



The Corporation of the Town of Milton

Report To: Council

From: Barbara Koopmans, Commissioner, Development Services

Date: May 3, 2021

Report No: DS-028-21

Subject: Halton Region Official Plan Review - Milton's Response to the Growth Concepts Discussion Paper

Recommendation: **THAT staff be directed to submit comments as outlined in Report DS-028-21 to Halton Region in response to the *Growth Concepts Discussion Paper - Integrated Growth Management Strategy* dated March 2021;**

AND THAT Council express broad support for a balanced approach to growth, through both intensification and new designated greenfield development as illustrated in Growth Concept 4.

EXECUTIVE SUMMARY

- The Province requires Halton Region to plan to accommodate one million people and nearly half a million jobs from 2031-2051.
- Phase 2 of Halton's Regional Official Plan Review is underway and involves research, technical analysis and community engagement.
- The review will inform the update to Halton Region's Official Plan, to bring it into conformity with the 2019 Growth Plan for the Greater Golden Horseshoe.
- As part of the review, Halton has released a series of reports, the latest is the Growth Concepts Discussion Paper.
- This report presents an overview of the Growth Concepts Discussion Paper and provides comments from town staff.
- The growth concepts will inform the distribution of population and employment to Milton.

REPORT

Background

At present, the Regional Official Plan Review (ROPR) is finishing Phase 2 of the program and moving into Phase 3, where a Preferred Growth Concept and Policy Directions Report will be presented for Regional Council's consideration. Attachment 1 presents the ROPR timeline and key milestones.

Halton is required to plan for an additional 20 years from 2031-2051 to accommodate a total population of 1.1 million and total employment of 500,000. At present, there are 621,000 people and 281,000 jobs in Halton. The 2051 forecast is nearly double the number of people and jobs found in Halton today.

To assess how this future can be accommodated, Halton has released *The Growth Concepts Discussion Paper*. The paper describes four Growth Concepts that have been prepared to show how and where Halton could grow to 2051. It also provides an analysis of the concepts and identifies potential urban boundary expansions for accommodating different types of growth.

This purpose of this report is to introduce Milton Council to the Growth Concepts Discussion Paper and to provide comments from a "Milton Lens".

In support of the Town's Strategic Initiatives and Future Urban Structure (see Attachment 2), it should be noted that Milton Council has previously provided input into the Region's Official Plan Review through the following reports: ES-013-17, PD-023-18, ES-003-18, PD-003-20 and DS-035-20. Through these reports, Milton Council has consistently expressed broad support for a balanced approach to growth, through both intensification and new designated greenfield development.

Discussion

Growth Concepts Overview

The Discussion Paper provides a full description of each concept including the provincial planning policy requirements and related technical work. Attachment 3 to this Report contains an Executive Summary of the paper.

The Discussion Paper and feedback from public engagement and further analysis will be used to determine a Preferred Growth Concept that will be advanced as part of the Growth Plan conformity exercise through a future draft Regional Official Plan Amendment.

Outlined below are the concepts and their relative *intensification* and *densification* rates. The four concepts are distinguished by varying amounts of new designated greenfield area (i.e. urban boundary expansions), ranging from a scenario with no new designated greenfield area to a scenario with 3,300 net hectares of new designated greenfield.



Land Requirements by Concept:

Concept 1: 60% Densification/Moderate Greenfield (Urban Boundary) Expansion

New Community Area Land = 1,460 hectares

New Employment Area Land = 1,170 hectares

Total New Land Area (net) = 2,630 hectares

Total New Land Area (gross) = 3,430 hectares

Concept 2: 70% Densification/Limited Greenfield (Urban Boundary) Expansion

New Community Area Land = 730 hectares

New Employment Area Land = 1,100 hectares

Total New Land Area (net) = 1,830 hectares

Total New Land Area (gross) = 2,320 hectares

Concept 3: 80% Densification/Employment Only Greenfield (Urban Boundary) Expansion

New Community Area Land = 0 hectares

New Employment Area Land = 980 hectares

Total New Land Area (net) = 980 hectares

Total New Land Area (gross) = 1,270 hectares

Concept 4: 50% Intensification/Greatest Greenfield (Urban Boundary) Expansion

New Community Area Land = 2,080 hectares

New Employment Area Land = 1,220 hectares

Total New Land Area (net) = 3,300 hectares

Total New Land Area (gross) = 3,900 hectares

Key Terms and Their Meanings:

The Term *Delineated Built-Up Area* or “DBA” is a defined term in the Growth Plan. It means the limits of the developed urban area as defined by the Province. In Milton, this geography is contained by Bronte Street to the west, James Snow Parkway to the east, Louis St. Laurent Boulevard to the south and extends just north of Highway 401.

The term *Designated Greenfield Area* or “DGA” is defined in the Growth Plan. It means lands located within the urban boundary, but outside of the *DBA* described above. The following Secondary Plan areas are considered *DGA* in Milton: Boyne, Trafalgar, Agerton, Milton Education Village and Britannia.

The term *Intensification* is a defined term in the Growth Plan. It generally means the development of a property, site or area at a higher density than exists and would apply to Milton’s *DBA* described above. In Milton, this means key areas in our *DBA*, like the Mobility Hub (lands around existing GO Station) and “Old Milton”.

The term *Densification* is not rooted in provincial policy and is not a defined term in the Growth Plan. It is a new term used in the Region’s Discussion Paper to describe additional density on lands that are outside of the *DBA* described above. In Milton, this would mean adding additional density/housing units to the already comprehensively planned areas like the Milton Education Village, Boyne Secondary Plan, Trafalgar Secondary Plan and the



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in-progress Britannia Secondary Plan. Staff has significant concerns with this approach/methodology as described later in this report.

The term *Whitebelt* means land that is outside of the Niagara Escarpment, Greenbelt and Oak Ridges Moraine Plan areas. In Milton, this represents approximately 4,400 hectares of land, located in southeast Milton and along the edge of Highways 401 and 407 where future development may be permitted as new DGA.

Evaluation Framework

The Discussion Paper presents technical analysis of the Growth Concepts in key areas including water and wastewater, transportation, and fiscal impacts. See the Executive Summary contained in Attachment 3 for a high-level snapshot.

