

Report To:	Regional Chair and Members of Regional Council
From:	Bob Gray, Commissioner, Legislative and Planning Services and Corporate Counsel
Date:	July 7, 2021
Report No:	LPS60-21
Re:	Adoption of Regional Official Plan Amendment (ROPA) 48 - "An Amendment to Define a Regional Urban Structure"

## RECOMMENDATION

1. THAT pursuant to Section 17 and 26 of the *Planning Act*, Regional Council adopt Regional Official Plan Amendment No. 48 - "An Amendment to Define a Regional Urban Structure", being Attachment #1 to Report No. LPS60-21.
2. THAT the Director of Legal Services prepare the necessary By-laws to give effect to Recommendation No. 1 above and forward the necessary documentation to the Minister of Municipal Affairs and Housing for his approval of Regional Official Plan Amendment No. 48.
3. THAT the Regional Clerk give notice of the adoption of Regional Official Plan Amendment No. 48 in accordance with the provisions of the *Planning Act* and its regulations.
4. THAT the Regional Clerk forward a copy of Report No. LPS60-21 to the City of Burlington, the Town of Halton Hills, the Town of Milton, the Town of Oakville, Conservation Halton, Credit Valley Conservation, the Halton District School Board, and the Halton Catholic District School Board.

## REPORT

### **Executive Summary**

- The purpose of the report is to recommend to Regional Council the adoption of Regional Official Plan Amendment (ROPA) No. 48 - "An Amendment to Define a Regional Urban Structure" provided as Attachment #1 to this report.

- ROPA 48 is informed by significant consultation and engagement framed by the Regional Urban Structure Discussion Paper and Supplemental Discussion Paper on the Burlington Urban Growth Centre and Major Transit Station as well as other aspects of the Regional Official Plan Review (ROPR). It advances policies and mapping for Urban Growth Centres, Major Transit Station Areas, Regional Nodes and strategic employment conversions that implement a Regional Urban Structure for accommodating growth and intensification in strategic growth areas as required by the Growth Plan, 2019 as amended.
- ROPA 48 is the first amendment to the Region's Official Plan advanced as part of the Region's Municipal Comprehensive Review under section 26 of the *Planning Act*.
- Consultation has occurred since July 2020 on the discussion papers, with a series of Public Information Centres (PIC), stakeholder meetings, online surveys and email submissions and the specific requirements of section 26 of the *Planning Act*. A summary of the input received through this consultation period is provided as Attachment #2.
- Following Regional Council's direction to release Draft ROPA 48 for consultation in February through Report No. LPS17-21, a PIC on Draft ROPA 48 was held on June 9, 2021 and a Statutory Public Meeting was held on June 16, 2021. Comments received on Draft ROPA 48 are summarized in this report and included in full in the response document provided as Attachment #3 and #4 to this report.
- For the reasons outlined in this Report, staff recommend ROPA 48 be adopted by Regional Council and forwarded to the Minister of Municipal Affairs and Housing for a decision.

## Background

Through Report No. LPS84-20 in September 2020, Regional Council directed staff to prepare an initial scoped Regional Official Plan Amendment (ROPA), under section 26 of the *Planning Act* that would advance certain strategic local municipal planning priorities related to urban structure that are required to achieve conformity with the Growth Plan, 2019 as amended. These urban structure elements were presented in the Regional Urban Structure Discussion Paper and the Supplemental Discussion Paper on the Downtown Burlington Urban Growth Centre and Major Transit Station Area that formed the basis for public consultation through the fall of 2020.

Through Report No. LPS17-21 in February 2021, Regional Council authorized the release of Draft ROPA 48 to initiate the statutory public process required by the *Planning Act*, including circulation to the Minister of Municipal Affairs and Housing for the purpose of fulfilling the requirements under subsection 17(17.1) of the *Planning Act*. The Minister of Municipal Affairs and Housing, as the approval authority of all section 26 amendments,

has confirmed that municipalities may advance a phased approach to municipal comprehensive reviews through multiple official plan amendments. Under subsection 17(36.5) of the *Planning Act*, the Minister's decision cannot be appealed.

