Update Report - Halton Region, Joint Best Planning Estimates

Council

Tuesday, 15 August 2023

6:30 PM, Council Chamber

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Agenda

Review of planning terms

- Forecasts, targets and yields

Overview of Joint Best Planning Estimates

- Where they come from
- How they are formed
- How they are used
- Why this is important

Oakville's Joint Best Planning Estimates

- Evolution of population and employment forecasts
- Recent forecast accelerations
- Overview of growth distribution in town

Forecasts, Targets and Yields

Growth management planning uses several terms in discussion and reports:

- **Forecasts**
- **Targets**
- **Yields**

- These are different concepts and not interchangeable

- They have different inputs and are used for different things

Forecasts, Targets and Yields

What is a **forecast** of population and employment?

- A forecast is a prediction of the pace of growth over a period of **time**. Growth can be increasing or decreasing.

Forecasting – What's the point?

- **Municipalities** use forecasts for infrastructure planning (roads, water, wastewater)
- Community infrastructure planning (schools, recreation, social services)
- Also land budgets and transit planning for example

- **Private sector** uses municipal forecasts for:
  - Business expansion planning
  - Business investment decisions

Forecasts, Targets and Yields

Population and employment forecasts have many inputs and factors, including:

- Federal Immigration policy
- Natural births and deaths
- Regional migration
- Household formation rates
- Labour participation rate
- Local economic factors
- Available servicing
- Housing market trends
- Housing affordability, and
- Interest rates

Why is time important in forecasting?

- Establishes the horizon year for infrastructure planning
- Financing of growth-related infrastructure is limited to specific time horizon based on Development Charge legislation.
- Oversizing (sizing beyond the limit of the horizon year) cannot be financed by Development Charges
- Establishes the timing for community infrastructure needs
- Establishes operating forecasts for population-based services (i.e. Enforcement)

Forecasts, Targets and Yields

Why are forecasts contained in a municipal Official Plan?

- Often used as the basis for land budgets and guides policy decisions around urban structure.
- The OP forecast is not a cap, minimum or maximum. It is a predictive model
- It often establishes the forecasts used for all the master plans (parks and open space, recreation and culture, libraries, fire, transportation, transit etc.)

What is a target?

- Target is an end point or a goal, it is the state of affairs that a plan is intended to achieve
- Time is sometimes, but not necessarily, part of the objective/goal/target
- It is not necessarily based on any factor or information
- It can be arbitrary, based on a single driver, or many
- **Example: Provincial Housing Target**
  - Drivers are housing affordability and rate of immigration (overall supply)
  - Imposes a timeframe

When would a target be used?

- A target may be used as a performance measure toward a specific goal or to establish a desired outcome
- Provincial housing target was created as a goal to achieve housing affordability and meet perceived housing shortage
- The actual target number of housing units becomes the benchmark by which progress/success is measured

Example: Provincial Housing Target

Stated drivers:

- Housing affordability
- Immigration-caused housing shortage

Housing goal of 1,500,000 units province-wide by 2031 which assigned 33,000 units to Oakville

- is not based on science or understanding of local factors or demography that is the basis of a forecast
- 10-year timeframe not based on any analysis
- Also not based on measure of achievability by any of the partners in delivering housing but there is an expectation that all the partners will do their part to deliver the target

Target has a major impact on regional population forecasts

What is a development yield?

- The maximum number of units that could be achieved based on the policy framework
- Time is not a factor
- Not particularly accurate with employment generation
- Does not consider any factor except the policy framework
- Not typically used as a core planning tool
- Can be helpful in small sites when establishing zoning to ensure conformity with Official Plan

How Joint Best Planning Estimates Inform Decision-Making

A. Land Use Planning

Inform development phasing and land use distributions to ensure logical and orderly progression of urban development that supports sustainable and cost-effective growth.

F. Planning for Complete, Healthy Communities

Inform establishment of housing supply by type, employment forecast, and infrastructure planning to support the anticipated growth across Halton.