The Discussion Paper uses an Evaluation Framework based around the following themes to evaluate the Growth Concepts:

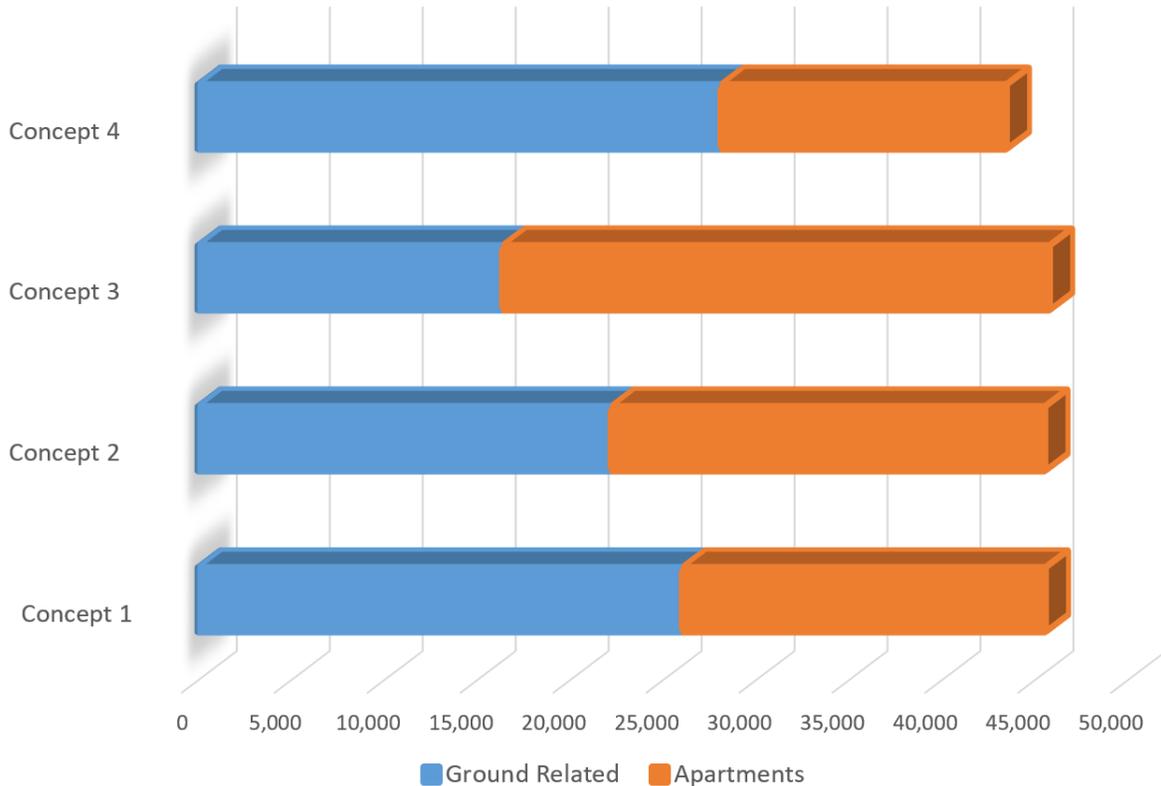
- Theme 1: Regional Urban System and Local Urban Structure
- Theme 2: Infrastructure and Financing
- Theme 3: Agriculture, Environment and Climate Change
- Theme 4: Growth the Economy and Moving People and Goods

Under each theme, there are a series of measures to provide an assessment on how each growth concept best achieves the measure, and how the concept performs relative to the other concepts related to each measure.

What would this all mean for Milton?

Where is growth proposed in Milton 2021-2051?				
	Household Growth			
Growth Concept	1	2	3	4
Built-up Area	20,400	21,000	21,700	20,400
Existing DGA	28,000	30,200	30,800	27,900
Additional High Density Units in Existing DGA	4,700	7,400	12,900	1,200
New DGA	12,100	6,500	0	13,600
Total	65,200	65,100	65,400	63,100

Town of Milton - Total Household Growth by Structure Type, 2031 - 2051						
	Ground Related		Apartments		Total Households	
	Units	Share of Total	Units	Share of Total	Units	Share of Region
Concept 1	26,050	57.18%	19,510	42.82%	45,560	38.10%
Concept 2	22,220	48.80%	23,310	51.20%	45,530	38.10%
Concept 3	16,380	35.78%	29,400	64.22%	45,780	38.30%
Concept 4	28,130	64.73%	15,330	35.27%	43,460	36.40%



Methodology Behind the Growth Concepts

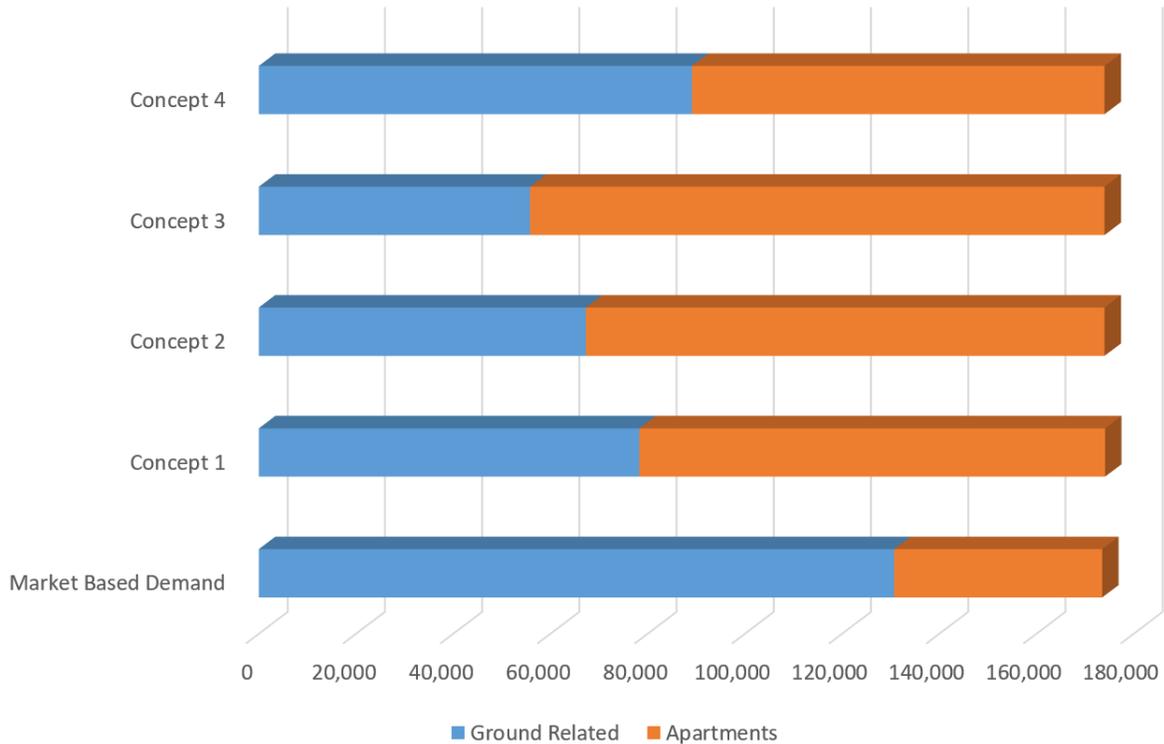
The Growth Concepts have been formulated using the province’s updated Land Needs Assessment Methodology (LNA). Along with the policies of the 2019 Growth Plan, Halton is required to use the methodology to assess the quantity of land required to accommodate forecasted growth. A key consideration in the methodology is addressing **market-based** housing in relation to long-term growth.

