussion Paper (the Discussion Paper) builds on the matters discussed in the previous Discussion Papers, providing 5 varying options for how to grow to 1,100,000 people and 500,000 jobs by 2051 as required by the Provincial Growth Plan. The Discussion Paper is accompanied by a series of Technical Appendices grouped by type:

- Development of Growth Concepts,
- Growth Concepts Technical Assessment,
- Settlement Area Boundary Expansion and
- Evaluation of Growth Concepts.

The Growth Concepts Discussion Paper describes five growth concepts that have been prepared to show where and how Halton might grow to 2051.

3.1 Definitions

The following terms are used to describe aspects of the growth concepts and are defined in the Growth Concepts Discussion Paper. They are provided here for the reader.

Term	Definition
<i>Intensification</i>	Intensification is the development of a property, site or area at a higher density than currently exists. The definition implies that there is existing density in an area. For the 2019 Growth Plan, as amended, intensification is the amount of development occurring within the delineated built-up area. The Growth Plan sets a minimum intensification target of 50% for all residential development to occur annually within the delineated built-up area.
<i>Densification</i>	This is a term used in Halton’s IGMS and means the rate of residential units targeted for designated greenfield areas in the region, plus the intensification rate mentioned above. The amount of densification is a key difference between the Growth Concepts.
<i>SGA: Strategic Growth Areas</i>	Within settlement areas, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Strategic growth areas include urban growth centres, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas.

<p><i>BUA:</i> <i>Built Up Area</i></p>	<p>Now properly known as Delineated Built-Up Area, this area is defined by the Minister through the Growth Plan for the purposes of setting minimum intensification targets and reflects the BUA as it was in 2006.</p>
<p><i>Community Areas</i></p>	<p>Land for housing and the local employment, infrastructure, and services necessary to sustain residential areas; as well as the mixed-use areas that may be planned for significant amounts of both housing and employment development.</p>
<p><i>DGA:</i> <i>Designated Greenfield Area</i></p>	<p>All other urban designated lands not in the BUA are in the DGA, which all approved urban Community Area or Employment Area lands. In Halton, these are the lands currently planned to accommodate development to 2031 in the Region’s Official Plan.</p>

3.2 Key Factors that Influenced the Development of the Growth Concepts

The Region identified the four key factors that influenced the development of the growth concepts. Staff look forward to further discussion about these key elements as they move towards a preferred concept.

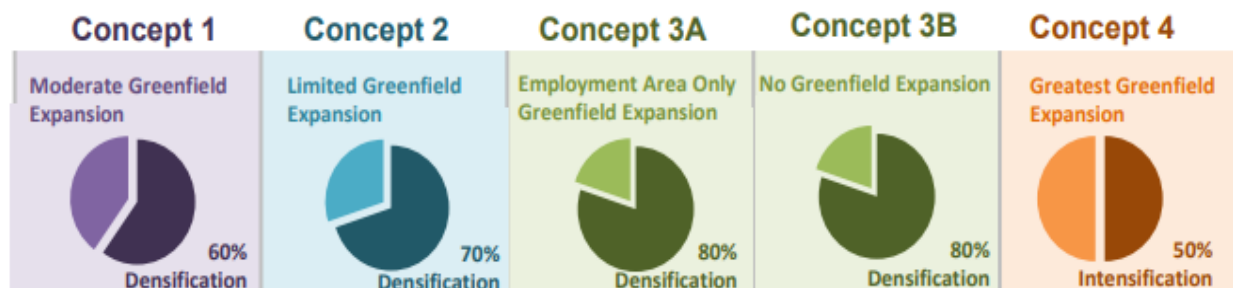
1. **The Growth Plan:** The Region must plan to accommodate the growth forecasted in Schedule 3 of the Growth Plan (2019). As noted earlier Halton is required to plan for an additional 20 years from 2031 to 2051 in order to accommodate a total population of 1.1 million people and 500,000 jobs.
2. **Land Needs Assessment Methodology:** The growth concepts have been formulated using the province’s updated Land Needs Assessment Methodology. Along with the policies of the 2019 Growth Plan, Halton is required to use the methodology to assess the quantity of land required to accommodate the forecasted growth. A key consideration in the methodology is to balance the policy-based shifts to higher density outlined in the Growth Plan with market-based housing demand in relation to long-term growth.
3. **Phasing of Development:** Phasing is central to the regional planning framework. Phasing is prescribed to ensure the logical and orderly development of urban areas and ensures that this growth proceeds 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.

4. **The COVID-19 pandemic:** The pandemic is having a dramatic impact on every aspect of life and has to be considered in relation to uncertainties regarding factors such as remote working, the work home relationship, and the increase in e-commerce.

3.3 The Growth Concepts

The Growth Concepts Discussion Paper provides a detailed description of each of the 4 growth concepts and provide a description of the provincial planning requirements and the technical appendices that underpin the work. As mentioned above, an additional Growth Concept (3B) has been identified through a motion passed by Regional Council on April 21 to explore an additional Growth Concept. This 5th growth concept and its evaluation are published on the Region’s webpage and in report [LPS45-21](#).

The growth concepts explore different scales of *intensification* and *densification*, housing market shift and greenfield expansion to accommodate the forecasted growth in the Region to 2051. All 5 concepts meet the base requirements of the Growth Plan with concept 4 meeting the minimum requirements and concept 3A and 3B exploring the greatest amount of densification for accommodating growth to 2051.



- Concept 1: 60% *Densification*/Moderate Greenfield Expansion (2,630 ha)
- Concept 2: 70% *Densification*/Limited Greenfield Expansion (1,830 ha)
- Concept 3A: 80% *Densification*/Employment only Greenfield Expansion (980 ha)
- Concept 3B: 80% *Densification*/No Greenfield Expansion (0ha)
- Concept 4: 50% *Intensification*/Greatest Greenfield Expansion (3,300 ha)

Halton Region is currently planned to 2031 as a result of the last Regional Official Plan Review conducted in 2009. In the context of the growth concepts, population and employment growth does not vary by concept from 2021 to 2031. The work proposes new population and employment forecasts from 2021 to 2031. The 5 growth concepts explore population and employment allocation options from 2031 to 2051. The table below shows the share of population and employment growth allocation proposed for Burlington by each of the 5 growth concepts organized by least growth to most growth from a total population, household growth and employment growth perspective.

