



# Town of Newmarket Council Information Package

## Index of Attachments

Date: April 1, 2021

	<b>Pages</b>
<b>General Correspondence Items</b>	
<b>1. Municipal Insurance Rates</b>	<b>1</b>
Municipality of West Grey February 26, 2021	
<b>2. Federal Funding for Yonge North Subway Extension</b>	<b>3</b>
City of Richmond Hill March 1, 2021	
<b>3. Tile Drainage Act</b>	<b>12</b>
Township of Adjala-Tosorontio March 5, 2021	
<b>4. Provincial Vaccine Rollout</b>	<b>13</b>
Township of South Glengarry March 15, 2021	
<b>5. Open Letter to ORFA Members and Industry Employers</b>	<b>14</b>
Ontario Recreation Facilities Association March 19, 2021	
<b>6. Colour Coded Capacity Limits</b>	<b>17</b>
Town of Plympton-Wyoming March 19, 2021	
<b>7. Carbon Tax</b>	<b>20</b>

	Town of Plympton-Wyoming March 19, 2021	
<b>8.</b>	<b>Closure of the Ontario Fire College Campus in Gravenhurst, Ontario</b>	<b>24</b>
	Town of Plympton-Wyoming March 19, 2021	
<b>9.</b>	<b>Foodservice Industry Capacity Limits</b>	<b>29</b>
	Town of Whitchurch-Stouffville March 19, 2021	
<b>10.</b>	<b>Closure of the Ontario Fire College Campus in Gravenhurst, Ontario</b>	<b>32</b>
	Municipality of Grey Highlands March 22, 2021	
<b>11.</b>	<b>McNally House Hospice's Life in Every Moment Campaign</b>	<b>35</b>
	Town of Fort Erie March 23, 2021	
<b>12.</b>	<b>Cannabis Licencing and Enforcement</b>	<b>38</b>
	Town of Fort Erie March 23, 2021	
<b>13.</b>	<b>Advocate the Province of Ontario to Adjust the Capacity Limits as part of the COVID-19 Colour Coded System</b>	<b>41</b>
	Town of Fort Erie March 23, 2021	
<b>14.</b>	<b>Municipal Insurance Rates</b>	<b>44</b>
	City of Owen Sound March 24, 2021	
<b>15.</b>	<b>Closure of the Ontario Fire College Campus in Gravenhurst, Ontario</b>	<b>46</b>
	Township of Edwardsburgh Cardinal March 24, 2021	
<b>16.</b>	<b>Bradford Bypass Project - Regional Response to the Impact Assessment Agency of Canada</b>	<b>48</b>
	York Region	

	March 24, 2021	
<b>17.</b>	<b>GTA West Transportation Corridor Project - Regional Response to the Impact Assessment Agency of Canada</b>	<b>78</b>
	York Region March 24, 2021	
<b>18.</b>	<b>Regional Official Plan Update - Policy Directions Report</b>	<b>110</b>
	York Region March 24, 2021	
<b>19.</b>	<b>Universal Paid Sick Days</b>	<b>131</b>
	Municipality of Calvin March 25, 2021	
<b>20.</b>	<b>Bill C-21, An Act to amend certain Acts and to make certain consequential amendments (firearms)</b>	<b>132</b>
	Town of Kingsville March 26, 2021	
<b>21.</b>	<b>Regional Submission to the Ministry of the Environment, Conservation and Parks for the Lake Simcoe Protection Plan 10-Year Review</b>	<b>134</b>
	Regional Municipality of Durham March 30, 2021	
<b>22.</b>	<b>2021 Property Tax Ratios</b>	<b>153</b>
	York Region March 31, 2021	
<b>23.</b>	<b>Proposed 2051 Forecast and Land Needs Assessment</b>	<b>161</b>
	York Region March 24, 2021	
<b>Proclamation, Lighting Requests and Community Flag Raising</b>		
<b>1.</b>	<b>BeADonor Month</b>	<b>305</b>
	Proclamation - April Lighting - April 7 (green)	

<b>2. National Day of Mourning</b>	<b>306</b>
Proclamation - April 28	
<b>3. International Mucopolysaccharidoses (MPS) Awareness Day</b>	<b>307</b>
Proclamation - May 15	
Lighting - May 14 (blue)	
<b>4. Menstrual Health Day</b>	<b>308</b>
Proclamation - May 28	
Flag Raising - May 28 - 31	

### **Information Reports**

The following Information Reports were distributed during this period:

- INFO-2021-07: 2020 Q4 Investment Summary  
Financial Services  
Distributed April 1, 2021
- INFO-2021-08: COVID-19 Pandemic Financial Impact February  
2021 Update  
Financial Services  
Distributed April 1, 2021



**Corporation of the  
Municipality of West Grey**

402813 Grey Road 4 RR 2

Durham, ON N0G 1R0

519-369-2200

February 24, 2021

**Re: Municipal Insurance Rates**

West Grey Council passed the following resolution at the February 16, 2021 council meeting:

The Council of the Corporation of the Municipality of West Grey hereby supports the resolution of The Municipality of Grey Highlands dated January 22, 2021 wherein they call on the Province of Ontario to review the seven recommendations of AMO to investigate the following municipal insurance issues, as insurance premiums will soon be out of reach for many communities:

1. The provincial government adopt a model of full proportionate liability to replace joint and several liability.
2. Implement enhancements to the existing limitations period including the continued applicability of the existing 10-day rule on slip and fall cases given recent judicial interpretations and whether a one-year limitation period may be beneficial.
3. Implement a cap for economic loss awards.
4. Increase the catastrophic impairment default benefit limit to \$2 million and increase the third-party liability coverage to \$2 million in government regulated automobile insurance plans.
5. Assess and implement additional measures which would support lower premiums or alternatives to the provision of insurance services by other entities such as non-profit insurance reciprocals.

6. Compel the insurance industry to supply all necessary financial evidence, including but not limited to, premiums, claims and deductible limit changes which support its own and municipal arguments as to the fiscal impact of joint and several liability.
7. Establish a provincial and municipal working group to consider the above and put forward recommendations to the Attorney General; and

That this motion be provided to the Premier of Ontario, Minister of Finance, Attorney General of Ontario, MPP for Bruce-Grey-Owen Sound and all municipalities in Ontario.

Sincerely,

Genevieve Scharback,  
Director of Administration / Clerk  
Municipality of West Grey



February 25, 2021

Email: [llyons@newmarket.ca](mailto:llyons@newmarket.ca)

Ms. Lisa Lyons, Town Clerk  
Town of Newmarket  
395 Mulock Drive, P.O. Box 328 STN Main  
Newmarket, Ontario L3Y 8P3

Dear Ms. Lyons,

**Re: City of Richmond Hill Resolution - Staff Report SRCM.21.03 – Federal Funding for Yonge North Subway Extension**

Richmond Hill City Council, at its meeting held on February 24, 2021, adopted the following resolution:

That Council approve the following resolution requesting federal funding for the Yonge North Subway Extension:

**Whereas**, The Yonge North Subway Extension (YNSE) is a Council Strategic Priority 2020-2022 for the City of Richmond Hill, and

**Whereas**, The YNSE is a leading transportation priority for the City of Richmond Hill and York Region, and

**Whereas**, The YNSE has been identified as a critical infrastructure investment with the current York Region and City of Richmond Hill Transportation Master Plans, and

**Whereas**, The YNSE will support a growing population, generate economic opportunity, and reduce greenhouse gas (GHG) emissions in Richmond Hill and surrounding communities; and

**Whereas**, Developing a comprehensive transit network is a crucial infrastructure issue in the City of Richmond Hill and throughout the Greater Toronto Area (GTA); and

**Whereas**, The YNSE is an integral part of the rapid transit priority projects that would strengthen connection within the Greater Toronto Hamilton Area, and

**Whereas**, The business cases completed to-date for the YNSE are compelling – affirmed in successive Regional Transportation Plans completed for the GTA in 2008, and again in 2018, and

**Whereas**, The project will create skilled jobs and lasting social infrastructure critical to the recovery from the impact of the global COVID-19 pandemic; and

**Whereas**, The YNSE is included among the five major transit priorities the Province of Ontario has identified, which require federal funding to move forward: and

**Whereas**, A project of this size and scope requires investment from all levels of government; and



Corporate and Financial Services  
Office of the City Clerk

**Whereas**, the City of Richmond Hill welcomes the federal government's recent commitment to invest in public transit, which includes permanent funding of \$3 billion per year for Canadian communities beginning in 2026-27.

