



August 26, 2008

To: Gary, Carr, Halton Regional Chairman
Members of Halton Regional Council

Re: Meeting the Sustainability Challenge in Halton

SUDA has been observing the development of official land use and transportation plans across the Greater Toronto Area, including efforts by municipalities to conform to Places to Grow legislation. SUDA's focus is to foster a healthier natural environment by providing information about sustainable city-building. Our focus is a reflection of the deep concern of SUDA's Board members for the well-being of the residents of the Toronto region, including especially the children that will inherit the outcomes of decisions made today.

One aspect of sustainable urban development relates to greenfield development. We are finding that municipalities are targeting provincial minimum density standards for residential and employment development as being maximums, rather than evaluating whether higher densities are the appropriate municipal strategy for economic, environmental and social sustainability as municipalities grow. What is also unclear is the degree to which Councillors, Mayors and Regional Chairs recognize the importance of their decisions on the sustainability and well-being of their city or town.

The provincial minimum density standard of 50 residents and jobs per gross hectare for greenfield development falls well short of achieving sustainable urban development. It will result in excessive energy costs and loss of rural lands, and minimal potential for sustainable transportation.

These impacts are important reasons for significantly changing the way Halton Region grows over the next twenty-five years. Moreover, all of these reasons are linked to decisions made at local and Regional Councils, and affect the well-being of the people in your community. Some of the reasons for change include:

1. The availability and affordability of energy will become increasingly problematic, creating hardship for residents of your community.
2. The long term supply of agricultural lands, and food security for the GTHA, are rapidly being compromised by low density urbanization; populations are growing as foodlands shrink everywhere.
3. Many households are struggling with finances and family time due to costs of home ownership and daily travel times.
4. Car-dependency inherent in suburban living creates a multi-billion dollar annual drain on your local and regional economies; in Halton and in Ontario, almost all

motor fuels and approximately 85% of vehicles bought in your communities are imported.

5. Traffic is getting worse. Failure to plan for reductions in motor vehicles kilometers will increase hardship for residents.
6. Exclusionary housing policies are creating social divides and difficulty for residents and workers in municipalities across the GTA.
7. Air pollution from local transportation and industrial sources is damaging the health of people.
8. Greenhouse gases generated in Halton are increasing instead of decreasing, contributing to climate destabilization.
9. Per capita infrastructure costs are becoming very expensive.

Whether these problems are reduced or exacerbated depends a great deal on local decisions. For example, Halton Regional Council can determine the degree to which people can reduce their dependence on travel by personal automobile, through more aggressive transit expansion, densification and by better mixing of land uses. It also determines the degree to which housing is provided in more energy-efficient and demographically-appropriate forms. Halton Regional Council determines overall population and employment densities that either preserve or consume rural lands, and lengthen or shorten the time horizon of land supply for urban uses.

Generally speaking, we are observing that GTA municipalities, including the Regional Municipality of Halton, are failing to keep significant problems from getting worse. A number of factors are contributing to worsening conditions, including, among others, the following:

Assumptions about 'Local character': Some existing residents will inevitably see changes in or near their neighbourhoods as requirements for intensification and infill are implemented; this will require good design, and efforts by local government to demonstrate its many benefits. However, greenfield lands designated for growth at the fringes of your urban area are blank slates. Many opportunities exist for innovation and creativity; issues of existing 'local character' are much less relevant, especially at this critical time. For example, many current residents are concerned about preserving their rural lands, yet if plans are implemented to develop greenfield lands at or near minimum density standards, much of those lands will be rapidly lost.

Attitudes on tax levels: Municipalities often focus on short-term solutions in order to minimize property tax levels, and this sometimes prevents progress, such as on greenhouse gas emissions, traffic congestion and household travel costs. With regard to transportation, SUDA's has shown that while investment in the operation of public transit across the GTA is very low (only 2% of property taxes in Halton), there is a significant willingness on the part of the public to pay for better transit. As well, better policies on land development can be implemented at minimal cost.

Pressures from land developers: Municipalities control how much development occurs and what its form and shape will be. Unfortunately, land developers often have a disproportionate and unnecessary amount of influence on the decisions you make, and their preference is to build what has sold well in the past. Decisions made today by Council on the development of new communities will determine how well those communities will respond to critical needs of households. Adequately addressing what we see building in the 21st century – energy shortages, environmental damage, economic turbulence, etc. – is much more important than continuing outdated 20th 182

century practices. Truly sustainable communities for the future will also be highly marketable, providing healthy returns on investment for the land development industry.


The critical keys to success during this time of rapid urban growth are twofold, and interrelated: Significantly increasing urban densities in a pleasant, family-friendly and highly mixed-use manner, and investing in solutions that reduce total number of vehicle-kilometres even as population grows, including multiple expansions of public transit.

SUDA and other environmental organizations have suggested that the overall population and employment density for the urbanization of greenfield lands be at 100 or more per gross hectare, rather than the highly unsustainable 50 minimum set by Places to Grow legislation. Achieving a target of 100 (or 10,000 per square kilometre, excluding significant natural lands as identified in legislation) is quite achievable. New communities at these densities can be very pleasant places to live and work, and will produce a host of benefits to households, commerce, the environment, the overall community, and to government. (SUDA can provide examples.)

With regard to reducing vehicle-kilometres, more compact and highly mixed use land development than Halton is planning means that walking and bicycling would take a much greater share of all daily trips, and that the average trip length (the determinant of traffic volumes) taken by automobile will be shorter. It also means that much more intensive public transit services can be provided. Demand for transit will be reinforced by long term increases in gasoline prices. SUDA suggests that very aggressive, several-fold increases in transit services can be marketed to taxpayers and implemented during immediate planning horizons without significant funding from upper levels of government. Reducing motor vehicle kilometres is critical to reducing economic losses from high energy costs, improving affordability of travel for households, significantly reducing greenhouse gas emissions fro current levels, and alleviating traffic congestion.

The public depends on you and other members of Regional Council to provide leadership and appropriate action during this time of rapid change. *The official land use and transportation plans that are currently being revised to accommodate growth targets must not result in conditions becoming worse over time. SUDA recommends that you take steps to ensure that this end-result evaluation be done as soon as possible, and that critical targets be met.*

SUDA welcomes your comments and questions, and is available to meet with you to discuss these and related issues, or to provide Powerpoint presentations related to sustainable urban development. Please contact John Stillich, SUDA's General Manager, for more information.



