



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

TO: Community Planning, Regulation & Mobility Cttee.

FROM: Community Planning Department

Report Number: PL-06-22

Wards Affected: All

File Numbers: 150-14

Date to Committee: January 11, 2022

Date to Council: January 18, 2022

Recommendation:

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

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

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

PURPOSE:

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

Vision to Focus Alignment:

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

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

Background and Discussion:

1.0 Regional Official Plan Review

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

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

1.1 Regional Official Plan Amendment 48

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

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

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

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

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

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

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

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

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

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

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

1.2 Growth Concepts Discussion Paper

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

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

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

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

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

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

2.0 Draft Preferred Growth Concept and Draft Land Needs Assessment

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

Att #	Title	Purpose
1	Overview of Growth Concepts	Provides a comparison of the 5 growth concepts presented through the Growth Concepts Discussion Paper.

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

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

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

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

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

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

North Aldershot Policy Area

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

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

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

Relationship and Content

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

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

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

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

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

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

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

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

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

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

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

Timeframes

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

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

Evolving Findings

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

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

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

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

What does the Preferred Growth Concept propose?

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

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

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

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

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

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

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

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

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

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

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

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

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

2.1 Key Findings for Burlington

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

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

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

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

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

Population Growth

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

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

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

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

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

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

Source: Halton Region Draft Preferred Growth Concept

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

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

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

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

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

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

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

Household Growth

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

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

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

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

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

Source: Halton Region Draft Preferred Growth Concept

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

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

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

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

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

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

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

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

Household Growth by Type

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

Unit Mix in Burlington: 2021-2051

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

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

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

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

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

Persons per Unit (PPU)

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

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

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

Employment Growth

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

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

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

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

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

Source: Halton Region Draft Preferred Growth Concept

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

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

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

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

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

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

Employment Growth by Land Use Type

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

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

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

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

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

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

3.0 City of Burlington Comments

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Strategy/process

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

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

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

Options Considered

Not applicable.

Financial Matters:

Not Applicable

Total Financial Impact

Not Applicable

Source of Funding

Not Applicable

Other Resource Impacts

Not Applicable

Climate Implications

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

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

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

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

Engagement Matters:

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

Conclusion:

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

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

Respectfully submitted,

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Appendices:

- A. Regional Official Plan Review Chronology

Notifications:

Region of Halton

Town of Oakville

Town of Milton

Town of Halton Hills

Conservation Halton Credit Valley Conservation

Grand River Conservation Authority

Report Approval:

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