Concepts 3A and 3B represent the concepts for Burlington which would see the accommodation of the greatest share of total Regional population growth from 2031 to 2051.

Burlington’s Population and Employment Growth by Concept and Share of Halton Region Growth, 2031-2051

Growth Concept	Total Population Growth	Household Growth	Employment Growth
4	45,190 14%	20,140 17%	16,500 11%
1	51,050 15%	21,200 18%	18,400 12%
2	56,400 17%	22,620 19%	20,200 14%
3A/B	61,050 18%	22,740 19%	21,700 14%

3.3.1 Growth Concepts Similarities

As mentioned, all 5 of the growth concepts propose at least 50% of all new units be allocated to the Built Up Area (BUA) and all exceed the Growth Plan (2019) requirements in that new units allocated to the Designated Greenfield Areas (DGA) will be planned at a density of 65 jobs and people per hectare. In terms of employment, newly designated employment areas are planned at 26.8 jobs per hectare.

It should be noted that since the City of Burlington has no lands available for urban boundary expansion, the 5 growth concepts have minimal variation within the Burlington context.

3.3.2 Growth Concepts Differences

What differs between the growth concepts is the rate of *densification* from 2031 to 2051 and the amount of *DGA* required to accommodate the *densification* of growth associated with each growth concept. The higher the *densification* rate, the more residential units are allocated to the existing settlement area and this reduces the area required to accommodate growth in any new *DGA* added through potential settlement boundary expansions. A higher *densification* rate also increases the proportion of apartment residential units.

The Land Needs Assessment (LNA) considers market influences and is a key consideration as set out in the Growth Plan. Regardless of the growth concept, future population and employment will be directed first toward Strategic Growth Areas (SGAs) like Urban Growth Centres and Major Transit Station Areas, reflective of the Region’s Intensification Strategy and Regional Urban Structure proposed in ROPA 48.

4.0 City of Burlington Comments

The following sections provide comments on the 5 growth concepts as well as the technical work that underpins the development and evaluation of the growth concepts. The technical work and its appendices are divided into the following broad categories:

4.1 General Comments

4.2 Development of Growth Concepts

- A. Climate Change Lens
- B. Land Needs Assessment Methodology
- C. 1. Employment Area Conversion Request Inventory
- C. 2. Employment Areas Conversions Initial Assessment Summary

4.3 Evaluation of Growth Concepts & Growth Concepts Technical Assessment

- D. Transportation Assessment
- E. Water & Wastewater Assessment
- F. Fiscal Impact Assessment
- J. Evaluation of Growth Concepts

4.4 Settlement Area Boundary Expansion Studies

- G. Agricultural Area Assessment
- H. Natural Heritage System and Water Resources Assessment
- I. Mineral Aggregate Resources Assessment
- J. North Aldershot Area Urban Expansion Assessment
- J. 1. North Aldershot Water and Wastewater Constraints and Opportunities

4.1 General Comments

Staff find that concepts 3A/3B best align with the high-level objectives of the City of Burlington as identified through the City's new Official Plan, Strategic Plan and Climate Action Plan.

Since the City of Burlington is already built out and is subject to a firm urban boundary and given that the main variation discussed among the various growth concepts relates to whether potential urban boundary expansions are required, and if so how much, the concepts differ very little in terms of population and employment allocation to 2051 in the City of Burlington. Further, the Growth Analysis Study presented to Council in September 2019, indicates that there is sufficient supply to accommodate growth in the

Primary and Secondary growth areas as identified in the adopted Official Plan (2018) now approved new Official Plan (under appeal) to full maturity beyond 2041¹.

Based on this analysis, Burlington has adequate land supply and market demand to accommodate any of the growth concepts currently under consideration. Concepts 3A/3B are recommended as they most closely align with the City's objectives as identified in local policy frameworks.

In December 2020, the City of Burlington's new Official Plan was approved by the Region of Halton. Burlington's Official Plan sets out a clear vision for the City of Burlington and establishes strategic priorities for sustainable growth, complete communities, environment and sustainability, economic activity, infrastructure, design excellence, land uses and public participation. The plan was based on extensive public consultation and technical work at the local level and adheres to the four key strategic directions of the City's Strategic Plan: A City that Grows, A City that Moves, a Healthy and Greener City and An Engaging City. The Official Plan builds on the strategic directions in the context of a statutory land use plan.

A City that Grows

"The City of Burlington attracts talent, goods, jobs and economic opportunity while having achieved intensification and balanced targeted population growth for youth, families, newcomers and seniors."

Since concepts 3A and 3B proposed the greatest amount of population growth (61,050 people) and employment growth (21,700 jobs) to Burlington by 2051, this concept best aligns with the direction "A City that Grows" by accommodating a greater variety of housing options for youth, families, seniors and newcomers.

Further to this strategic direction, the City's Growth Analysis Report highlights the critical role that economic and employment growth plays in the long-term health and vitality of the City of Burlington:

¹ Full Maturity: In order to examine the land supply as it relates to the ability to achieve the demand, consideration for the full build out or mature state must be given. Buildout or mature state is assumed to be post 2041 and is intended to represent a conceivable state where land has been fully optimized based on existing frameworks (i.e. policy, technology, lifestyle, etc.). It is not possible, nor prudent, to establish a timeline associated with full build out, except that it is beyond the planning horizon of 2041. (Growth Analysis Study, 2019).

“Potential employment opportunities within the City of Burlington and surrounding commuter-shed represent the primary driver of net migration to the City of Burlington. In turn, net migration drives population growth within the City’s working-age population and their dependents (i.e. children, spouses not in the labour force and other family members).

