



**SUBJECT:** City of Burlington's growth-related work and the joint best planning estimates

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

**FROM:** Community Planning Department

Report Number: PL-64-23

Wards Affected: All

Date to Committee: October 31, 2023

Date to Council: November 14, 2023

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**Recommendation:**

Direct the Director of Community Planning to forward any comments from Community Planning, Regulation and Mobility (CPRM) Committee regarding the Joint Best Planning Estimates and Allocation Program in discussion with regional staff and report back at the December 5, 2023, CPRM Committee meeting.

**PURPOSE:**

This report provides an overview of the Joint Best Planning Estimates work undertaken by the Region to inform the Region's Water, Wastewater and Transportation Integrated Infrastructure Masterplan (IMP). This report sets out an understanding of the implications for a wide range of local plans as well as a path for setting local growth management objectives in the near term.

**Vision to Focus Alignment:**

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

### Joint Best Planning Estimates

In recognition of a number of Provincial developments through Bill 23, More Homes Built Faster Act, 2022 and the ongoing challenge of housing affordability and supply, the Halton municipal partners identified the need to shift the usual approach to developing data that supports the coordination of infrastructure to support growth. The Minister's decision on ROPA 49, the establishment of municipal housing targets and the effects of Bill 23 including the proposed shift of the Region becoming an "upper-tier municipality without planning responsibilities" all contributed to the decision to take a new approach to continued coordination to ensure regional infrastructure to support the Local Municipal planning vision.

Halton Region commenced work on the Joint Best Planning Estimates (JBPEs) in February 2023 and are currently in the process of finalizing this work. Preparation of the JBPEs was led by the Region in consultation with the local municipalities. The JBPE's primary purpose is to support the Region's [Water, Wastewater and Transportation Integrated Infrastructure Masterplan \(IMP\)](#) work, which is currently under way and targeting completion in early 2024.

Formerly, the Region prepared Best Planning Estimates (BPEs) previously titled "Best Planning Estimates of Population, Occupied Dwelling Units and Employment, 2011-2031" dated June 2011. This work translated the high-level policy distribution of population and employment set out in the Regional Official Plan into detailed population and employment estimates by traffic zone for each of the local municipalities. This was the approach taken in a policy and legislative environment where the Region was the planning authority and tasked with leading growth management and as the major infrastructure provider in Halton with the support of the local municipalities. The BPEs included a detailed section related to "intended use". This section set out in general that the Best Planning Estimates are:

- meant to be used where working numbers of future population, occupied dwelling units or employment are needed for planning purposes
- prepared on a best effort basis by Regional and Local Municipal staff
- estimates, not policy numbers
- prepared in an attempt to achieve a high degree of consistency as possible between Official Plan or policy numbers and the Best Planning Estimates

Further the section sets out that the Best Planning Estimates are to be used as a "consistent set of land use data and forecasts to be commonly used by both private and public agencies". The 2011 BPEs were prepared based on achieving the total population and employment forecasts for Halton set out by the Growth Plan, 2006, as

well as the intensification and minimum density targets of the Designated Greenfield Area and Urban Growth Centres when considering “when”, “where”, and “what” development was to take place. Attempts were also made to achieve a high degree of consistency between the Regional Official Plan (ROP) and the BPEs.

The BPEs were used to inform the infrastructure master planning of the Region and to inform other municipal work such as the preparation of local Development Charges (DC) Background Studies and Community Benefits (CBC) Strategies and other growth-related studies. Halton Region had been intending to prepare new BPEs to reflect the changes to the Regional Official Plan through Regional Official Plan Amendments (ROPAs) 48 & 49 and guided by the findings of the [Region’s Land Needs Assessment \(LNA\)](#) and [Regional Official Plan Review \(ROPR\)](#) work, when Bill 23, *More Homes, Built Faster Act, 2022* was introduced and subsequently achieved royal assent in November 2022.

