Halton REGION

SUSTAINABLE HALTON
INTER-MUNICIPAL LIAISON COMMITTEE
MEETING AGENDA

Wednesday, March 4, 2009
Immediately following Regional Council
Halton Room
1151 Bronte Road, Oakville

1. **IMLC01-09 - MANDATE OF IMLC REGARDING REGIONAL OFFICIAL PLAN FIVE-YEAR REVIEW**

2. **IMLC02-09 - NATURAL RESOURCES TECHNICAL PAPERS AND INPUT TO OFFICIAL PLAN REVIEW**

3. **IMLC03-09 - FURTHER ANALYSES ON INTENSIFICATION, DENSITY & LAND SUPPLIES**

4. **OTHER BUSINESS**

Halton REGION

The Regional Municipality of Halton

Report To:	Chair and Members of the Inter-Municipal Liaison Committee
From:	Mark G. Meneray, Commissioner of Legislative and Planning Services and Corporate Counsel
Date:	February 27, 2009
Report No. - Re:	IMLC03-09 - Briefing Report on Urban Land Need

RECOMMENDATION

THAT Report No. IMLC03-09 Re: "Briefing Report on Urban Land Need" be received for information.

REPORT

Purpose

The purpose of this report is to address a number of questions that have been raised related to the employment land need and in particular, why it has been modified between the time of the Phase I analysis and the work currently underway, and what are the implications of the amount of additional employment land need on residential densities. The Briefing Report on Urban Land Need (Attachment #1) provides answer to these questions.

Highlights

The following is the highlights of the Briefing Report:

- The reduction in land supply required to meet the Growth Plan population and employment targets between Phase I and Phase II, and between Phase II and Phase III, was a result of a number of factors, including more up-to-date information generated by the municipalities and newly available 2006 Census data.

- The additional 300 hectares of employment lands for inclusion into the land use concepts can be justified based on prevailing employment densities within Halton and elsewhere that are comparable and other factors that influence the type of employment uses expected to occur in Halton. The additional employment lands, however, do create a number of challenges with respect to Growth Plan conformity.

- With those 300 additional hectares of employment lands, to bring the overall Greenfield density for the Region as a whole back to the minimum standard of 50 persons or jobs per

ha mandated by the Growth Plan, would require increasing the residential densities in the new Urban Areas such that there will be very few low density housing and predominantly medium and high density housing. Such a mix is a significant departure from the current and planned character of residential neighbourhoods in Halton.

- The analysis on pursuing intensification and density levels higher than the minimum (40 per cent and 50 per ha) mandated in the Growth Plan concluded that the resulting mix of housing would be overwhelmingly medium and high density units. This represents a key change in the character of the new residential neighbourhoods from existing ones and therefore would be a challenge for Halton.

Respectfully submitted,

H. K. Wong
Acting Chief Planning Official

Mark G. Meneray
Commissioner of Legislative & Planning Services and Corporate Counsel

Approved by

Pat Moyle
Chief Administrative Officer

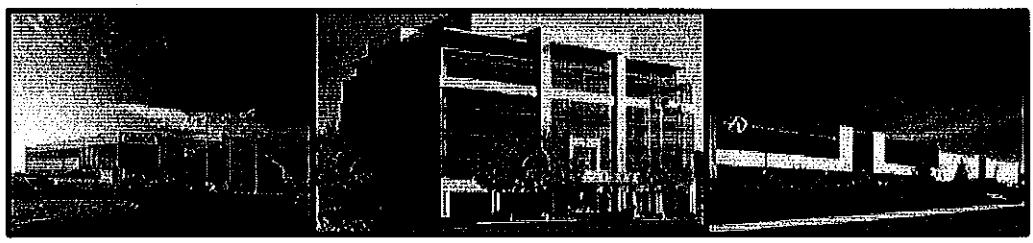
for

If you have any questions on the content of this report, please contact: Ho Wong Tel. # 7208
Anita Fabac Tel. # 7187

Attachment #1
to IMLC03-09

DRAFT BRIEFING REPORT ON URBAN LAND NEED SUSTAINABLE HALTON PLAN

Halton REGION



WORK IN PROGRESS

HEMSON Consulting Ltd.

February 27, 2009

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1 INTRODUCTION

Growth options for the Sustainable Halton plan have been recently reviewed. As part of this review, a number of questions were raised with respect to the forecast urban land need and why the amount of land required changed between the Phase 1 analysis completed in 2007 and the Phase II work currently underway. Most of the interest has been related to the increased amount of employment land now recommended for long-term planning in the Region. Related questions have also arisen concerning the implications of the employment land need on residential densities because of *Growth Plan* policies regarding the proportion of new housing units to be provided through intensification and the minimum density of development within greenfield areas.

This briefing report for the Region of Halton's Inter-Municipal Liaison Committee addresses some recent specific questions. All of the information here will be incorporated into a more fulsome report on residential and employment growth and associated urban land needs for the Sustainable Halton Plan. The full report is being prepared with the intention of being put before Regional Council at the scheduled meeting on April 22nd, 2009. The report will go forward to Council in conjunction with Sustainable Halton Plan growth options and a number of other related reports.

This briefing report begins with the discussion of the need for additional employment lands to 2031 in the Region of Halton. A summary description follows of the residential land needs and some of the implications of the employment land alternatives with respect to overall *Growth Plan* conformity.

II EMPLOYMENT LAND NEED ANALYSIS

To address a number of questions raised with respect to long-term employment land needs, a brief review of the analysis is provided in this chapter. The sections following describe the basis for the different amounts of new employment land need that have been considered in the Sustainable Halton process.

Before proceeding, it is important to note the definition of employment land being used in the Sustainable Halton work and consistent with the *Growth Plan*: employment lands as the industrial-type and business park areas that are used exclusively for employment. Major retail and institution uses are not included as part of the employment lands for the planning purposes. Clearly these other lands do accommodate employment, but, appropriately, they are planned as part of the planning for residential communities.

A. IN 2007, SUSTAINABLE HALTON PHASE I CONCLUDED THE NEED FOR 600 GROSS HECTARES OF NEW EMPLOYMENT LAND

This section draws on the information provided in the Sustainable Halton *Land Supply Analysis* report released in November 2007. The three tables following summarize the key calculations of the employment land need in the 2007 work.