It is therefore recommended:

1. **THAT** the City of Richmond Hill reaffirms its long-standing commitment to advancing the successful completion of the Yonge North Subway Extension; and
2. **THAT** the City of Richmond Hill calls on the Federal Government to commit to broad and substantial municipal funding for the Yonge North Subway Extension to provide immediate stimulus to the local, provincial and the federal economies to emerge stronger from the impact of the global COVID-19 pandemic; and
3. **THAT** the Federal Government's financial commitment be made as soon as possible; and
4. **THAT** this resolution be forwarded to the Prime Minister of Canada; the Federal Minister of Infrastructure and Communities; the Federal Minister of Transportation; the Federal Minister of Finance, the Premier of Ontario; the Ontario Minister of the Finance; the Ontario Minister of Infrastructure; the Provincial Minister of Transportation; the Ontario Minister of Municipal Affairs and Housing; the Association of Municipalities of Ontario (AMO); the Federation of Canadian Municipalities (FCM); the Local Members of Parliament (MPs); the Local Members of Provincial Parliament (MPPs) as well as York Region and its member municipalities.

Please find a copy of the Council endorsed resolution and a copy of the staff report for your records.

If you have any questions, please feel free to contact Daniel Olding, Senior Manager Richmond Hill Centre Subway Project, 905-771-9996 ext. 5505.

Yours sincerely,

A handwritten signature in black ink, appearing to read "S. Huycke".

Stephen M.A. Huycke  
Director of Legislative Services/City Clerk  
Attachments



### 13. Committee and Staff Reports

#### 13.11 SRCM.21.03 - Federal Funding for Yonge North Subway Extension

Moved by: Regional and Local Councillor Perrelli

Seconded by: Councillor Beros

That Council approve the following resolution requesting federal funding for the Yonge North Subway Extension:

Whereas, The Yonge North Subway Extension (YNSE) is a Council Strategic Priority 2020-2022 for the City of Richmond Hill, and

Whereas, The YNSE is a leading transportation priority for the City of Richmond Hill and York Region, and

Whereas, The YNSE has been identified as a critical infrastructure investment with the current York Region and City of Richmond Hill Transportation Master Plans, and

Whereas, The YNSE will support a growing population, generate economic opportunity, and reduce greenhouse gas (GHG) emissions in Richmond Hill and surrounding communities; and

Whereas, Developing a comprehensive transit network is a crucial infrastructure issue in the City of Richmond Hill and throughout the Greater Toronto Area (GTA); and

Whereas, The YNSE is an integral part of the rapid transit priority projects that would strengthen connection within the Greater Toronto Hamilton Area, and

Whereas, The business cases completed to-date for the YNSE are compelling – affirmed in successive Regional Transportation Plans completed for the GTA in 2008, and again in 2018, and

Whereas, The project will create skilled jobs and lasting social infrastructure critical to the recovery from the impact of the global COVID-19 pandemic; and

Whereas, The YNSE is included among the five major transit priorities the Province of Ontario has identified, which require federal funding to move forward: and

Whereas, A project of this size and scope requires investment from all levels of government; and

Whereas, the City of Richmond Hill welcomes the federal government's recent commitment to invest in public transit, which includes permanent funding of \$3 billion per year for Canadian communities beginning in 2026-27.

It is therefore recommended:

1. That the City of Richmond Hill reaffirms its long-standing commitment to advancing the successful completion of the Yonge North Subway Extension; and
2. That the City of Richmond Hill calls on the Federal Government to commit to broad and substantial municipal funding for the Yonge North Subway Extension to provide immediate stimulus to the local, provincial and the federal economies to emerge stronger from the impact of the global COVID-19 pandemic; and
3. That the Federal Government's financial commitment be made as soon as possible; and
4. That this resolution be forwarded to the Prime Minister of Canada; the Federal Minister of Infrastructure and Communities; the Federal Minister of Transportation; the Federal Minister of Finance, the Premier of Ontario; the Ontario Minister of the Finance; the Ontario Minister of Infrastructure; the Provincial Minister of Transportation; the Ontario Minister of Municipal Affairs and Housing; the Association of Municipalities of Ontario (AMO); the Federation of Canadian Municipalities (FCM); the Local Members of Parliament (MPs); the Local Members of Provincial Parliament (MPPs) as well as York Region and its member municipalities.

Carried



## Staff Report for Council Meeting

**Date of Meeting:** February 24, 2021

**Report Number:** SRCM.21.03

**Department:** Office of the City Manager

**Division:** Economic Development and Richmond Hill Centre

**Subject:** **SRCM 21.03 Federal Funding for Yonge North  
Subway Extension**

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### **Purpose:**

The purpose of the report is to recommend that Council approve a resolution requesting federal funding for the Yonge North Subway Extension.

### **Recommendation(s):**

That Council approve the following resolution requesting federal funding for the Yonge North Subway Extension:

**Whereas**, The Yonge North Subway Extension (YNSE) is a Council Strategic Priority 2020-2022 for the City of Richmond Hill, and

**Whereas**, The YNSE is a leading transportation priority for the City of Richmond Hill and York Region, and

**Whereas**, The YNSE has been identified as a critical infrastructure investment with the current York Region and City of Richmond Hill Transportation Master Plans, and

**Whereas**, The YNSE will support a growing population, generate economic opportunity, and reduce greenhouse gas (GHG) emissions in Richmond Hill and surrounding communities; and

**Whereas**, Developing a comprehensive transit network is a crucial infrastructure issue in the City of Richmond Hill and throughout the Greater Toronto Area (GTA); and

**Whereas**, The YNSE is an integral part of the rapid transit priority projects that would strengthen connection within the Greater Toronto Hamilton Area, and

**Whereas**, The business cases completed to-date for the YNSE are compelling – affirmed in successive Regional Transportation Plans completed for the GTA in 2008, and again in 2018, and

## Page 2

**Whereas**, The project will create skilled jobs and lasting social infrastructure critical to the recovery from the impact of the global COVID-19 pandemic; and

**Whereas**, The YNSE is included among the five major transit priorities the Province of Ontario has identified, which require federal funding to move forward: and

**Whereas**, A project of this size and scope requires investment from all levels of government; and

**Whereas**, the City of Richmond Hill welcomes the federal government's recent commitment to invest in public transit, which includes permanent funding of \$3 billion per year for Canadian communities beginning in 2026-27.

It is therefore recommended:

1. **THAT** the City of Richmond Hill reaffirms its long-standing commitment to advancing the successful completion of the Yonge North Subway Extension; and
2. **THAT** the City of Richmond Hill calls on the Federal Government to commit to broad and substantial municipal funding for the Yonge North Subway Extension to provide immediate stimulus to the local, provincial and the federal economies to emerge stronger from the impact of the global COVID-19 pandemic; and
3. **THAT** the Federal Government's financial commitment be made as soon as possible; and
4. **THAT** this resolution be forwarded to the Prime Minister of Canada; the Federal Minister of Infrastructure and Communities; the Federal Minister of Transportation; the Federal Minister of Finance, the Premier of Ontario; the Ontario Minister of the Finance; the Ontario Minister of Infrastructure; the Provincial Minister of Transportation; the Ontario Minister of Municipal Affairs and Housing; the Association of Municipalities of Ontario (AMO); the Federation of Canadian Municipalities (FCM); the Local Members of Parliament (MPs); the Local Members of Provincial Parliament (MPPs) as well as York Region and its member municipalities.

### Contact Person:

Daniel Olding, Senior Manager Richmond Hill Centre Subway Project

### Report Approval:

**Submitted by:** Anthony Ierullo, Director Economic Development and Richmond Hill Centre

**Approved by:** Mary-Anne Dempster, City Manager

## **Page 3**

All reports are electronically reviewed and/or approved by the Division Director, Treasurer (as required), City Solicitor (as required), Commissioner and City Manager. Details of the reports approval are attached.

### **Background:**

Richmond Hill has historically advocated for the extension of the Yonge Subway north to Richmond Hill Centre as a critical missing link in the public transit system. Preliminary design and engineering for the subway was announced in 2018 based on \$91.23 million from the Government of Canada and the Government of Ontario.

In April 2019, the Province announced \$28.5B in funding to expand Ontario's transit network including \$5.6B to extend the Yonge Subway line from Finch Station to Richmond Hill. York Region has also confirmed a commitment to their portion of the funding leaving only the federal portion of the project budget currently unconfirmed.

On February 10, 2021, the federal government announced \$14.9 billion for public transit projects over the next eight years. This includes permanent funding of \$3 billion per year for Canadian communities beginning in 2026-27. The recent federal funding announcement is an opportunity for Richmond Hill to emphasize the importance and benefits of the Yonge North Subway Extension and to secure the federal funding needed to complete the project by its 2029-2030 scheduled completion date.

SRCM.21.03 recommends that Council endorse a resolution requesting that federal funding be approved for the Yonge North Subway Extension.

### **Financial/Staffing/Other Implications:**

There are no financial, staffing or other implications associated with staff report SRCM.21.03.