Additional elements of Growth Plan conformity that are not covered in ROPA 48 and will be considered through the balance of the ROPR. The consideration for potential settlement boundary expansions, growth allocations to the local municipalities, and assessment of a broader range of employment area conversions, will be considered comprehensively through the remaining Integrated Growth Management Strategy work for the ROPR.

### ROPA 48 Overview

By way of overview, ROPA 48 (provided as Attachment #1 to this report) consists of the following policy and mapping changes:

- **Population and Employment Targets**
  - Updates population and employment allocations to Halton Region to 2051 by the Growth Plan, 2019 as amended;
  - Identifies specific minimum density targets for Major Transit Station Areas (MTSAs);
  - Identifies general targets for a proportion of residents and jobs within MTSAs and Primary Regional Nodes.
- **Urban Growth Centres (UGCs)**
  - Refines/adjusts boundaries of the UGCs for Burlington, Milton and Midtown Oakville;
  - Makes minor changes to UGC policy framework to conform to the Growth Plan, 2019 as amended.
- **Major Transit Station Areas (MTSAs)**
  - Delineates the boundaries of five MTSAs (Bronte GO, Appleby GO, Aldershot GO, Georgetown GO and Acton GO);
  - Adds a policy framework for MTSAs and establishes Protected MTSAs under Section 16(15) of the *Planning Act*; and,
  - Adds a policy framework to recognize proposed Major Transit Stations.
- **Regional Nodes**
  - Recognizes Regionally-significant Strategic Growth Areas and adds a policy framework for Primary and Secondary Regional Nodes to support the Region's hierarchy of strategic growth areas.

- **Employment Area Conversions**
  - Advances a set of employment conversions that support the Regional Urban Structure and Local Urban Structure.
- **Employment Planning & Land Use Compatibility Policies**
  - Identifies a policy framework to ensure appropriate mix of residential and employment uses in strategic growth areas and to recognize the importance of existing employment uses and requirements for land use compatibility.
- **Mapping Updates**
  - Adds a new Map 1h that establishes a Regional Urban Structure
  - Adds a new Map 6 series that delineates the boundaries of MTSAs; and,
  - Makes updates to Maps 1, 1C and 3 to reflect the Regional Urban Structure.

The contents of the report below provides an overview of the public consultation that has occurred to inform Regional staff's final recommendations on ROPA 48. This includes a summary of the comments received through the public consultation period and policy analysis of how the amendment achieves conformity with the Growth Plan, 2019 and is consistent with the Provincial Policy Statement, 2020.

## **Discussion**

### Public Consultation

ROPA 48 has been informed by public consultation that has occurred since the release of the Regional Urban Structure Discussion Paper July 2020. This includes:

- A virtual PIC on September 10, 2020 on the Regional Urban Structure Discussion Paper;
- Advisory committee and stakeholder meetings conducted through the Fall of 2020;
- Two PICs held on November 19, 2020 and November 25, 2020 on the Supplemental Discussion Paper on the Burlington Urban Growth Centre and Major Transit Station Area;
- A series of meetings held with Regional and City advisory committees and stakeholders through to December, 2020;
- A PIC for Draft ROPA 48 held on June 9, 2021, which provided the public a chance to review information on the amendment, provide input and ask questions; and
- A virtual Statutory Public Meeting held prior to the meeting of Council on June 16, 2021;
- Consultation was undertaken and a special meeting was held on November 18, 2020 in accordance with subsection 26(3) of the *Planning Act*.

In order to obtain public feedback, notification of engagement opportunities was provided through email group list distribution, social media, and website updates. Notice of the

PIC and Statutory Public Meeting was provided in accordance with the *Planning Act* and its regulations and advertised in the four local newspapers.

Since commencing consultation on the Regional Urban Structure Discussion Paper and Supplemental Discussion Paper in the fall of 2020, and through the consultation on draft ROPA 48, public feedback was received through email submissions, survey responses, PICs, and the Statutory Public Meeting. In total, 91 written submissions were received from stakeholders and public agencies since consultation began in 2020. A summary of the comments received through the consultation on the Regional Urban Structure and Supplemental Discussion Paper from the July 2020 release of the Regional Urban Structure Discussion Paper to December 22, 2020 are provided in Attachment #2.