Table 1 provides the forecast employment growth, based on the total employment forecast provided in the *Growth Plan*. At that time, the 2005 base year was used to match the available municipal land data.

At the time these reports were prepared, the 2006 Census information related to employment had not yet been released (these releases occurred in May and October of 2008). The 2007 analysis was thus a forecast to 2005 based almost entirely on 2001 Census data.

Table 1

Halton Employment Forecast by Type to 2005–2031 as Forecast in the November 2007 Sustainable Halton Phase I Work

	Employment Land Employment	Major Office Employment	Population Related Employment	Total
2005	137,000	22,000	67,000	226,000
2031	218,000	51,000	116,000	386,000
Growth 2006–31	81,000	29,000	49,000	159,000

Source: Henson Consulting Ltd, *Growth Outlook for the Greater Golden Horseshoe*

Notes: Totals may not add due to rounding.

2005 employment estimate is used as the most recent employment land supply estimates are year-end 2005. Estimate is based on the 2001 base data and 2006 forecast.

Future employment land requirements in the Region of Halton were estimated by applying a density factor to an estimate of future job growth. As shown in Table 2, an estimated 64 per cent of total Regional employment growth was forecast to be accommodated on employment land. Using standard densities of development by employment type, this yielded a land need of 2,270 net hectares. The majority — 95 per cent of the land area — will be in industrial-type buildings, which accommodate employment land employment.

Table 2

Halton Employment Land Need to 2031
as Forecast in the November 2007 Sustainable Halton Phase I Work

	Employment Land Employment	Major Office Employment	Population Related Employment	Total
Growth 2005-2031	81,000	29,000	49,000	159,000
% on Employment Land	100%	65%	5%	64%
Growth on Employment Land	81,000	18,900	2,500	102,400
Employees per net ha	37.5	250	75	45
Land Demand (ha)	2,160	77	33	2,270
Share of Total Land Demand	95%	3%	2%	100%

Note: Employment density of 37.5 per ha for employment land employment is a reasonable estimate of employment density and was used in work on both the Oakville OCA 198 and North Oakville Secondary Plan. Employment density of 250 per ha for major office employment is based on 0.7 coverage and 28m² per employee. Employment density of 75 per ha for population related employment is based on 0.3 coverage and 40m² per employee, both are typical ratios for this type of development in the GTA.

Based on the employment land need above, and the employment land supply provided by the Region's economic development strategy and ROPA 25 Ontario Municipal Board evidence, it was estimated in the 2007 work that this future demand exceeds the current designated employment land supply by approximately 250 net hectares. This ultimately resulted in an additional land need of 600 gross hectares as shown in Table 3.

The purpose of the Phase I work, it should be noted, was to set the stage for doing the much more complete analysis undertaken through Phase II. In particular, it was quite clear in 2007 that results could well change significantly once the new 2006 Census data were available. Also, it was clear that a more detailed analysis of the employment land supply needed to be undertaken; the Phase I analyses were based on local municipal data that were not always compiled using the same base years, the same definitions or the same measurement techniques.

Table 3

Comparison of Halton Land Supply and Demand to 2031 as Forecast in the November 2007 Sustainable Halton Phase I Work (in net ha)

Occupied Employment Land	2,580
Vacant Employment Land	2,530
Total Employment Land	5,110
Full Employment Capacity of Land is at 90% development (see note)	(510)
	4,600
Occupied Employment Land, 2005	2,580
Land Demand 2005–2031	2,270
Total Employment Land Need in 2031	4,850
Land Shortfall (in net ha)	(250)
Net Employment Land Need to 2031	250 net ha
Factor for Flexibility, Timing and Choice*	230 net ha
	480 net ha
Total Land Need (@ 80% net to gross)	600 gross ha

Note: Development capacity is based on 90% occupancy of the total occupied and vacant lands in Halton. This is a standard factor based on there being 5% of the total land area long-term vacancy (never developed) and another 5% of the land base, at the end of the development period, as having been developed but would be under-utilised or have changed use from a standard employment land activity.

*This factor was included under the assumption that 10 per cent of future land demand between 2005 and 2031 would be required for flexibility, timing, long-term vacancy, and choice and competition in the market, an additional 230 net hectares of employment land was included.

B. CURRENT UPDATED ANALYSIS INDICATES A NEED FOR 800 GROSS HECTARES OF EMPLOYMENT LAND TO MEET THE REGION'S LONG-TERM NEEDS

Since the Phase I work was completed in 2007, additional detailed analysis has been undertaken as planned. This analysis included the work of Regional and local municipal staff as well as the Sustainable Halton consulting team. Numerous elements of the base data and associated assumptions have been affected and adjusted as a result. However, a small number of factors explain most of the change.

The following three tables have been prepared in the same format as the three tables in the previous section allowing for comparison of the analysis. However, this is still work in progress as some data are still being verified and some analysis still being adjusted to take account of the various comments being received from those involved in the process, including other members of the consulting team, municipalities, agencies and elected officials. While we do not expect major changes in the results, the specific numbers in these tables may well reflect some revisions when the full report comes forward to Regional Council in April of 2009.

1. Employment Forecast and Land Demand

With the updated information, the major revisions to the employment outlook for the Region are based on the following and shown in Table 4:

- The Phase I work was based on the Region accommodating 386,000 jobs in 2031, based on a 2006 estimated base of 233,000, an incremental growth of 153,000 jobs.

- With the benefit of the 2006 Census data which showed actual employment at 218,000 and using the precise employment target from Schedule 3 of the *Growth Plan* of 390,000, the growth increment to be accommodated has been revised to 172,000 jobs between 2006 and 2031.

Table 4

Halton Employment Forecast by Type to 2006–2031

	Employment Land Employment	Major Office Employment	Population Related Employment	Total
2006	127,000	21,000	69,000	218,000
2031	219,000	49,000	122,000	390,000
Growth 2006–31	92,000	28,000	53,000	172,000

Source: Hemson Consulting Ltd. based on Statistics Canada, Census of Canada and the *Growth Outlook for the Greater Golden Horseshoe.*

Notes: Totals may not add due to rounding.