Recognizing that local needs are diverse, the LNA “provides the key components to be completed as municipalities plan to ensure that sufficient land is available to: accommodate all housing market segments; avoid housing shortages; consider market demand; accommodate all employment types including those that are evolving; and plan

for all infrastructure that is needed to meet the complete communities objectives to the horizon of the Plan”.¹

The following illustrates Halton’s market based housing demand. It is staff’s opinion that the growth concepts substantially **underestimate** the demand for ground related housing (singles, semis, towns) and **overestimate** the demand for apartments, to the point it can be considered **unrealistic**.

Halton Region Market Based Housing Demand(1) and Projected Housing Growth by Unit Type(2), 2021 to 2051					
Type	Demand	Housing Growth			
	Market Based	Concept 1	Concept 2	Concept 3	Concept 4
Ground Related	130,700	78,300	67,300	55,800	89,100
Apartments	42,800	95,800	106,700	118,200	84,900
Total	173,500	174,100	174,000	174,000	174,000
(1) LNA Component 2, Table 6					
(2) LNA Component 6, Tables 16, 17, 18 and 19					



¹ Land Needs Assessment Methodology for the Greater Golden Horseshoe - 2020

Staff has reviewed the LNA undertaken by Halton Region and **flag the following inconsistencies that must be addressed prior to the consideration of a preferred option:**

- Staff generally agrees with the Market Housing Type Forecast Housing Mix described in Tables 4 through 7. Should the Growth Concepts be revised to generally reflect the delivery of this housing mix in all cases? Or if not in all cases, with an analysis of the deviation from this mix that still reasonably meets the projected needs of current and future residents? In general, it appears that the market forecast has occurred after the primary analysis for the concepts - the two need to be reintegrated if not already accomplished?
- How can the number of total housing units stay the same in all concepts? While the overall household demand would be the same in all forecast scenarios, the actual potential to occupy housing unit types will be impacted by the market trends and projected people per unit (PPU) assumptions that should remain relatively fixed. Contrary to this, we note that the PPU's have dramatic shifts (particularly in the apartments) from one concept to another.
- Should the PPU's by unit type stay relatively fixed in all concepts to reflect the background population forecast? In concepts with more people assumed to occupy apartments to meet housing demand at a lower/fixed PPU then more units would be required given that these units house less people and are not generally family-oriented. It appears that the concepts assume increasing (and likely unrealistic) people per unit in smaller units from one concept to another to make the higher intensification targets work with a greater proportion of apartments. **This policy-led shift is not appropriate and would not comply with the policies and intent of the Provincial Policy Statement and the Growth Plan, particularly in meeting projected needs of residents.**
- **It appears that the proportion of apartments in all scenarios is unrealistic in terms of what the market would demand, especially in Milton and Halton Hills.**
- Staff has **significant concerns** with the concept of *Densification* as defined in the Region's work to-date. Adding additional density to already comprehensively planned "new" areas like the Milton Education Village, Boyne Secondary Plan, Trafalgar Secondary Plan and the in-progress Britannia Secondary Plan would place unanticipated pressure on planned roads, servicing infrastructure and community services including parks and schools. Further, these Secondary Plan areas have been planned with significant community input. **Any substantial change to the planned function of these communities as illustrated in Growth Concepts, 1, 2 and 3 is not appropriate and cannot be supported by Milton.**
- What are the units by type (single/semi, rows, and apartments/accessory apts.) for each of the concepts? While the concepts use assumptions "on a spectrum between market-based supply and policy factors" the only true way to understand the balance of these assumptions is to see the unit mix associated with each concept. While the concepts express a unit division between grade-related and

apartments, the LNA requires the generation of land requirements by unit types - this should be shown in the analysis to understand the unit mix, and land requirements to 2051.

- Will the Region run another growth concept that delivers on the Market Housing Type Forecast to 2051? Staff is of the opinion that this additional evaluation should be completed to demonstrate land needs to accommodate market-based demand, which may require the consideration of alternative targets permitted in the Growth Plan.
- Should the Region use higher employment forecasts to include all future strategic employment lands in the settlement area boundary to 2051? It is staff's opinion that Milton has some of the most strategically located employment lands in the GGH. **These areas should be included to enable Milton and the Region to nimbly and quickly respond to employment opportunities, particularly in pandemic recovery mode in the early part of the forecast.**
- Should the Region calculate the need for employment lands using both the LNA employment lands type job forecast as well as a land extensive users (e.g. warehousing and logistics) land estimate? In the case of the latter, the determination of land requirements is not easily derived based solely on the employment forecast as opposed to estimated industry-specific growth forecasts to reflect increased demand in e-commerce and retailing which could have its own discrete requirement to ensure sufficient land is made available for these uses.
- Should the Region carry contingency land amounts for both community and employment area assumptions? Staff is of the opinion that the Region should carry in the order of 5 to 10 per cent contingency for lands to be included in addition to the lands required for forecasted growth to allow flexibility, particularly due to the potential for property owners in community areas who do not participate in the allocation program. This would allow sufficient lands to be brought forward to meet growth in a timely fashion and accounts for lands that may not develop during the forecast period.
- Will the Region acknowledge and build into all concepts the base assumption that supply includes all of Milton's Whitebelt to 2051? The urbanization of the remaining whitebelt lands reflects Milton Council's resolution and comments to the Region during this MCR. Further, it is clear that addressing some or all of the comments above will require the inclusion of the entire Milton Whitebelt into the settlement boundary to meet growth needs to 2051. The Region should confirm this as a base assumption going forward.