Economic growth in the regional export-based economy generates wealth and economic opportunities which, in turn, stimulates community-based or population-related employment sectors, including retail trade, accommodation and food and other service sectors. As such, economic growth represents the key driver of net migration and, ultimately, the growth of the working age population and their dependents (i.e. children, spouses not in the labour force, others).”

A City that Moves

“People and goods move throughout the city more efficiently and safely. A variety of convenient, affordable and green forms of transportation that align with regional patterns are the norm. Walkability within new/transitioning neighbourhoods and the downtown are a reality.”

Since concepts 3A and 3B proposed the greatest *densification* of land, the evaluation framework found that this concept would best achieve compact built-form as it has the greatest amount of growth located in Strategic Growth Areas serviced by existing or planned transit, transportation and other infrastructure, making best use of those investments and supporting walkable neighbourhoods and improved connections between public transit and active transportation.

A more compact built form and policy directions from ROPA 48 related to the development of area-specific plans to guide growth in Strategic Growth Areas would assist in attracting employment to mixed-use areas as well as major office uses while increasing the opportunity for those people who live in Burlington to also work in Burlington.

A Healthy and Greener City

“The City of Burlington is a leader in the stewardship of the environment while encouraging healthy lifestyles.”

This key strategic direction is further enshrined by the City of Burlington’s declaration of a Climate Change Emergency in 2019 and Council’s approval of the City’s community-based Climate Action Plan in April 2020. The city recognizes that climate change is a significant issue and is working with the community and all levels of government toward the goal of the Burlington community being net carbon neutral. Through the Climate Change Emissions Assessment undertaken by SGS in April 2021, concept 3A

generated the least amount of emissions per capita. While Concept 3B was not tested, it is likely that concept 3B would perform similarly, if not better. Further, since Concepts 3A and 3B best achieve a compact built form they are best suited to the provision of active transit and pedestrian connectivity. The full Climate Change Emissions Assessment report by SGS will be published in the coming weeks.

An Engaging City

“Community members are engaged, empowered, welcomed and well-served by their City. Culture and community activities thrive, creating a positive sense of place, inclusivity and community.”

Engagement is a key mandate of the Region’s IGMS process and of the City of Burlington. More details about the Region and the City’s engagement process through the Regional Official Plan Review can be found in the “Engagement Matters” section of this report.

4.2 Development of Growth Concepts

4.2.1 Land Needs Assessment Methodology (LNA)

The purpose of the Land Needs Assessment (LNA) is to determine whether the Region has sufficient land to accommodate the Province’s forecasted population and employment growth to 2051 within the approved settlement boundary area of Halton Region.

Halton Region is required to use the Provincial Land Needs Assessment Methodology (LNA). The structure of the LNA aligns with the policy structure of the Growth Plan and is organized into two broad land use categories: land for community needs (predominately housing) and land for employment uses. If the LNA analysis finds there is *not* enough land to accommodate the forecasted population and employment growth, then, the Region must consider other ways to accommodate that growth such as changes to density and intensification targets, conversion of Employment Areas or expansion of the settlement area boundary.

In the Discussion Paper, each growth concept represents an alternative approach to accommodating the forecasted growth to 2051 with varying densifications and intensifications of growth. The LNA then tests each growth concept to determine the amount of land that each would require to accommodate the forecasted growth to 2051.

Through this process, the LNA has identified that all but one concept (concept 3B) would require some expansion of the Region’s settlement area in order to accommodate growth to 2051. The degree of urban boundary expansion ranges from 980 hectares to 3,300 hectares. For perspective, the entire urban area of the City of Burlington is 8,760 hectares. Concept 4 would propose an expansion equal to nearly 40% of Burlington’s urban area.

It should be noted that in Burlington, it is not possible to expand the urban boundary. The growth concepts propose that any expansion of the urban boundary would occur within the Towns of Milton and Halton Hills.

Burlington Population and Employment 2021-2031

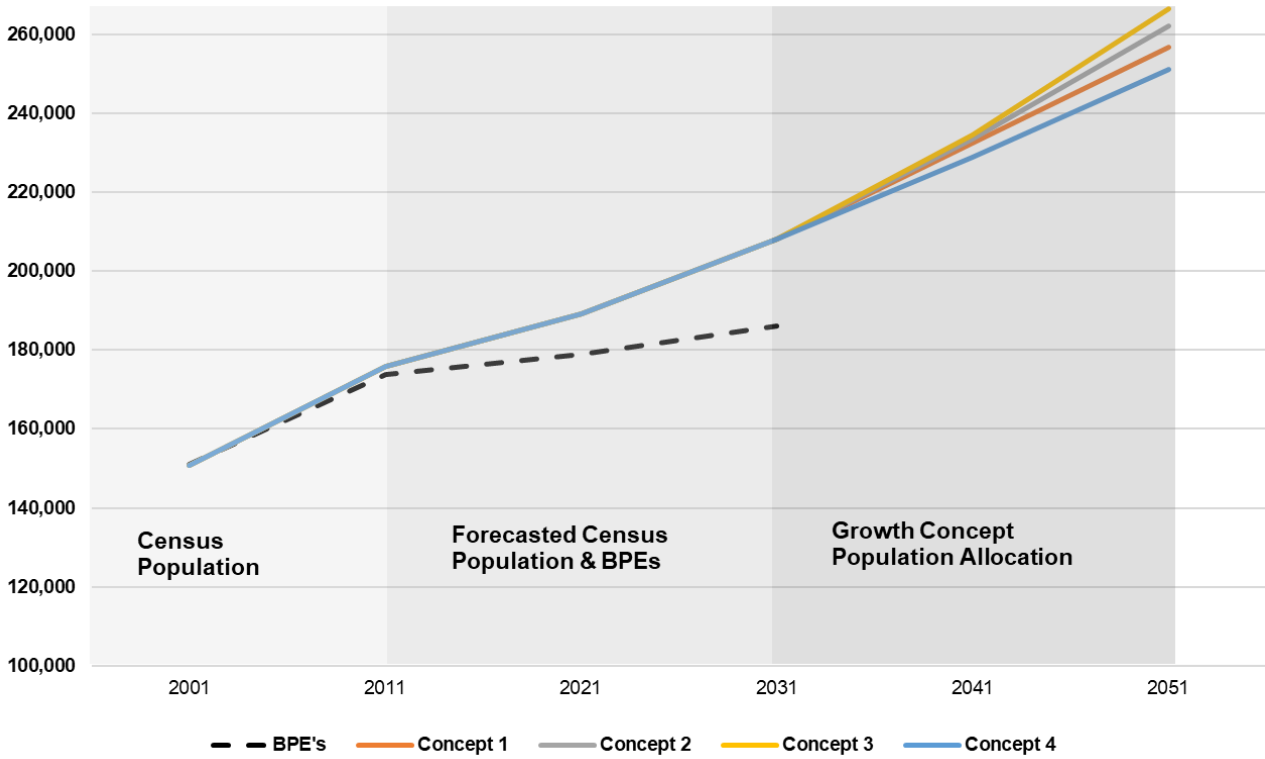
Halton Region is currently planned to 2031 as a result of the last Regional Official Plan Review conducted in 2009. Staff note that the census population estimate/forecast and the employment estimates have shifted since the Best Planning Estimates (BPEs) were revised in 2011. The population and employment growth does not vary by concept from 2021 to 2031. However, the population and employment growth identified through the LNA work does vary from the policy numbers in ROPA 38 and the supporting Best Planning Estimates, given that the BPE numbers are estimates this is not unexpected.