Since the release of Draft ROPA 48 for the purposes of public consultation in February 2021, the Region has received 43 submissions. These comments, along with Regional staff's response, are set out in the response document provided as Attachment #3 to this report.

The draft amendment is required to be circulated to a list of prescribed agencies, as required by subsection 17(15) paragraph b) of the *Planning Act*. Draft ROPA 48 was circulated to the list of prescribed agencies under subsection 3(9) of O. Reg. 543/06 on March 9, 2021. Following the circulation to the prescribed agencies, including the Ministry of Municipal Affairs and Housing (MMAH), the Region received 17 written comments. These comments, along with Regional staff responses to these comments, are set out in the response document provided as Attachment #4 to this report.

As noted in Report No. LPS49-21, input from the local municipalities has played an important role in shaping ROPA 48. Local planning staff have provided input and recommendations to ensure the policy framework supports the local plans and priorities. Regional staff have considered the full range of comments received from each local municipality. A high level summary of the issues and how ROPA 48 is modified to address them is provided below. A detailed response to the comments received by the local municipalities is provided in Attachment #4.

MMAH provided comments through a letter dated June 7, 2021 and recognized that ROPA 48 implements components of the Regional Urban Structure through a phased approach and the subsequent amendment implementing the balance of the ROPR would be presented at a later date. MMAH's comments are summarized below and included in Attachment #4 with a response to the comments received.

A summary of the key comments and a description of some changes made to ROPA 48 as a result of feedback is provided below:

### ***Urban Growth Centres/Major Transit Station Areas***

Comments received related to Urban Growth Centres or Major Transit Station Areas include the following:

- Concerns were provided opposing the adjustment to the Burlington Urban Growth Centre boundary suggesting the adjustment was not in conformity with provincial plans and would halt development in the existing downtown area resulting in a negative effect on the availability and affordability of housing supply in Burlington. Section 5.2.2.1 of the Growth Plan, 2019 states that to implement the plan, the Minister will, in collaboration with other Ministers of the Crown where appropriate, identify, establish or update the size and location of the urban growth centres.
- MMAH acknowledged the adjusted boundary of the Burlington Urban Growth Centre and recognized that the Growth Plan, through Section 5.2.2.1 provides the ability for the Minister to identify, establish or update the size and location of UGCs. This is further supported by their June 15, 2021 announcement when the Minister of Municipal Affairs and Housing confirmed that, in accordance with section 5.2.2.1, that the Region would be able to adjust the boundary of the Urban Growth Centre in the City of Burlington to focus growth and intensification around the Burlington GO Major Transit Station Area.
- Verbal and written comments were provided through delegations at the June 16, 2021 Statutory Public Meeting that raised concerns about the delineation and density target established for the Georgetown GO MTSA in ROPA 48. Given the level of anticipated service for the Kitchener GO line, a 77 hectare delineated boundary for the Georgetown GO MTSA was established, in consultation with local municipal staff and supported by the Town's Georgetown GO Secondary Plan and Intensification Strategy. The Georgetown GO MTSA delineated boundary has an existing density of 68.8 people and jobs per hectare and a minimum density target of 100 people and jobs per hectare is identified in ROPA 48. It is anticipated that the target would be met beyond the 2051 horizon of the plan. The minimum density target established for the Georgetown GO MTSA in ROPA 48 is a target that must be planned for but does not have to be achieved within the horizon of the updated Regional Official Plan. ROPA 48 policies direct the local municipalities to implement detailed official plan policies or area specific plans that would identify the more specific detailed land use policies to plan the most appropriate locations for intensification, infilling and redevelopment while also recognizing that there will be some areas that have limited opportunities for intensification such as stable low density residential neighbourhoods. A new objective is added to Section 81(7) that maximizes the number of potential transit users within walking distance of a station while considering contextually appropriate intensification opportunities within stable residential neighbours as determined through the preparation of Area Specific Plans.
- MMAH encouraged the Region to explore whether the delineation of MTSA's on the Priority Transit Corridor could be broadened to include adjacent low-density neighbourhoods to ensure that the delineations capture the potential number of transit uses within walking distance of the station and encouraged a broader range of low rise housing types in these established neighbourhoods. This would apply