Review of the information contained in this table is ongoing, including some data verification which is not yet fully completed. While major changes are not expected, some data may be revised before the next major report on this matter is released in April of 2009.

The larger growth increment in employment growth overall means a larger increment in job growth on employment land than used in Phase 1. Moving from a 2004 base in Phase I to a 2008 base, now, Table 5 provides the forecast land demand for the Region to 2031.

Table 5

Halton Employment Land Need to 2031

	Employment Land Employment	Major Office Employment	Population Related Employment	Total
Growth 2008-2031	86,000	25,000	48,000	159,000
% on Employment Land	100%	65%	5%	64%
Growth on Employment Land	86,000	16,000	2,400	102,400
Employees per net ha	37.5	250	75	43
Land Demand (ha)	2,290	70	30	2,390
Share of Total Land Demand	95%	3%	2%	100%

Source: Hemson Consulting Ltd.

Notes: Totals may not add due to rounding.

Review of the information contained in this table is ongoing, including some data verification which is not fully completed. While major changes are not expected, some data may be revised before the next major report on this matter is released in April of 2009

Employment density of 37.5 per ha for employment land employment is a reasonable estimate of employment density and was used in work on both the Oakville OPA 198 and North Oakville Secondary Plan. Employment density of 250 per ha for major office employment is based on 0.7 coverage and 28m^2 per employee. Employment density of 75 per ha for population related employment is based on 0.3 coverage and 40m^2 per employee, both are typical ratios for this type of development in the GTA.

2. Employment Density Is Key Assumption Reducing an Enormous Number of Economic Attributes to a Single Statistic

The employment densities, existing and future, and for different types of uses, are based on experience in Halton, the GTA, and elsewhere. A summary of recent estimates prepared in various jurisdictions by Hemson (to assure constancy in measurement and definition), is shown in Table 6. It is shown in both net hectares, which is the standard measure for analytical purposes and the basis of planning, and in gross hectares which allows for comparison to the *Growth Plan*'s mandated 50 persons plus jobs per hectare in standard of greenfield development.

Table 6
Employment Land Employment Density Estimates in Halton and Nearby Jurisdictions (employees per net ha)

	Employees per net ha	Employees per gross ha
Burlington	50	40
Oakville	40	32
Milton	33	26
Halton Hills	38	30
Halton Region	42	33
Richmond Hill	65	52
Vaughan	47	38
Toronto	45	36
Mississauga	39	31
Brampton	38	30

Source: Hemson Consulting Ltd.

Note: Only land and employment related to industrial-type buildings is included, major freestanding office buildings and major retail uses are not included in this calculation.

All of the jurisdictions in Table 6, outside of Halton, have had the benefit of municipal employment surveys to guide the density results. In Halton, where such a survey is not undertaken, the estimates are based on Census Place of Work data by industry type to estimate total employment land employment. Land areas are derived from GIS.

Employment density is a key assumption in this work, so there are number of critical matters to understand about employment land density:

- Employment density is cyclical in response to business cycles and associated changes in employment. All the figures in Table 6 are based on information collected between 2006 and 2008, all at the very peak of the most recent business cycle. At the other end of the business cycle, the densities will be much lower. In *Halton Urban Structure Plan* work, prepared during the early 1990s recession, the best estimates of employment land density in Halton at that time were between 30 and 35 employees per net hectares, lower than the 42 estimated now.

- After accounting for cyclical variations in employment density there actually appears to be relative stability over time. There are three balancing trends in employment density:

i. In manufacturing and distribution business activities, there is a long-term trend to declining employment density, as increased productivity through automation and capital investment increases economic output but reduces the number of employees in a given building. Recent trends are indicating sharp further declines in employment density as supply chain management and logistics become a larger part of the market for new development.

ii. The countering trend is one of increased employment densities as denser office uses are more commonly integrated into more industrial functions, that is, the era of an "office downtown" and a "plant in the suburbs" is virtually gone with the trend to integrate many business functions into a single facility.

iii. An increased amount of "flex" space, which can be used either as office, light industrial or storage space, as necessary, for the operation of a firm. This has allowed many uses that in other times might have occupied a different type of space to occur in industrial-type buildings. The Region of Halton's planning offices on North Service Road are a perfect example of building currently being used for office space, but, given the site and ceiling height, may well be adapted for a range of other business purposes over the life of the building.

The geographic concentration of these trends does much to explain the variations in employment density in different jurisdictions. Richmond Hill (and neighbouring Markham) have the highest employment densities in the GTA, where there is virtually no distribution and warehousing and very little large-scale manufacturing. At the other end of the range is Brampton and Mississauga, and, even more so Milton, where the development has a significant amount of logistics facilities and where new businesses are typically low density warehousing and distribution.

- Job density is a critical assumption in long-term employment land planning. It connects employment growth and land need, and provides a method of distributing employment by activity throughout the planning area. It embodies a wide range of economic characteristics in a single summary statistic.

While a valuable and practical tool for forecasting land need, there is very limited ability for a planning authority to control or direct employment density. Through land use planning, a municipality can direct use to certain areas, participate in site planning, and regulate built form. In residential land planning, built form is assumed to be closely related to the type of household that will occupy it, but in employment lands planning, similar assumptions are not made because many different activities will take place in similar building typologies and job density is just a fact of how any particular economic activity is undertaken.

Taking account of the business cycles, the observed trends in employment density, and the ability of planning to direct employment density, the 37.5 employees per net hectare for employment land planning purposes is seen as a reasonable basis for long-term growth in the Region and has been reflected in work conducted over the past 10 or so years, including the land planning for North Oakville.

3. Long-Term Demand Exceeds the Available Land Supply

The other major update from Phase I to II has been in the analysis of the employment land supply within the Region. This has now been revised on a site-by-site basis using the Region's GIS data[1]. This full review has allowed a complete Region-wide inventory to be prepared based on a consistent approach to the types of lands included and how net and gross measurements are taken. There are about 3,500 land parcels in the land supply analysis and, as described in the notes accompanying the tables, some of these data are in the process of being verified and may be subject to revision.