### **Relationship to the Strategic Plan:**

The Yonge North Subway Extension to Richmond Hill is one of Council's Strategic Priorities 2020 to 2022 under the priority of Getting Around the City.

### **Conclusion:**

The Yonge North Subway Extension to Richmond Hill is one of Council's Strategic Priorities 2020-2022. The recent federal funding announcement is an opportunity for Richmond Hill to emphasize the importance and benefits of the Yonge North Subway Extension and to secure the federal funding needed to complete the project. Staff report SRCM.21.03 recommends that Council endorse a resolution requesting federal funding be approved for the Yonge North Subway Extension.

## **Page 4**

### **Attachments:**

The following attached documents may include scanned images of appendixes, maps and photographs. If you require an alternative format please call the contact person listed in this document.

## Page 5

### Report Approval Details

Document Title:	SRCM.21.03 Federal Funding for Yonge North Subway Extension.docx
Attachments:	
Final Approval Date:	Feb 22, 2021

This report and all of its attachments were approved and signed as outlined below:

**Anthony Ierullo - Feb 22, 2021 - 9:03 AM**

**David Dexter - Feb 22, 2021 - 9:12 AM**

**MaryAnne Dempster - Feb 22, 2021 - 9:15 AM**



7855 Sideroad 30  
Alliston, ON L9R 1V1  
P.: 705-434-5055  
F.: 705-434-5051

February 26, 2021

The Honourable Ernie Hardeman  
Minister of Agriculture, Food and Rural Affairs

By email only: [ernie.hardeman@pc.ola.org](mailto:ernie.hardeman@pc.ola.org)

Dear Mr. Hardeman,

Please be advised that the following resolution was passed at the February 10, 2021 Township of Adjala-Tosorontio Council meeting.

*Moved by: Deputy Mayor Meadows  
Seconded by: Councilor Hall-Chancey*

*Resolved, THAT the Council of the Township of Adjala-Tosorontio request the Ministry of Agriculture, Food and Rural Affairs amend the Tile Drainage Installation Act and/or the regulations under the Act that would require tile drainage contractors file farm tile drainage installation plans with the local municipality; and further,*

*THAT this resolution be forwarded to Minister of Agriculture, Food and Rural Affairs (Minister Ernie Hardeman), Jim Wilson, MPP Simcoe-Grey, Lisa Thompson, MPP Huron Bruce, Randy Pettapiece, MPP Perth Wellington, Rural Ontario Municipal Association, Ontario Federation of Agriculture, Christian Farmers Federation Of Ontario, Land Improvement Contractors of Ontario, Drainage Superintendents of Ontario and all Ontario municipalities.*

If you require further information, please do not hesitate to contact our office.

Sincerely,

*Alice Byl*

Alice Byl  
Deputy Clerk  
Township of Adjala-Tosorontio





## CORPORATION OF THE TOWNSHIP OF SOUTH GLENGARRY

MOVED BY Lyle WARDEN RESOLUTION NO 75-2021

SECONDED BY SAM McDONELL DATE March 1, 2021

WHEREAS COVID-19, a disease caused by the 2019 novel coronavirus, has resulted in the deaths of almost 7,000 Ontarians;

AND WHEREAS Canada currently lags behind dozens of nations in terms of the proportion of the population that has received doses of COVID-19 vaccines;

AND WHEREAS the federal government has moved too slowly and is failing to foster domestic vaccine-production capacity;

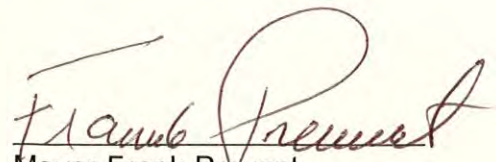
AND WHEREAS the number of administered vaccines in Ontario is not keeping pace with the number of doses that have been received by the provincial government;

AND WHEREAS the provincial COVID-19 vaccine booking system is not yet operational;

NOW THEREFORE BE IT RESOLVED THAT the Council of the Township of South Glengarry urges Premier Doug Ford and the Province of Ontario to procure approved COVID-19 vaccines to be distributed to the residents of the Province of Ontario, increase the Province's vaccination rate to keep pace with the doses that have been received and accelerate the launch of its COVID-19 vaccine booking system;

AND FURTHERMORE that this resolution be forwarded to Premier Doug Ford, MPP Jim McDonell, Hon. Christine Elliot, Minister of Health, Hon. Peter Bethlenfalvy, Minister of Finance and all Ontario municipalities.

CARRIED       DEFEATED       POSTPONED

  
Mayor Frank Prevost



Dear Lisa Lyons, Town of Newmarket

On behalf of Cathy Seguin, President of the Ontario Recreation Facilities Association (ORFA), I would respectfully request consideration for the following "Open Letter" to be added as correspondence to the next Mayor and Council agenda for awareness.

As we are all aware, the COVID-19 pandemic has created unprecedented challenges for all communities and has required a flexible and responsive approach. Over the past year, we have witnessed the vital role that recreation facility professionals, and recreation infrastructure (indoor and outdoor), play in our communities. While following public health guidance, providing even limited access to recreation has allowed our community residents to stay connected, support their physical and mental health, and hopefully encourages them to view a more positive, post-pandemic future.

Thank you for your consideration of this request.

Best wishes,

A handwritten signature in black ink, appearing to read "John Milton", with a long horizontal flourish extending to the right.

John Milton

Chief Administrative Officer

---

## **OPEN Letter to ORFA Members and Industry Employers**

*Dear Colleagues,*

*As we are aware, the pandemic has created unprecedented challenges for all communities and has required a flexible and responsive approach. Over the past year, we have witnessed the vital role that recreation facility professionals, and recreation infrastructure (indoor and outdoor), play in our communities. While*

*following public health guidance, providing even limited access to recreation has allowed our community residents to stay connected, support their physical and mental health, and hopefully encourages them to view a more positive, post-pandemic future.*

*You, and your team members, are the reason why great community recreation exists. I hope you will join me in recognizing the recreation facility professionals within your organization and thank them for their commitment and resilience to ensuring safe and enjoyable recreational activities and spaces.*

*As a member of the Ontario Recreation Facilities Association (ORFA), we continue to support you in your operation and management of your community assets. Since last summer, ORFA has provided its members with timely, current and relevant pandemic-related information. In addition to ORFA's weekly e-news sent to all members, we encourage you to visit [www.orfa.com](http://www.orfa.com) to access other membership benefits, including:*

- o COVID-19 Updates and Toolbox including Recreation Facility COVID-19 Re-entering and Reopening Guiding Principles and Best Practices*
- o Events: online self-study and virtual*
- o Professional designations*
- o Facility Forum magazine (print and digital)*
- o Resource Centre (podcasts, webinars, best practice guidelines, discussion board)*
- o Careers (job postings)*

*Recreation facility professionals, through education, workplace-specific training, and professional certification, have the requisite skills, enhanced knowledge and empowered attitude to better operate and manage infrastructure in support of safe facilities. Your ORFA membership allows you to invest in yourself, your staff, and your profession.*

*I wish to close by thanking our 7,000-plus members for providing critically important frontline and management services to our communities and for their*

*support of corporate, municipal, provincial and federal directives that align in keeping your communities as safe as possible.*

*The ORFA is here to help. Please reach out to us at anytime!*

*Sincerely,*



*Cathy Seguin, President  
Ontario Recreation Facilities Association Inc.*

---

**orfa.com**

Ontario Recreation Facilities Association Inc.  
1 Concorde Gate, Suite 102, Toronto Ontario, Canada M3C 3N6  
Tel. 416-426-7062 [Email ORFA](mailto:info@orfa.com)

[UNSUBSCRIBE](#)



The Honourable Doug Ford  
Premier of Ontario  
Legislative Building  
Queen's Park  
Toronto, ON M7A 1A1  
[doug.fordco@pc.ola.org](mailto:doug.fordco@pc.ola.org)

March 15<sup>th</sup> 2021

Sent via e-mail

**Re: Colour Coded Capacity Limits**

Please be advised that on March 10<sup>th</sup> 2021 the Town of Plympton-Wyoming Council passed the following motion to support the challenges local businesses are facing with respect to the colour coded system within the Province's COVID-19 Response Framework.

***Motion #13*** – Moved by Netty McEwen, Seconded by Tim Wilkins that Council support item "x)" from City of Sarnia regarding Colour Coded Capacity Limits.

***Motion Carried.***

If you have any questions regarding the above motion, please do not hesitate to contact me by phone or email at [ekwarciak@plympton-wyoming.ca](mailto:ekwarciak@plympton-wyoming.ca).

Sincerely,

A handwritten signature in black ink that reads "Erin Kwarciak".