City of Burlington Population Forecast Scenarios, 2021-2031, Excluding Undercount²

	Halton Region, 2011 Best Planning Estimates (BPE)	Growth Analysis Report, 2019			LNAM, 2021 Census Population Estimate & forecast
		Low	Reference	High	
2021	178,800	186,700	189,200	190,700	189,245
2031	186,200	202,000	208,000	214,100	208,100

² It is assumed that the Region's Estimated and Census Population Excludes an undercount, please see comment in Appendix A on Page 7.

Burlington’s Population Growth to 2051 by Growth Concept, Excluding Undercount ³



2021 and 2031 Census Population Estimates/Forecasts⁴

In Part 2 of the LNA: *Municipal Allocation for the Four Growth Concepts*, the 2021 census population of the City of Burlington is estimated to be 189,245 people and 100,600 jobs and by 2031, the census population is forecasted to be 208,100 people and 106,300 jobs. This means that the population is expected to grow at a rate of 1% per year and for jobs, about 0.6% per year.

In 2011, the population of the City of Burlington began to exceed its population best planning estimates (BPEs). The Region as a whole in contrast is behind schedule in terms of the population and employment growth identified by the BPEs.

³ Same note as above.

⁴ All population figures from the BPEs, Growth Analysis and Census Population Estimates and Forecast do not include the net census under count.

The LNAM work indicates that Burlington's 2031 forecasted census population is now 208,100 people and that the population of Burlington is expected to grow by 18,855 people between 2021 and 2031. To compare, the BPE's generated in 2011 estimated that the population of Burlington would grow by 7,400 people between 2021 and 2031. Staff are of the opinion that this forecast is appropriate. These findings are supported by the Growth Analysis Study Report (2019) which indicated that in 2031, Burlington's population could range from between 202,000 to 214,100 people in 2031. Developing a clear understanding of expected trends in this critical ten year horizon is important for a range of local studies.

In terms of household growth, the LNA estimates that this will require an addition of 9,890 new housing units to the City of Burlington or approximately an addition of 989 units per year. This is a significant increase from Burlington's current rolling average over the last 10 years (2010-2020) of 692 units per year ⁵.

By comparison, in the City's Growth Analysis Study report, the 2021 and 2031 population forecasts for the City under the Reference Scenario closely match the Region's figures, with household growth slightly lower than the Region's figure. In terms of employment, the 2021 employment forecast under the Reference Scenario is slightly lower than the Region's figure, however the 2031 employment forecast under the Reference Scenario is significantly higher than the Region's. For this time period, the City's Growth Analysis Study forecasted a higher rate of employment growth.

Due to its firm urban boundary, the amount of land needed to accommodate growth does not shift from a Burlington perspective and results in minimal variability between the growth concepts. However, the allocation of growth to Strategic Growth Areas is critically important to meeting the objectives and requirements of the Growth Plan, Burlington's Official Plan and Burlington's Strategic Plan. It is imperative that development be directed to the *SGAs* and existing *DGAs* throughout the Region in advance of expanding the urban boundary.

It should be noted that the LNA in the Growth Concepts Discussion Paper is not the formal Land Needs Assessment suitable for submission to the Province. The complete

⁵ CMHC, 2021

Land Needs Assessment will be prepared as part of the Preferred Growth Concept to support the allocation of growth to the local municipalities and any proposed settlement boundary expansion

Market Demand Assessment

The market-based analysis work in the LNA forecasts future market demand related to housing mix by predicting housing occupancy patterns of the Region's future population. This work is based on historic market preferences where people seek to occupy ground related housing units. The LNA's assessment of market demand is based on past performance. City staff believe that this approach may not fully acknowledge the substantial shift in apartment unit construction over the last 10 years, a shift which is more pronounced in Burlington.

Currently, in Halton Region, apartment units account for 20% of all residential units. In 2051, the share of apartment units would shift under concept 4 (the least intense concept) to 32% of all residential units. The more intensive concepts (2 and 3A/B) would result in shares ranging from 35% to 40% of all residential units.

Burlington's Development Charges Background Study (2019) states that the share of apartment units in Burlington is already 24%, 4% greater than the regional average and is projected to increase its share of apartment units to 30% by 2031 (20 years before the 2051 planning horizon). This more pronounced shift in apartment unit construction in Burlington indicates that a shift in market demand for higher density residential units is already underway in Burlington and that the market is accommodating this increase in higher density apartment units.