B. Development Charges Calculations

Inform financial assessment of long-term growth to ensure recovery of the capital costs associated with residential & employment growth within Halton.

E. Regional Water and Wastewater Infrastructure Planning

Inform long-term water and wastewater servicing strategy to ensure timely and fiscally sustainable provision of water and wastewater infrastructure.

C. Regional and Local Transportation Modelling

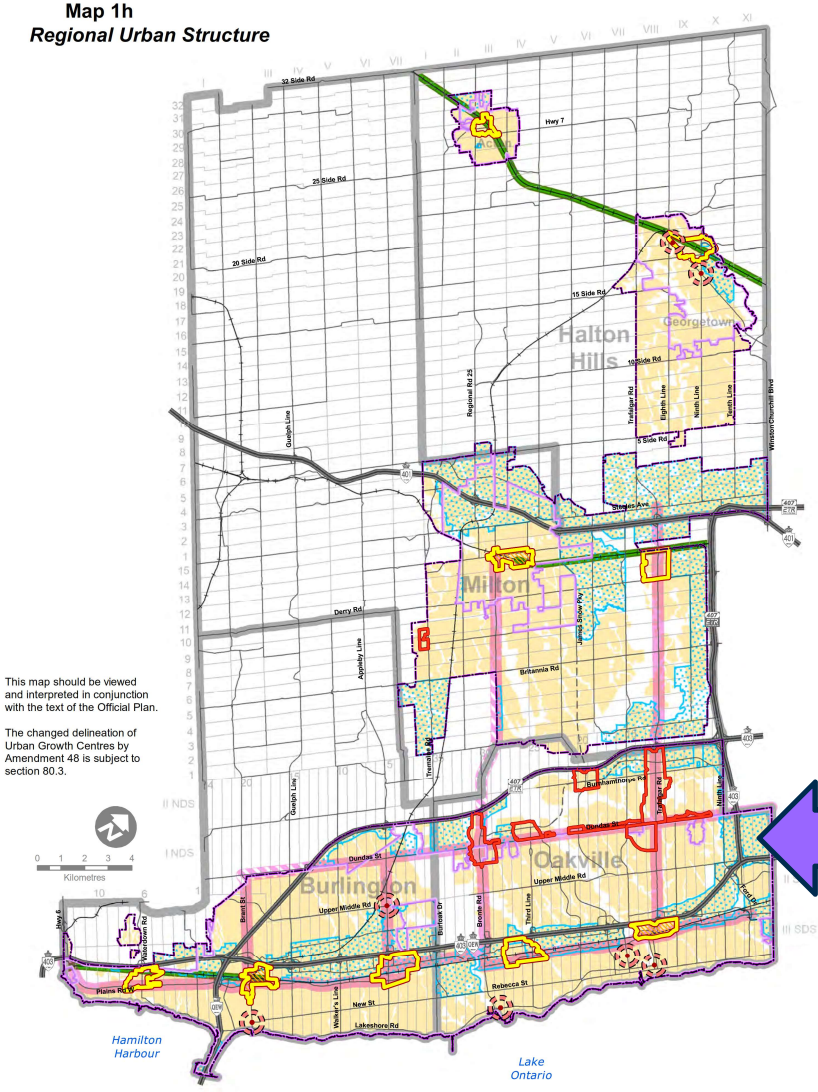
Inform long-term planning, design, development, and maintenance of transportation facilities, infrastructure, and network.

D. Community Infrastructure

Inform long-term community infrastructure planning such as schools, community recreation, police services, etc.