#### Bill 23, More Homes, Built Faster Act, 2022

This omnibus bill proposed amending a number of existing statutes including: the *Planning Act*, *Development Charges Act*, and *Municipal Act*, amongst others. One of the outcomes of Bill 23 is that, upon Royal Proclamation, planning authority will rest with each individual municipality. This means that the Region will no longer be the Planning Authority and that the Region will shift from leading growth management and land use planning to focusing on planning, financing and delivering infrastructure in support of this work. These roles and the process of preparing, revising and monitoring the JBPEs will continue to evolve over time. Each municipality will soon be tasked with undertaking growth management from the local perspective while continuing to look to the Region to provide infrastructure to support the local vision.

Aside from the shifting of planning authority from the Region to the local municipalities, there are a number of significant factors that the JBPEs considered that previous BPEs did not.

#### ROPA 49, Modifications by the Minister of Municipal Affairs and Housing

The work undertaken through the Region’s LNA as part of the Region’s Integrated Growth Management Strategy (IGMS) considered a 2051 planning horizon in earlier drafts. In June 2022, ROPA 49, as adopted by Regional Council, distributed population and employment to 2041 and established a process through policy to distribute growth from 2041 to 2051.

In November 2022, ROPA 49 was then approved by the Minister of Municipal Affairs and Housing with a number of modifications. These modifications, among other things, extended the planning horizon to 2051 and modified Table 1 (Population and Employment Distribution) of the Regional Official Plan. Further, the Province provided

direction to Halton Region to update Table 2 (Intensification and Density Targets) and 2a (Regional Phasing) accordingly. For more details please refer to [PL-05-23: ROPA 48, 49 and Bill 23 – Approach to achieve conformity and compliance](#), see pages 6 and 7.

The Minister's decision on ROPA 49 introduced 347 ha of new Community Area in Burlington that had not been previously considered by the 2019 Growth Analysis Study, nor by the City's Official Plan, 2020 or the Region's Official Plan. While as noted above the Minister's decision set out direction to update Table 2 and Table 2a of the Regional Official Plan, no similar direction was provided to update Table 1: Population and Employment Distribution. Given the new ROPA 49 Community Areas within Burlington and within other areas of the Region there will be a need moving forward, informed by local work to amend Table 1.

In response to these and other changes the city will:

- prepare its Local Growth Management Update to set out local Growth Expectations to 2051;
- set out Urban Structure and Growth Framework updates; and
- undertake Area Specific Planning exercises/or equivalents for the new Community Area.

The population and employment estimates for the city and the new community areas are expected to evolve over time as this work progresses. This may mean that the assumptions set out in the JBPEs are lower than the ultimate population and employment that may be planned for, particularly within new community areas.

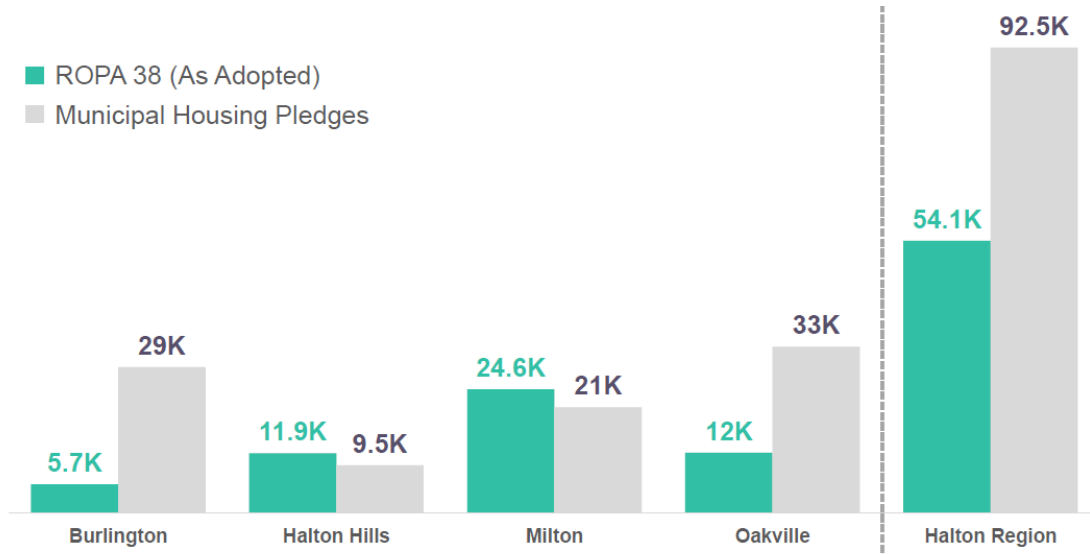
#### Burlington's Municipal Housing Target: 29,000 Units by 2031