to the stations on the Lakeshore West GO line (Midtown Oakville, Bronte GO, Appleby GO and the Burlington GO). Section 2.2.4.2 of the Growth Plan directs the upper-tier, in consultation with the lower-tier to delineate the boundaries of major transit station in a manner that maximizes the size of the area and the number of potential transit users that are within walking distance of the station. The Region’s MTSA delineation methodology and draft delineated boundaries as presented in the Regional Urban Structure paper was developed in consultation with the local municipalities, supported by local plans and studies and were part of an extensive public consultation program to engage the community for feedback. The Region’s methodology excluded established areas, including low density mature residential neighbourhoods that were not anticipated to accommodate growth and intensification. The areas excluded, based on the local context of the station, were not anticipated to change in a manner that would increase the permeability, accessibility and connectivity to the station. The areas excluded were often constrained due to the existing block patterns (e.g. long blocks with few connections) and built form conditions (e.g. rear lotting).

- ROPA 48 establishes a policy framework to identify Proposed Major Transit Station Areas. MMAH has requested that the Region provide clarity in ROPA 48 to differentiate between Proposed Major Transit Stations (as identified in the Region’s current Official Plan) and Proposed Major Transit Station Areas. A station can only be identified as a Major Transit Station Area once it is delineated and assigned a target. Policies have to be added to clarify proposed Major Transit Stations that have not been delineated and Major Transit Station Areas that have been delineated on Map 6.
- A number of requests were received seeking adjustments to the boundaries of the Urban Growth Centres and Major Transit Station Areas identified in ROPA 48. A summary of these requests and the associated recommendations is provided in the table below. Detailed responses to these requests are documented in Attachment #3.

<b>UGC/MTSA</b>	<b>Area Requested</b>	<b>Recommendation</b>
Midtown Oakville UGC	435 Reynolds Avenue	Adjusting the boundary to include this property is not recommended.
Bronte GO MTSA	2284 & 2300 Speers Road	Adjusting the boundary to include these properties is not recommended.
Appleby GO MTSA	4450 Paletta Court	Adjusting the boundary to include this property is not recommended.
Downtown Burlington UGC/MTSA	777 Guelph Line	Adjusting the boundary to include this property is not recommended.

<b>UGC/MTSA</b>	<b>Area Requested</b>	<b>Recommendation</b>
Downtown Burlington UGC/MTSA	104-1076 AND 1041-1077 Brant Street, 1435 Leighland Avenue and 2006 Churchill Avenue	Adjusting the boundary to include these properties is not recommended.
Downtown Burlington UGC/MTSA	1376-1382 Plains Road	The western edge of the boundary is adjusted to align with the parcel fabric to include the property at 1376 Plains Road.
Aldershot MTSA	1097, 1107 and 1135 Gallagher Road	Adjusting the boundary to include these properties is not recommended.
Aldershot MTSA	1200 King Road	Adjusting the boundary to include this property is not recommended.
Milton UGC/MTSA	45 Bruce Street	It is recommended to adjust the boundary to include the property at 45 Bruce Street.

No other changes have been made to ROPA 48 related to UGCs and MTSA as a result of the comments received through the public consultation process. A more detailed response to these public comments are provided in Attachment #3.

***Regional Nodes***

A submission was received with respect to identifying the Neyagawa Urban Core as a node within the Regional Urban Structure and suggested that that level of planning is more appropriate for the local municipalities. The identification of regionally significant nodes in ROPA 48 is supported by local urban structures within local plans. These nodes will form part of the hierarchy of strategic growth areas with the Regional Official Plan and have been identified as areas to direct growth and intensification at a scale appropriate for their context. Therefore, no changes have been made to ROPA 48 in response to this submission. The Neyagawa Urban Core is identified as a Primary Regional Node in the Regional Urban Structure in ROPA 48.