Concept 3A/3B would provide the most balanced mix of units when considering the existing built form in Burlington (predominantly ground related). A greater mix of residential unit types would provide a greater variety of housing options to meet the varied needs of Burlington's residents such as youth, newcomers, low income residents and seniors. Further, apartment units provide for more affordable units when compared to ground related units. The provision of affordable housing was identified as an implementation measure as set out in the City's Strategic Plan and new Official Plan, highlighting the need to identify opportunities to diversify housing choice through a housing strategy study.

The growth concepts test different scales of housing market shift. Overall, the LNA concludes that Concept 4 best achieves market demand while concepts 3A/3B, the least, indicating that market demand is for low density, ground related housing.

Conversely, the Discussion Paper notes that the Growth Plan sets out policies favouring intensification and more, higher-density mixed-use development and for the

development of a hierarchy of areas within settlement areas where growth will be focused in delineated built up areas, strategic growth areas, locations with existing or planned transit, with a priority on higher order transit where it exists or is planned, and in areas with existing or planned public service facilities.

The Growth Plan requires the Region to plan for a shift in current housing patterns so that less land is required for housing over the 2051 time horizon and will require higher density housing types such as apartment buildings.

It will be up to decision makers to determine how much weight should be given to the market demand lens when evaluating the growth concepts and when endorsing the preferred growth concept.

4.2.2 Employment Area Conversions

As part of the development of the Growth Concepts Discussion Paper employment area conversions have been considered. Two appendices are included that deal with the employment area conversion requests:

- An inventory of the Employment Area Conversion Requests
- An initial assessment summary of the Employment Area Conversion Requests which provides an assessment and indication of those conversions supported and how each is treated in the growth concepts.

The requested conversions were reviewed by Regional staff, Hemson against the following principles set out in the IGMS Regional Urban Structure Discussion Paper:

- A: Land Supply
- B: Demonstrated Need
- C: Viability
- D: General Considerations

In the context of the Region-wide consideration of the employment area conversions a series of other employment land conversions will remain under consideration through the remainder of the ROPR process with the more significant conversion requests tested in the growth concepts. A significant number of employment area conversions have not been supported and are not carried forward through the assessment.

The City as part of the adoption of the new Official Plan presented [Appendix D](#) to PB-04-18 that included the range of employment conversions recommended by the City to be considered through the Region's municipal comprehensive review. With the exception of 1150 and 1200 King Road (see row E and O of Appendix D) discussed in Staff report PL-20- 21 and below, all City recommended employment conversions have been supported in the Growth Concepts Discussion Paper. Staff also note that of those

supported only one area (see row I of Appendix D) has not been included in ROPA 48. Staff have requested through PL-20-21 that the area be brought forward into ROPA 48. Given the nature of the conversion it is appropriate as it has been highlighted in the Growth Concepts Discussion Paper that these decisions to convert do not have an impact on the consideration of the rest of the IGMS.

Staff note that a wide range of small miscellaneous issues related to mapping issues with the Region's EA overlay are expected to be addressed as part of the Regional Official Plan Review.

In the context of Burlington two areas were identified as requiring further analysis:

- 4103 Palladium Way; and,
- 1150 & 1200 King Road.

4103 Palladium Way

A conversion request was submitted to the Region of Halton to permit a retirement home in addition to the Long Term Care Home that recently received zoning approval.

Through the adoption of the City's Official Plan (2018) staff received the following Council Motion:

Direct the Director of City Building to amend the new OP (April 2018 version) to permit a long-term care facility at 4103 Palladium Way by adding the following policy, Subsection 3.2.3 c):

4103 Palladium Way: Notwithstanding Subsection 3.3.2 e), Subsection 8.2.2 i) and Subsection 8.2.2 j) of this Plan, a *long term care facility* may be permitted on the site subject to a site specific Zoning By-law amendment which will be considered only following the completion of a land use compatibility assessment that addresses all relevant considerations such as noise, vibration, odor, and dust using Provincial Land Use Compatibility guidelines and the Region of Halton's Land Use Compatibility Guidelines, Air Quality Guidelines, the policies of Section 4.6, Land Use Compatibility, of this Plan and any other relevant considerations to ensure that the location and design of the use *mitigates adverse effects*.

Council approved the motion, and it was noted that the motion was not recommended by staff. The modification as noted above to the Official Plan policy was made in accordance with Council's approved motion.

The City's new Official Plan set out new criteria and policies to guide the consideration of public service facilities and institutional uses in the employment area.

The addition of the retirement home on this site would constitute the addition of new non-employment uses. Staff do not recommend the addition of non-employment uses on this site. Staff are supportive of the consideration of employment area policy directions as part of the Regional Official Plan Review including the consideration of long term care facilities, institutional uses and related supportive uses.

1150 & 1200 King Road

A portion of 1200 King Road was supported for employment conversion through the new Official Plan process given its inclusion in the Mobility Hub Study Area boundary as noted on [Appendix D](#) to PB-04-18. The Aldershot Mobility Hub Draft Precinct Plan identified that the same area was subject to further environmental review and determined it would be premature to prepare any draft precinct information for that portion of the study area.

The City has recently been informed by the Province that a new Provincially Significant Wetland named Grindstone-Falcon Creeks Headwater Wetland Complex has been identified on a significant portion of the western half of 1200 King Road lands nearest the Aldershot GO station. Given this information staff believe that the natural heritage component of the work has been sufficiently completed. The findings confirm that significant natural heritage constraints exist on these lands. These constraints severely limit the potential of those lands of being able to accommodate development contemplated within an MTSA. Accordingly, staff are supportive of the Region's proposed Aldershot Major Transit Station Area boundary, consistent with the Region's delineation methodology.

Staff do not recommend the conversion of these sites.

4.3 Evaluation of Growth Concepts & Growth Concepts Technical Assessment

In May 2020, Regional Council endorsed an Evaluation Framework to assess four (now five) growth concepts as part of the IGMS process. The framework was developed in collaboration with local municipalities in Halton and is underpinned by technical reports. Through the evaluation framework, the growth concepts are not scored, and evaluation measures are not weighted but rather, each theme provides a series of criteria to assess how each growth concept best achieves the measure, and how the concept performs relative to the other concepts.