Additional Comments for Halton Region's Consideration: Milton's Role - Overall Growth in the Region

Milton staff report DS-003-20 acknowledged that there are a number of challenges and opportunities directly related to the number of people who will be coming to the Region.

To reiterate each local municipality has the potential to provide a certain role in the overall growth of the Region, based on:

- Each municipality’s local growth objectives (i.e., current/future urban structure); and
- Each municipality’s current phase or stage of growth, maturity, and evolution.

Milton’s “growth maturity” is at an adolescent stage. Through detailed planning, Milton is establishing a vision for its ultimate maturity and long-term growth, beyond planning horizons through over-arching themes, goals and strategic policies to ensure the development of complete communities and the realization of our Council endorsed Future Urban Structure;

- In terms of residential growth, similar to our neighbouring municipalities, Milton has capacity to respond to certain market demands by accommodating medium/high density forms of housing through future intensification (i.e., townhouses, apartments, etc.);
- However, *unlike* some of our neighbouring municipalities, Milton also has capacity to respond to other market demands by accommodating low and medium density forms of housing (i.e., singles, semis, townhouses); through new designated greenfield expansions;
- In terms of employment growth, Milton has undertaken significant planning work to support and attract new employment forms, which include transit supportive, mixed-use employment communities (i.e. Milton Education Village and the Agerton Secondary Plan); and
- *Unlike* some of our neighbouring municipalities, Milton can continue to accommodate large-scale stand-alone industrial buildings for wholesale trade, transportation/warehousing.

A **balanced** approach to future development best reflects Milton’s growth trajectory:

- careful management of and comprehensive planning for growth;
- efficient use of land and infrastructure;
- emphasis on intensification;
- protection of employment lands;
- increased densities in greenfield areas; and
- creation of mixed-use, compact, complete communities.

Balanced Approach - Building Complete Communities vs Urban Sprawl

- Unlike urban sprawl, where there is little or no planning, greenfield development in Milton is about efficient urban planning that provides sustainable complete communities to accommodate our growing urban population.
- This is illustrated through the comprehensive planning exercises undertaken for the MEV and Trafalgar/Agerton Secondary Plan areas to ensure the development of

complete communities with densities supportive of transit where homes, jobs, schools, community services, parks and recreation facilities are easily accessible.

- Growth needs in Milton include **both infill development, as well as greenfield development. Given the relatively small size of Milton's DBA, while infill and intensification is planned in key locations, there is less capacity to accommodate a higher proportion of growth through intensification and as such balance is key.**
- Our future and planned neighbourhoods are sustainable through more compact community design.
- It is important to Milton that an Urban Boundary expansion is contemplated.
- Current market demands project that the majority of the Derry Green employment lands will be developed by 2025/2026. To continue to support the creation of complete communities and ensure that employment growth is accommodated appropriately in specific areas, for example, in the MEV and near the transit hub, a boundary expansion is critical to accommodate larger-scale employment developments like warehousing and logistics. This will ensure that Milton is able to strategically manage anticipated growth pressures and to ensure sufficient land to accommodate both employment uses and job creation from now until 2051.
- Milton has room to grow into the Whitebelt for residential and a mix of other uses as a logical extension to the Britannia Secondary Plan in southeast Milton.
- Milton is in an excellent position - we have the farmland protected throughout the west and north and urban development (current and planned) focussed around the Region's infrastructure program in the south and east.

Concluding Remarks:

Milton Council has consistently expressed broad support for a balanced approach to growth, through both intensification and new designated greenfield development that is currently best illustrated through Growth Concept 4. To ensure Milton's plan for growth is reflected, it is imperative that the commentary in this report be addressed prior to the selection of a preferred growth concept.

Financial Impact

There are no financial implications arising from this report. However, impacts of the implementation of the Region's ultimate growth management strategy will be evaluated through subsequent fiscal impact studies, in conjunction with future secondary planning exercises.

Respectfully submitted,

Barbara Koopmans, MPA, MCIP, RPP, CMO
Commissioner, Planning and Development



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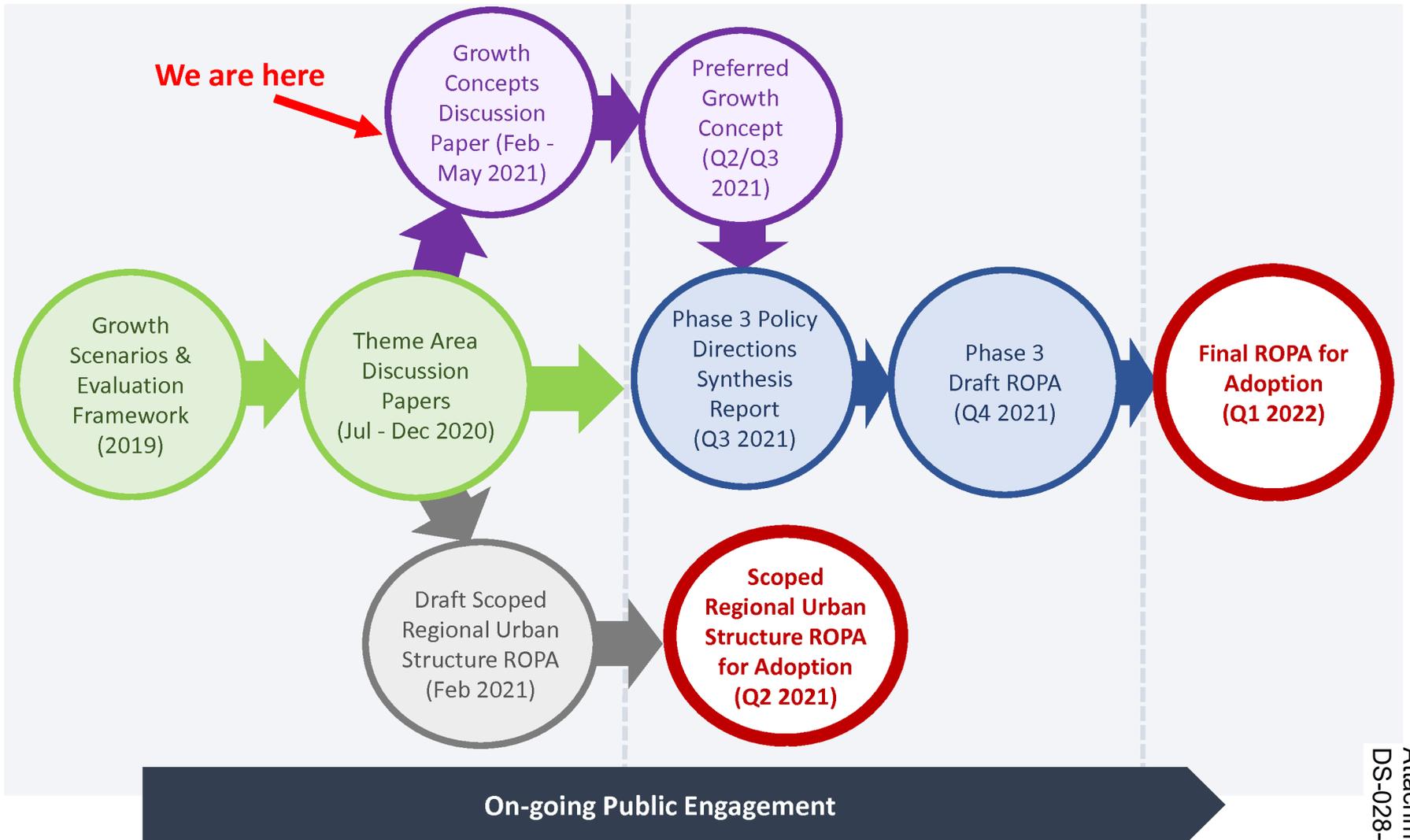
For questions, please contact: Jill Hogan, MCIP, RPP