***Employment Area Conversions***

The conversion of land within the Region’s Employment Areas has been a consideration in the Integrated Growth Management Strategy (IGMS) and municipal comprehensive review process. The Regional Urban Structure Discussion Paper outlined the approach to considering employment conversions, based on the policies in the Regional Plan and the Provincial Growth Plan. Following this, the Growth Concepts Discussion Paper presented an initial assessment of the conversion requests received, identifying Regional staff’s position on the requests (supported, not supported, or requiring further analysis)



as well as how they could be advanced through the IGMS process. The Discussion Paper supported the following conversions and recommended their inclusion in ROPA 48:

- **Burlington** – Aldershot GO MTSA Lands; Downtown Burlington UGC / Burlington GO MTSA Lands; 238 Sumach Drive; 2258 Mountainside Drive; 800 Burloak Drive
- **Halton Hills** – Acton GO MTSA Lands; 344 Guelph Street
- **Milton** – Milton Education Village (North); Meritor Lands; Bronte/Main Lands
- **Oakville** – Hospital District; Palermo Village; Bronte GO MTSA (Initial Area); Oakville Place

#### Milton Education Village & Agerton Employment Area Conversions

Through Report No. LPS17-21, Regional Council directed staff to include the conversion of the southern portion of Milton Education Village (MEV) as well as the southern portion of the Agerton Secondary Plan area in Draft ROPA 48 and to work with Town of Milton staff to frame the supporting rationale and basis for inclusion of these areas.

Regarding the MEV lands, ROPA 48 proposes to convert the remaining lands in the southern part of the MEV. These lands were originally identified as requiring further analysis in order to more fully understand potential impacts to the Region's supply of land over the 2051 planning horizon, the ability to achieve Regional employment targets, and/or the overall viability of the Regional Employment Areas. Further analysis was also required to confirm the demonstrated need for the conversion on the basis of its strategic location and strategic opportunity to contribute to key strategic growth management objectives. For reference, the northern portion of the MEV was supported in the Growth Concepts Discussion Paper and included in Draft ROPA 48. These lands are also now subject to a Minister's Zoning Order (MZO) issued in June 2021.

Based on further discussion with Town staff and an understanding of the relationship of the southern lands to the broader vision for the MEV Secondary Plan, it was determined that the conversion would enable strategic opportunities for growth that support the Regional and Local Urban Structure, in particular, by contributing to strategic growth management objectives such as accommodating significant population growth, supporting post-secondary education, achieving density targets within strategic growth areas, and optimizing the use of infrastructure and transit. Although these specific lands are not anticipated to accommodate employment uses following a conversion, the MEV lands overall are being planned comprehensively to accommodate a significant amount of employment. Town of Milton has identified the potential for MEV to accommodate 3,659 jobs to the 2031 planning horizon with the potential for additional growth over the long-term.

Regarding the Agerton lands, ROPA 48 proposes to convert the Agerton employment area that is west of Trafalgar Road. The conversion of the Agerton employment area east Trafalgar is proposed to be considered as part of the balance of the IGMS. There are number of reasons for this approach.

The Agerton lands were originally identified as requiring further analysis in order to more fully understand whether the conversion would have the potential to adversely impact the Region's supply of land over the 2051 planning horizon and the ability to achieve Regional employment targets. Further analysis was also required to confirm that there was a demonstrated need for the conversion on the basis of its strategic location and strategic opportunity to contribute to key strategic growth management objectives and to assess how the conversion relates to the lands to the north owned by Canadian Pacific Railway from a compatibility perspective.

The lands west of Trafalgar Road are located in the vicinity of the Proposed Trafalgar GO Station as identified in the Regional Urban Structure and conversion could enable strategic opportunities for growth that would support the Regional and/or Local Urban Structure by contributing to strategic growth management objectives such as accommodating significant population and employment growth and achieving density targets within strategic growth areas. As a result, Regional staff are of the opinion that the conversion of the lands west of Trafalgar Road to enable development that accommodates residential and employment growth following conversion is supportable and recommended that this conversion be advanced as part of ROPA 48.