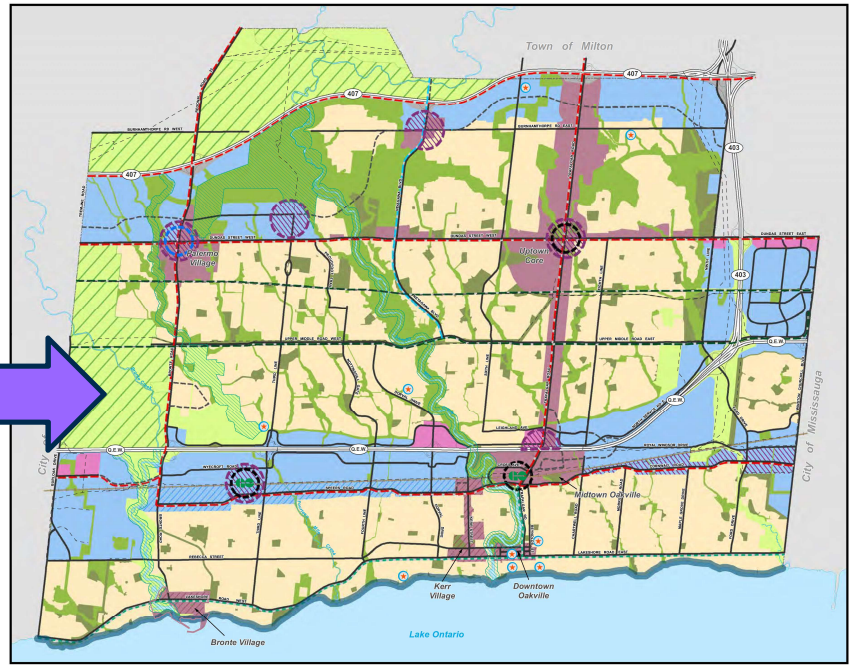
Regional Urban Structure Embeds the Town Urban Structure

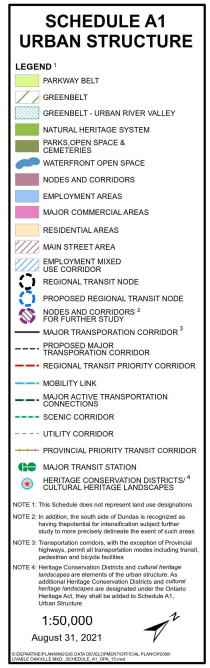
Map 1h
Regional Urban Structure



This map should be viewed and interpreted in conjunction with the text of the Official Plan.

The changed delineation of Urban Growth Centres by Amendment 48 is subject to section 80.3.





Rail Line
Proposed Major Arterial
Major Road
Provincial Freeway
Lot and Concession Line
Municipal Boundary

Urban Area
Built Boundary
Employment Area
Regional Urban Boundary
Commuter Rail Corridor

Strategic Growth Areas
Urban Growth Centre
Major Transit Station Area (MTSA)
Primary Regional Nodes
Secondary Regional Nodes
Regional Intensification Corridor in Regional Urban Boundary
Regional Intensification Corridor outside of Regional Urban Boundary

November 4, 2022

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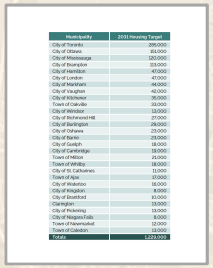
Best Planning Estimates are detailed growth forecasts

2014 – Nov 2022

ROPA 49 Adoption

ROPA 49 Approval

Oct 2022 – Feb 2023



Municipal Housing Target

+

Active Development Pipeline

Jan 2023 – Present

Development of JBPEs

Future Population / Employment Growth Forecast to 2051

Distribution of Growth Across Geographic Areas within each Local Municipality Over a Period of Time (Phasing)

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What are the Joint Best Planning Estimates?

A Tool for Long-term Planning (Planning Horizon to 2051)

The Joint Best Planning Estimates (JBPEs) are intended for use as a planning tool to identify where and when development is anticipated to take place across the Region based on a good long-term planning principles and assumptions.

A Tool to Estimate Future Population and Employment Growth Forecast

The JBPEs are generated by Halton's JBPE Model, which is an important tool used by the Region in forecasting future population, housing units, and employment.

A Tool to Ensure Timely and Fiscally Sustainable Growth

As a planning tool, the JBPEs provide directions in determining a timely provision of both hard infrastructure (e.g. roads, water and wastewater, etc.) and community infrastructure (e.g. schools, community recreation, police services, etc.).