Climate change is specifically included in the evaluation measures for the growth concepts. The effects and responses to climate change have been considered in establishing the measures for all four themes in the Evaluation Framework. Measures

specific to climate change adaptation and mitigation of greenhouse gas emissions are included in Theme 3.

The goal of the Evaluation Framework is to summarize the results of the background technical work. The results of the evaluation will assist in developing a “Preferred Growth Concept” for Regional Council’s consideration. The Evaluation Framework is not intended to identify which concept is “preferred” to accommodate growth to 2051. Rather, the Preferred Growth Concept will be generated using elements from a combination of growth concepts, as well as comments identified through the consultation process.

The evaluation themes contextualize the background technical reports and will assist in developing a Preferred Growth Concept for Council’s consideration:

Theme 1: Regional Urban Structure & Local Structure

Theme 2: Infrastructure and Financing

Theme 3: Agriculture, Environment & Climate Change

Theme 4: Growing the Economy and Moving People and Goods

4.3.1 Evaluation Framework Findings

Overall, the Evaluation Framework’s key findings indicate that Growth Concepts 1 and 4 which propose the least *densification*, the least market shift and the most greenfield expansion better achieve:

- a more balanced mix of new residential units;
- are more in line with market demand;
- better protect existing employment uses; and
- would result in a slightly more favourable Regional financial impact.

While Growth Concepts 2 and 3A which propose the most intensification, market shift and the least greenfield expansion exhibit:

- lower water/wastewater costs;
- retain the greatest amount of agricultural land;
- best protect prime agricultural lands;
- best achieve minimizing the fragmentation of the Natural Heritage System;
- would best achieve compact built-form as it has the greatest amount of growth located in Strategic Growth Areas serviced by existing or planned transit infrastructure; and

- lower tax revenue, however the assessment notes that over time, tax revenue generated by high density areas may increase as intensification would likely result in changes to the size of apartment units to accommodate the demographic profile of Halton Region.

Evaluation Framework Findings: Concept 3B

Concept 3B was evaluated after the release of the Discussion Paper using the evaluation framework. The framework indicates that concept 3B performs identically to concept 3A with the exception that concept 3B performs *best* in terms of Water/Wastewater, Agricultural Land Base and Systems and Mineral Aggregates. However, the concept performs the least favourably in terms of Growing the Economy and Moving People and Goods as the concept does not meet the criterion for ensuring sufficient lands to accommodate the forecasted employment growth to 2051. The Region's findings suggest that Concepts 3A and 3B would require a shift away from more traditional forms of employment land employment growth and/or unprecedented intensification of those lands and would rely on Major Office Employment growth as well as attraction of employment to the *strategic growth areas*.

4.3.2 Evaluation Framework, City of Burlington Comments

Appendix K provides an evaluation of the growth concepts from a high level regional perspective and as such, the evaluation lacks local context especially in terms of transportation and finance considerations. The evaluation framework and the technical appendices that underpin them are built on high-level assumptions that may be subject to change over time and do not take into consideration the local context and impacts of the growth concepts.

Climate Lens

It is encouraging to see climate change embedded throughout the Evaluation Summary as a key theme in light of the current climate emergency. However, the lack of measurable data against which to evaluate each concept through a climate change lens results in an inability to effectively determine which concepts would perform better. This is especially striking in instances like the Transportation Analysis where the technical report finds that there is no measurable difference across concepts despite substantial differences in compactness and the identification of new *DGA* for future development. In the absence of a Regional strategy quantifying base greenhouse gas emissions and establishing a reduction target, it will be challenging to assess which scenario most effectively contributes to climate change mitigation and adaptation. Staff look forward to reviewing the Green House Gas Emissions Assessment Report.

To better assess the climate-related impacts of growth in the future, the following would be helpful:

- Quantitative measures and financial valuations for ecosystem services provided by the natural heritage system, other natural assets and green infrastructure, as well as avoided costs (i.e. flood prevention, erosion control, water quality improvements);
- Relative greenhouse gas emissions associated with each transportation mode share, applied to the travel patterns projected for each of the growth concepts, to assess the difference in both vehicle kilometers travelled and carbon intensity; and
- Relative greenhouse gas emissions associated with servicing and other infrastructure requirements, linked to housing type.

Transportation

The Transportation Assessment considers Regional infrastructure requirements and investments. It is for this reason that the transportation assessment shows little variability across the 5 concepts. Given this the Evaluation Framework finds that “*No one Growth Concept is preferred from a transportation perspective*” since all growth concepts use the existing capacity of the road network prior to the identification of any capacity expansion. The evaluation does identify that Concepts 3 and 4 do exhibit potential for marginally higher transportation capital costs depending on the transportation solution.

From a transportation perspective, the analysis did not adequately acknowledge the relationship between mode share, travel patterns, infrastructure requirements and demand for aggregate resources. Particularly, growth concepts which reinforce the dominance and prioritization of travel by single-occupancy vehicle will likely result in more auto trips, thereby impacting the life cycle assumptions for transportation infrastructure which may also strain capacity of that same infrastructure, resulting in a decrease of the life cycle of critical transportation infrastructure required to support growth.

The negative impacts of car-oriented development regarding proposed mode share targets for sustainable modes of transportation were not adequately discussed. Despite a climate lens being used throughout the development of the growth concepts, air quality and impacts to public health considerations are also absent from the analysis, and only mentioned at a very high level in the climate change memo.

Fiscal Impact Assessment

Overall, there is little variation in tax impacts between the concepts since expenditures and revenues in this assessment were driven by the development forecasts of each concept which due to the requirements of the growth plan, do not vary greatly. At this stage of the Fiscal Impact Assessment, the work does not consider the full nuances of each concept nor does it consider the nuances of the local context. The Fiscal Impact Assessment considers the cost of transit expansion related to population and employment growth but does not build in assumptions about increased fare box revenues that might result in a shift in mode of transit.

The Average Annual Tax Increases 2021- 2051 found in table 3 of Appendix F shows an annual tax increase between 3.90% and 3.79% per annum across the concepts. This is similar to the Tax increase found in the City of Burlington's 10 year Financial Plan.