John Banka
President, SUDA

c.c. SUDA Board of Directors
John Stillich, SUDA

file

September 3, 2008

Ms. Mary Lou Tanner
Director of Planning & Transportation Services and
Chief Planning Official
Legislative and Planning Services Department
Regional Municipality of Halton
1151 Bronte Road
Oakville, ON
L6M 3L1

RECEIVED

SEP 9 2008

HALTON REGION
PLANNING AND
PUBLIC WORKS DEPT.

Dear Ms. Tanner:

**Re: Sustainable Halton – Physical Structure Concepts 2021 – 2031
Maple Mist Development Corp.
Part of Lot 4, Concession 9
Town of Halton Hills (Esquesing)
Regional Municipality of Halton
Our File No.: 2008/31**

We are Planning Consultants for Maple Mist Development Corp. ("Maple Mist") which owns approximately 41 hectares (102 acres) of land located east of the Eighth Line, south of 5 Side Road and north of Steeles Avenue in the Town of Halton Hills. The property is situated mid-point between the existing Georgetown Urban Area and the (Highway) 401 Employment Corridor (see attached map). The property is legally described as Part of Lot 4, Concession 9 in the former Township of Esquesing, and now part of the Town of Halton Hills.

The subject property is situated within the "white belt" of the Growth Plan and is identified within the Primary Study Area to assess Halton's Growth to 2031. The Land Supply Analysis Technical Background Report provided for a range of urban land (i.e. 3,000 – 4,200 gross hectares) required to accommodate growth in Halton between 2021 and 2031. The refined concepts currently under discussion are based on the lower range of the anticipated urban land needs (i.e. 3,000 hectares). The deduction of natural heritage features from developable land does not appear to have been taken into account in the aforementioned figures.

We are writing with respect to two major areas of concern:

- Conclusions which propose that the Maple Mist lands remain Agricultural in the long term in conjunction with a "Continuous Farmland Connection to Greenbelt" overlay; and,
- Lack of recognition for future urban lands that will be required by longer-term growth and the potential for an insufficient amount of urban land necessary to accommodate growth, to be designated as part of the current Sustainable Halton exercise.

By concluding that lands south of Georgetown and north of the 401 Employment Corridor Area should remain agricultural, we believe the Region is being inconsistent with Provincial and Regional objectives of contiguous development and efficient use of infrastructure. The Maple Mist lands also lie within a "Continuous Farmland Connection to Greenbelt" overlay. While it is unclear as to whether this overlay is intended to become a designation within the Official Plan or simply a temporary identifier of existing conditions, based on conclusions reached within Working Paper #1, the "Continuous Farmland Connection to Greenbelt" overlay is being used as an "Urban Separator". While this concept has been used by Halton in the past, we believe it is now contrary to current policy objectives of compact, contiguous and efficient development.

We are concerned that conclusions reached to date and the "Continuous Farmland Connection to Greenbelt" overlay amount to a predetermination regarding the necessity of additional urban land by the removal of these lands from future urban assessment and development. We also note that this overlay is being applied, even though the identification and preservation of prime agricultural lands has not been determined relative to the refined concept plans according to Report PPW42-08.

It is inappropriate to consider or predetermine a continuous agricultural connection (or any landform permanence) at this stage without a better understanding of the agricultural potential coupled with the future urban land needs and a full understanding of net developable lands in light of limiting factors such as an enhanced Natural Heritage System. The "Continuous Farmland Connection to Greenbelt" overlay should therefore, be removed from any further growth options study so that the Maple Mist lands and surrounding area can be considered on their land use merits for future urban growth.

The Maple Mist property is located on the Eighth Line which is a key north-south transportation corridor linking the 401 Employment Corridor and the Georgetown community. The Eighth Line will likely emerge as a future transit corridor serving southern Halton Hills and the Georgetown communities. North-south corridors such as the Eighth Line will become very important transit linkages to connect the residential (i.e. Georgetown) and employment (i.e. 401 Corridor) sectors in the Halton Hills community. The Region has the ability to create an efficient transit and transportation system by taking advantage of opportunities to complete communities through the development of lands which lie adjacent to existing urban areas, infrastructure and employment generation.

While we recognize that not all white belt or primary study area lands can be identified as "Urban" at this time, we believe it is important to provide for and protect for the opportunity to achieve the upper range growth figure (i.e. 4,200 hectares) either through the enlargement of "Urban Land" within the refined concepts under discussion or alternatively through a policy framework and the identification of lands outside the refined concepts as "Future Urban". This identifies potential development lands at an early stage should the net growth areas, after non-residential take-outs, (e.g. natural heritage system, transportation corridors, institutional uses etc.) not be sufficient to accommodate projected growth. In our opinion, it is conceivable that both the lower and upper growth limits of 3,000 and 4,200 hectares may be inadequate and believe that it is inappropriate to not consider the benefits derived from providing growth between the existing Georgetown community and 401 Employment Corridor lands.

It would appear logical that there be a southerly expansion to the Georgetown Urban Area and that any further expansion of urban areas will be serviced by a lake-based servicing system. This servicing system would logically be located in an infrastructure corridor extending northerly from the south. It would be prudent for the Region to ensure that this infrastructure has sufficient critical mass of urban land to finance such an undertaking. The Maple Mist lands are ideally positioned within such a corridor.

In conclusion, we believe that it is premature to potentially eliminate the subject lands for future urban use through the identification of a continuous farmland connection as it purports to eliminate future growth opportunities through the identification of an additional rural function that already exists to the north within the Greenbelt. Furthermore, it is not possible at this stage to fully determine whether 3,000 or even 4,200 hectares is sufficient given the uncertainty with respect to net developable areas, ability to achieve projected growth targets and the extent of natural heritage features/enhanced natural heritage system. As such, the Maple Mist lands should be identified as Future Urban and consideration should be given to a policy framework for more detailed planning and development of these lands.

Thank you for your consideration of this matter. We will contact you shortly to arrange a meeting so that we may discuss our submission in greater detail. In the meantime, we ask that you notify us of any future meetings/reports with respect to the Sustainable Halton process.