Phone: Ext. 2304

Attachments
Attachment 1 - Region Official Plan Review - Timeline
Attachment 2 - Milton's Future Urban Structure
Attachment 3 - Executive Summary - Growth Concepts Discussion Paper

CAO Approval
Andrew M. Siltala
Chief Administrative Officer

Regional Official Plan Review Timeline



Building Possibility: Future Urban Structure

MAJOR TRANSIT STATION



401 BUSINESS PARK



URBAN GROWTH CENTRE



MAJOR TRANSIT STATIONS



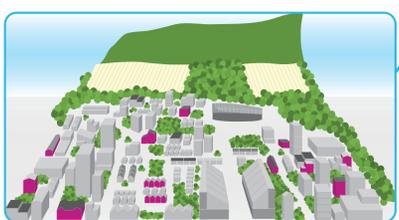
HISTORIC DOWNTOWN MILTON



CIVIC PRECINCT



STABLE NEIGHBOURHOODS



MILTON EDUCATION VILLAGE



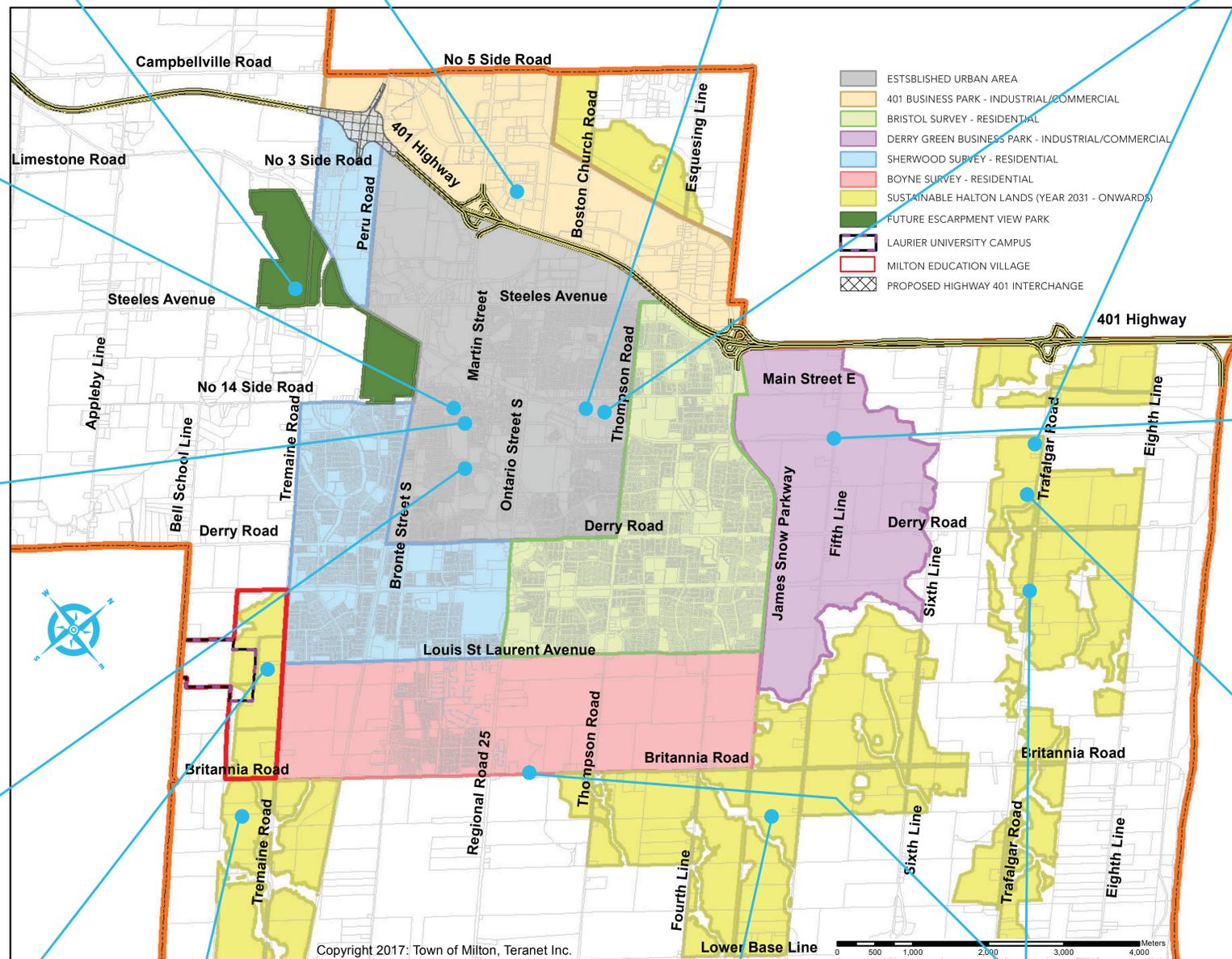
COMPLIMENTARY MEV EMPLOYMENT LANDS



SUSTAINABLE HALTON - 2031



HIGHER ORDER TRANSIT CORRIDOR



DERRY GREEN BUSINESS PARK



TRAFALGAR CORRIDOR



Executive Summary

The Growth Concepts Discussion Paper is a critical component of the the Integrated Growth Management Strategy (IGMS), which is a key element of Halton’s Official Plan Review. The Paper describes the basis for and the evaluation of four Growth Concepts, elements of which will be used to develop the Preferred Growth Concept for the accommodation of population and employment growth to 2051. Figure 1 below illustrates the overall process.