Applying the updated employment and land supply information, Table 7 provides the updated calculation of employment land need, indicating a need for approximately 800 gross hectares of additional employment land by 2031.

In comparison to the Phase I work, the "factor for flexibility, timing and choice" has been removed. The Province and others have argued that this factor should not be included, since flexibility is provided by having a 20+ year planning time frame, subject to quinquennial statutory reviews. This is a reasonable position in the context of the *Growth Plan* which seeks, among other things, to assure urban lands are only designated as absolutely necessary to accommodate planned growth.

[1] *Hemson Consulting is concurrently preparing an employment land study for the Town of Oakville. To avoid duplication of analysis, the Town's GIS data for employment land was used in this Regional work. Variations between the Regional GIS data and the local data are nominal.*

Comparison of Halton Land Supply and Demand to 2031 (in net ha)	Table 7
Occupied Employment Land	3,180
Vacant Employment Land	1,760
Total Employment Land	5,480
Full Employment Capacity of Land is at 90% development (see note)	(550) 4,930
Occupied Employment Land, 2008	3,180
Land Demand 2008–2031	2,400
	5,580
Land Shortfall (in net ha)	(650)
Factor Flexibility, Timing and Choice	0
New Employment Land Need to 2031	(650)
Total Land Need (@ 80% net to gross)	(810) Rounded to 800

Source: Hemson Consulting Ltd.

Notes: Totals may not add due to rounding.

Review of the information contained in this table is ongoing, including some data verification which is not fully completed. While major changes are not expected, some data may be revised before the next major report on this matter is released in April of 2009.

Development capacity is based on 90% occupancy of the total occupied and vacant lands in Halton. This is a standard factor based on there being 5% of the total land area long-term vacancy (never developed) and another 5% of the land base, at the end of the development period, as having been developed but would be under-utilised or have changed use from a standard employment land activity.

C. HIGHER EMPLOYMENT LAND ALTERNATIVE BASED ON RECOGNITION OF CONCENTRATED LOW-DENSITY DEVELOPMENT ALONG HIGHWAY 401

It was noted in the Phase 1 work and throughout the subsequent process to date that much of the new employment land development, particularly in Milton and Halton Hills along Highway 401 corridor has a much lower employment density than elsewhere in the Region because of the preponderance of highly automated distribution and warehousing facilities. As discussed above, these have a very low on-site employment density:

- For these types of facilities, the density is often in the 12 to 15 employees per net ha range, compared to Halton's work, based on an average of 37.5 employees per net ha for employment land uses.

- The employment densities for recent development of distribution centres, is based on reviews of small areas and some individual building records from various sources in Milton, Mississauga and Brampton. A complete study of these uses, from a land use planning perspective, has not, to our knowledge, been undertake. As well, this issue is widely discussed in the industry and there is much anecdotal evidence around these low employment densities in distribution centres.

- Some facilities can have on-site permanent employment as low as one or two employees per net hectare. However, on any given day, there may well be dozens of others in the building including truckers and the employees of the firms whose goods are being managed by the logistics facilities.

- A related matter of some interest may be that the building density, measured by site coverage or Floor Space Index (FSI), is often higher than other types, because so little employee parking is required. As a result the low job density may actually result in more building space in proportion to the site and therefore higher property tax assessment than might be yielded by some uses with a higher employment density.

The planning challenges associated with logistics facilities are not unique to Halton, but rather are figuring prominently in neighbouring Brampton and, to some degree, Mississauga, both also in the 401 Corridor, where these uses have concentrated in recent years. While noting the challenge of accommodating these uses in the Phase I and subsequent work, we did not alter the overall employment density assumption.

An additional attribute of this area is the concentration of energy related uses which have an exceedingly low employment density. While we have excluded hydro corridors from the calculation, the new power plant being built on the north side of Highway 401 is very low density, from an employment perspective. Given that the Trafalgar station in Milton is a critical junction in southern Ontario's power distribution grid, the vicinity may well need to accommodate other low density related uses, beyond the current power plant under construction.

Through further collaboration between the study team and Regional and local municipal staff, including much discussion with the Towns of Milton and Halton Hills

(who actually see these low employment densities being built on the ground), it was determined that an alternative recognising actual rather than hoped-for densities of development should be explored.

Given the existing types of development in established employment areas in Burlington and Oakville, and given the large amount of new land supply on Highway 407 — a toll road — we would not expect a greater concentration of these lower-employment-density, truck-orientated facilities in southern Halton. This discussion is strictly limited to expectations for development in Milton and Halton Hills.

In order to appropriately recognise the type of development expected to continue in the Highway 401 corridor, an alternative employment land need analysis has been considered. As shown in Table 7, this alternative is best demonstrated by thinking of the areas where distribution, logistics and energy predominate as a distinct sub-category of employment. This approach is the basis for the 1,100 gross hectare employment option shown in Table 8.

It is notable that even at the higher land area shown in Table 8, the lower density of 18.8 jobs per gross hectare or 15 per net hectare, still remains an assumption of employment density far higher than being observed for the major warehouse and distribution facilities currently locating in Halton. There is still a measure of assumed change in employment land density achieved through provincial policy changes underpinning in this analysis.

Table 8

Employment Land Alternative Accommodating a Distribution–Logistics–Energy Cluster along Highway 401

Base Scenario	30,000	jobs
	37.5	employees per gross ha (43–45 per net ha, see Tables 1 & 4)
	800	gross hectares of new urban land
Alternative Scenario	19,000	jobs at standard employment density
	37.5	employees per gross ha (43–45 per net ha, see Tables 1 & 4)
	500	gross ha of new urban land
	11,000	jobs at Distribution–Logistics–Energy Cluster employment density
	18.8	employees per gross ha (15 per net ha)
	600	gross ha of new urban land
	1,100	Total land required (gross ha)

Source: Hemson Consulting Ltd.

The higher land scenario of 1,100 gross hectares recognises employment development as it is currently occurring in Milton and Halton Hills and seems like a logical choice. However, this creates a number of challenges with respect to *Growth Plan* conformity and are addressed in the next section.