Erin Kwarciak  
Clerk  
Town of Plympton-Wyoming

Cc: All Ontario Municipalities  
Ms. Marilyn Gladu, MP Sarnia-Lambton  
Mr. Bob Bailey, MPP Sarnia-Lambton



**THE CORPORATION OF THE CITY OF SARNIA**  
**City Clerk's Department**

255 Christina Street N. PO Box 3018  
 Sarnia ON Canada N7T 7N2  
 519-332-0330 (phone) 519-332-3995 (fax)  
 519-332-2664 (TTY)  
[www.sarnia.ca](http://www.sarnia.ca) [clerks@sarnia.ca](mailto:clerks@sarnia.ca)

March 4, 2021

The Honourable Doug Ford  
 Premier of Ontario  
 Legislative Building  
 Queen's Park  
 Toronto, ON M7A 1A1

Dear Premier Ford,

**Re: Colour Coded Capacity Limits**

At its meeting held on March 1, 2021, Sarnia City Council discussed the challenges local businesses are facing with respect to the colour coded system within the Province's COVID-19 Response Framework. The following motion was adopted:

***That Sarnia City Council strongly advocate to the Province of Ontario that they adjust the capacity limits for dining, restaurants, sporting and recreational facilities, places of worship, event centers, and all retail/small businesses as part of the colour coded system.***

The following rationale was provided with the introduction of the motion:

- The red zone currently only allows 10 people indoors at a dining or a sporting / recreational facility (regardless of the size), places of worship are capped at 30% or 50 people, and retail / small business is limited to a 50% capacity.
- These businesses and organizations have heavily invested in facility improvements and expensive upgrades to ensure safe social distancing and have all the appropriate safety and protection measures in place.
- Businesses in particular cannot properly plan under the current uncertainty and that means the loss of jobs and income for both workers and owners as well as mental health challenges.

- Indoor capacity limits for restaurants, dining, sporting / recreational facilities, event centers, retail / small business, and places of worship should not involve arbitrary numbers (regardless of size), but instead be changed to the amount of people per facility which ensures that strict and safe social distancing can be maintained.

Sarnia City Council has requested that all municipalities in Ontario join this advocacy effort.

On behalf of Sarnia City Council, I look forward to your reply.

Sincerely,



Amy Burkhart  
Acting City Clerk

Cc: All Ontario Municipalities  
Ms. Marilyn Gladu, MP Sarnia-Lambton  
Mr. Bob Bailey, MPP Sarnia-Lambton



The Honourable Jonathan Wilkinson  
 Minister of Environment and Climate Change  
 House of Commons  
 Ottawa, ON K1A 0A6  
 Jonathan.Wilkinson@parl.gc.ca

The Honourable Marie-Claude Bibeau  
 Minister of Agriculture and Agri-Food  
 House of Commons  
 Ottawa, ON K1A 0A6  
 Marie-Claude.Bibeau@parl.gc.ca

March 19<sup>th</sup> 2021

Sent via e-mail

**Re: Carbon Tax**

Please be advised that on March 10<sup>th</sup> 2021 the Town of Plympton-Wyoming Council passed the following motion to support the Norfolk County Agricultural Advisory Boards letter regarding the application of the carbon tax on primary agriculture producers. It is the recommendation of Norfolk County Council that the Federal Government consider the concerns of the agricultural community and move to exempt all primary agriculture producers from current and future carbon taxes.

***Motion #13*** – Moved by Netty McEwen, Seconded by Tim Wilkins that Council support item “q)” from Norfolk County regarding Carbon Tax on Agriculture Producers.

***Motion Carried.***

If you have any questions regarding the above motion, please do not hesitate to contact me by phone or email at [ekwarciak@plympton-wyoming.ca](mailto:ekwarciak@plympton-wyoming.ca).

Sincerely,

Erin Kwarciak  
 Clerk  
 Town of Plympton-Wyoming

cc. Association of Municipalities of Ontario  
 Federation of Canadian Municipalities  
 Ontario Municipalities





Norfolk County  
 Officer of the Mayor  
 Governor Simcoe Square  
 50 Colborne St., S.  
 Simcoe, Ontario N3Y 4H3  
 519-426-5870  
 Fax: 519-426-7633  
 norfolkcounty.ca

February 23, 2021

The Honourable Jonathan Wilkinson  
 Minister of Environment and Climate Change  
 House of Commons  
 Ottawa, ON K1A 0A6

The Honourable Marie-Claude Bibeau  
 Minister of Agriculture and Agri-Food  
 House of Commons  
 Ottawa, ON K1A 0A6

Dear Ministers,

I am writing to advise that Norfolk County Council supports the attached Norfolk County Agricultural Advisory Board's letter regarding the application of the carbon tax on primary agriculture producers. It is the recommendation of Norfolk County Council that the Federal Government consider the concerns of the agricultural community and move to exempt all primary agriculture producers from current and future carbon taxes. Please find attached the full recommendation.

Thank you for your attention,

Yours truly,

Kristal Chopp  
 Mayor, Norfolk County

P.c. Norfolk County Council  
 Association of Municipalities of Ontario  
 Federation of Canadian Municipalities  
 Ontario Municipalities

Dec 7, 2020

The Honourable Marie-Claude Bibeau, MP  
Minister of Agriculture and Agri-Food House of Commons  
Ottawa, Ontario  
K1A 0A6

Dear Minister Bibeau

Our agricultural advisory board (AAB) who represents the agricultural sector in Norfolk County, Ontario is very concerned about the federal government's current carbon pricing policies. It is our hope that you consider our concerns and move to exempt all primary agriculture producers from current and future carbon taxes.

Carbon tax remains as a major cost of production for producers in Norfolk County. Although some farm fuel purchases are exempt, it is selective and does not meet the needs of the entire agriculture industry. Currently crop drying, heating/cooling of livestock barns and cooling of perishable commodities are still subject to full carbon taxes.

Currently there are no replacements for fossil fuels in agricultural production. As a result, carbon tax policies are not appropriate for the agricultural sector and only decrease farm margins.

Norfolk County which is known as Ontario's garden is home to one of the country's largest diversity of crop production. In addition to the extensive vegetable, fruit and grain production it boasts some of the highest ecological diverse natural habitats, plants and animals in Canada. There is approximately 25% tree cover in the county which is the highest percentage of forested land in Southwestern Ontario. Norfolk County It is also home to over 10,000 acres of woodlots and wetlands protected under Long Point Conservation Authority. In addition to the natural woodlots and wetlands there is also extensive fruit production with 2000 acres of apples and 1000 acres of sour cherries. A mature orchard can fix upwards of 18 mt of CO<sub>2</sub> annually.

The adoption of production practices to protect the soil and environment are advanced in Norfolk County. There has been a wide implementation of cover cropping, planting green and reduced tillage practices all of which sequester carbon. Additional farming practices of 4R nutrient management coupled with precision technology ensure that appropriate nutrients are applied at the right time, place and rate. In many cases sensitive water sources around ponds and wetlands are planted with buffer strips and soil erosion control measures of grassed waterways and windbreaks are also common practices. ALUS (alternative land use) programs have been embraced across the county, taking unproductive land out of production, and returning it to natural native grass plantings, trees and constructed wetlands. Currently there are 1148 active projects with 189 producers covering 1573 acres in Norfolk County managed under the ALUS program.

The agriculture industry has made great strides to protect the environment and will continue to improve production practices that reduces the carbon footprint in food production.

The AAB board believes that all on farm fuels used in agricultural production should be exempt from carbon tax. This should include natural gas, propane, gas, and diesel. We strongly urge the government to be consistent with a sector wide exemption to current carbon tax policies.

Sincerely,

Dustin Zamecnik  
Chair of Norfolk County Agriculture Advisory Board



March 19<sup>th</sup> 2021

Sent via e-mail

**Re: Town of Gravenhurst Resolution – Ontario Fire College**

Please be advised that on March 10<sup>th</sup> 2021 the Town of Plympton-Wyoming Council passed the following motion to support the Town of Gravenhurst – Ontario Fire College.