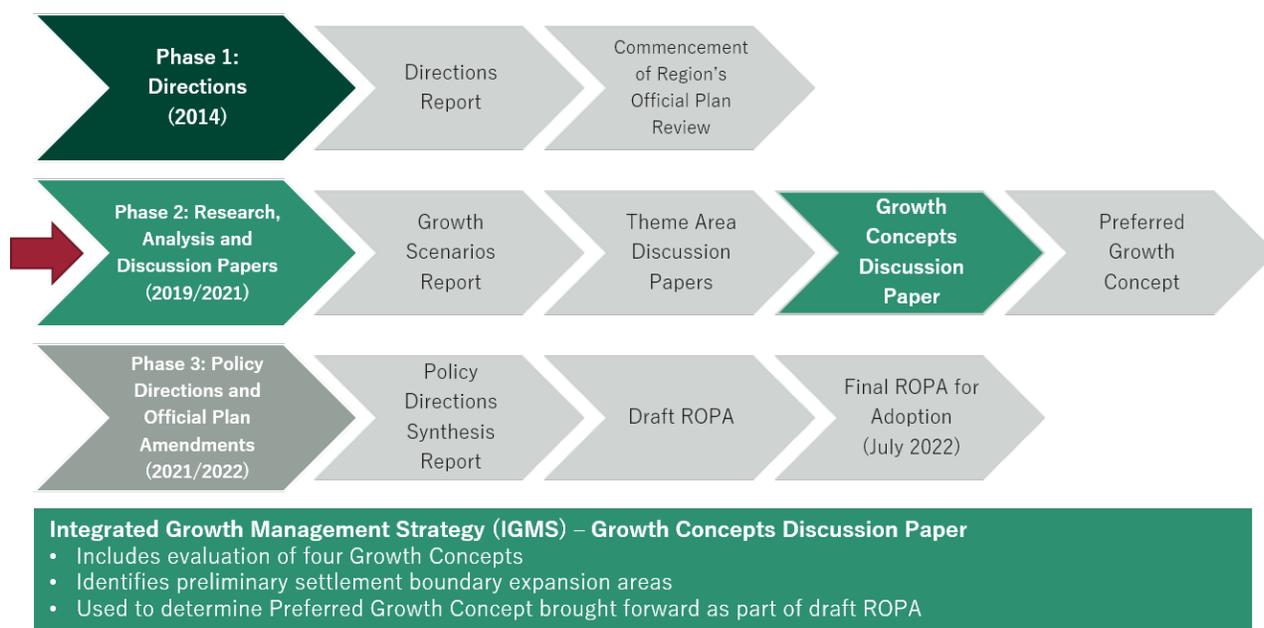


Figure 1: Overview of IGMS Process
Source: Hemson Consulting, 2020

The Integrated Growth Management Strategy is being undertaken within the framework of Provincial policies and the approach to growth management. At the heart of the framework is the Growth Plan (2019) the purpose of which is to ensure that growth is focused in “complete communities” that emphasize elements such as the designated Built-Up Areas (BUA), Urban Growth Centres (UGCs), Major Transit Station Areas (MTSAs), and Designated Greenfield Areas (DGA). Municipalities are required to integrate climate change considerations in planning and managing growth.

Figure 2 below describes the type of uses proposed within existing and future Community Areas and Employment Areas in the Region.

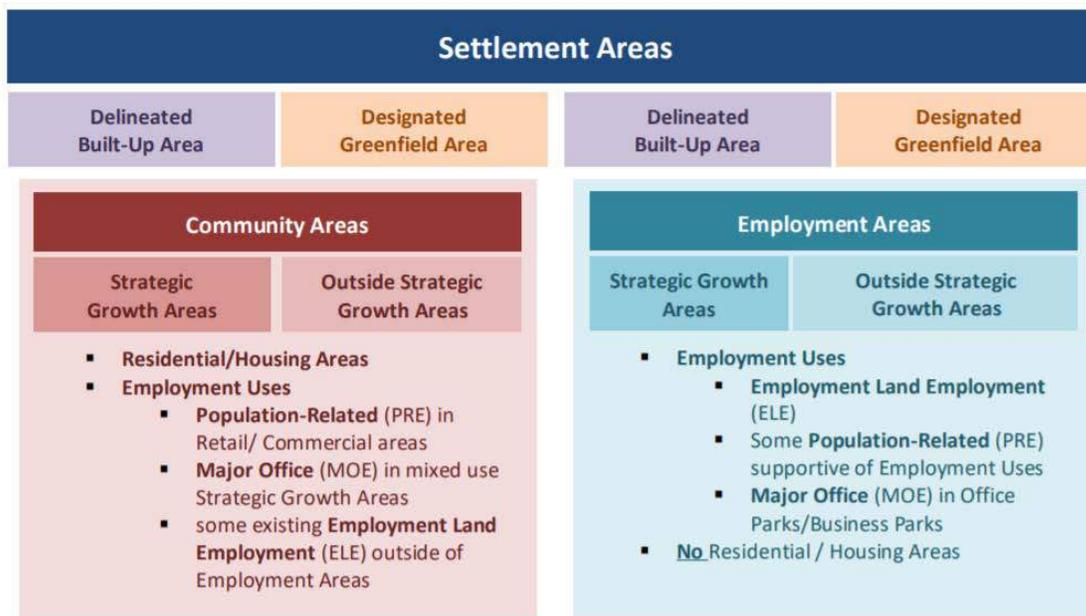


Figure 2: Community Areas versus Employment Areas
 Source: Halton IGMS Regional Urban Structure Discussion Paper, July 2020

While Halton Region is largely planned to 2031, through the Sustainable Halton comprehensive planning exercise, implemented through Regional Official Plan Amendment No. 38, there are important decisions to be made through this IGMS process.

The Region must plan for an additional 20 years of population and employment growth. With the 2051 horizon, accommodation must be planned for 1,100,000 people and 500,000 jobs by 2051. These are large increases compared to the 2019 population of 596,000 and employment of 293,000. Climate change impacts will be a major consideration. Intensification within existing centres, nodes and corridors as well as MTSAs will be crucial. Within this context, it will be essential to carefully plan the sequencing of development and infrastructure requirements and investment.