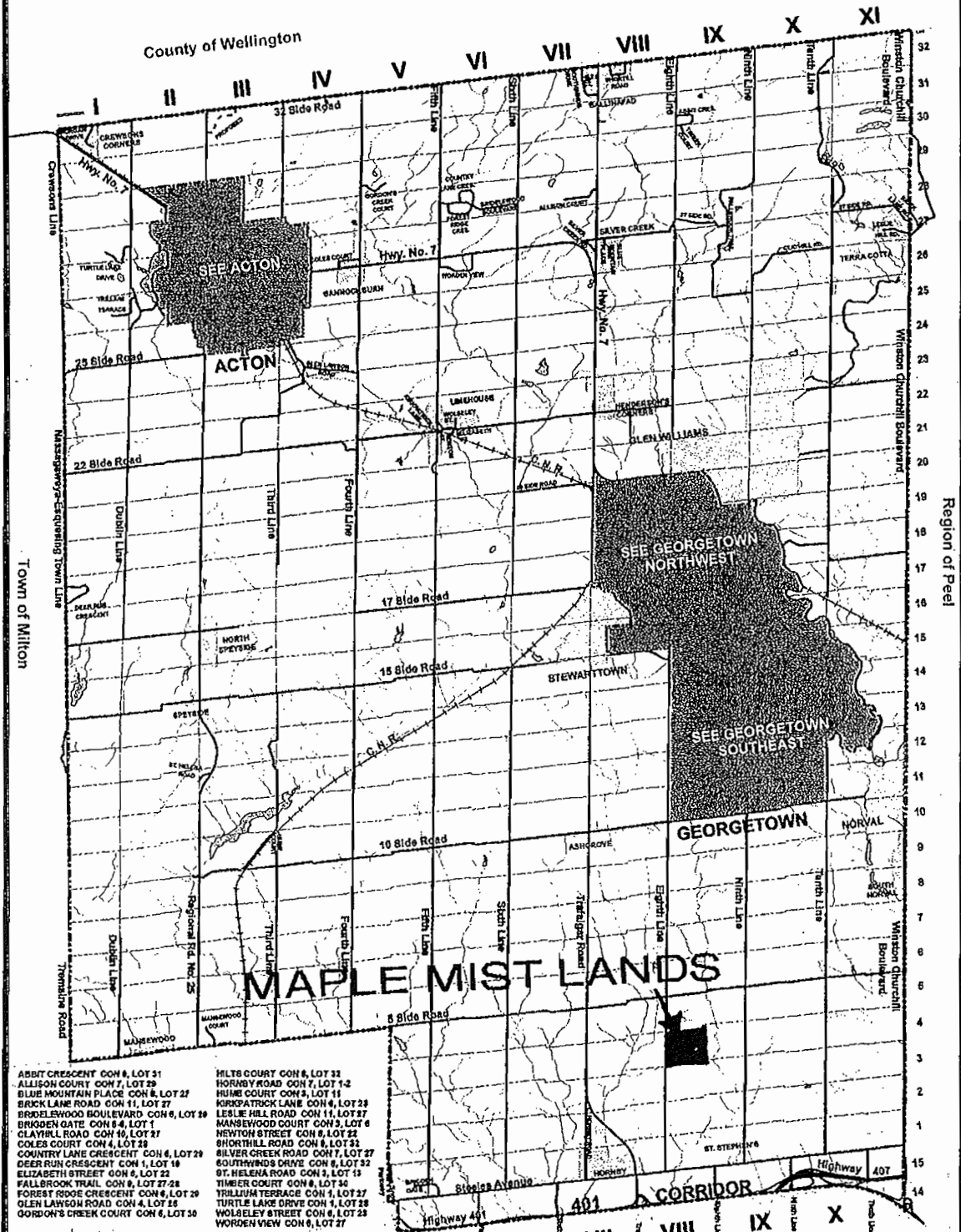
Yours truly,
WELLINGS PLANNING CONSULTANTS INC.



Glenn J. Wellings, MCIP, RPP.

- c. Anita Fabac, Regional Municipality of Halton
Bruce MacLean, Town of Halton Hills
Maple Mist Development Corp.

TOWN OF HALTON HILLS



- ABBIT CRESCENT CON 8, LOT 31
- ALLISON COURT CON 7, LOT 29
- BLUE MOUNTAIN PLACE CON 8, LOT 27
- BRICK LANE ROAD CON 11, LOT 27
- BRIDLEWOOD BOULEVARD CON 6, LOT 39
- BROKEN GATE CON 8, LOT 1
- CLAYHILL ROAD CON 10, LOT 27
- COLES COURT CON 4, LOT 28
- COUNTRY LANE CRESCENT CON 6, LOT 29
- DEER RUN CRESCENT CON 1, LOT 19
- ELIZABETH STREET CON 4, LOT 22
- FALLBROOK TRAIL CON 8, LOT 27-28
- FOREST RIDGE CRESCENT CON 6, LOT 29
- OLEN LAWSON ROAD CON 4, LOT 18
- GORDON'S CREEK COURT CON 6, LOT 30
- HILTS COURT CON 8, LOT 32
- HORNBURY ROAD CON 7, LOT 1-2
- IRVINE COURT CON 9, LOT 11
- KIRKPATRICK LANE CON 4, LOT 28
- LESLIE HILL ROAD CON 11, LOT 28
- MANSEWOOD COURT CON 5, LOT 8
- NEWTOWN STREET CON 9, LOT 22
- SHORTHILL ROAD CON 8, LOT 32
- SILVER CREEK ROAD CON 7, LOT 27
- SOUTHWINDS DRIVE CON 8, LOT 32
- ST. HELENA ROAD CON 1, LOT 13
- TIMBER COURT CON 8, LOT 30
- TRILLIUM TERRACE CON 1, LOT 27
- TURTLE LAKE DRIVE CON 8, LOT 28
- WOLSELEY STREET CON 6, LOT 23
- WORDEN VIEW CON 8, LOT 27

Halton Hills Rural Street Index

Source:
Township Public Property Code Data
2007 Water Features - Streets, Parks, Amenities
© 2007 by the Region of Halton
* - Provided by Town of Halton Hills

Prepared by:
FINANCIAL DEPARTMENT
Information Services Section
2007

TOWN OF HALTON HILLS
Serving Neighbourhoods

Date:
MAY 20 11 10:17
NOT TO SCALE

City of Mississauga

401 CORRIDOR

 **BOUSFIELDS INC.**

September 12, 2008

Project No. 0217

'Sustainable Halton' Program
c/o Mr. Ho Wong MCIP RPP
The Regional Municipality of Halton
1075 North Service Rd.
Oakville, ON. L6M 2G2

Anita
RECEIVED

SEP 21 2008

HALTON REGION
PLANNING AND
PUBLIC WORKS DEPT.

Dear Mr. Wong,

Re: CN Lands, Milton

As you are aware, we serve as planning consultants for CN in connection with the captioned properties. On our client's behalf, we are pleased to submit herewith two copies of each of four reports prepared in support of CN's proposal to create a direct rail service industrial park astride its Halton Subdivision within the concession block bounded by Britannia Rd., Tremaine Rd., Lower Base Line Rd. and First Line (Lots 1 to 5, Con 1) in Milton.