Complimentary to Bill 23, the Province introduced "2031 Municipal Housing Targets". The City of Burlington has been assigned a 2031 Housing Target of 29,000 units and the Province requested that Burlington prepare a Municipal Housing Pledge and take the necessary steps to facilitate the construction of 29,000 units by 2031. At the February 28, 2023, meeting of [CPRM Committee](#), [Staff Report PL- 24-23: Burlington Housing Pledge](#) was presented to Committee.

Council has since approved the City of Burlington's signed [Housing Pledge](#) to demonstrate its commitment to facilitating the construction of 29,000 units by 2031 and the creation of more housing and more diverse housing options. The pledge underlines that the creation of complete communities and the building of more diverse housing options is complex and cannot be achieved by the city alone.

When compared to the ROPA 38 growth projections (the projections upon which the Region's Infrastructure Master Plan are based), the 29,000-unit housing target amounts

to approximately 23,000 more units than are currently anticipated for Burlington in the time period from 2021 to 2031.

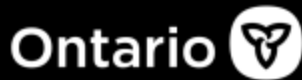


While provincial consultation has been underway at the time of writing this report the Growth Plan and its Schedule 3: Distribution of Population and Employment for the Greater Golden Horseshoe to 2051 remains in effect. At the time of preparing the response to the Housing Pledge a number of conditions were proposed. One of those conditions was: that the City be permitted to continue to utilize the applicable population and employment forecasts from the Growth Plan, 2020 and or municipal growth allocations assigned to and/or developed by the City, for the purposes of creating development related studies, plans and by-laws.

<b>Distribution of Population and Employment for the Greater Golden Horseshoe to 2051</b>		
	<b>POPULATION</b>	<b>EMPLOYMENT</b>
	<b>2051</b>	<b>2051</b>
Region of Durham	1,300,000	460,000
Region of York	2,020,000	990,000
City of Toronto	3,650,000	1,980,000
Region of Peel	2,280,000	1,070,000
Region of Halton	1,100,000	500,000
City of Hamilton	820,000	360,000
<b>GTHA TOTAL*</b>	<b>11,170,000</b>	<b>5,360,000</b>
County of Northumberland	122,000	44,000
County of Peterborough	82,000	26,000
City of Peterborough	125,000	63,000
City of Kawartha Lakes	117,000	39,000
County of Simcoe	555,000	198,000
City of Barrie	298,000	150,000
City of Orillia	49,000	26,000
County of Dufferin	95,000	39,000
County of Wellington	160,000	70,000
City of Guelph	203,000	116,000
Region of Waterloo	923,000	470,000
County of Brant	59,000	26,000
City of Brantford	165,000	80,000
County of Haldimand	75,000	29,000
Region of Niagara	674,000	272,000
<b>OUTER RING TOTAL*</b>	<b>3,700,000</b>	<b>1,650,000</b>
<b>TOTAL GGH*</b>	<b>14,870,000</b>	<b>7,010,000</b>

*Note: Numbers rounded off to nearest 10,000 for GTHA municipalities, GTHA Total and Outer Ring Total, and to nearest 1,000 for outer ring municipalities.*

*\*Total may not add up due to rounding*



**SCHEDULE 3**

Distribution of Population and Employment  
for the Greater Golden Horseshoe to 2051

Although this note is slightly dated it is worth noting that as part of the Housing Pledge report staff (PL-24-23) provided the following with the information known at that time:

***A note on Water and Wastewater servicing:***

*Halton Region's population is expected to grow by 153,000 people between 2021 and 2031. Based on the LNA the number of housing units is expected to grow by 56,900 units.*