***Motion #13*** – *Moved by Netty McEwen, Seconded by Tim Wilkins that Council support item “v)” from the Town of Gravenhurst regarding the Ontario Fire College.*

***Motion Carried.***

**WHEREAS** the Ontario Fire College Campus has been in operation in Gravenhurst since 1958; and

**WHEREAS** the Ontario Fire College Campus is one of the primary sources of certified training for Ontario Firefighters; and

**WHEREAS** the Ontario Fire College Campus has built a reputation of integrity, credibility, and reliability in providing some of the best training to our Fire Services within the Province of Ontario; and

**WHEREAS** the Ontario Fire College Campus has been used to train and certify both Volunteer, Part-Time and Career firefighters throughout Ontario; and

**WHEREAS** the Regional Training Centers are not all created equal and similar in function to the Ontario Fire College Campus; and

**WHEREAS** the Ontario Fire College Campus gives Ontario Firefighters another option other than Regional Training Centers to obtain National Fire Protection Association (NFPA) certifications; and

**WHEREAS** the Ontario Fire College Campus is the most cost-effective method for municipalities to certify Firefighters to NFPA Standards in Ontario; and

**WHEREAS** the Ontario Government enacted and revoked O. Reg. 379/18: Firefighter Certification in 2018; and

Con't....

page 2

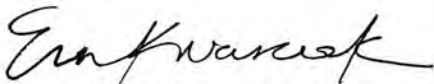
**WHEREAS** when the Ontario Government revoked O. Reg. 379/18: Firefighter Certification, it was made known by the Office of the Solicitor General that the act would be amended and brought back in the future; and

**THEREFORE, BE IT RESOLVED THAT** the Town of Plympton-Wyoming requests that the Province of Ontario reverse their decision to close the Ontario Fire College Campus in Gravenhurst as the OFC is one of the best and most cost-effective methods for municipalities to train their firefighters which assists us in protecting our residents; and

**BE IT FURTHER RESOLVED THAT** this Resolution is forwarded to the Honourable Doug Ford Premier of Ontario, the Honourable Sylvia Jones; Ontario Solicitor General, the Honourable Steve Clark, Minister of Municipal Affairs and Housing, the Ontario Fire Marshal; Jon Pegg, and all municipalities within the Province of Ontario.

If you have any questions regarding the above motion, please do not hesitate to contact me by phone or email at [ekwarciak@plympton-wyoming.ca](mailto:ekwarciak@plympton-wyoming.ca).

Sincerely,



Erin Kwarciak  
Clerk  
Town of Plympton-Wyoming



***Sent via Email***

February 11, 2021

**RE: TOWN OF GRAVENHURST RESOLUTION – ONTARIO FIRE COLLEGE**

At the Town of Gravenhurst Committee of the Whole meeting held on February 9, 2021 the following resolution was passed:

**Moved by Councillor Lorenz  
Seconded by Councillor Murray**

**WHEREAS** the site of the Ontario Fire College has been in institutional use since 1902 as the Muskoka Free Hospital for Consumptives and the site of many heritage buildings that require protection;

**AND WHEREAS** the Town of Gravenhurst has been home to the Ontario Fire College since 1957, providing world-class training and camaraderie to thousands of Firefighters from across the Province in a unique setting;

**AND WHEREAS** the Ontario Fire College has established the reputation to certify both Volunteer and Career firefighters in a cost effective manner, offering top-tier training to all Fire Departments in Ontario;

**AND WHEREAS** there is concern from several municipalities and firefighters across the Province that the closure is detrimental to their training and that downloading of training is simply too expensive for municipalities and not included in their 2021 budgets;

**AND WHEREAS** the Fire Marshal has a duty (F.P.P.A.S 9.2(e)) to operate and maintain a central fire college and that regional training facilities are unproven and the closure of the Ontario Fire College was implemented with no stakeholder consultation;

**AND WHEREAS** the community of Gravenhurst has benefitted from the employment opportunities that the Ontario Fire College has provided;

**AND WHEREAS** the closure of the facility will result in significant job losses and would be a detriment to the broader community;

**THEREFORE BE IT RESOLVED THAT** the Province of Ontario reconsider the closure of the Ontario Fire College;

**AND THAT** if the closure occurs, the facility and site in the Town of Gravenhurst be considered to be the location of a Regional Training Centre for Fire and Emergency Services, for all the people of Ontario;

**AND THAT** the Province engage the Town of Gravenhurst and community partners to use the site in a matter that fosters growth of the community in a responsible way;

**AND FINALLY THAT** this motion be forwarded to the Honourable Doug Ford, Premier of Ontario, the Honourable Sylvia Jones, Ontario Solicitor General, the Honourable Steve Clark, Minister of Municipal Affairs and Housing, MPP Norm Miller, the Ontario Fire Marshal, Jon Pegg and all Ontario Municipalities.

**CARRIED**

Sincerely,



Kayla Thibeault  
Director of Legislative Services / Clerk  
Town of Gravenhurst

## DRAFT MOTION:

WHEREAS the Ontario Fire College Campus has been in operation in Gravenhurst since 1958; and

WHEREAS the Ontario Fire College Campus is one of the primary sources of certified training for Ontario Firefighters; and

WHEREAS the Ontario Fire College Campus has built a reputation of integrity, credibility, and reliability in providing some of the best training to our Fire Services within the Province of Ontario; and

WHEREAS the Ontario Fire College Campus has been used to train and certify both Volunteer, Part-Time and Career firefighters throughout Ontario; and

WHEREAS the Regional Training Centers are not all created equal and similar in function to the Ontario Fire College Campus; and

WHEREAS the Ontario Fire College Campus gives Ontario Firefighters another option other than Regional Training Centers to obtain National Fire Protection Association (NFPA) certifications; and

WHEREAS the Ontario Fire College Campus is the most cost-effective method for municipalities to certify Firefighters to NFPA Standards in Ontario; and

WHEREAS the Ontario Government enacted and revoked 0. Reg. 379/18: Firefighter Certification in 2018; and

WHEREAS when the Ontario Government revoked 0. Reg. 379/18: Firefighter Certification, it was made known by the Office of the Solicitor General that the act would be amended and brought back in the future; and

THEREFORE, BE IT RESOLVED THAT the **TOWNSHIP/MUNICIPALITY** requests that the Province of Ontario reverse their decision to close the Ontario Fire College Campus in Gravenhurst as the OFC is one of the best and most cost-effective methods for municipalities to train their firefighters which assists us in protecting our residents; and

BE IT FURTHER RESOLVED THAT this Resolution is forwarded to the Honourable Doug Ford Premier of Ontario, the Honourable Sylvia Jones; Ontario Solicitor General, the Honourable Steve Clark, Minister of Municipal Affairs and Housing, the Ontario Fire Marshal; Jon Pegg, and all municipalities within the Province of Ontario.





**Customer Service Centre:** 905-640-1900  
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**Automated:** 905-640-1910  
 Toll Free: 1-855-642-TOWS (8697)  
**Fax:** 905-640-7957  
[www.townofws.ca](http://www.townofws.ca)

March 19, 2021

**Delivered by email**  
[premier@ontario.ca](mailto:premier@ontario.ca)

Premier of Ontario  
 Honourable Doug Ford  
 Legislative Building  
 Queen's Park  
 Toronto ON M7A 1A1

**RE: Foodservice Industry Capacity Limits**

Please be advised the above-noted matter was placed before Council at its meeting held on March 16, 2021 and the following resolution was passed:

WHEREAS the current Provincial framework under Red-Control will allow 30% capacity of the room indoors for religious services and ceremonies, where physical distancing can be maintained;

WHEREAS at The Region of Halton's Council Meeting – February 17, 2021  
 MOVED BY: Mayor Rob Burton SECONDED BY: Councillor Dave Gittings  
 the following resolution was passed;

“WHEREAS the foodservice industry has been the hardest hit sector in Ontario and Canada. With little to no revenue, restaurant operators will be unable to pay rent and other fixed costs, forcing them to permanently close their doors before recovery can even begin.

WHEREAS according to the January Labour Force Survey by Statistics Canada, employment declined in January in three services-producing industries most affected by new and continuing public health restrictions—accommodation and food services (- 8.2%), retail trade (-7.4%), and information, culture and recreation (-2.4%).

WHEREAS according to the latest survey from Restaurants Canada: Eight out of 10 restaurants are either losing money or barely scraping by. 65% are continuing to operate at a loss, while 19% are just breaking even and 63% of foodservice businesses that are losing money expect to take at least a year to return to profitability.

WHEREAS under the Red – Control framework the Province of Ontario currently allows retail stores to operate with a 75% capacity limit and non-essential retail stores to operate with a 50% capacity limit. WHEREAS restaurants in Ontario are unfairly restricted to 10 patrons regardless of space available and capacity to safely serve patrons.

WHEREAS restaurants in British Columbia were required to determine the maximum number of patrons and staff that their premises can accommodate if they are standing or sitting two metres apart and allowed to operate above 50% capacity if they can abide by physical distancing requirements.

WHEREAS local Halton Region restaurants have invested thousands in personal protective equipment and modifying their spaces to provide a safer environment for their employees and customers. According to Restaurants Canada: restaurants have invested over \$750 million in training, sanitizer stations, PPE, air purification systems, and other protective equipment, all designed to provide the highest levels of safety for their customers.