III EMPLOYMENT LAND ALTERNATIVES HAVE IMPLICATIONS FOR RESIDENTIAL LAND PLANNING

The *Growth Plan* contains a limited number of specific numeric targets, including a minimum overall density of persons and jobs per hectare for newly developing greenfield land. Because these *Growth Plan* policies bring population and employment together into a single measure, the alternative employment approaches described in this report have implications for residential land planning.

A. TWO *GROWTH PLAN* POLICIES ARE IMPORTANT FOR THIS DISCUSSION

New development on "designated greenfield areas" is required to achieve the vision for "complete communities" under the *Growth Plan*. A "designated greenfield area" is defined by the *Growth Plan* as the "area within a settlement area that is not built-up area" and in Halton's case includes all lands in the Region's urban designated areas outside of the built boundary (the limit of developed urban area as of June 2006, established by the Ministry of Public Infrastructure Renewal in consultation with the municipalities).

Referring to Section 2.2.7 of the *Growth Plan*, new greenfield communities must be planned to:

a) Contribute to creating "complete communities."

   Complete communities are defined in the *Growth Plan* as communities meeting "people's needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided".

b) Create "street configurations, densities, and an urban form that supports walking, cycling, and the early integration and sustained viability of transit services."

c) Provide "a diverse mix of land uses, including residential and employment uses, to support vibrant neighbourhoods."

d) Create "high quality public open space with site design and urban design standards that support opportunities for transit, walking and cycling".

A second policy affects the amount of greenfield development, but not its density. The *Growth Plan* policy on intensification: "By the year 2015 and for each year thereafter, a minimum of 40% of all residential development occurring annually within [the Region of Halton] will be within the built-up area" (2.2.3.1).

It is in striking a balance between continued, sound, long-term land use planning and meeting both the numeric and qualitative goals of the *Growth Plan* where the challenges of conformity arise.

B. RESIDENTIAL LAND NEED WAS REDUCED BETWEEN THE PHASE I AND PHASE II IN ORDER TO CONFORM TO THE *GROWTH PLAN*

Hemson Consulting Ltd., working in conjunction with Urban Strategies Inc., has allowed the residential analysis to be undertaken from a perspective combining both statistical forecasts and community design. The overall residential land need and the changes in that land need between the Phase I work and the current analysis will be provided in detail in the forthcoming reports being prepared by both firms. However, for residential mixed-use land need, the following provides a brief rationale as to why the total land area has changed from 2,400 to 1,800 gross hectares between Phase I and Phase II:

- The Phase I work was based on the new urban areas accommodating 37,000 units compared to a revised total of 31,000 units. All other things being equal, this would reduce the land need by 400 hectares, about two-thirds of the total reduction of 600 hectares.

- For the units that are provided in the new area, the Phase I work was based on a greater proportion of lower density housing: in the range of 55 per cent singles and semis, 25 per cent rows and 20 per cent apartments in the area. The shift from this to the 40 per cent singles and semis, 40 per cent rows and 20 per cent apartments now being applied reduces land need by about another 100 hectares.

- The remaining change of 100 hectares is the cumulative result of many factors including additional very detailed work on land needs for community uses.

The reason for the downward shift in housing unit demand in the new urban area is a reduced unit demand in the entire Region between 2006 and 2031. Regional demand is now estimated at 127,700 for the 2006-31 period, almost 8,000 units less than the 135,600 planned in Phase I. Both Phase I and Phase II accommodate a population of 780,000 in 2031 in accordance with the *Growth Plan*. The 2006 Census data was reflected in a full update of the GTAH-wide forecasting models (released after the Phase I reports were completed) and resulted in the shift in planned housing units. The updated data included age structure, household formation rates by age and housing type occupancy patterns by age.

The effect of the update at the GTAH level and at the Halton level resulted in a forecast average household size in 2031 of about three per cent higher than had been forecast in the Phase I work. Across the entire Region this is really a very small change in patterns. However, because the new land areas are planned at the margin, it does have a larger impact on Sustainable Halton land planning:

- Total units to accommodate 2031 population used in Phase 1: 293,000
- Total units to accommodate 2031 population using update data: 285,000
- Difference: 8,000 units or 2.7%.
- Total units required in new urban area in Phase 1: 37,000
- Total units required in new urban area using updated data: 31,000
- Difference: 6,000 units or 16%.

Please note the rest of the change (the difference between 6,000 and 8,000 units) would be the result of numerous small updates to the analysis including updated land supply data for the existing designated urban areas in the Region.

C. HOW WOULD RESIDENTIAL LAND AREA CHANGE TO CONTINUE TO COMPLY WITH THE *GROWTH PLAN* AND WHAT MIGHT THE COMMUNITY BE LIKE?

In round terms, the proposed new urban areas are planned to accommodate the following development at capacity:

- 30,000 jobs on 800 gross hectares of employment land; and
- 95,000 residents and 18,000 jobs in residential communities representing a mix of uses totalling 113,000 persons plus jobs on 1,820 gross hectares.

This results in 37.5 persons plus jobs per hectare [30,000 jobs / 800 hectares] in the employment area and 62 persons plus jobs per hectare in the mixed-use residential areas [113,000 persons plus jobs / 1,820 hectares]. All together, the entire new urban area would have 143,000 persons plus jobs on 2,620 gross hectares, which is a combined density of 55 persons plus jobs per hectare.

To accommodate the additional 300 hectares of employment land (increase from 800 to 1,100 hectares reflecting 2006 Census) but still maintain the overall urban land area and, therefore, the same overall density, the above calculations would become:

- 30,000 jobs on 1,100 gross hectares of employment land;
- 95,000 residents and 18,000 jobs in the mixed-use residential areas totalling 113,000 persons plus jobs on 1,520 gross hectares.

This results in 27 persons plus jobs per hectare [30,000 jobs / 1,100 hectares] in the employment area and 74 persons plus jobs per hectare in the mixed use residential areas [113,000 persons plus jobs / 1,520 hectares]. The overall urban land calculation remains unaltered accommodating 143,000 persons plus jobs on 2,620 gross hectares, a combined density of 55 persons plus jobs per ha.

The primary question here is what would the community be like at this denser level? Based on Urban Strategies' work, the residential community on 1,800 hectares would be planned on the basis 40 per cent single and semi-detached units, 40 per cent rowhouse units and 20 per cent apartments plus all of the associated community services such as roads, parks, schools, utilities and retail uses.