*As noted in the table above, three of the four local municipalities within Halton have been assigned housing targets, through the housing targets bulletin – totaling 83,000 units to 2031. When assessed against the overall growth set out in the LNA to 2031 the difference amounts to 26,100 units. With over 45% more units targeted for this timeframe there will be intense competition and the need for prioritization decisions that local municipalities will contribute to but may not be in a position to influence significantly. In this one critical dimension there will be significant challenges predicting where new housing units will actually materialize and ensuring sufficient infrastructure (of all kinds) is planned for, financed and built at the right time to accommodate.*

*The best approach for the city is to rely on the significant effort invested by the city in:*

- the creation of the new Official Plan (BOP, 2020);*
- the completion of the Region of Halton's IGMS and Municipal Comprehensive Review;*
- the work on Major Transit Station Area area-specific planning; and,*
- the creation of the Housing Strategy*

Population and Employment Distribution in Official Plans

Early in 2023 the Ontario Land Tribunal confirmed that the forecasted population and employment growth allocated to the City of Burlington to 2031 in the Regional Official Plan and reflected in the BOP, 2020 came into effect by virtue of the Planning Act, which limits appeal rights to these policies. The current population and employment distribution is as follows:

**2.2.4 POPULATION AND EMPLOYMENT DISTRIBUTION**

The Regional Official Plan established a growth strategy for the Region of Halton based on the distribution of population and *employment* to 2031 (Table 1: Population and Employment Distribution, of the Regional Plan). This distribution of population and employment *shall* be in accordance with Table 2: Intensification and Density Targets, and Table 2A: Regional Phasing, of the Regional Official Plan.

Population*		Employment	
2006	2031	2006	2031
171,000	193,000	88,000	106,000

\*Population numbers are “total population” numbers including approximately 4% under coverage from the official “Census Population” numbers reported by Statistics Canada.

The population and employment forecasts are premised on the adequacy of *infrastructure* and *public service facilities* to support growth in appropriate locations. This Plan will require *infrastructure*, associated services, and *public service facilities*, to support the comprehensive implementation of this Plan.

While the above distribution is in place, further local growth management study will be required to amend the BOP,2020 to align with the ROPA 49 decision. This will include both the distribution of growth to the planning horizon of 2051, but also the Regional Structure and Regional Urban Structure changes and the impact of those significant changes on the assumptions that informed the development of the BOP, 2020 and the Regional Official Plan Review (ROPR).



The Minister’s decision on ROPA 49 set out the following in Table 1: Population and Employment Distribution

**TABLE 1    POPULATION AND EMPLOYMENT DISTRIBUTION**

Municipality	Population <sup>1</sup>			Employment		
	2021	2041	2051	2021	2041	2051
Burlington	195,000	240,050	265,160	98,340	114,330	124,390
Oakville	222,000	313,460	349,990	111,980	160,880	181,120
Milton	137,990	277,000	350,870	44,390	100,120	136,270
Halton Hills	66,010	98,890	132,050	24,510	45,900	65,460
Halton Region <sup>2</sup>	<b>620,990</b>	<b>929,400</b>	<b>1,098,070</b>	<b>279,220</b>	<b>421,230</b>	<b>507,240</b>

<sup>1</sup> Population numbers in this table are “total population” numbers including approximately 4% undercoverage from the official “Census population” numbers reported by Statistics Canada.

<sup>2</sup> Totals for the Region may not add up due to rounding.

Conformity work related to the planning horizon amongst other items is currently underway as a part of the City’s [Official Plan Targeted Realignment Exercise](#).

For the purposes of infrastructure master planning, the JBPEs were informed by the Municipal Housing Targets and assume that Burlington, Oakville and Milton will achieve their respective targets.

In the interest of effective infrastructure master planning, the JBPEs are informed by these changes and were informed by the best information available at the time. This included the findings of the LNA, ROPA 48, ROPA 49 as modified, the Housing Pledges and the most current development pipeline data available for the city of Burlington.