Through this work, the evaluation framework finds that there is some variation between the concepts from a regional perspective and that concepts 1 and 4 result in a "slightly more favourable financial impact". However, as noted above, the tax revenue potential of high-density development may improve over time. The higher rates of intensification in concepts 2 and 3A/B would likely result in changes to sizes and configuration of apartment units (larger, more bedrooms) resulting in increased revenue potential. This is of particular note for the City of Burlington where a shift toward a greater proportion of higher density residential units has already begun.

The City of Burlington looks forward to the forthcoming detailed Financial Impact Analysis associated with the preferred growth concept and welcomes working with the Region on the nuances of the Burlington context.

Technical comments from the City of Burlington perspective on supporting appendices can be found in Appendix A of this report.

4.4 Settlement Area Boundary Expansion Studies

4.4.1 Agricultural Areas Assessment, Natural Heritage System & Water Resources Assessment and Mineral Aggregate Resources Assessment

With respect to natural heritage, agriculture and aggregate resources, the general approach (as dictated by Provincial policy) is that all three must be protected for the long-term, with no guidance as to the relative ranking/priority of each component. Yet, on the ground, the natural order implementation generally places natural heritage as the top priority, followed by aggregate resources, followed by agricultural lands.

Staff note that, although dependable agricultural land or prime agricultural land is characterized as a "non-renewable, finite resource that is essential for the existence of a healthy agriculture and food system" (Halton Region Rural Agricultural Strategy

Background Report, pg. 2.1) the current policy framework lacks:

- a base line for the minimum amount of land required for a viable system;
- quantifiable goals for farmland preservation;
- requirements for cumulative impact assessment, and
- provisions for investment in the restoration and enhancement of remaining lands.

As a result, there is risk that the incremental removal of small portions of prime agricultural land may be characterized as inconsequential on an individual basis and that the potential long-term, cumulative impacts of multiple removals may be overlooked. Additionally, the removal of prime agricultural lands is sometimes further rationalized as a means to preserve components of the natural heritage. Further, traditional mitigation measures are focused on avoiding and minimizing negative impacts, rather than a no negative impact or no net negative impact test, leaving the broader system at risk of perpetual incremental decline.

It would be beneficial to acknowledge these limitations to protecting the agricultural system, as a means to garner additional support for investment in the preservation, restoration and enhancement of remaining agricultural lands. For example:

- commit to edge-planning measures for any agricultural areas impacted by urban expansion, with buffers accommodated within the urban boundary, rather than the rural area, where appropriate;
- partner with local municipalities and economic development agencies to implement additional components of the Halton Rural Agricultural Strategy;
- partner with conservation authorities and other relevant agencies to ensure natural heritage stewardship programs contain flexible, agriculture-friendly options;
- consider the feasibility of an agricultural stewardship program, in alignment with Ontario's Agricultural Soil Health and Conservation Strategy, focused on opportunities for farmland restoration and enhancement; and
- consider the feasibility of an agricultural land securement program, similar to the Region's Greenlands Securement program.

4.4.2 North Aldershot Policy Area Urban Boundary Assessment

The current North Aldershot Planning Area framework was developed in the mid 1990's and characterizes North Aldershot as neither urban nor rural. However, the current Provincial policy framework requires that all lands be recognized as one of three categories: urban, rural or prime agricultural. As North Aldershot is not within any existing settlement area boundaries and does not contain any prime agricultural lands, it

is considered rural. The Growth Plan, 2019 (section 2.2.9.6) does provide for some level of transition to recognize site-specific locations in rural areas with approved zoning or designation in an official plan that permitted new multiple lots or units for residential development as of June 16, 2006.

However, there remains a broader need to ensure conformity with the full spectrum of Provincial and Regional policies, which have changed significantly since the North Aldershot Planning Area was last studied in the 1990's. A comprehensive review of the North Aldershot Planning Area framework was not undertaken during the development of the new Burlington Official Plan, as it was recognized that this work would occur through the Region's Municipal Comprehensive Review (MCR) and Regional Official Plan Review. One sub-area of North Aldershot identified by City Council during the official plan review for specific consideration through the Region's MCR was the Bridgeview community within the West Sector (for more discussion please see details on page 18 of Appendix A to this report).

Halton Region's study of the North Aldershot Planning Area has now advanced to the point that policy analysis and preliminary technical studies have been completed. Based on the conclusions of the "North Aldershot Planning Area Discussion Paper" (June 2020), the "North Aldershot Policy Area Urban Expansion Assessment" (Feb 2021) and the "North Aldershot Water and Wastewater Constraints and Opportunities" (Feb 2021) technical studies, the Region has determined that there are significant constraints to urban development in North Aldershot.

The studies generally conclude that the developable area has been significantly reduced through refinements to the Regional Natural Heritage System, including the recent addition of the Growth Plan Natural Heritage System, and that due to factors such as topography, proximity to environmental features and the general sparse and uneven distribution of each pocket of potential development, extending servicing can be costly, inefficient and technically challenging compared to other potential growth areas in the Region which are more contiguous to existing service areas.

On this basis, with the exception of the City's existing obligations under the Minutes of Settlement for the Eagle Heights community, staff are supportive of the Region's conclusions that the North Aldershot Policy Area as a whole does not merit consideration for settlement area boundary expansion through the current MCR, when compared to the areas identified for potential settlement boundary expansion in the growth concepts, and are supportive of developing a rural policy framework to update the existing policies and achieve Provincial conformity. Further, given the study conclusions, that indicate that the remaining policy area pockets throughout North

Aldershot each pose various technical, environmental and financial challenges, staff do not recommend the consideration of individual, minor expansions to accommodate urban development.

Strategy/process

The City of Burlington is providing the City's submission on the Region's Integrated Growth Management Strategy Growth Concepts Discussion Paper through staff report PL-21-21 as the City's input on this stage of Phase 2 of the Regional Official Plan Review (ROPR).