The basis of Regional Council's direction to move forward with ROPA 48 was to advance select local municipal planning priorities related to urban structure including advancing an initial set of strategic employment land conversions required for fully implementing local municipal plans and priorities related to growth and intensification and which support the Regional Urban Structure. Given the scale of the Agerton request, its strategic location in relation to goods movement facilities, and that it currently functions as part of the Region's supply of vacant employment land available to accommodate employment growth in the Region, the conversion of the entirety of the lands requires further consideration to understand the potential impacts to the Region's supply of land required for employment purposes over the 2051 planning horizon. As a result, the conversion of the Agerton lands east of Trafalgar through ROPA 48 is not recommended by Regional staff as it would be more appropriate to continue considering this conversion through the balance of the IGMS and the development a Preferred Growth Concept.

#### *Additional Conversions Requested Through ROPA 48*

A number of comments were also received seeking support for additional employment conversions to be supported and included in ROPA 48. These include submissions on conversion requests reported on through the Growth Concepts Discussion Paper as well as new or revised conversion requests:

- A conversion request for the area to the north of the Palermo Village Primary Regional Node in Oakville;
- Conversion requests for the lands in the area of the Neyagawa Urban Core Secondary Regional Node in Oakville, from both the Town of Oakville and landowners in the area;

- A conversion request from the Town of Oakville for the balance of the lands identified within mixed use designations within the Bronte GO MTSA;
- Conversion requests for lands located at 1200 King Road, 3309 Harrison Court, 4450 & 4480 Paletta Court, and lands located on Upper Middle Road and Mainway in the City of Burlington.
- A conversion request for the lands at 4103 Palladium Way in the City of Burlington.
- A request from the City of Burlington to advance the conversion for the lands located at North Service Road and Industrial Street through ROPA 48.
- A request from the Halton District School Board (HDSB) to advance the conversion for the lands located at Sixth Line and Burnhamthorpe Road through ROPA 48.

The following conversion requests have been reviewed and are now proposed to be advanced as part of ROPA 48:

- Request B-18 located at 4103 Palladium Way in the City of Burlington. The Growth Concepts Discussion Paper identified this conversion as requiring further analysis to determine whether residential uses would introduce additional land use compatibility concerns in comparison to the existing permissions for institutional uses, whether there are any viability impacts due to the associated removal of 4085 Palladium Way from the Employment Area overlay, and whether there are implications for the Regional policy framework for institutional uses and other sensitive land uses within the Employment Area.

Through the review of land use compatibility considerations in the context of existing long-term care facilities and retirement homes elsewhere in Halton, and submissions by the proponent regarding land use compatibility, Regional staff are of the opinion that the introduction of a retirement home to these lands would be unlikely to introduce additional compatibility or viability concerns in comparison to the limitations that already exist as a result of the existing permissions for a long-term care facility. This will also be confirmed through the local planning process. The associated removal of 4085 Palladium Way from the Regional Employment Area in order to maintain a logical boundary is also not anticipated to cause any adverse impacts to the viability of the remaining employment area. Regional staff note that there is an opportunity through the MCR to consider the Regional policy framework for institutional uses within the Employment Area to ensure that there is adequate direction on avoiding, minimizing, and/or mitigating adverse impacts to existing and planned major facilities in accordance with Provincial plans, policies, and guidelines

Given the site's context and the relatively small-scale of the subject lands, as well as the community benefit and timeline constraints in relation to Provincial funding, it is recommended that this conversion be advanced as part of ROPA 48.

- Request O-17 located at Sixth Line and Burnhamthorpe Road in the Town of Oakville. This request was identified and supported in the Growth Concepts Discussion Paper, but was recommended to be advanced as part of the Preferred Growth Concept. A submission from the HDSB received June 16, 2021 indicated that HDSB's initial site

for a secondary school in the North East Oakville Secondary Plan was no longer viable and that in January 2021 HDSB began a due diligence process to identify an alternate site. Following evaluation of three potential sites, the lands subject to conversion request O-17 were identified as most optimal in meeting secondary school needs in the area. Given the public interest in providing and advancing community facilities in the North East Oakville Secondary Plan area and the lack of impact to the overall land supply, it is recommended that this conversion be advanced as part of ROPA 48.