‘Joint’ Development of JBPEs

Growth Forecasts updating in an evolving policy landscape

Table 4 - Evolving Growth Forecasts

Regime/Process	Population (People)				Employment (Jobs)			
	2021	2031	2041	**2051**	2021	2031	2041	**2051**
Growth Plan, 2006								
Oakville	-	255,000	-	-	-	127,000	-	-
Halton Region	650,000	780,000	-	-	190,000	280,000	-	-
Growth Plan, 2017								
Oakville	-	255,000	-	-	-	127,000	-	-
Halton Region	-	820,000	1,000,000	-	-	390,000	470,000	-
ROPR, PGC								
Oakville	222,000	280,000	-	375,000	111,000	140,000	-	180,000
Halton Region	619,000	-	-	1,100,000	278,000	-	-	500,000
ROPR, ROPA 49								
Oakville	220,000	-	331,500	*	110,500	-	161,000	*
Halton Region	615,000	-	931,000	*	278,000	-	420,000	500,000
ROPA 49, MMAH decision								
Oakville	222,000	-	313,460	349,990	111,980	-	160,880	181,120
Halton Region	620,990	-	929,400	1,098,070	279,220	-	421,230	507,240
JBPE, 2023								
Oakville	220,140	295,939	378,469	**444,000**	110,839	147,198	183,555	**212,788**
Halton Region	616,643	878,236	1,123,641	1,330,677	278,732	396,580	502,850	602,629

The JBPE process incorporates two additional pieces.

Town of Oakville 2051:

- Population = 444,000
- Employment = 212,788

The JBPE process now incorporates **two components** that make this exercise different than previous ones:

Municipal Housing Targets

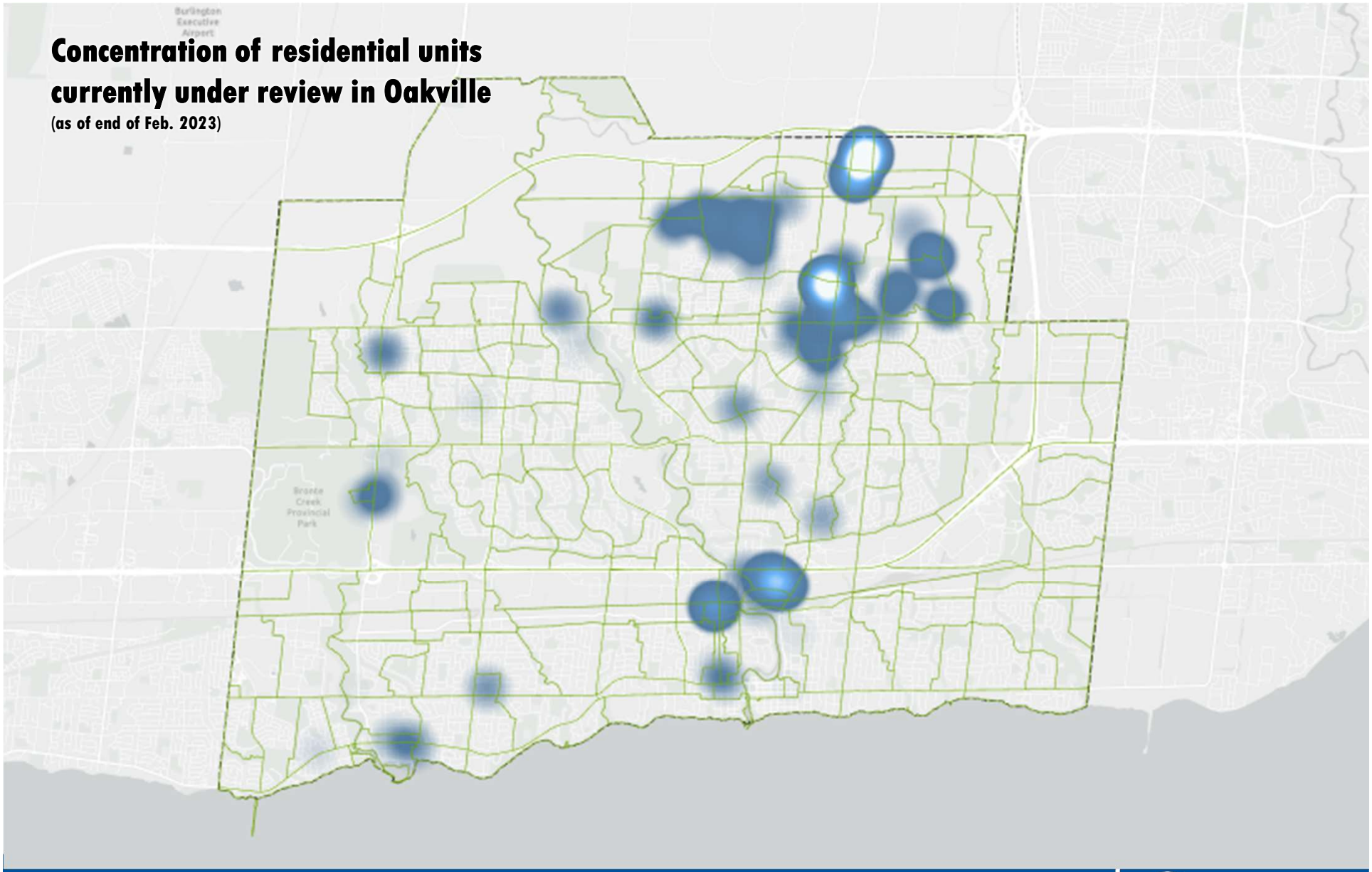
- response to provincial goal of 1. 5 mil homes by 2031, Oakville's target is **33,000** units