To adjust the design of this community to fit 1,500 hectares of residential and community use lands, the housing mix would have to change to 80 per cent rows and 20 per cent apartments if ground-related housing is to be maximized. (It is worth noting that it only coincidentally worked out to this "even" solution of shifting all singles and semis to rows).

Alternatively, the density could be achieved with different mixes, in which more apartments would be built, such as 15 per cent singles and semis, 55 per cent rows and 30 per cent apartments. This latter option would be a formidable challenge as it would require an even greater shift to apartments in the housing market than already envisioned as necessary to achieve the *Growth Plan* policies.

In their community design-based analysis, Urban Strategies has suggested the statistical conclusions may well overstate the amount of ground-related housing that could be provided while still meeting the *Growth Plan* target. This part of the analysis will be refined and finalised in the forthcoming reports.

Reducing overall residential land need has been explored, in part, to test the implications of the employment land alternatives. Further reductions in residential land need would seem to provide more room for achieving the 50 people plus jobs per hectare, but there are real challenges to following this path. The housing unit mixes provided above are just some examples. *Growth Plan* policies can, of course, be achieved by other variations in housing mix. But the key conclusion remains that as the planned residential density becomes higher in order to reduce the overall land need, the flexibility in housing mix (especially for ground-related units) is reduced. Planning for a greatly increased proportion of apartments is tricky; as it is there will still be significant unbuilt apartment potential in the Region by 2031 (based on forecast demand). In Halton, it is the desire for ground-related family-oriented housing that drives the need for additional urban lands for residential uses.

D. OTHER CHANGES IN RESIDENTIAL INTENSIFICATION OR RESIDENTIAL DENSITIES MIGHT BE POSSIBLE, BUT WOULD BE CHALLENGING

An additional issue has been raised regarding alternative ways of meeting the *Growth Plan* principles and vision. While is not directly associated with employment land planning, it does follow from the analysis presented in this section. The issue is two fold:

- What would be the implications of moving from the *Growth Plan* minimum 40 per cent intensification to a level of 45 per cent of new housing being constructed within the built boundary from 2015 onward?

- What would be the implication of moving from the *Growth Plan* minimum 50 persons plus jobs per hectare to a higher level on the new urban lands being planned in the Region?

The major effect of either of these tests is to change the housing mix so that more medium and higher density units are built in order to either accommodate more development through intensification or to reduce the residential land required.

Before looking at alternative densities and alternative housing mixes, it helpful to understand the starting points for this analysis:

- A market-based forecast for the Region, which would be expected under the current Regional policy framework, *and* without acknowledging the *Growth Plan*, would suggest about 59 per cent single and semi detached, 28 per cent rows, and 13 per cent apartments over the whole Region for the entire 2006–2031 period (a 59/28/13 mix).

- Alternatively, the policies of the Regional housing statement set out a planned mix of 55 per cent single and semi detached, 20 per cent rows, and 25 per cent apartments across the whole Region (a 55/20/25 mix).

- For the purposes of the new urban area, taken on its own, Sustainable Halton had always been working with an assumption of 80 per cent ground-related housing and 20 per cent apartments, which is within the range of these other figures. How the 80 per cent ground-related is divided between single, semis, and rows would vary under different density and design scenarios.

With these as starting points, the process of analysing the planning options is iterative where one might test, say, 60/20/20, 50/30/20, etc. and ultimately determine that to meet the *Growth Plan* density and provide as much family-oriented housing as possible a 40/40/20 provides the best balance. This latter mix being the conclusion of the analysis undertaken by Urban Strategies to design for the required population and employment in the new urban areas, while meeting the overall *Growth Plan* target of 50 persons plus jobs per hectare across the entire greenfield area of the Region.

The first alternative considered is to set a goal of moving from the *Growth Plan* minimum 40 per cent intensification to a level of 45 per cent of new housing being constructed within the built boundary from 2015 onward. Almost all units provided through intensification are apartments, with little additional infilling with low and

medium density units. Statistically, achieving a shift to a higher level of intensification is simply a matter of shifting more units into apartments from ground-related housing, as shown in Table 9.

Table 9

Implications of Alternative Intensification Targets

	Current Development Pattern		40% Intensification		45% Intensification	
New Urban Land Required to 2031	800 3,400 4,200	ha emp. ha res. ha total	800 1,800 2,600	ha emp. ha res. ha total	800 1,600 2,400	ha emp. ha res. ha total
Change in Apartments (as a proportion of overall housing mix)	1996-06 2006-16 2016-31	9% 13% **16%**	1996-06 2006-16 2016-31	9% 13% **31%**	1996-06 2006-16 2016-31	9% 13% **37%**

It is clear from this analysis that there would be a saving in the need designate new urban land by shifting the pattern. However, the shift in housing preferences is already very dramatic in a short period of time from 16% of new units in apartments to 31%. This already means a significant number of family households would need to choose apartment living over ground-related, a significant cultural shift for Halton. Practically speaking, it is uncertain what the incentive would be for families, where space is at a premium, to pay the nearly double per square foot cost of construction for apartments over ground-related units.

It is, in our view, challenging enough to make the shifts required to meet the *Growth Plan* minimum target. Going beyond this level would likely to be exceedingly difficult for the Region of Halton to achieve.

The second question is the consideration of alternative greenfield densities for the portion of the greenfield area that is new urban area; we are not testing the re-planning of existing greenfield areas, such as North Oakville. In Table 10, the Implications are shown of change the density basis, recognising the employment density is kept fixed as there is little ability of the Region to change the economic base or the employment density of economic activity through planning policy.