- Request O-06 in relation to the Bronte GO MTSA in the Town of Oakville. The Growth Concepts Discussion Paper identified support for the conversion of an initial area within the Bronte GO MTSA and identified the need for further analysis related to the remaining areas to determine whether the conversion would have the potential to adversely impact the Region's supply of land required for employment purposes over the 2051 planning horizon, the ability to achieve Regional employment targets, and/or the overall viability of the Regional Employment Areas. Further analysis was also required to confirm that there was a demonstrated need for the conversion on the basis of its strategic location and strategic opportunity to contribute to key strategic growth management objectives and to assess land use compatibility considerations.

Given the scale of the Bronte GO request, its strategic location in relation to goods movement facilities, and that it currently functions as part of the Region's supply of employment land, the conversion of the entirety of the lands could have the potential to adversely impact the Region's supply of land required for employment purposes over the 2051 planning horizon. As a result, the conversion of the entirety of the lands is not recommended. However, analysis by the Town of Oakville, as well as through the IGMS process, has identified the potential for the Bronte GO MTSA lands to accommodate significant employment growth following a conversion. A draft official plan amendment prepared by the Town would continue to provide opportunities for employment uses in a mixed use context, particularly within the 'Urban Centre' and 'Urban Core' land use designations. On this basis, Regional staff recommend the conversion of only those lands designated 'Urban Centre' and 'Urban Core'. The remaining lands in the Bronte GO MTSA are designated for employment uses in the draft official plan amendment which align with the permitted uses in the Regional Employment Area and as a result, these lands are recommended to be retained within the employment area.

Given the strategic importance of these lands within a Major Transit Station Area on a Priority Transit Corridor and their role as part of the Regional and Local Urban Structures, it is recommended that this conversion be advanced as part of ROPA 48.

As noted above, a number of other submissions received on Draft ROPA 48 requested additional conversions to be supported and included as part of ROPA 48. Given the scope of ROPA 48 and its focus on limited employment conversions that reflect key local municipal planning priorities, these requests will continue to be considered through the broader IGMS process, with recommendations provided as part of a Preferred Growth Concept.

### MMAH Comments on Conversions

MMAH provided comments on ROPA 48 with respect to conversions and requested further information on the draft Land Needs Assessment work and how it considers the cumulative impact of the conversions on the Region's long-term supply of employment land and the land needed to accommodate forecasted growth to 2051.

It is important to note that all of the conversions advanced as part of ROPA 48 are located within a Strategic Growth Area identified as part of the Regional Urban Structure and/or represent a key redevelopment opportunity also supportive of the Regional and Local Urban Structures. The strategic nature of these conversions is also supported by the policy framework in ROPA 48, which requires that development criteria be established to ensure that the redevelopment retains space for a similar number of jobs and that within Strategic Growth Areas, an appropriate proportion of residents and jobs is achieved over the long-term. These lands will continue to play an important role in accommodating employment growth in Halton.

As part of the Growth Concepts Discussion Paper, Appendix B included initial Land Need Assessment work as well as local municipal allocations of growth. This work considered the initial assessment of conversion requests as detailed in Appendix C.2 to the Growth Concepts Discussion Paper and identified a potential range of land needed to accommodate employment growth to 2051. Additional analysis related to the employment conversions included in ROPA 48 and their relationship to the IGMS and municipal comprehensive review process is provided in Attachment #6 to this report.

### ***Land Use Compatibility***

Comments received related to land use compatibility include the following:

- The need to ensure the compatibility policies in ROPA 48 conform to and are consistent with the Growth Plan and the PPS, 2020 and accurately identify the requirements related to major facilities and sensitive land uses.
- The need to ensure consistency and alignment with the PPS by replacing “mixed use area” with “sensitive land uses” and include a definition of Major Facilities.
- The need to provide greater clarity in terms of the cross-references to land use compatibility policies and required studies in the context of strategic growth areas.