Active Development Pipeline

- a fresh look at emerging market trends in consideration of local plans & priorities

This has accelerated the timing of growth potentially coming to Oakville

Active Development Pipeline.



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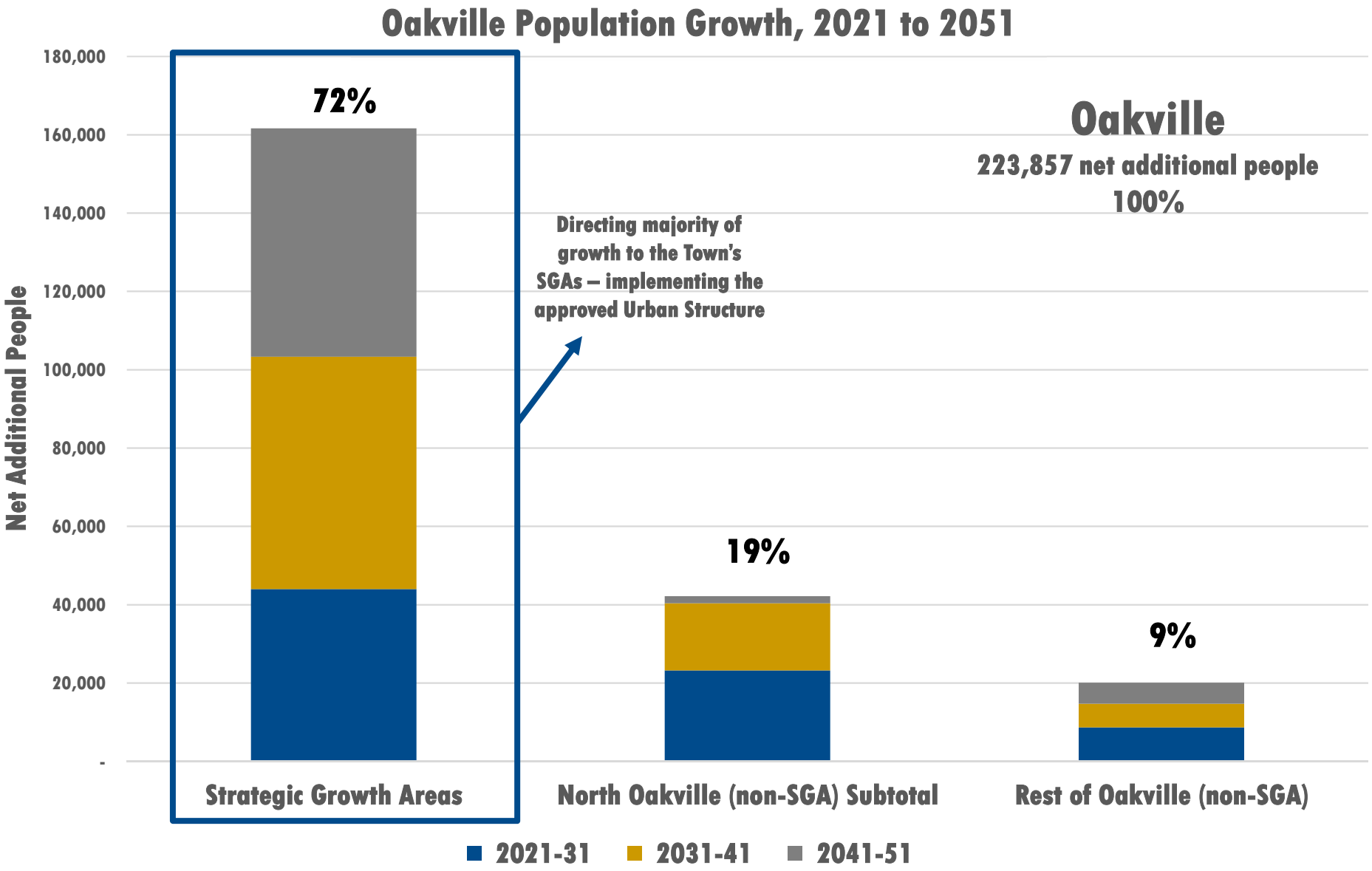
Joint Best Planning Estimates – Oakville Population Growth.