WHEREAS the Alcohol and Gaming Commission of Ontario has decided to continue to not require licensees to apply or pay a fee for temporary extensions to outdoor patio spaces to safely accommodate patrons and staff;”

THEREFORE BE IT RESOLVED THAT the Town of Whitchurch-Stouffville calls on the Province of Ontario to review the British Columbia restart plan and update its framework to allow restaurant capacity to be based on percentage of square footage and the ability of a restaurant to safely serve patrons;

AND THAT the Alcohol and Gaming Commission of Ontario accept our thanks for having decided to extend the same provisions and permissions to its licensing program for bars and restaurants for temporary extensions to outdoor patio spaces until the end of 2021;”

NOW THEREFORE BE IT RESOLVED that the Town of Whitchurch Stouffville support and endorse the Region of Halton’s motion and;



Customer Service Centre: 905-640-1900  
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**Automated:** 905-640-1910  
 Toll Free: 1-855-642-TOWS (8697)  
**Fax:** 905-640-7957  
[www.townofws.ca](http://www.townofws.ca)

NOW BE IT FURTHER RESOLVED that this resolution be circulated broadly and made publicly available and sent to the Premier of Ontario, the Ontario Minister of Municipal Affairs and Housing, the Ontario Minister of Health, the Attorney General of Ontario, the Ontario Minister of Economic Development, the Ontario Minister of Small Business and Red Tape Reduction, York Region's Members of Provincial Parliament and the Association of Municipalities of Ontario, Ontario's Big City Mayors, the Small Urban GTHA Mayors, York Region Municipalities, the Federation of Canadian Municipalities, Ontario Business Improvement Area Association, the Ontario Chamber of Commerce, the Canadian Chamber of Commerce and Restaurants Canada.

Yours truly,

Kristina Soolepp, Council Coordinator  
 (905) 642-4130

cc. Ontario Minister of Municipal Affairs and Housing  
 Ontario Minister of Health  
 Attorney General of Ontario  
 Ontario Minister of Economic Development  
 Ontario Minister of Small Business and Red Tape Reduction  
 York Region's Members of Provincial Parliament  
 Association of Municipalities of Ontario  
 Ontario's Big City Mayors  
 Small Urban GTHA Mayors  
 York Region Municipalities  
 Federation of Canadian Municipalities  
 Ontario Business Improvement Area Association  
 Ontario Chamber of Commerce  
 Canadian Chamber of Commerce  
 Restaurants Canada

March 22, 2021

RE: Ontario Fire College Closure

Please be advised that the Council of the Municipality of Grey Highlands, at its meeting held March 17, 2021, passed the following resolution:

2021-195

Moved by Aakash Desai, Seconded by Danielle Valiquette

Whereas Council received the resolution 59/21 from the Township of Howick; and

Whereas, the Province of Ontario has announced that as of March 31, 2021 the Gravenhurst campus of the Ontario Fire College will be permanently closed; and

Whereas, the Province of Ontario announced plans to modernize and expand access to firefighter training in Ontario; and

Whereas, there has been no clear plan communicated by the Province of Ontario on how to obtain firefighter training in the absence of the Ontario Fire College campus; and

Whereas, there has been no clear plan communicated by the Province of Ontario on how firefighter training in Ontario will be modernized and expanded; and

Whereas, there has been no clear plan communicated by the Province of Ontario regarding the costs or funding for modernized and expanded firefighter training in Ontario; and

Whereas, the Municipality of Grey Highlands is a small municipality that operates a volunteer fire department to provide fire protection;

Now therefore, be it resolved that Council respectfully request a clear plan be communicated that establishes how the Province intends to modernize and expand firefighter training ensuring equal access to all municipal fire departments in Ontario, and as well, present a plan for funding to subsidize and/or regulate the cost for firefighter training in the Province of Ontario; and

That a copy of this resolution be forwarded to the Solicitor General, MPP Bill Walker, the Ontario Fire Marshal, the Ontario Association of Fire Chiefs, the Association of Municipalities of Ontario, and all Ontario Municipalities.

CARRIED.

As per the above resolution, please accept a copy of this correspondence for your information and consideration.

Sincerely,



Jerri-Lynn Levitt  
Deputy Clerk  
Council and Legislative Services  
Municipality of Grey Highlands



44816 Harriston Road, RR 1, Gorrie On N0G 1X0  
 Tel: 519-335-3208 ext 2 Fax: 519-335-6208  
[www.howick.ca](http://www.howick.ca)

March 3, 2021

Premier Doug Ford

By email only [premier@ontario.ca](mailto:premier@ontario.ca)

Dear Premier Ford:

Please be advised that the following resolution was passed at the March 2, 2021 Howick Council meeting:

**Moved by Deputy Reeve Bowman; Seconded by Councillor Hargrave:**

**Whereas, the Province of Ontario has announced that as of March 31, 2021 the Gravenhurst campus of the Ontario Fire College will be permanently closed; and  
 Whereas, the Province of Ontario announced plans to modernize and expand access to firefighter training in Ontario; and**

**Whereas, there has been no clear plan communicated by the Province of Ontario on how to obtain firefighter training in the absence of the Ontario Fire College campus; and**

**Whereas, there has been no clear plan communicated by the Province of Ontario on how firefighter training in Ontario will be modernized and expanded; and**

**Whereas, there has been no clear plan communicated by the Province of Ontario regarding the costs or funding for modernized and expanded firefighter training in Ontario; and**

**Whereas, the Township of Howick is a small rural municipality that operates a volunteer fire department to provide fire protection;**

**Now therefore, be it resolved that Council respectfully request a clear plan be communicated that establishes how the Province intends to modernize and expand firefighter training ensuring equal access to all municipal fire departments in Ontario, and as well, present a plan for funding to subsidise and or regulate the cost for firefighter training in the Province of Ontario. Carried.  
 Resolution No. 59/21**

If you require any further information, please contact this office, thank you.

Yours truly,

*Carol Watson*

Carol Watson, Clerk  
 Township of Howick

Cc Solicitor General Sylvia Jones  
 Huron-Bruce MPP Lisa Thompson  
 Ontario Fire Marshal Jon Pegg  
 Ontario Association of Fire Chiefs Mark McDonald  
 AMO President Graydon Smith  
 All Ontario Municipalities



## Community Services

### Legislative Services

March 23, 2021

File #120203

Sent via email: [premier@ontario.ca](mailto:premier@ontario.ca)

The Honourable Doug Ford, Premier of Ontario  
Room 281, Legislative Building, Queen's Park  
Toronto, ON M7A 1A1

Honourable and Dear Sir:

**Re: Town of Lincoln – McNally House Hospice’s Life in Every Moment Campaign**

Please be advised the Municipal Council of the Town of Fort Erie at its meeting of March 22, 2021 received and supported correspondence from the Town of Lincoln dated March 18, 2021 requesting the Province of Ontario and the Niagara Region to support McNally House Hospice’s Life in Every Moment Campaign.

Attached please find a copy of the Town of Lincoln’s correspondence dated March 18, 2021.

Thank you for your attention to this matter.

Yours very truly,

Carol Schofield, Dipl.M.A.  
Manager, Legislative Services/Clerk

[cschofield@forterie.ca](mailto:cschofield@forterie.ca)

CS:dlk

Attach

c.c.

Ann-Marie Norio, Regional Clerk [ann-marie.norio@niagararegion.ca](mailto:ann-marie.norio@niagararegion.ca)

Dean Ellison, MP, Niagara West [dean.allison@parl.gc.ca](mailto:dean.allison@parl.gc.ca)

Chris Bittle, MP, St. Catharines [chris.bittle@parl.gc.ca](mailto:chris.bittle@parl.gc.ca)

Tony Baldinelli, MP, Niagara Falls [Tony.Baldinelli@parl.gc.ca](mailto:Tony.Baldinelli@parl.gc.ca)

Vance Badawey, MP, Niagara Centre [vance.badawey@parl.gc.ca](mailto:vance.badawey@parl.gc.ca)

Jeff Burch, MPP, Niagara Centre [jburch-qp@ndp.on.ca](mailto:jburch-qp@ndp.on.ca)

Sam Oosterhoff, MPP, Niagara West [sam.oosterhoff@pc.ola.org](mailto:sam.oosterhoff@pc.ola.org)

Jennifer Stevens, MPP, St. Catharines [JStevens-co@ndp.on.ca](mailto:JStevens-co@ndp.on.ca)

Wayne Gates, MPP, Niagara Falls [wgates-co@ndp.on.ca](mailto:wgates-co@ndp.on.ca)

Association of Municipalities of Ontario [mturner@amo.on.ca](mailto:mturner@amo.on.ca)

Ontario Municipalities

Mailing Address:

The Corporation of the Town of Fort Erie  
1 Municipal Centre Drive, Fort Erie ON L2A 2S6

Office Hours 8:30 a.m. to 5:00 p.m. Phone: (905) 871-1600 FAX: (905) 871-4022

Web-site: [www.forterie.ca](http://www.forterie.ca)



4800 SOUTH SERVICE RD  
BEAMSVILLE, ON L0R 1B1

905-563-8205

March 18, 2021

**SENT VIA EMAIL:**  
[premier@ontario.ca](mailto:premier@ontario.ca)

The Honourable Doug Ford  
Premier of Ontario  
Legislative Building  
Queen's Park  
Toronto, ON M7A 1A1

**RE: REQUEST FOR SUPPORT – MCNALLY HOUSE HOSPICE AND END OF LIFE CARE**

Please be advised that Council of the Corporation of the Town of Lincoln at its Special Council Meeting held on March 8, 2021, endorsed and passed the following motion in support of the McNally House Hospice's Life in Every Moment Campaign.