These comments have been addressed in the version of ROPA 48 recommended for adoption as follows:

- Section 79.3(12) has been revised to ensure consistency with the PPS, 2020.
- Section 83.2(7) has been revised to identify the local Area-Specific Planning process and to clarify terminology and policy direction.

- A new definition for “major facilities” has been added and other terminology updated to ensure alignment with Provincial plans and policies.

### ***Population and Employment Targets***

A number of comments were received related to the population and employment targets and target proportion for SGAs identified in ROPA 48. These include:

- Concerns over the establishment of the target proportion of residents and jobs for strategic growth areas and requests from the local municipalities for flexibility for implementation.
- Request from MMAH to provide additional rationale for the alternative target for the Appleby GO station. The Growth Plan allows the upper-tier municipalities to identify an alternative target for a major transit station area, provided that the need is demonstrated in accordance with the policies of the Growth Plan and subject to Minister approval. ROPA 48 is requesting an alternative target of 120 people and jobs per hectare for the Appleby MTSA. Attachment #5 to this report provides the rationale to support the alternative target request for the Appleby GO MTSA.
- Request to update the proportion of residents and jobs identified for the Milton UGC/MTSA to reflect the Town of Milton’s Mobility Hub Study Demonstration Plan.
- Concerns over identifying population and employment to 2051 Region wide in advance of local municipal growth allocations.

These comments have been addressed in the version of ROPA 48 recommended for adoption as follows:

- Modify Section 79.3(13) of ROPA 48 to ensure alignment with the language in the Growth Plan and to provide a more general direction regarding a target proportion of residents and jobs and greater flexibility for local municipal implementation.
- Modify Section 55 to provide clarification that the distribution of population and employment growth to 2051 to the local municipalities will be updated through the balance of the Municipal Comprehensive Review.
- Clarification that the proportional target identified in Table 2b can be refined by the local municipalities subject to Regional approval provided that the change does not compromise the Region’s overall growth strategy in the Regional Official Plan.
- Revisions to Table 2b to clarify the general nature of the target and updates to specific strategic growth area targets based on feedback from the local municipalities for the Milton Urban Growth Centre and Palermo Village, and/or to

achieve a greater level of consistency across the strategic growth areas and to reflect the general nature of the proportional targets.

### Conclusion

Regional staff is satisfied that ROPA 48 is consistent with the Provincial Policy Statement, 2020 and is in conformity to the Growth Plan, 2019 as amended, and has regard for matters of provincial interest for the reasons outlined in Attachment #7. Regional staff are also satisfied that ROPA 48 represents good planning and is in the public interest. On the basis of the information and analysis provided through Report No. LPS60-21, Regional staff recommend that ROPA 48, provided as Attachment #1 to this report, be adopted by Regional Council.

Following Regional Council adoption, ROPA 48 will be forwarded to the Minister of Municipal Affairs and Housing for approval. Under Section 17(36.5) of the *Planning Act*, the Minister's decision cannot be appealed.

## FINANCIAL/PROGRAM IMPLICATIONS

The current approved budget for T8021D (Regional Official Plan Update) includes sufficient funding to facilitate the ROPR.

Respectfully submitted,



Curt Benson  
Director, Planning Services and Chief  
Planning Official



Bob Gray  
Commissioner, Legislative and Planning  
Services and Corporate Counsel

Approved by



Jane MacCaskill  
Chief Administrative Officer

If you have any questions on the content of this report,  
please contact:

Curt Benson

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Attachments: Attachment #1 - Regional Official Plan Amendment (ROPA) 48 (Under Separate Cover)  
Attachment #2- Discussion Paper consultation summary (Under Separate Cover)  
Attachment #3 - ROPA 48 Public Submissions Response Document  
Attachment #4 - ROPA 48 Agency Response Document  
Attachment #5 - Appleby MTSA Alternative density target request  
Attachment #6 - Employment Conversion Analysis  
Attachment #7 - Provincial Plan Policy Analysis