The ROPR project is currently moving to Phase 3 of the Regional Official Plan review. This phase will involve the preparation and finalization of a Regional Official Plan Amendment(s) based on the preferred growth concept report.

There will be additional opportunities for public engagement throughout the Regional Official Plan Amendment process in Phase 3 of the Regional Official Plan Review.

In accordance with the requirements of provincial policy, a final ROPA will be brought forward for Council approval July 2022.

Options Considered

Not Applicable

Financial Matters:

Not Applicable

Total Financial Impact

Not Applicable

Source of Funding

Not Applicable

Other Resource Impacts

Not Applicable

Climate Implications

Burlington City Council declared a climate emergency in April 2019 in response to the concerns about the impact that a changing climate is having on the City and communities around the globe. On April 20, 2020 Council approved a Climate Action Plan which provides a framework to reduce the use of fossil fuels in the community, the main contributor to greenhouse gas emissions, which are causes of climate change. The Climate Action Plan focuses on the following key areas: low-carbon new buildings, deep energy retrofits for existing buildings, renewable energy, electric mobility and equipment, integrated mobility, waste reduction and industry innovation.

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

This report provides comments on the Growth Concepts Discussion Paper and supporting technical reports which are part of the Region's IGMS and ROPR work and will shape the physical environment of Burlington and Halton Region as a whole to the year 2051 and beyond by guiding various elements of the built environment such as land use, density/intensity of development, transportation and infrastructure considerations, and protection of the natural heritage system and open spaces. Staff find that Growth Concept 3A/3B best align with the objectives of the Climate Action Plan and Burlington's Official Plan.

For example:

- Higher densities will make more efficient use of land and resources including infrastructure and community services;
- Higher densities and transportation network improvements will support transit usage and active transportation (including walking and cycling) as alternative modes of travel to reduce reliance on private motor vehicles and reduce greenhouse gas emissions;
- A mix of land uses will provide increased opportunities for people to live, work, shop, study and play reducing residents' need to travel long distances on a daily basis;

- Densification and intensification protects rural and Greenbelt lands from urban sprawl by directing growth to an existing built-up area of the Region.
-

Engagement Matters:

Information about the Regional Official Plan Review can be found on-line at the main [webpage for the project](#).

From that page, there are links to additional information, including:

- Learn about the Growth Concepts
- Take a short questionnaire
- Join a virtual Public Information Centre
- Discuss the Growth Concepts with a regional planner
- Read the initial consultation report.

There are two virtual Public Information Centres (PICs) for Burlington one was held on Tuesday May 11 and was attended by members of Council, members of the public and Staff. An additional PIC to discuss the North Aldershot policy area was held on Monday May 17th. A final Region-wide PIC is scheduled for Tuesday June 29th.

Conclusion:

The Region of Halton's Official Plan Growth Concepts Discussion Paper provides a detailed overview of the 5 growth concepts, the technical documents that underpin them and the Evaluation Framework. The City of Burlington's comments on the Growth Concepts Discussion Paper and the Phase 2 – Initial Feedback Summary have been provided in staff report PL-21-21 and Appendix A which form the City's submission to the Region of Halton.

Staff are of the opinion that Concepts 3A & 3B most closely align with the objectives of the City of Burlington as outlined in the City's new Official Plan, Strategic Plan and Climate Action plan and this is supported by findings from the City's Growth Analysis Study and the Development Charges Background Study Reports both presented to Council in 2019.

What is clear through the analysis of the growth concepts is that the allocation of growth to Strategic Growth Areas is critically important to meeting the objectives and requirements of the Growth Plan, Burlington's Official Plan and the Strategic Plan. It is imperative that development be directed to the SGAs and existing DGAs throughout the Region in advance of expanding the urban boundary. This is particularly important in light of the Climate Emergency declared by the City of Burlington in 2019.

Appendix K provides an evaluation of the growth concepts from a high level regional perspective and as such, Staff find that the evaluation lacks local context in terms of

transportation and finance considerations. The evaluation framework and the technical appendices that underpin them are built on high-level assumptions that may be subject to change over time and do not take into consideration the local context and impacts of the growth concepts.

Staff are supportive of the Region's conclusions that the North Aldershot Policy Area as a whole does not merit consideration for settlement area boundary expansion through the current MCR apart from the City's existing obligations under the Minutes of Settlement for the Eagle Heights community. Staff are supportive of developing a rural policy framework to update the existing policies and achieve Provincial conformity.

Further, Staff note that while the market needs analysis in the LNA concluded that Concept 4 best achieves the market demand for lower densities and more ground related housing, the LNA may not fully recognize the shift in the market towards a greater share of apartment units over the last 10 years, especially in Burlington.

Conversely, the Discussion Paper and City Staff note that despite the market demand findings of the LNA, the Growth Plan requires the Region to plan for a shift in current housing patterns so that less land is required for housing over the 2051 time horizon and that this will require higher density housing types such as apartment buildings, to which Concepts 3A&B more closely align.

It will be up to decision makers to determine how much weight to give to the market demand lens when evaluating the growth concepts and when endorsing a preferred growth concept.

Respectfully submitted,

Kate Hill-Montague, MPlan
Coordinator of Policy,
Policy and Community
905-335-7600 ext. 7508

Kelly Cook,
Senior Planner, Policy and Community
905-335-7600 ext. 7641

Laura Daly, MCIP, RPP
Planner II, Policy and Community
905-335-7600 ext. 7746

Samantha Romlewsky,
Planner II, Policy and Community
905-335-7600 ext.7402

Laura Ross
Planner II, Policy and Community
905-335-7600 ext. 7555

Alison Enns, MCIP, RPP
Manager, Policy and Community
905-335-7600 ext. 7787

Appendices:

- A. City of Burlington Submission on the Regional Official Plan Review Growth Concepts Discussion Paper Technical Comments
- B. Regional Official Plan Review Chronology

Notifications:

- Region of Halton
- Town of Oakville
- Town of Milton
- Town of Halton Hills
- Conservation Halton
- Credit Valley Conservation
- Grand River Conservation Authority

Report Approval:

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