The four reports are:

- "The Benefits of Developing CN's Lands in Milton", The Centre for Spatial Economics, September 2008;
- "Planning Rationale - CN Direct Rail Serviced Industrial Park, Milton", Bousfields Inc., September 2008;
- "Functional Servicing Report", Sernas Group, September 2008;
- "Transportation Considerations", BA Group, September 2008.

They are submitted in response to the invitation for public comment on the 'Five Concepts' for long term growth posited in Working Paper #1, "Locating New Urban Land" (June 2008), published as part of the 'Sustainable Halton' planning program.

The first report explains the growing importance of direct rail service for the movement of heavy goods and materials and draws attention to the environmental positives that stem from the fuel efficiencies of transportation by rail.

The second presents a plan which capitalizes on the physical and locational advantages of the CN lands for the creation of a new direct rail service industrial park which will be needed to attract a discrete and expanding segment of the industrial land demand to Halton.

The third report demonstrates how an initial phase can be serviced by a combination of trunk infrastructure already planned by the Region and supplementary local works to be installed by CN.

The fourth report shows how future intra-regional transportation movement would benefit from the centrality of the CN location. As well, it describes how the first phase can be initiated with relatively modest additions to road system improvements already planned.

It is hoped that the Sustainable Halton Team will concur that, taken together, the four reports make a convincing case for inclusion of CN's rail-oriented industrial park in the inventory of Employment Lands planned to meet long term needs in Halton, and will therefor recommend as much to Regional Council.

In the meantime, we are obliged for your attention to our submission.

Yours truly,
Bousfields Inc.



J. R. Bousfield FCIP, RPP

JRB/kh:jobs

Encls.

c.c. + encls. *Mr. M. Iovio, Planning Commissioner
Town of Milton*

c.c. ltr only *Mr. A. Haasz, CN
Mr. R. Paton, CN
Mr. E. Longo, CN
Mr. T. McCormack, C4SE
Mr. D. Downey, Sernas Group
Mr. C. Middlebro', BA Group*

THE BENEFITS OF DEVELOPING CN'S LANDS IN MILTON

SEPTEMBER 2008

Prepared by  **C4SE**
THE CENTRE FOR SPATIAL ECONOMICS


Prepared for  **CN**

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THE BENEFITS OF DEVELOPING CN'S LANDS IN MILTON

SECTION 1 INTRODUCTION

This report was prepared by the Centre for Spatial Economics (C4SE) in the summer of 2008 on behalf of Canadian National (CN). It notes that Milton will need to accommodate thousands and thousands of new jobs between now and 2031 if Halton is to fully comply with *Places to Grow* (the Province of Ontario's growth plan for the Greater Golden Horseshoe).

The report demonstrates that CN's lands in Milton provide the Region with a unique opportunity to provide jobs in an area close to where most of the Region's population growth is slated to occur. Development of these lands will foster a geographic balance in growth between people and jobs and expand Milton's ability to offer a wider range of employment land choices. Their development will shift the movement of goods toward rail supportive industries and associated business park activities and will reduce, in turn, both greenhouse gas emissions and traffic congestion. No other potential employment lands site in Halton provides the Region with the ability to reach so many of the Province's growth plan goals. The report further demonstrates that including these lands in any expansion of the Region's urban area employment lands would benefit Milton, Halton and Ontario by enhancing their ability to attract highly skilled workers to the area and by generating development charge and property tax revenues that would expand the range of service and infrastructure opportunities the Region and Town could provide to the community.

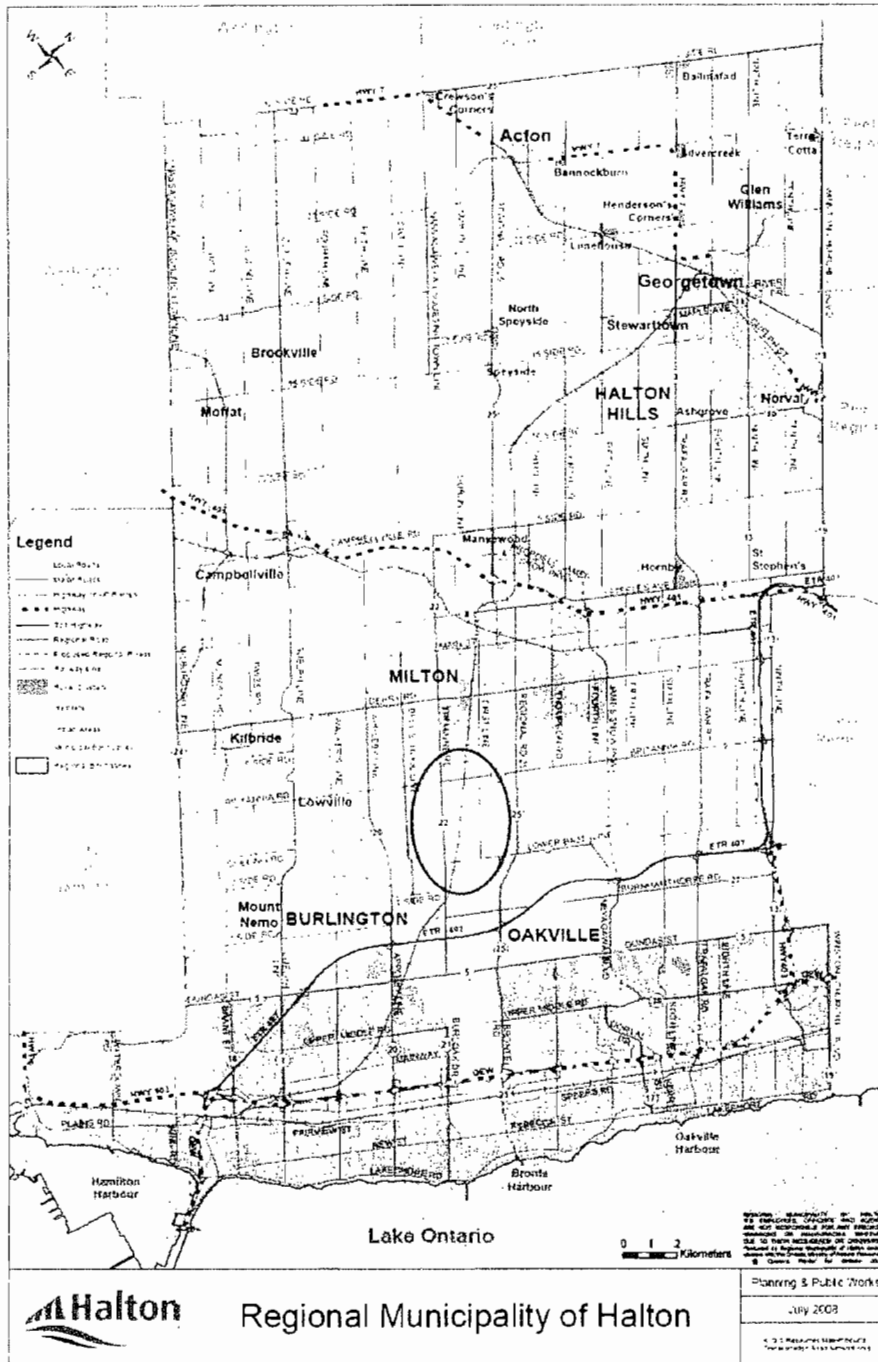
These lands are part of those obtained by CN prior to its announced intention in 2001 to build an intermodal facility in the Town of Milton. For that purpose CN acquired approximately 1,000 acres (about 400 hectares). With changes since that time in CN's operations these lands are no longer required for intermodal purposes. CN now sees a significant opportunity in the development of a portion of these lands for railway supportive industrial and associated purposes. The lands in question are bounded by Tremaine Road (west), Britannia Road (north), First Line (east) and Lower Base Line Road (south) and are situated directly west of Halton's Waste Management Site. (See the map on the following page.)