The approach used by the Region to reach the important decisions involved in a Municipal Comprehensive Review (MCR) and related Regional Official Plan Amendment (ROPA) is through the development and evaluation of growth scenarios. The **IGMS Growth Scenarios: Halton Region to 2041** report identified eight growth scenarios. Council directed that the four ‘Local Plans and Priorities’ Scenarios be used as the basis for the development of four detailed Growth Concepts.

The Discussion Paper provides an overview of the assumptions that underpin each concept. Climate change considerations are central to all four concepts. They also consider the issues of affordable housing, heritage and cultural resources, employment trends and the preservation of agricultural land. The COVID-19 pandemic is having a dramatic impact on every aspect of life and has to be considered in relation to uncertainties regarding factors such as remote working, the work home relationship, and the increase in e-commerce.

The key difference between concepts is the amount of densification, as shown in Figure 3.

Concept 1: 60% Densification / Moderate Greenfield Expansion	Concept 2: 70% Densification / Limited Greenfield Expansion	Concept 3: 80% Densification / Employment Area Only Greenfield Expansion	Concept 4: 50% Intensification / Greatest Amount of Greenfield Expansion
<ul style="list-style-type: none"> • 50% densification to 2031 then 60% densification* to 2051 • Lower share of employment growth in Employment Areas relative to Concept 4 	<ul style="list-style-type: none"> • One-half the amount of new community DGA of Concept 1 • 70% densification* (2031-51) • Share of employment growth in Employment Areas midway between Concepts 1 and 3 	<ul style="list-style-type: none"> • Build out of existing DGA only • About 80% densification* (2031-51) • Least share of employment growth in Employment Areas 	<ul style="list-style-type: none"> • 50% intensification in BUA (2021-51) • Greatest share of employment growth in Employment Areas

Figure 3: Overview of Growth Concepts

*Share densification approximates the share of apartments in the mix of total housing growth
 Densification from 2031 to 2051 in Concepts 1, 2, 3 and 4 include 10%, 17%, 24% and 2.5% of units as DGA densification, apartment development in DGA strategic growth areas such as Trafalgar Road in north Oakville and Milton

All four concepts meet or exceed the Growth Plan minimum intensification rate with at least 50% of all new units assigned to be built within the BUA and the new Community DGA is planned for a density of 65 persons and jobs per hectare. New designated employment areas planned at 26.8 employment land employees per gross hectare (or 32.5 employment land employees per net hectare), which is higher than Milton and Halton Hills today.

There are a number of outstanding applications for Employment Land conversions which, depending upon the outcome, would affect the amount of land available for employment uses and in most cases residential uses. An assessment of the potential

conversions was undertaken and the likely outcome factored into the land supply analysis.

The report provides a full description of each concept, the key characteristics of which are as follows:

- Concept 1: 60% Densification/Moderate Greenfield Expansion
- Concept 2: 70% Densification/Limited Greenfield Expansion
- Concept 3: 80% Densification/Employment Only Greenfield Expansion
- Concept 4: 50% Intensification/Greatest Greenfield Expansion

The first step considered in developing the Growth Concepts is the amount of land that would be required to accommodate the Schedule 3 population and employment forecast. This was followed by the delineation of the Primary Study Area which collectively encompassed sufficient land to meet the requirements of the four Growth Concepts. The areas were defined applying sound planning principles.

For Community Areas considerations including:

- Logical extension and adjacency/proximity to existing settlement areas;
- Appropriate topography for development;
- Logical potential for servicing; and
- Minimization of conflicts with the Natural Heritage and Agricultural System.

For Employment Areas considerations including:

- Logical extension and adjacency/proximity to existing settlement areas;
- Servicing potential;
- Appropriate topography for development;
- Range of potential parcel sizes;
- Visibility;
- Goods movement potential; and
- Minimization of conflicts with the Natural Heritage and Agricultural System.

Potential settlement areas were defined based on the policy requirements of the Growth Plan and the Region's Official Plan. They also considered, technical analysis and professional judgment, which is being tested through the Growth Concepts and related technical studies. The actual location of the future settlement areas will be determined as part of the Preferred Growth Concept.

The land need for each concept are as follows. Densification rate refers to 2031-2051 at least a minimum of 50% of units are located within the BUA, plus units in the current greenfield areas that will be within high-density mixed-use communities

Concept 1: 60% Densification / Moderate Greenfield Expansion

- New Community Area Land = 1,460 ha
- New Employment Area Land = 1,170 ha
- Total New Land Area = 2,630 ha

Concept 2: 70% Densification / Limited Greenfield Expansion

- New Community Area Land = 730 ha
- New Employment Area Land = 1,100 ha
- Total New Land Area = 1,830 ha

Concept 3: 80% Densification / Employment Area Only Greenfield Expansion

- New Community Area Land = 0 ha
- New Employment Area Land = 980 ha
- Total New Land Area = 980 ha

Concept 4: 50% Intensification / Greatest Greenfield Expansion

- New Community Area Land = 2,080 ha
- New Employment Area Land = 1,220 ha
- Total New Land Area = 3,300 ha

Several important matters were considered in relation to the appropriate location of future urban lands.

- North Aldershot Special Policy Area
- Agricultural Area Assessment
- Aggregate Resource Impact Assessment
- Natural Heritage/Water Resource System Sensitivity Analysis

As infrastructure is critical to the development of the Halton IGMS, assessments of water, wastewater and transportation infrastructure and their associated financial impact were undertaken based on the four proposed growth concepts. The key findings relating to these services are:

Water and Wastewater

- Potential future deficiencies occur in common locations across all concepts and only vary in overall magnitude. None of the concepts have unique, specific deficiencies. However, due to the location of growth and absence of new Community DGA lands beyond the 2031 time horizon in Concept 3, this concept shows potentially lower requirements for storage, pumping and linear infrastructure when compared to the other concepts.

Transportation

- The analysis demonstrated that for transportation infrastructure, there are no substantial differences in infrastructure opportunities and constraints to 2051 when the four Growth Concepts are compared relative to one another. From a transportation performance point of view, no Growth Concept stands out more than another from a technical or capital cost perspective.

Fiscal Impact Assessment

- In addition the technical analyses their fiscal impacts in relation to the four Growth Concepts were assessed. Table 1 below illustrates order of magnitude percentage impact to property taxes for the Region and local municipalities under each concept. Average annual tax increases from 2021-2051 provide a measure of the net fiscal impact from growth associated to each growth concept.