draft preliminary only, v3.02



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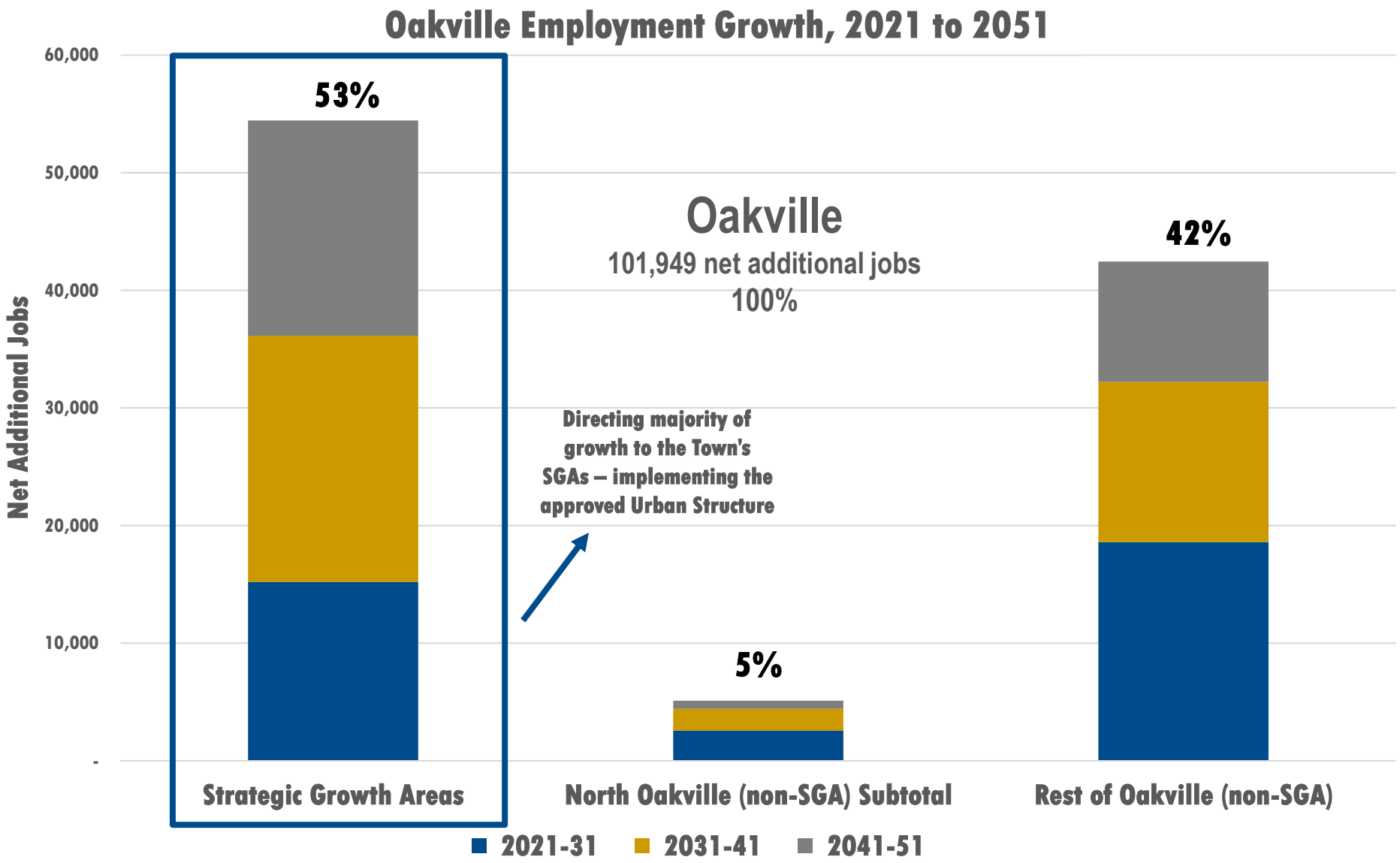
Joint Best Planning Estimates – Oakville Employment Growth.