The remainder of this report describes the geographic, demographic, economic and policy benefits of developing these lands for railway supported industrial purposes.

SECTION 2 THE GEOGRAPHIC, DEMOGRAPHIC AND ECONOMIC CONTEXT OF MILTON

The Town of Milton is situated in the northwest corner of Halton Region, the western gateway to the GTA. Milton borders to the west on the City of Hamilton and to the south and east on Halton's other three constituent municipalities: Burlington, Oakville and Halton Hills. The GTA and Hamilton (GTA+H) today account for a combined total population of 6.5 million people, making it the fourth heaviest concentration of people and jobs in the US and Canada. The GTA+H has been growing at an average annual rate of 100,000 people since 2001, accounting for two thirds of Ontario's annual growth over that period, and at a pace rivalling that of the fastest growing metropolitan areas in absolute terms in the US and Canada (New York, Los Angeles, Dallas and Houston). Investors have increasingly favoured the area as a location for industrial, office and commercial purposes, spurred by financial sector deregulation and Canada's free trade agreements in the late 1980s and early 1990s, and by the area's ready connectedness to the US border via the nation's heaviest concentration of highway, rail, marine and air transportation infrastructure.

Milton is one of the fastest growing communities in the area. Between 2001 and 2006 census data reveal that Milton was the 7th fastest growing municipality in the GTA+H in absolute terms (growing at an average annual rate of 4,500) and that it was *the* fastest growing municipality in relative terms (growing at an average annual rate of 14.3 percent). The GTA+H includes 26 municipalities altogether: every one of the six municipalities that grew faster than Milton in absolute terms over this period did so from a starting base at least triple that of Milton's.



Milton's population had hovered around 32,000 people through most of the 80s and 90s, unable to grow due to water and waste water capacity constraints. In the late 1990s the Region of Halton spent \$1 billion constructing major trunk water and waste water mains along Highway 25, connecting Milton to Lake Ontario, and thus laying the groundwork for a significant expansion of the Town's population, dwelling and employment base.

This increased capacity has had the intended effect: from 2001 to 2007 housing starts averaged almost 1,600 per year in Milton; the pace established over the first six months of 2008 suggests starts for all of this year could reach 3,500.

In other words, over the first 8 years of this decade 14,500 new homes will have been built in Milton in a municipality that in 2001 was home to only 10,700 units. C4SE estimates that the continued strong pace of new dwelling construction in Milton means its population could reach 70,000 people this year, up from 54,000 in 2006 and 31,500 in 2001.

Halton Region's most recent projections (*Best Planning Estimates of Population, Occupied Dwelling Units and Employment, 2007 to 2031*, April 2007) call for Milton's population to reach 147,400 by 2021. These same projections call for the population of Halton Region to reach 628,900. The Province of Ontario's *Places to Grow* – which outlines Provincial expectations and policies regarding population and employment growth throughout the Greater Golden Horseshoe – calls for Halton's population to reach 650,000 by 2021, or 21,100 more than accounted for in the Region's latest projections. Furthermore, *Places to Grow* calls for Halton's population to grow by *another* 20 percent between 2021 and 2031 to reach a total of 780,000 by that year. In other words, the Province is expecting Halton's population in 2031 to reach a level twice that of its level in 2001.

Milton has long been regarded by Halton as a major future growth centre within the Region (that, after all, is why the "big pipe" was built). Since the Province's targets for Halton are far more ambitious than the 2007 official projections from the Region, the Centre anticipates that Halton's population target for Milton for 2031 – once its projections have been brought into compliance with those of Ontario's growth plan could exceed 250,000 people.

The employment base of the Town continues to grow alongside the expansion underway in its population. Between 2001 and 2006 census data reveal that employment on a place-of-work basis (jobs provided by employers based in Milton) grew from about 20,175 to 24,760, or by almost 23 percent, the 4th fastest gain in relative terms among the 26 municipalities comprising the GTA+H.

The Town's employment base is growing in part because of the growing service base necessitated by its expanding population base (that is, its community based jobs). Of greater interest, however, is the fact that the number of manufacturing jobs in Milton (its economic base jobs) grew from 4,750 in 2001 to 5,105 in 2006, a gain of almost 8 percent. While the 8 percent gain in manufacturing jobs might appear modest compared to the 23 percent gain achieved by the Town in its overall level of employment, Milton's gain in manufacturing jobs takes on gargantuan proportions considering that the total number of manufacturing jobs fell between 2001 and 2006 across each of the GTA+H and the province at large by about 9 percent. Milton was among the top five performers across the GTA+H in terms of manufacturing employment growth in percentage terms.

Transportation equipment manufacturing accounted for 2,420 of Milton's 5,105 jobs in manufacturing in 2006, or almost half. Interestingly, the number of jobs in transportation equipment manufacturing in Milton grew by 420, or by 21 percent, between 2001 and 2006. This, too, is a remarkable achievement given that transportation equipment jobs fell over that period by 4 percent province-wide and by 3 percent within the GTA+H. Again, Milton was one of but a handful of municipalities within the GTA+H to achieve a gain in transportation equipment manufacturing over that period.