In Burlington’s case the JBPEs assume that 29,000 units will be added to Burlington by 2031. This information is an important input required to support Region-wide infrastructure master planning. At a high level an analysis like this will ensure that the Region has the ability to test the sufficiency of the infrastructure system to support Halton’s municipalities in achieving their respective housing pledges.

JBPEs

The primary purpose of the JBPEs is to assist and support good decision making and to assist in making sound and fiscally responsible decisions related to investment in infrastructure to support growth. The JBPEs may also be used at the discretion of local municipalities and other decision-making bodies to make decisions related to growth such as local development charges should they choose to do so. It is the understanding of city staff that the main purpose of the JBPEs is to inform the preparation of the Region’s Infrastructure Master Plan and that the JBPEs are intended to be flexible and responsive to change as new information becomes available.

Joint Best Planning Estimates - Burlington

<b>Year</b>	<b>Population</b>	<b>Units</b>	<b>Jobs</b>
2021	193,141	73,185	98,479
2031	254,264	102,500	124,178
2041	289,668	118,641	138,065
2051	311,874	128,879	146,206

Local Input to JBPEs

Halton Regional staff led this process and worked closely with staff from each of the municipalities to seek input and local context. Burlington staff participated in monthly JBPE working group meetings and also participated in two (2) Burlington specific workshops in addition to other meetings and email exchanges.

Throughout the process, staff provided numerous rounds of comments and recommended changes to each iteration of the JBPEs. Staff provided guidance and comments in order to ensure that Burlington’s context and vision for growth were articulated throughout the process. Staff provided insights on the JBPEs from the broad local policy area geography down to the small geographic area level.

Burlington staff were consistent in their messaging that the city’s development pipeline, Official Plan policies and Strategic Plan are critical inputs into the JBPEs in order to articulate Burlington’s local context when preparing the JBPEs. Staff also provided lengthy comments regarding the context of this work, flagging concerns about a lack of clarity about how the JBPEs will be used, how they will be updated and how responsive to change they might be.

Over the course of 2023, city staff provided a large volume of detailed comments on the JBPEs. While staff was not consulted on the methodology used in preparing the JPBEs, Regional staff did provide a detailed overview of the methodology used and provided clarity on how it evolved throughout the process. Staff were consulted on the initial findings of the JBPEs and were able to provide comments that influenced future iterations and ensured that the JBPEs align with the policies of the City’s Strategic Plan

and Official Plan with special attention paid to ensuring that the City’s Growth Framework is reflected.

The city’s development pipeline was used as the most reliable source of information regarding near-term development potential. Staff made use of the best information available at the time as it related to the new Designated Greenfield Area/Community Area created by the Minister’s modifications to ROPA 49 and communicated clearly to regional staff that the estimates for Burlington’s new Designated Greenfield Area were likely underestimated and subject to change pending the findings of the Official Plan Targeted Realignment Exercise.

City staff met with Regional Staff in person and virtually in order to provide detailed comments at the small geography level, providing detailed context and clarity regarding the City’s vision for growth as it is articulated through the policies of Burlington’s Official Plan and informed by the city’s development pipeline.

Initial Findings of the JBPEs

The final JBPEs have not yet been published by Halton Region. However, they were recently discussed as part of a [Regional Council Workshop on October 11 2023](#) on the Region’s Allocation Program. The associated [presentation](#) provided some of the initial findings of the JBPEs. From a high-level perspective there are a few key takeaways:

- For Burlington, population and employment growth is now expected approximately fifteen (15) to twenty (20) years sooner than articulated through the Region’s Land Needs Assessment, prepared as a part of the IGMS.
- Overall, the JBPEs align with the growth framework of the Official Plan, 2020, with the majority of growth directed to the Primary and Secondary Growth Areas.
- The 2031 estimates of the JBPEs align with the city’s Pipeline information (current to July 2023). However, it should be noted that the rate of change related to development activity in the city is substantial with the City’s pipeline in October 2023 already markedly different. Given the ongoing rate of change, staff continue to raise concerns regarding the flexibility of the JBPEs and their ability to respond to the changing development and policy environment in relation to infrastructure planning.