Table 10

Implications of Alternative Intensification Targets

		Existing Plan (55 per ha with 800 ha emp; 50 per ha with 1,100 ha emp)	60 persons plus jobs per ha	65 persons plus jobs per ha
800 ha employment	New Urban Land Required to 2031	800 ha emp. 1,800 ha res. 2,600 ha total	800 ha emp. 1,600 ha res. 2,400 ha total	800 ha emp. 1,400 ha res. 2,200 ha total
	Planned Housing Mix	Single/Semi 40% Row 40% Apart. 20%	Single/Semi 15% Row 65% Apart. 20%	Single/Semi 0% Row 70% Apart. 30%
1,100 ha employment	New Urban Land Required to 2031	1,100 ha emp. 1,500 ha res. 2,600 ha total	1,100 ha emp. 1,300 ha res. 2,400 ha total	1,100 ha emp. 1,100 ha res. 2,200 ha total
	Planned Housing Mix	Single/Semi 0% Row 80% Apart. 20%	Single/Semi 0% Row 60% Apart. 40%	Single/Semi 0% Row 40% Apart. 60%

The conclusion of the analysis in Table 10 are like those of the previous table. In making change to higher density of greenfield means more households in apartment units. Again, the shift already required to minimally meet the Growth Plan is quite significant. Making greater changes would be an even greater challenge in relatively short period of time.

This briefing report reviews the changes in land need between Phase I and Phase II of the Sustainable Halton planning process resulting from incorporating the 2006 Census and other more recent data. We have discussed the employment land alternatives centred around the challenge of accommodating low-density warehouse and distribution and energy-related facilities which are clustered around the Highway 401 corridor. The *Growth Plan* combines residential and employment density into a single density target and given the very low density of employment activities in newly developing greenfields, the effect is to increase the residential density. Alternative ways of addressing residential density have been developed with the overall conclusion that any

increase in density results in a greater proportion of planned apartment units, a housing type not currently in sufficiently high demand in the Region. The analysis concludes that any pressure to exceed *Growth Plan* targets may not be feasible, even in the long term, as meeting the *Growth Plan* policies represents a serious planning challenge for Halton.

* Amended/Added by Committee
+ Amended/Added by Planning and Public Works Committee

THE REGIONAL MUNICIPALITY OF HALTON

MEETING NO. 02-09

NAME OF COMMITTEE: INTER-MUNICIPAL LIAISON

DATE OF MEETING: Wednesday, March 4, 2009
1:15 p.m.

PLACE OF MEETING: Halton Room
Halton Regional Centre
1151 Bronte Road
Oakville, Ontario

Members of Regional Council:

The Inter-Municipal Liaison Committee met on the above-noted date and recommends the following:

*1. **IMLC01-09 – Expanding the Terms of Reference for the Inter-Municipal Liaison Committee Oversight of the Official Plan Review Process**
(Agenda Pages 1 – 4)

RECOMMENDATION

1. THAT the proposed amendments to the Sustainable Halton Inter-Municipal Liaison Committee Terms of Reference to include oversight of the Official Plan Review Process, as shown on Attachment #1 to Report No. IMLC01-09, be endorsed.

*2. THAT the Terms of Reference be amended in Section 1 entitled Purpose and Mandate to read "The Committee shall report to the Planning and Public Works Committee".

*2. + **IMLC02-09 – Draft Natural and Archaeological Resources Technical Papers**
(Agenda Pages 5 – 8)

RECOMMENDATION

THAT comments, general directions and recommendations provided by members of the Inter-Municipal Liaison Committee on the five Draft Natural and

Archaeological Resources Technical Papers be referred to staff and the consulting team to assist in finalizing these papers, and that the final Natural and Archaeological Resources Technical Papers be released for public consultation in April 2009:

*a) + Draft Report - Natural Heritage System (NHS) Definition and Implementation

THAT the Planning and Public Works Committee recommends to Regional Council that the Natural Heritage System be delineated through a specific designation on the Regional Official Plan and identified either through overlays or a series of policy maps so that it has equal status to the regulatory Map 1 of The Official Plan.

THAT the Planning and Public Works Committee recommends to Regional Council that existing agricultural operations and Normal Farm Practices occurring on this land will be allowed to continue.

*b) Draft Report – Land Evaluation and Area Review (LEAR) Report and Agricultural Countryside Vision

THAT the Inter-Municipal Liaison Committee recommends to the Planning and Public Works Committee that mapping of Class 1, 2 and 3 lands, either through overlays or a series of policy maps, be developed for the public consultation.

3. + IMLC03-09 – Briefing Report on Urban Land Need (Agenda Pages 9 – 36)

RECOMMENDATION

1. THAT Report No. IMLC03-09 Re: "Briefing Report on Urban Land Need" be received for information.

2. + THAT staff be directed to provide two Official Plan Amendment scenarios, being one which complies with the Places to Grow Act requirement for 800 ha of employment lands, and one which provides for 1100 ha of employment lands.

NEW BUSINESS

***5. Letter dated March 3, 2009 from the Town of Oakville and the Resolution from Mayor Burton (Referred from Council Meeting of March 4, 2009**

RECOMMENDATION

1. THAT the letter dated March 3, 2009 from the Town of Oakville re: Sustainable Halton be received for information.

2. THAT the following motion introduced by Mayor Burton at the Council meeting of March 4, 2009 be received for information:

   a) THAT staff be directed to prepare as well an Official Plan Amendment in full compliance with the Places to Grow Act and Regulations, with the main map to show all Class 1, 2 and 3 farm land and the enhanced Natural Heritage System (NHS) by April to permit Council to consider it by the June 2009 deadline.

   b) THAT staff provide Council with the background data and the detailed calculations used to produce the land use, intensity and density assumptions for the Official Plan Review and in advance of any decisions on these items.

   c) THAT the enhanced NHS shall be kept out of the urbanized area."

* * * * * * * * *

COMMITTEE NOTES

MEMBERS PRESENT:	G. Carr, Regional Chair J. Taylor, J. Fogal (alternate for R. Bonnette), A. Elgar, B. Lee (left at 11:30 a.m.), G. Krantz (alternate for B. Lee)
REGRETS:	R. Bonnette
OTHERS PRESENT:	T. Adams, C. Best, R. Burton, R. Goldring, A. Johnston
STAFF PRESENT:	Pat Moyle, C.A.O. M. Meneray, H. Wong, J. E. MacCaskill, K. Oka, Dr. Nosal, S. Lathan

LOCAL MUNICIPAL STAFF:

Roman Martiuk, CAO Burlington
Dennis Perlin, CAO Halton Hills
Bruce McLean, Director of Planning Halton Hills
Mario Belvedere, CAO Milton
Mel Iovio, Director of Planning & Development Milton
Ray Green, CAO Oakville
Jane Clohecy, Commissioner of Planning & Development Oakville

There being no disclosures of pecuniary interest, the Committee proceeded with the regular order of business.