Though the auto industry in Ontario – indeed throughout most of North America – has shed many jobs in recent years, and though it is not expected to generate many new jobs in the future, the Centre projects that the volume of auto production will continue to increase in Ontario in the future, and that the auto sector will sustain its position as the largest manufacturing industry in the province in the decades ahead. Auto production in Ontario is going through a spatial redistribution reflecting the relative decline of production in the eastern portion of the GTA+H – stemming in part from the relative decline of production among North American producers – and the relative gains made by offshore producers located in or close to the western portion of the GTA+H. The choice of auto producers to increasingly locate west of the GTA+H no doubt stems in large part from the area's transportation advantages with respect to reaching US markets. Western GTA+H locations eliminate the need to move product through the highly congested GTA.

The Census data reveal that Milton has already gained from this re-distributional trend. The CN lands in Milton provide the Town with an opportunity to attract more companies in the automotive and other fields that are seeking rail serviced employment lands.

SECTION 3 THE ECONOMIC BASE OF MILTON

The economic activities occurring in a community such as Milton can be divided into those that are export-based and those that are community-based:

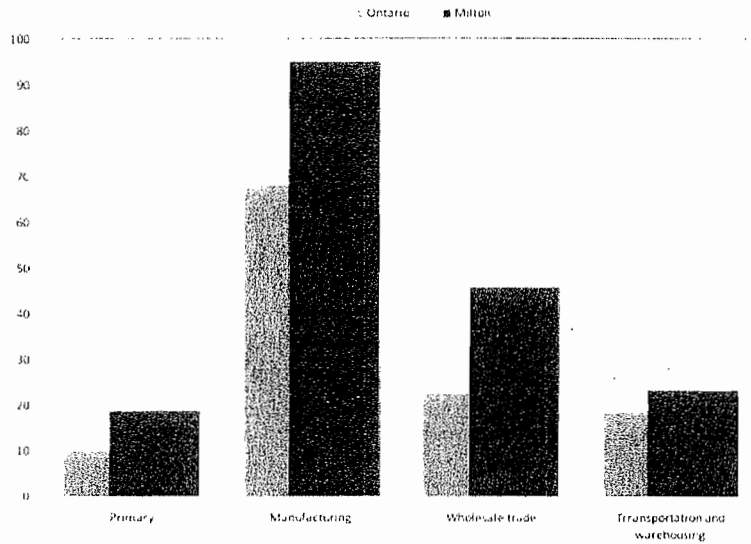
- Export-based industries produce goods that are shipped to markets outside the community (primary products and manufacturing), or they provide services to industries outside the community (warehousing, wholesaling, specialized financial, professional, scientific and technical services etc.) or to visitors to the community (hotels, tourism attractors, specialized hospitals, colleges and universities).
- Community-based industries produce services that meet the needs primarily of the local residents in the community (retail, medical, primary and secondary education, and personal and government services).

In remote communities such as Timmins, population growth can occur only if employment in the economic base of the community is expanding. In communities such as Milton – which along with their neighbouring municipalities form part of a much larger metropolitan area – population growth can occur even if the community's export base jobs¹ are not expanding so long as the economic base of nearby communities is growing and providing jobs to the community's commuters.

Census data for 2006 reveal that Milton already has a well established base of export oriented industrial industries. Exhibit 1 reveals that Milton employers on a per capita basis provided far more jobs than the average community across Ontario in the areas of manufacturing (95 jobs per 1,000 residents in Milton compared to 68 across Ontario), wholesale trade (46 compared to 23), primary industries (19 compared to 10) and transportation and warehousing (23 compared to 19). With respect to the remaining industries – most of which are community based service industries – Milton's jobs per capita rate fell short of that of the province at large in 2006 (276 such jobs per 1,000 residents in Milton compared to 339 on a province-wide basis). Interestingly, the latter ratio in 2001 in Milton was 362 compared to 329 province-wide. Milton's services ratio has temporarily fallen below the provincial average because its population growth between 2001 and 2006 (71 percent) far outstripped its rate of employment growth (23 percent). Milton's services ratio can be expected to move up to that of the provincial average in the years ahead as its local service complement catches up to the community's growth.

¹ The export-based industries in an area as a group are often referred to as the economic base of the area. The terms *export-based* industries and *economic-base* industries are used interchangeably throughout this report as they refer to the same concept.

**Exhibit 1
Employed by Place of Work by Major Industry in Milton and Ontario in 2006
Employed per 1,000 Residents**



Source: Statistics Canada, 2006 Census and C-51

The key point here is that Milton is already a major centre within the western GTA/H for primary and industrial activities. Such activities are among those that are the most rail supportive. To continue to attract such industries Milton needs to expand its inventory of rail serviceable lands. The CN lands provide Milton and the Region with a unique opportunity to do so.

**SECTION 4
THE LAND PLANNING POLICY FRAMEWORK**

The objectives of the Province's growth plan for the Greater Golden Horseshoe (GGH) are wide ranging. Its overall goals are summarized by the statement below from the introduction of the plan:

Without properly managing growth, communities will continue to experience the negative aspects associated with rapid growth, such as increased traffic congestion, deteriorating air and water quality, and the disappearance of agricultural lands and natural resources.

The plan proposes to deal with these issues through policy directions that direct growth to already built up areas; provide strict criteria for boundary expansions; promote transit supportive densities and a healthy mix of residential and employment land uses; preserve employment areas for future economic opportunities; identify transportation networks and other infrastructure to support growth; identify and enhance the conservation of natural systems and prime agricultural areas; support the protection and conservation of water, energy, air and cultural heritage; and support an integrated approach to waste management.

Halton Region maintains that to accommodate its assigned portion of the GGH's population and employment growth it must expand its urban area. A preliminary review of where that expansion should occur (see *Sustainable Halton, Working Paper #1: Locating New Urban Land*) notes that the Region requires about 3,000 hectares (about 7,400 acres) of new urban lands in order to meet the targets for population and employment imposed on it by *Places to Grow*, with 1,800 hectares (4,400 acres) required for residential use, 600 hectares (1,500 acres) for employment use and 600 hectares (1,500 acres) for all other uses (schools, community centres, parks, etc.). Based on the various objectives outlined in the Province's growth plan Working Paper #1 reviews nine possible urban expansion areas within Halton, each of which targets an expansion in Halton's urban area totaling 3,000 hectares. The report ultimately refines the list of nine alternatives to five, and each of the five incorporates at least some of the expansion within Milton. The Region has not yet made a decision on which alternatives ought to be pursued. It is seeking input from the community on this matter. All Regions and Counties throughout the GGH are expected to file plans with the Province in 2009 that bring them into compliance with *Places to Grow*.