Table 1: Average Annual Tax Increases 2021-2051

Municipality	Concept 1	Concept 2	Concept 3	Concept 4
Burlington	3.90%	3.92%	3.97%	3.91%
Oakville	2.96%	3.03%	3.10%	2.93%
Milton	3.56%	3.60%	3.64%	3.51%
Halton Hills	2.38%	2.53%	2.63%	2.19%
Halton Region	2.47%	2.53%	2.56%	2.42%

Note: Tax impacts related to growth related costs do not include inflation.

There is little variation in tax impacts between concepts a result expected, given that expenditures and revenues are driven by the development forecasts in each individual concept, which also show low variability.

The final chapter of the report discusses the Evaluation Framework that has been endorsed by Council. The framework was developed in collaboration with local municipalities.

Ultimately, the goal of the Evaluation Framework is to summarize the results of the background technical work and build consensus among the Consulting Team, Regional staff, local municipalities, and key external agencies on the planning merits of each Growth Concept.

Evaluation Framework

The purpose of the Evaluation Framework is to guide the evaluation of the four Growth Concepts in comparison to each other, based on a set of criteria or measures, derived from Growth Plan and other provincial policies. The framework is organized around four themes, each with a series of measures. The themes are:

- Theme 1: Regional Urban Structure & Local Urban Structure
- Theme 2: Infrastructure & Financing
- Theme 3: Agriculture, Environment & Climate Change
- Theme 4: Growing the Economy and Moving People and Goods

Of note, the effects of climate change have been considered in establishing the measures for all four themes in the Evaluation Framework. Measures specific to climate change adaptation and mitigation of greenhouse gas emissions are included in Theme 3.

The following key considerations were identified through the evaluation of the Growth Concepts and will be deliberated in developing the Preferred Growth Concept.

1. Growth Management Considerations

- What intensification rate should be used and over what planning horizon?
- If new Designated Greenfield Lands are required, where should they be located in Georgetown and Milton?
- To what degree can Halton municipalities shift employment demand in a desired direction?
- Where in the vicinity of Highways 407, 401 and GTA West should new employment land be located?
- Which parts of the adjusted Downtown Burlington UGC, Aldershot MTSAs, and Bronte MTSAs need to be converted for mixed-use development in order to support residential growth?

2. Infrastructure Considerations

- To reduce the total water and wastewater infrastructure needed to service growth, should Halton focus more on growth through intensification in built-up areas to better utilize existing infrastructure?
- Growth planned in the south portion of the lake based system will generally require less new water and wastewater infrastructure than similar growth planned further north. This is due to increased pumping and conveyance requirements when moving water north to supply upper pressure zones and, conversely, collecting and conveying wastewater from north to south for treatment. To what extent should capital infrastructure needs be considered in designating future Designated Greenfield Lands?
- Should mobility, regardless of mode (transit, auto, active transportation), dictate the location and density of growth to 2051 such that the overall transportation system potential is optimized?
- Even Concept 4, which has the least amount of intensification, focuses a very significant amount of development in higher density forms and areas associated serviced, or planned to be serviced, by higher order transit. To what degree is growth needed to support transit infrastructure?

3. Fiscal Impact Assessment Considerations

- How can the Region and local municipalities manage financial impacts associated with growth in a fiscally sustainable manner?
- What residential unit mix (e.g. ground-related and apartment units) is most appropriate?
- How will the Region and local municipalities fund future infrastructure needs?

4. Agricultural Considerations

- Where, if any, should new Designated Greenfield Lands be located to avoid and/or minimize adverse impacts on the agricultural system?
- How can agricultural lands be maximized to support the agricultural system while accommodating growth?

5. Mineral Aggregate Considerations

- If new Designated Greenfield Lands are required, can mineral aggregate operations and mineral extraction areas be avoided?
- What is the appropriate proximity of new Designated Greenfield Lands, if required, to mineral aggregate operations and mineral extraction areas?

6. Climate Change Considerations

- To what extent can climate change be mitigated through compact built form, developing a sustainable transportation system, protection of agricultural lands and soils, and protection of natural heritage and supporting healthy watersheds?
- How can future communities in Halton be adaptable to climate change through compact built form, developing a sustainable transportation system, protection of agricultural lands and soils, and protection of natural heritage and supporting healthy watersheds?

7. Natural Heritage Systems and Healthy Watershed Considerations

- All Growth Concepts avoid the Natural Heritage System; however, development occurring adjacent to the system can cause negative impacts. To what degree can the adverse impact on the Natural Heritage System caused by adjacent development be mitigated/avoided?
- What features or areas of the Natural Heritage System can be enhanced through linkages?
- Does the orientation and location of the Natural Heritage System create development challenges that may necessitate encroachments and crossings of Natural Heritage features and areas?

8. Multi-Modal Transportation, Transit-Supportive Densities, and Goods Movement Considerations

- Where should growth be located to promote transit-supportive densities?
- Where should growth be located so that it provides the best opportunity for a sustainable and the multi-modal transportation network?
- Where should new Employment Areas be located to best support goods movement and proximity to existing and planned major transportation infrastructure investment?

This report has described the process through which the four Growth Concepts have been developed and evaluated. The appendices provide considerable additional background information. The next step in the IGMS process is to identify a Preferred Growth Concept. To do so, a number of key factors will need to be considered including:

- Growth Management
- Infrastructure
- Fiscal Impact
- Agriculture
- Mineral Aggregate Resources
- Climate Change
- Natural Heritage and Healthy Watershed
- Multi-Modal Transportation, Transit-Supportive Densities, and Goods Movement

1. Introduction

The Integrated Growth Management Strategy (IGMS) is one of the major themes of the Region's Official Plan Review (ROPR) process. The IGMS process includes four discussion papers, including:

- IGMS Growth Scenarios/Report Evaluation Framework, June 2019 (see staff report [LSP41-19](#));
- IGMS Regional Urban Structure Discussion Paper, June 2020 (found as Attachment 1 in staff report LSP56-20);
- IGMS Growth Concepts Discussion Paper, February 2021 (this report); and
- IGMS Preferred Growth Concept Report (pending).

Analysis and findings presented in the *IGMS Growth Scenarios* report and *Regional Urban Structure Discussion Paper* have informed the Growth Concepts and related evaluation described in this report. Figure 1 provides a schematic overview of the IGMS process completed to date.