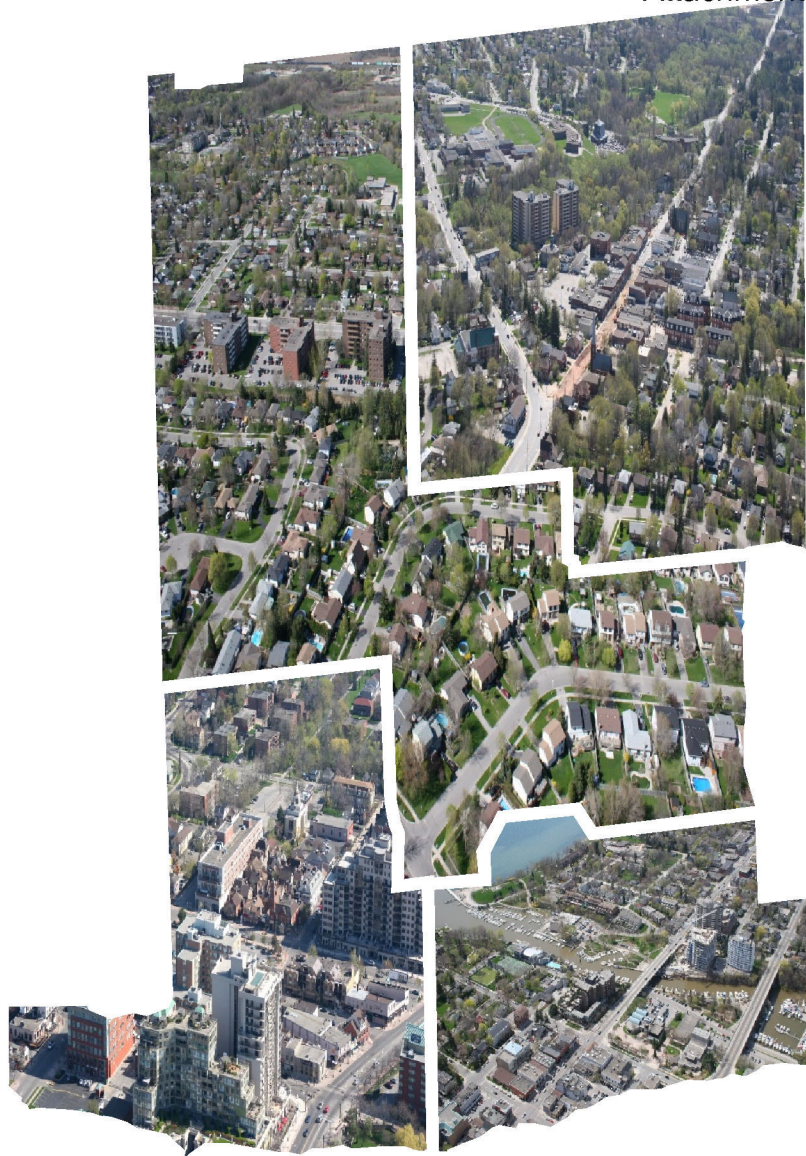


APPENDIX B



Integrated Growth Management Strategy Growth Concepts Executive Summary

February 2021

Regional Official Plan Review



The Growth Concepts Discussion Paper is a critical component of 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.