Burlington Population: JBPE vs. Regional Official Plan Table 1

Year	Population		Employment	
	JBPE	ROP (Table 1)	JBPE	ROP (Table 1)
2021	193,141	195,000	98,479	98,340
2031	254,264	n/a	124,178	n/a
2041	289,668	240,050	138,065	114,330
2051	311,874	265,160	146,206	124,390

## **Strategy/process/risk**

### **Comments and Context Provided by Staff**

#### Joint Best Planning Estimates Comments

Overall, staff are confident that at a broad level, the JBPEs reflect the city's Urban Structure as it is set out in the Official Plan. The work also reflects the city's development pipeline current to June 2023. There are however some comments made by city staff that have not yet been addressed by regional staff, in particular at the small geographic level and more broadly in terms of information about how the JBPEs will be used and updated.

The list below provides an overview of the items that have yet to be addressed by the Region.

- Documentation to clarify how the JBPEs will be used and what guidance will be attached to them to ensure that it is used appropriately.
- Joint discussion on the approach to updating Tables 2 and 2a (ROP) as directed by the Minister and the potential future required updates to Table 1 as a result of the Minister's decision.
- Documentation to clarify how the JBPEs will be updated or monitored and how this work will be undertaken once the Region is no longer the planning authority.
- Documentation to clarify the nature of the JBPEs and their flexibility and responsiveness to change (market and development trends or new information as a result of local study)
- Seeking out creative options to ensure that the Infrastructure Master Plan and servicing capacity does not impede development in the Regionally identified Strategic Growth Areas as these areas will continue to grow and shift rapidly.
- Clarity on the assumptions set out in the JBPEs that show employment growth well beyond the targets of the Regional Official Plan. Staff understand that this is a result of population driven growth that has been triggered by the Housing Pledge. It is important to note that Burlington's employment areas are in short supply and that achieving this growth must rely on employment uses in intensification areas like MTSAs, within community areas as well as within employment areas. The technical work that the city will be preparing through the Official Plan Targeted Realignment Exercise will provide an improved understanding of the overall urban structure impacts of the significant employment area conversions through ROPA 49 and the ability to accommodate employment growth and the identification of potential new approaches to ensure employment growth tracks with housing growth.

Staff will continue to work with the Region to address the city's concerns and to refine and finalize the JBPEs.

#### Regional Allocation Plan Comments

At the Regional Council Workshop held on October 11, 2023, Regional Council and Regional Staff discussed the Region's Allocation Plan. As mentioned in the Council Workshop, this allocation plan differs from previous programs as a result of the accelerated growth introduced by the Housing Pledges. Previous allocation programs were based on the BPEs which specified the amount of greenfield growth that was appropriate and created a cap on the amount of greenfield growth allowed. Given the recent legislative changes and the accelerated growth introduced by the Housing Pledges, the JBPEs won't be used as a cap in terms of greenfield growth as with previous plans. This allocation program will allow for flexibility of the allocation of units between the Built Boundary and Greenfield. However, Regional analysis to date has identified that there will be overall capacity limitations as outlined in the Regional Workshop and in Staff Report [CA-08-23/PW-40-23/FN-36: 2023 Allocation Program](#).

In advance of this workshop, city staff attended a brief information session and were asked to respond with answers to two questions:

1. Is the Proportion of Designated Greenfield Area to Built Boundary Units appropriate?
2. What are the City's priorities?

The distribution calculated as an outcome of the JBPEs was a split of 85:15 (built boundary to greenfield units). Staff indicated that Council's priority is to plan to achieve, inclusive of building permit issuance, the 29,000 unit Housing Pledge by 2031. Council direction for the creation of new units within the ROPA 38 boundary remains the City's highest priority. Staff advised that it is the interest of the City of Burlington that the Region adjust the near-term priority to ensuring there are no gaps in servicing capacity within the Built-Up Area with a critical focus on MTSAs. Very critically, the City requests that the Region set out a path for continued discussions to allow for policy and process to unfold on new Designated Greenfield Area and allow for new information to inform the Region's work. A more dynamic and iterative approach will be required to deal with the challenges ahead.