Moved by: Councillor Tony Brunet; Seconded by: Councillor Lynn Timmers

That the Council of the Town of Lincoln request the Provincial government, Regional government, all Niagara MP's and MPP's as well as municipalities to recognize and support the overall health of the Niagara community and end of life care required to alleviate the burden on hospitals; and

That the Council of the Town of Lincoln direct staff to report back on a financial contribution towards McNally House Hospice Expansion, commencing in 2022 to be funded over a five-year term.

**CARRIED**

Regards,

Julie Kirkelos  
Town Clerk  
[jkirkelos@lincoln.ca](mailto:jkirkelos@lincoln.ca)

Received by  
MARCH 22, 2021  
COUNCIL

cc: Dean Allison, MP  
Chris Bittle, MP



Tony Baldinelli, MP  
Vance Badawey, MP  
Sam Oosterhoff, MPP  
Jennifer Stevens, MPP  
Wayne Gates, MPP  
Jeff Burch, MPP  
Local Area Municipalities



## Community Services

### Legislative Services

March 23, 2021  
File #120203

The Honourable Patty Hajdu  
Minister of Health  
House of Commons  
Ottawa, ON K1A 0A6  
[Patty.hajdu@parl.gc.ca](mailto:Patty.hajdu@parl.gc.ca)

Health Canada  
70 Colombine Driveway  
Ottawa, Ontario  
K1A 0K9  
[Hcinfor.infosc@canada.ca](mailto:Hcinfor.infosc@canada.ca)

Honourable and Dear Madam:

#### **Re: Township of Brock - Cannabis Licencing and Enforcement**

Please be advised the Municipal Council of the Town of Fort Erie at its meeting of March 22, 2021 received and supported correspondence from the Township of Brock dated March 2, 2021 requesting Health Canada to confirm designated growers conform with local zoning and control by-laws; notify local authorities of any licence issued, amended, suspended, reinstated or revoked; provide dedicated communication with local governments and Police Services; allow Police Services to lay charges when licenced operators grow in excess and provide enforcement support and guidance to local municipalities for dealing with land use complaints relating to Cannabis.

Attached please find a copy of the Township of Brock's correspondence dated March 2, 2021.

Thank you for your attention to this matter.

Yours very truly,

Carol Schofield, Dipl.M.A.  
Manager, Legislative Services/Clerk

[cschofield@forterie.ca](mailto:cschofield@forterie.ca)

CS:dlk

Attach

c.c.

The Honourable Christine Elliott, Minister of Health, Ontario [christine.elliott@ontario.ca](mailto:christine.elliott@ontario.ca)

The Honourable Laurie Scott, MPP, Haliburton-Kawartha Lakes-Brock [laurie.scottco@pc.ola.org](mailto:laurie.scottco@pc.ola.org)

The Honourable Ernie Hardeman, Minister of Agriculture, Food and Rural Affairs [minister.omafra@ontario.ca](mailto:minister.omafra@ontario.ca)

The Honourable Marie-Claude Bibeau, Minister of Agriculture and Agri-Food [MarieClaude.Bibeau@parl.gc.ca](mailto:MarieClaude.Bibeau@parl.gc.ca)

Tony Baldinelli, MP, Niagara Falls [tony.baldinelli@parl.gc.ca](mailto:tony.baldinelli@parl.gc.ca)

Wayne Gates, MPP [wgates-co@ndp.on.ca](mailto:wgates-co@ndp.on.ca)

Becky Jamieson Municipal Clerk, Township of Brock [becky.jamieson@brock.ca](mailto:becky.jamieson@brock.ca)

Chief of Police, Bryan MacCulloch, Niagara Regional Police Service [deb.reid@niagarapolice.ca](mailto:deb.reid@niagarapolice.ca)

Association of Municipalities of Ontario [mturner@amo.on.ca](mailto:mturner@amo.on.ca)

Ontario Municipalities

Mailing Address:

The Corporation of the Town of Fort Erie  
1 Municipal Centre Drive, Fort Erie ON L2A 2S6

Office Hours 8:30 a.m. to 5:00 p.m. Phone: (905) 871-1600 FAX: (905) 871-4022

Web-site: [www.forterie.ca](http://www.forterie.ca)



The Corporation of  
The Township of Brock  
1 Cameron St. E., P.O. Box 10  
Cannington, ON L0E 1E0  
705-432-2355

March 2, 2021

The Honourable Patty Hajdu  
Minister of Health Canada  
Via email: [Patty.Hajdu@parl.gc.ca](mailto:Patty.Hajdu@parl.gc.ca)

Health Canada  
Ottawa, Ontario  
via email: [hcinfo.infosc@canada.ca](mailto:hcinfo.infosc@canada.ca)

Dear Honourable Madam:

Re: Cannabis Licencing and Enforcement

---

Please be advised that the Council of the Township of Brock, at their meeting held on February 22, 2021 adopted the following resolution:

**Resolution Number 22-2**

MOVED by **Michael Jubb** and SECONDED by **Cria Pettingill**

WHEREAS the Government of Canada introduced Bill C-45 (the Cannabis Act) to create the foundation for a comprehensive national framework to provide restricted access to regulated cannabis, and to control its production, distribution, sale, importation, exportation, and possession;

WHEREAS the police have not been given lawful authority to lay charges under the Cannabis Act to appropriately respond to violations of Health Canada Registrations and Licenses;

WHEREAS there is no direct communication or dedicated effort to provide a communication channel between Municipal government staff or Police Agencies for dealing with Health Canada Registrations and Licenses;

WHEREAS the Township of Brock has not been consulted by Health Canada prior to the issuance of licenses for properties not in compliance with municipal zoning by-laws;the future;

BE IT RESOLVED THAT the Township of Brock requests that Health Canada:

1. Require Federal Licenses and Registrations for Designated Growers to conform with local zoning and control by-laws;
2. Ensure local authorities are provided with notification of any licence issuance, amendment, suspension, reinstatement or revocation within their region;

Received by  
MARCH 22, 2021  
COUNCIL

If this information is required in an accessible format,  
please contact the Township at 705-432-2355.

3. Provide dedicated communication with local governments and Police services;
4. Provide lawful authority to Police agencies to lay charges when registered or licences operations grow in excess of their registration or licence through Health Canada; and,
5. Provide enforcement support and guidance to local municipalities for dealing with land use complaints relating to Cannabis.

AND FURTHER BE IT RESOLVED THAT the Township of Brock will forward this motion by email to the following partners: All municipalities in Ontario; the MP and MPP of Haliburton–Kawartha Lakes–Brock; the Minister of Agriculture, Food and Rural Affairs; the Minister of Agriculture and Agri-Food; and the Durham Region Police Services with the request that the Federal government enact legislation to better support local governments with land use management and enforcement issues as they relate to Cannabis Production and Processing.

**MOTION CARRIED**

Thank you for your consideration. Should you have any questions please do not hesitate to contact the undersigned.

Yours truly,

THE TOWNSHIP OF BROCK



Becky Jamieson  
Municipal Clerk

BJ:dh

- cc. The Honourable Christine Elliott, Minister of Health, Ontario –  
christine.elliott@ontario.ca  
The Honourable Laurie Scott, MPP, Haliburton-Kawartha Lakes-Brock -  
laurie.scottco@pc.ola.org  
Jamie Schmale, MP, Haliburton-Kawartha Lakes-Brock - Jamie.schmale@parl.gc.ca  
The Honourable Ernie Hardeman, Minister of Agriculture, Food and Rural Affairs –  
minister.omafra@ontario.ca  
The Honourable Marie-Claude Bibeau, Minister of Agriculture and Agri-Food - Marie-  
Claude.Bibeau@parl.gc.ca  
Inspector Ryan Connolly, DRPS - northdivision@drps.ca  
Ontario municipalities



## Community Services

### Legislative Services

March 23, 2021

File #120203

Sent via email: [premier@ontario.ca](mailto:premier@ontario.ca)

The Honourable Doug Ford,  
Premier of Ontario  
Room 281, Legislative Building, Queen's Park  
Toronto, ON M7A 1A1

Honourable and Dear Sir:

**Re: City of Sarnia - Advocate the Province of Ontario to Adjust the Capacity Limits as part of the COVID-19 Colour Coded System**

Please be advised the Municipal Council of the Town of Fort Erie at its meeting of March 22, 2021 received and supported correspondence from the City of Sarnia dated March 4, 2021 advocating the Province of Ontario to adjust the capacity limits for dining, restaurants, sporting and recreational facilities, places of worship, event centers, and all retail/small businesses as part of the COVID-19 Colour Coded System.