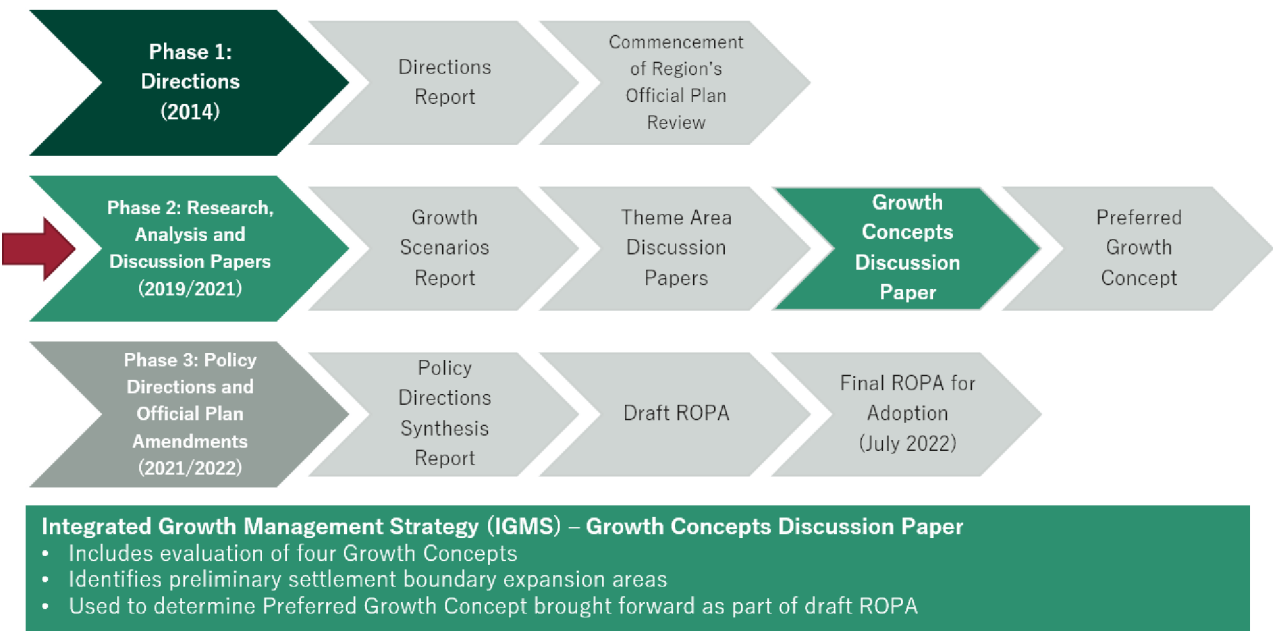


Figure 1: Overview of IGMS Process
Source: Hemson Consulting, 2020

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.

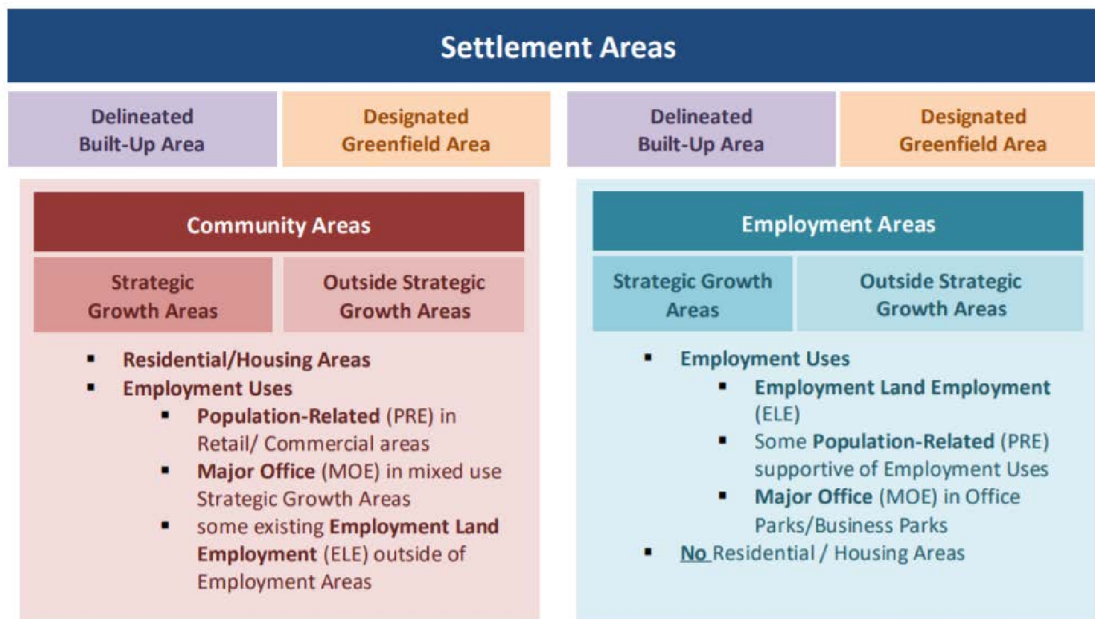


Figure 2: Community Areas versus Employment Areas

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. Density 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% Density / 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% Density / 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 MTSA, and Bronte MTSA 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

served, 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