ITEM NO. 2

Ho Wong advised that the following presentations are meant to update members and are works in progress.

a) Draft Report - Natural Heritage System (NHS) Definition and Implementation

Brent Tegler from North South Environmental gave a presentation to provide an understanding of how the NHS has been developed and to lay out a framework to guide the implementation of the system. A copy of the presentation is attached. Councillor Elgar requested that the NHS map be overlaid on Map 1 (regulatory map) in the Official Plan. Mr. Wong responded that the challenge is, if we are going to introduce the NHS map on top of the regulatory map, it is difficult to explain the uses to the public and suggested that this map be introduced into the Official Plan as the concept of the NHS but implementation will be through the local level. The local planning officials agreed that the policy framework is important in the Official Plan and should include how to interpret the maps. Councillor Taylor suggested that the maps not be overlaid but are numbered as equivalent maps and that an explanation of the maps is included in the policy statement.

RECOMMENDATION

THAT the Inter-Municipal Liaison Committee recommends to the Planning and Public Works Committee that staff identify, either through overlays or a series of policy maps, the Natural Heritage System so that it is given equal status to the regulatory Map 1 of the Official Plan.

CARRIED

b) Draft Report – Land Evaluation and Area Review (LEAR) Report and Agricultural Countryside Vision

Gena Ali, Halton Policy Analyst, gave a presentation on the LEAR Report which is a provincially endorsed process for identifying prime agricultural areas and the Agricultural Countryside Vision. A copy of the presentation is attached. The following are the results of LEAR:

- Halton has the potential to support a permanent and successful agriculture sector;
- Identified Prime Agricultural Areas throughout Halton
- HAAC feels the LEAR was conducted properly, applied correctly and well explained.

The next steps would be:

- HAAC providing comments
- Staff invited to a meeting with Halton Federation of Agriculture on March 16th
- Received feedback from local partners and agencies
- Draft reports will be finalized with IMLC & HAAC input
- Release to public in April for general consultation.

The following comments were made:

- Councillor Elgar suggested that there should be mapping of Class 1, 2 and 3 lands
- Councillor Fogal would like to see the designation of permanent agricultural lands
- Councillor Taylor commented on the continuation of the local municipalities putting in place policies to allow on-farm businesses
- Councillor Taylor commented that the on-farm uses contravened the zoning by-laws

RECOMMENDATION

THAT the Inter-Municipal Liaison Committee recommends to the Planning and Public Works Committee that mapping of Class 1, 2 and 3 lands, either through overlays or a series of policy maps, be developed for the public consultation.

CARRIED

c) Draft Report – Aggregate Policy Framework

A representative from Meridian Planning Consultants Inc. gave a presentation outlining the intent of the project, the process to date, the draft framework and the next steps. A copy of the presentation is attached. The following comments were made:

- Councillor Taylor agreed with the monitoring and rehabilitation plan but made the following suggestions:
  - the grandfathering standards should be amended
  - there should be distance separators
  - the quarries need to be close to main arterial roads for transportation.

- Councillor Elgar suggested the mapping should include the candidate significant wetlands and the boundaries for an aggregate industry.
- Councillor Fogal commented on the long term monitoring and suggested that policies be put in place concerning the degree of management.
- Councillor Lee did not agree with the distance separators for all locations
- The local planners will be submitting their comments to the Technical Committee.

d) Draft Report – Master Plan of Archaeological (AMP) Resources (2008 Update)

The consultant gave an overview of the Archaeological Master Plan which was developed by Dr. Williamson. A copy of the presentation is attached. The consultant commented that the master plan is a confidential document to protect the integrity of the sites and prior to any subdivision application an archaeological assessment is required. Councillor Elgar expressed concern that this information should be made available to members.

ITEM NO. 3

A copy of the presentation entitled "Urban Land Need Calculations" was distributed and is attached. The following comments were made:

- Councillor Taylor suggested that the 1100 ha employment land option be referred to the Planning and Public Works Committee for further discussion.
- Councillor Elgar received confirmation from the Commissioner that a compliant option would be brought forward.
- Dennis Perlin commented on the need for assessment as well as the jobs and that the .5 ratio can not be achieved in Halton Hills.
- Ray Green stated that as professional planners in Oakville, they do accept that their job is dealing with a conformity exercise.
- Mel Iovio requested that Hemson re-evaluate the 37 ½ employees per hectare.
- Chair Carr suggested that staff meet with the Councillors concerning the calculations.

Chair Carr requested that the local municipalities submit their comments in writing in order for them to be considered by the Planning and Public Works Committee and requested that the Towns of Halton Hills and Milton consider passing a resolution.

ITEM NO. 4 – Fiscal Impact Analysis – for Discussion

Jane MacCaskill commented that the financial analysis was originally defined as a fiscal impact analysis that would provide high level comparative impacts and high level indication of issues related to the financial implementation of the concepts. In order to undertake the fiscal analysis staff require clear definitions and scenarios. Given the timing of the information being finalized, it will not be possible for staff to have that fiscal analysis completed. However, a comparative analysis related to capital costs could be available in the April timeframe for the concepts and

scenarios currently defined. Staff could continue to prepare a fiscal impact analysis for the Fall based on the preferred concept identified in June and the information could be used in the development and further strengthening of Halton's existing Official Plan policies concerning financing plans. Staff requested confirmation of this approach. Pat Moyle confirmed that a high level financial analysis will be prepared.

Dennis Perlin commented that Regional Council will make a decision based solely on Regional issues related to the financial cost and that this exercise should also be dealing with the four local municipalities. The fiscal impact analysis must be done on all services and that it would be an integrated effort including the local services.

Mark Meneray assured members that it is not the intention that the fiscal analysis will affect the evaluation framework. This is only one of several factors that will be considered in the final decision.

+ It was agreed that future IMLC meetings would be scheduled to commence at 1:00 p.m., after Regional Council meetings.

Adjournment: 4:50 p.m.

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