The correspondence highlighted a number of key concerns:

- The city does not control the pace and location of development.
- With even more units within the development pipeline since the inputs to the JBPEs work (currently approaching 41,000 units inclusive of preconsultations), how will the infrastructure master planning work consider opportunities to use existing servicing capacity within the Built-Up Area – or invest in service network improvements to support accelerated intensification growth in Burlington?

- The City requested the opportunity to continue discussions on the JBPEs, the development pipeline and on exploring “first in first out” or “use it or lose it” servicing capacity assignments where development is not moving forward as originally anticipated.
- Staff advised that the total number of people and jobs set out for the Designated Greenfield Area at this time are likely underestimated and future study is expected to clarify expectations over the longer-term. Opportunities to consider new potential Strategic Growth Areas has been set out in the City’s report on the [Targeted Realignment as one of the key policy directions](#):

***Growth continues to be prioritized in Strategic Growth Areas and, in general, growth to 2051 will continue to be prioritized within the Built Boundary.***

*In alignment with the BOP, 2020 and reinforced by ROPAs 48 and 49, care should be taken to phase and prioritize growth within Strategic Growth Areas and within the City’s Growth Framework. Area-Specific planning at the local level, as well as financial and infrastructure planning at the regional level, will be required to bring new Community Areas forward for servicing prioritization by Halton Region. Staff and Council may identify opportunities to delineate new Strategic Growth Areas, where appropriate, in addition to those currently identified within the Regional Official Plan.*

- It will be important for local work to be undertaken to establish a local vision for growth and relay those needs to the Region.

On October 18<sup>th</sup>, 2023, Regional Staff considered Report [CA-08-23/PW-40-23/FN-36: 2023 Allocation Program](#) where recommendations 1 through 5 of the 2023 Allocation Program report, were referred to the Halton CAO’s and Local Municipalities for further discussion, with a request to report back to Regional Council in December 2023. This report demonstrates a new, more flexible approach to allocation and staff look forward to the opportunity to inform this process further in the coming months.

### **Growth Related Work Currently Underway**

While the Region’s ROPR and JBPE work has been underway, the city has been advancing a number of growth-related projects. As with all master planning exercises, staff made use of the best information available at the time for each project with the understanding that as new information becomes available, updates may be required. Each project below provides a rationale for the growth assumptions used, an

understanding of the evolving policy environment and includes processes for updating growth related information.

#### Work that Relies Primarily on the 2021 Land Needs Assessment

For the purposes of ensuring that these projects remained on schedule and within the prescribed statutory timelines, staff made use of the findings of the [Region's Land Needs Assessment, 2021 \(LNA\)](#) as the best available information for the upcoming Development Charges Background Study, the Community Benefits Strategy and the Park Provisioning Master Plan which was completed in March 2023.

The LNA provides population and employment growth analysis based on the Land Needs Assessment Methodology and the Region's Integrated Growth Management Strategy (IGMS) in compliance with the requirements of the Growth Plan, 2020 and the Planning Act as part of the Region's Official Plan Review (ROPR) work.

When comparing the findings of the JBPEs to the LNA, the JBPEs estimate population and employment growth to arrive 15 to 20 years sooner. The result is that both the JBPEs and LNA assume a similar amount of population and employment growth but differ in terms of the timing of this growth. This means that the JBPEs estimate population and employment growth by 2031 that the LNA does not expect to arrive until 2051.

While the JBPEs show expedited growth compared to the LNA, this growth continues to align with the growth framework of the Burlington Official Plan, 2020, directing the majority of growth to the Primary Growth Areas and Secondary Growth Areas.

In order to account for the uncertainty related to timing of growth (2031 vs. 2051) each of the above-mentioned projects provide a framework to monitor and prepare revisions as required when new information becomes available. On November 1<sup>st</sup>, through staff report F-25-23, Council will receive the draft growth assumptions being used for the DC Background Study and CBC Strategy. The growth forecast is aligned with the capital needs assessment provided by the city's various masterplans. Given that the DC study informs capital need but does not create it (Burlington's capital need is drawn from Council endorsed plans such as the Official Plan and the Integrated Mobility Plan), using the JBPEs would dilute the DC and CBC charge as this would distribute the same capital need across a larger population, this would in turn, reduce the amount of DCs that could be charged.