It is useful here to note that Working Paper #1 makes the following observation:

Potential for goods movement related employment uses has been identified around the CN Rail corridor in south west Milton. This potential needs to be recognized and considered in planning for new employment lands in the Region; however, the timing and nature of development proposals in this area has not yet been determined. Goods movement or logistics uses in this area would be compatible with surrounding land uses and take advantage of the rail corridor for goods movement. However, these lands are less attractive than the Highway 401 area to many other types of employment uses.

Yet Working Paper #1 fails to include the CN lands in any one of its five recommended alternatives for urban area expansions. Based on a variety of criteria and considerations, the following section of this report supports the view that CN's rail served lands should be included in the Region's plans for urban area employment lands expansion.

SECTION 5

WHY INCLUDE CN'S LANDS IN HALTON'S URBAN AREA EXPANSION?

This section of the report provides support for the view that CN's rail served lands should be included in the Region's plans for urban area employment lands expansion.

RAIL SUPPORTIVE INDUSTRIAL DEVELOPMENT DOES NOT MEAN INTERMODAL FACILITIES

Rail supported industrial development predominantly covers two types of economic activity: (1) manufacturing/processing activities whereby materials/components are transported to a plant by rail, and finished products are moved to various markets also by rail; and (2) logistics/distribution activities whereby goods are brought to the site by rail, and then redistributed to local markets by rail or truck. To operate efficiently such industries require sites directly served by rail.

An example is a manufacturer of car parts, such as Magna. Raw steel coils can be shipped directly to their plant by rail, and the finished products (frames, panels) can be shipped out to the auto assembly plant by rail. Scrap steel can also be transported directly from their site, by rail, back to the steel processors. Another example is the movement of consumer goods such as at Whirlpool's new distribution centre. Appliances will be shipped from the manufacturing plant in Mexico, by rail in boxcars, directly to the distribution centre. The goods will then be distributed from the facility to all parts of Eastern Canada by rail or truck, depending on the distance travelled.

Some industries rely on intermodal transportation for the movement of goods. This involves the movement of containers to/from their site to a nearby intermodal terminal where the containers are loaded/unloaded on/off trains. Such movement is not direct rail and does not require industrial sites with rail access. As a result the local mode of transportation at such sites is guaranteed to be made by truck. It is only with direct rail access that local truck transportation can be reduced or even eliminated.

CN's Milton lands are ideally suited for direct rail service. As a result, CN intends to optimize such use by attracting and serving direct rail customers such as manufacturers and logistics/distribution centres. CN does not intend to construct an intermodal facility in Milton; rather its intermodal services will continue to be provided out of their terminal in Brampton.

The logistics and manufacturing activities described here represent the types of industries already present on Milton's rail served lands. An increase in the Town's capacity to accommodate more of such activities in the future is consistent with ongoing industry trends and with the Region's and Town's objectives of broadening the range of employment land choices.

THE USE OF RAIL TRANSPORTATION FOR THE MOVEMENT OF GOODS IS ON THE RISE

Trade between North America and Asia is on the rise, and rail transporters have benefited significantly from this growth. Goods are now moving over longer distances than before. Dynamic logistics systems have emerged to support the multiple transportation movements implied by these trends. Consolidations in forest, metal and chemical products have led to larger players, a trend that has also fostered longer distances in the movement of goods. These longer distances help rail compete with trucks.

Rail used to be challenged in providing quality and timely transportation, but that is no longer the case thanks to new logistics and "precision railroading" which has led to increased efficiencies in the use of rail infrastructure, including cars, locomotives, yards and trains. Specific rail trip plans are now measured in terms of hours, not days. As a result of rail's unique agreements with both U.S. and Canadian cross border security agencies, its ability to electronically transmit in advance cargo information for both U.S. and Canada bound traffic, and its capacity to "gamma ray" screen 100 percent of all cargo destined to the U.S., rail is especially efficient in moving freight across Canada-US border points. This is an important consideration from a GTA+H perspective as much of the area's production is US bound. For example, from mid-2007 to mid-2008, CN moved close to a half a million carloads of freight in, out or through the GTA, excluding all intermodal traffic in containers or trailers. Of that total, over 60 percent involves traffic moving across the Canada/U.S. border, with the rest dominated by Canadian domestic traffic.

The CN lands provide the Town and Region with a unique and significant opportunity to capture the benefits of these national trends, to attract more rail users to the area – such as Whirlpool, Recochem and others already in the community – that make extensive use of rail both in terms of their receipt of raw materials and parts and their shipment of final products.

CN'S LANDS PROVIDE OPPORTUNITIES TO EXPAND RAIL-SUPPORTED INDUSTRIAL DEVELOPMENT

There is a growing interest throughout the GTA+H for employment lands that are rail supportive. Cameco apparently attempted to acquire a rail-serviced distribution site in Milton in 2004 but was unable to do so because the number of rail serviceable sites in Milton is limited. As a result Cameco chose to locate, instead, in Brantford. The top three employers in Milton (Modatek, Karmax and Sobeys) occupy rail serviced lands. Increasing the number of rail serviceable and associated business park sites would broaden the range of economic development opportunities available to the Town.

The CN lands provide a significant opportunity for the Town and the Region to expand its base of rail serviceable industrial parcels.

RAIL SUPPORTED INDUSTRIAL DEVELOPMENT IS CONSISTENT WITH THE PROVINCE'S GOALS

Rail consumes one fifth to one quarter of the fuel consumed by trucks per ton of goods moved. This is the case over both short and long distances. Within Canada rail moves well over 50 percent of all surface freight yet generates only 3 percent of transportation greenhouse gas emissions. Thus increased rail use has the potential to significantly reduce both fuel consumption and greenhouse gas emissions. Increased rail use also has the potential to significantly reduce congestion on highways in urban areas, and to reduce emissions in urban environments.

These are obviously laudable outcomes from a national, provincial and urban perspective. The CN lands offer the Province and the Region a unique opportunity to expand the use of rail in the movement of goods in the GTA+H.