draft preliminary only, v3.02



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Conclusion

- The Joint Best Planning Estimates is being modelled after a substantially changed provincial planning framework as well as the results to date for the Regional OP Review
- Regional OP Review informed extensively by inputs involving local and regional staff engagement and supported by many local and regional municipal council decisions
- Regional Urban Structure that embeds Oakville's Urban Structure are prime examples of key inputs
- **JBPEs is an output of this planning and Council decisons**
- **JBPEs provide the long-term forecasting for appropriate and timely planning for infrastructure to support healthy and complete communities**

QUESTIONS AND DISCUSSION

"Update Report - Halton Region, Joint Best Planning Estimates" is provided to night for Council's Information

Oakville PPUs (Historical & Forecast)

2006 to 2016 (Historical)

Low (Single & Semis)	Med (Rows)	High (Apartments)	Overall (Weighted)
3.72	2.78	1.77	3.10

2021 to 2031 (Forecast)

Low (Single & Semis)	Med (Rows)	High (Apartments)	Overall (Weighted)
3.77	2.80	1.84	2.46

2031 to 2041 (Forecast)

Low (Single & Semis)	Med (Rows)	High (Apartments)	Overall (Weighted)
3.90	2.94	1.99	2.68

2041 to 2051 (Forecast)

Low (Single & Semis)	Med (Rows)	High (Apartments)	Overall (Weighted)
3.88	2.97	2.02	2.54

Joint Best Planning Estimates End

draft preliminary, July 2023

Table 2 – Halton Region Joint Best Planning Estimates, Local Municipality Summary

(based on preliminary draft Halton Region Joint Best Planning Estimates, July 2023)

Population (people)

	2021	2031	2041	2051
Oakville	220,143	295,939	378,469	444,000
Halton Region	616,643	878,236	1,123,641	1,330,677

Units

	2021	2031	2041	2051	2021-2031	Housing Target
Oakville	73,571	107,608	142,398	172,001	34,037	33,000
Halton Region	208,622	319,069	414,384	496,522		

Employment (jobs)

	2021	2031	2041	2051
Oakville	110,839	147,198	183,555	212,788
Halton Region	278,732	396,580	502,850	602,629