Additionally, the city will soon undertake Population and Employment Growth Analysis work as a part of the Official Plan Targeted Realignment Exercise. The purpose of this work is to provide a single, reliable, up-to-date source of population and employment local growth analysis data to 2051 and beyond, that is approved by Council. This work will assist the city in positioning itself in its new role in managing growth as the planning authority. [The Population and Employment Growth Analysis Proposed Terms of Inquiry](#)

was [presented to CPRM Committee on June 27<sup>th</sup>](#) through staff report [PL-45-23](#). Staff are currently preparing a Terms of Reference for this work.

### Integrated Mobility Plan

The technical work plan of the Integrated Mobility Plan was initiated in 2020 and used the best information available at the time of analysis. The strategic transportation demand model utilized the 2031 Best Planning Estimates (BPE's) with the understanding that Master Plans require a five-year review to update population and employment estimates as new data becomes available.

The Integrated Mobility Plan utilized the 2031 population and employment forecasts for the purpose of developing the transportation demand model. This created the Preferred Integrated Network as an ***ultimate plan***, representing a series of re-imagined corridors paired with progressive policy. Thereby, enabling programming that supports future mobility needs beyond the 2031 horizon. It is expected that once the details of the local planning vision work are confirmed and implemented, there will be an opportunity to refine and utilize the 2051 forecasts in subsequent updates to the Integrated Mobility Plan.

The Integrated Mobility Plan will be presented to CPRM committee on October 31, 2023, through staff report TS-07-23: Integrated Mobility Plan Final Report and will include a framework for updating the Integrated Mobility Plan as new information becomes available.

### Major Transit Station Area, Area Specific Planning Project

The December 2021 MTSA Area Specific Plan Study Interim Report identified a number of growth assumptions to support the MTSA ASP study and recommended preferred precinct plans. Using the best information available at the time, the Interim report identified MTSA "Top down" population and employment minimum targets derived using an overall density target applied to the entire area based on the ROPA 48 density targets. The Aldershot and Appleby MTSA's do not have a specific time horizon for achieving the density targets minimum density targets established in ROPA 48. The Downtown Burlington UGC/Burlington GO MTSA area is to be planned to achieve the target by 2031.

The interim report also established "bottom-up" population and employment estimates that identified the potential based on maximizing the development opportunities for each MTSA. These are based on the individual land use designations and proposed maximum heights in the December 2021 Preliminary Preferred precinct plans. As a result of public engagement conducted since the December 2021 Preliminary Preferred Precinct plans, the city has refined the precinct plans that will be adopted through an Official Plan Amendment and implemented by way of a Community Planning Permit System. The updates to the precinct plans being advanced through the OPA and Community Planning Permit By-law has resulted in the need to update the interim report growth estimates. Dillon Consulting will be conducting sensitive test analysis and will



be providing an updated growth assumptions memo that demonstrates how each MTSA is being planned to achieve the minimum density target based on the land use and building height policies for each MTSA to full build out.

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**Financial Matters:**

Not Applicable

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**Climate Implications:**

Not Applicable

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**Engagement Matters:**

Not Applicable

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**Conclusion:**

Halton Region commenced work on the Joint Best Planning Estimates in February 2023 with the primary purpose being to support the Region's [Water, Wastewater and Transportation Integrated Infrastructure Masterplan \(IMP\)](#) work. This Master Planning work is currently under way and targeting completion in early 2024.

As always, projects related to local master planning have made use of the best information available at the time of their preparation. In order to align with sweeping Provincial changes and the major changes made through ROPA 49 to the Urban Structure of the City, local growth management planning and forecasting is required to bring the City's framework into conformity. At this time, master planning projects are moving forward using best available information and with the understanding that as new information becomes available, updates will be prepared.

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Respectfully submitted,

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**Notifications:**

Region of Halton

Town of Oakville

Town of Milton

Town of Halton Hills

**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.