THE TOWN OF MILTON IS ALREADY VIEWED AS A MAJOR MANUFACTURING CENTRE IN THE GTA+H

It was noted above that the Town of Milton is one of the few municipalities within the GTA and Hamilton to have achieved manufacturing job growth in general, or transportation equipment job growth in particular, between 2001 and 2006. The Town is already viewed as a major manufacturing centre within the GTA+H (Milton ranked 13th out of 26 in 2006 in terms of total employment in manufacturing by place of work, 9th out of 26 in terms of total transportation equipment manufacturing employment, and 5th out of 26 in terms of manufacturing employment relative growth between 2001 and 2006, the latter over a period when manufacturing jobs in Ontario and the GTA+H declined).

Milton's revealed attractiveness as a location for manufacturers, especially manufacturers requiring rail support, ensures that the CN lands could be developed within a short time of their being made available for such purposes.

CN'S LANDS PROVIDE OPPORTUNITIES TO GROW LIVE-WORK RELATIONSHIPS IN THE REGION

Most future employment land development within Milton is slated for the northern part of the Town, along Highway 401. Local economic development officials point out that these lands are especially attractive to low-rise office development. These parcels of land have become increasingly expensive as a result of this attractiveness. The increased cost of these lands has rendered them less attractive for industrial purposes.

Most of the population growth in Halton is slated for north Oakville, south Milton and north Burlington, and most of the new urban expansion proposals for the Region foresee at least some of the population growth beyond that already planned occurring in Milton. Most of Milton's future population growth is slated to grow south to Britannia Road, just north of the CN lands.

Given this heavy concentration of population growth in south Milton, north Burlington and north Oakville, the CN lands are strategically situated in the middle of the portion of the Region slated to accommodate most its future population growth.

In other words, the CN lands are uniquely positioned to foster new live-work relationships within the Region. At the densities sought by the Province, the area in question could attract upwards of 10,000 to 15,000 new jobs. The Province's *Places to Grow* specifically seeks transit supportive densities and a healthy mix of residential and employment land uses. Halton needs job growth of both an economic base and a community base nature close to its population growth to achieve these objectives. The CN lands provide such an opportunity.

CN'S LANDS PROVIDE OPPORTUNITIES TO SUPPORT "GREEN" INDUSTRIAL DEVELOPMENT

The Town of Milton and Wilfrid Laurier University recently reached an agreement for the development of a new campus immediately west of Tremaine Road and north of Britannia Road, just northwest of the CN lands. The proposed Milton Education Village (MEV) is to accommodate a 150 acre (60 hectare) campus and 300 acre (120 hectare) research park and supporting development.

The MEV is to be a strong, livable and environmentally responsible community that incorporates the latest technology; that fosters a culture of creativity and innovation; that attracts new businesses to Milton; that promotes partnerships with industry to support the growth of innovative companies; that provides leadership in developing "green" buildings and in using renewable energy sources; and that creates a transit supportive environment.

The development of CN's lands for rail supportive, "green" purposes could provide the proposed university and its associated research facilities with research synergies. CN's surplus or buffer lands in the immediate vicinity of the MEV might be considered as a location for the proposed research park.

THE PROPOSED INDUSTRIAL USES ARE CONSISTENT WITH THE PROFILE OF MILTON'S LABOUR FORCE

The 2006 Census revealed that among communities with populations of 50,000 people or more the Town of Milton ranks 7th in terms of its share of the resident population aged 20 to 64 years with a post secondary level of educational attainment. Milton's share was 66.6 percent. Interestingly, nearby Oakville ranked 1st in this regard at 74.3 percent while Burlington ranked 5th at 68.3 percent. The average household incomes in all three municipalities are among the highest in the country (Milton at \$98,025, Oakville at \$126,750 and Burlington at \$95,950) reflecting this highly educated labour force profile.

The industries sought out for the future development of CN's lands in Milton run facilities that are highly capital intensive and that require personnel with post secondary skills. Thus the development of these lands would attract the type of workers already living, or expected to be living in the future, in Milton, Burlington and Oakville, thus facilitating the expansion of live-work relationships in the Region, reducing highway congestion, etc.

MORE INDUSTRIAL CAPACITY MEANS MORE DEVELOPMENT CHARGES AND MORE PROPERTY TAXES

The proposed development lands bounded by Tremaine Road (west), Britannia Road (north), First Line (east) and Lower Base Line Road (south) cover approximately 357 hectares. It is proposed by CN that approximately 220 fully developed hectares of this area will be available for direct rail service and the remainder for associated business park purposes.

The industrial and commercial development on these lands could lead to development charges totaling almost \$200 million, and to annual industrial and commercial property taxes totaling \$25 million. These revenues would help the Region and Town expand the range of service and infrastructure opportunities provided to the community.

SECTION 6

CONCLUSIONS

This assessment draws attention to the following points:

- Direct rail service is becoming increasingly important for the future movement of goods to and from employment lands.
- To enhance its prospects of attracting industries Milton needs to ensure that it has an ample inventory of rail served employment lands as well as highway frontage lands.
- CN's lands afford Milton with the best opportunity for attracting rail supportive industries.

CN's lands offer other location advantages to Milton, Halton and Ontario:

- With most future population growth within the Region slated to occur nearby, the CN lands provide the Region with a unique opportunity to foster future live-work relationships.
- The lands are readily serviceable.
- The lands have ready access to Highway 407, the James Snow Parkway and Highway 401.
- The lands offer potential synergies with the Milton Education Village via the establishment of research park elements on CN's surplus or buffer lands, in demonstrating the latest technology in "green buildings" and in the use of renewable energy sources (particularly rooftop solar).

- The types of businesses that would be attracted to the CN lands will also attract highly skilled workers to the area.
- Use of these lands will foster more rail and less truck usage in the area which, in turn, will reduce traffic congestion and the emission of greenhouse gases in the vicinity.
- As these lands represent a net new addition to employment lands in the area they will produce new development charges that would cover the costs on any related infrastructure, and they will generate new commercial and industrial taxes, thus keeping residential property taxes in check.

If Milton is to preserve its current activity rate of a total of 459 jobs per 1,000 residents into the future – a stated objective of the Town – and if the Region ultimately targets a population of 250,000 people for Milton in 2031, the number of jobs in Milton will have to increase from 24,750 in 2006 to 115,000 in 2031, an increase of 90,000 between 2006 and 2031. The Region's *2007 Best Planning Estimates* foresee Milton's employment base increasing to 71,000 by 2021, well short of our estimate here for 2031.

This report demonstrates that Milton will need to accommodate thousands and thousands of new jobs between now and 2031 if Halton Region is to fully comply with the Province's growth plan, and that for many reasons CN's lands in Milton provide the Region with a unique ability to reach many of the Province's growth plan goals.