Attached please find a copy of the City of Sarnia's correspondence dated March 4, 2021.

Thank you for your attention to this matter

Yours very truly,

Carol Schofield, Dipl.M.A.  
Manager, Legislative Services/Clerk  
[cschofield@forterie.ca](mailto:cschofield@forterie.ca)

CS:dlk

Attach

c.c.

Tony Baldinelli, MP, Niagara Falls [tony.baldinelli@parl.gc.ca](mailto:tony.baldinelli@parl.gc.ca)

Wayne Gates, MPP [wgates-co@ndp.on.ca](mailto:wgates-co@ndp.on.ca)

Niagara Region [ann-marie.norio@niagararegion.ca](mailto:ann-marie.norio@niagararegion.ca)

Ontario Municipalities

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Mailing Address:

The Corporation of the Town of Fort Erie  
1 Municipal Centre Drive, Fort Erie ON L2A 2S6

Office Hours 8:30 a.m. to 5:00 p.m. Phone: (905) 871-1600 FAX: (905) 871-4022

Web-site: [www.forterie.ca](http://www.forterie.ca)



THE CORPORATION OF THE CITY OF SARNIA  
**City Clerk's Department**

255 Christina Street N. PO Box 3018  
 Sarnia ON Canada N7T 7N2  
 519-332-0330 (phone) 519-332-3995 (fax)  
 519-332-2664 (TTY)  
[www.sarnia.ca](http://www.sarnia.ca) [clerks@sarnia.ca](mailto:clerks@sarnia.ca)

March 4, 2021

The Honourable Doug Ford  
 Premier of Ontario  
 Legislative Building  
 Queen's Park  
 Toronto, ON M7A 1A1

Dear Premier Ford,

Re: Colour Coded Capacity Limits

At its meeting held on March 1, 2021, Sarnia City Council discussed the challenges local businesses are facing with respect to the colour coded **system within the Province's COVID-19** Response Framework. The following motion was adopted:

*That Sarnia City Council strongly advocate to the Province of Ontario that they adjust the capacity limits for dining, restaurants, sporting and recreational facilities, places of worship, event centers, and all retail/small businesses as part of the colour coded system.*

The following rationale was provided with the introduction of the motion:

- The red zone currently only allows 10 people indoors at a dining or a sporting / recreational facility (regardless of the size), places of worship are capped at 30% or 50 people, and retail / small business is limited to a 50% capacity.
- These businesses and organizations have heavily invested in facility improvements and expensive upgrades to ensure safe social distancing and have all the appropriate safety and protection measures in place.
- Businesses in particular cannot properly plan under the current uncertainty and that means the loss of jobs and income for both workers and owners as well as mental health challenges.

- Indoor capacity limits for restaurants, dining, sporting / recreational facilities, event centers, retail / small business, and places of worship should not involve arbitrary numbers (regardless of size), but instead be changed to the amount of people per facility which ensures that strict and safe social distancing can be maintained.

Sarnia City Council has requested that all municipalities in Ontario join this advocacy effort.

On behalf of Sarnia City Council, I look forward to your reply.

Sincerely,

A handwritten signature in black ink, appearing to read 'Amy Burkhart', written in a cursive style.

Amy Burkhart  
Acting City Clerk

Cc: All Ontario Municipalities  
Ms. Marilyn Gladu, MP Sarnia-Lambton  
Mr. Bob Bailey, MPP Sarnia-Lambton

March 24, 2021

Hon. Doug Ford  
Premier of Ontario  
Legislative Building, Queen's Park  
Toronto, ON M7A 1A1  
[premier@ontario.ca](mailto:premier@ontario.ca)

Dear Premier Ford:

**Re: Support for West Grey Resolution – Municipal Insurance Rates**

At its Regular meeting held on March 15, 2021, the Council of the Corporation of the City of Owen Sound considered the above noted matter and passed Resolution No. R-210315-010 as follows:

R-210315-010

**"THAT in consideration of correspondence received February 24, 2021 from the Director of Administration/Clerk, West Grey respecting Municipal Insurance Rates, City Council directs staff to send a letter in support of the resolution passed by the Council of the Corporation of the Municipality of West Grey to the Premier of Ontario, Minister of Finance, Attorney General of Ontario, MPP for Bruce-Grey-Owen Sound, and all municipalities in Ontario."**

The resolution passed by the Corporation of the Municipality of West Grey is as follows:

"The Council of the Corporation of the Municipality of West Grey hereby supports the resolution of The Municipality of Grey Highlands dated January 22, 2021 wherein they call on the Province of Ontario to review the seven recommendations of AMO to investigate the following municipal insurance issues, as insurance premiums will soon be out of reach for many communities:

1. The provincial government adopt a model of full proportionate liability to replace joint and several liability.
2. Implement enhancements to the existing limitations period including the continued applicability of the existing 10-day rule on slip and fall cases given recent judicial interpretations and whether a one-year limitation period may be beneficial.
3. Implement a cap for economic loss awards.



4. Increase the catastrophic impairment default benefit limit to \$2 million and increase the third-party liability coverage to \$2 million in government regulated automobile insurance plans.
5. Assess and implement additional measures which would support lower premiums or alternatives to the provision of insurance services by other entities such as non-profit insurance reciprocals.
6. Compel the insurance industry to supply all necessary financial evidence, including but not limited to, premiums, claims and deductible limit changes which support its own and municipal arguments as to the fiscal impact of joint and several liability.
7. Establish a provincial and municipal working group to consider the above and put forward recommendations to the Attorney General; and

That this motion be provided to the Premier of Ontario, Minister of Finance, Attorney General of Ontario, MPP for Bruce-Grey-Owen Sound and all municipalities in Ontario.”

If you have any questions or concerns, please do not hesitate to contact me.

Sincerely,



Jamie Eckenswiler, AMP  
Deputy Clerk  
City of Owen Sound

cc. Hon. Peter Bethlenfalvy, Minister of Finance  
Hon. Doug Downey, Attorney General  
Hon. Bill Walker, MPP Bruce-Grey-Owen Sound  
All Ontario Municipalities

# TOWNSHIP OF EDWARDSBURGH CARDINAL

March 22, 2021

Resolution Number: 2021-

100

Moved By:

*John Hunter*

Seconded By:

*[Signature]*

WHEREAS the Ontario Fire College has been in operation since 1949, where its primary responsibility is to develop and delivery academically sound educational and hands on training programs to meet the needs of both today's and tomorrow's fire services; and

WHEREAS the Ontario Fire College's main objective is to assist the students to become the best trained and most professional members of the Ontario fire service; and

WHEREAS the Ontario Fire College is one of the primary sources of certified training for Ontario and Municipal Firefighters; and

WHEREAS the Ontario Fire College has built a reputation of integrity, credibility, and reliability in providing some of the best training for our fire services within the Province of Ontario; and

WHEREAS the Ontario Fire College has been utilized by the Township of Edwardsburgh Cardinal for numerous years to train and certify our volunteer fire fighters; and

WHEREAS the Township of Edwardsburgh Cardinal Volunteer Fire Department is on call 24/7 for 365 days a year, with regular jobs and families that expect them to come home safely each and every time; and

WHEREAS the Ontario Fire College provides fire fighters with another option other than Regional Training Centres to obtain their National Fire Protection Association certification; and

WHEREAS the Ontario Fire College is the most cost effective method to certify fire fighters to National Fire Protection Association standards in Ontario; and

WHEREAS when the Government of Ontario enacted and revoked Ontario Regulation 379/18: Firefighter Certification, it was made known by the Office of the Solicitor General that the Act would be amended and brought back in the future; and

WHEREAS the Ontario Fire Service stakeholders were not consulted regarding the closure of the Ontario Fire College training facility in Gravenhurst; and

Carried     Defeated     Unanimous

Mayor:

*[Signature]*

RECORDED VOTE REQUESTED BY: \_\_\_\_\_

NAME	YEA	NAY
Councillor H. Cameron		
Councillor S. Dillabough		
Councillor J. Hunter		
Deputy Mayor T. Deschamps		
Mayor P. Sayeau		
TOTAL		

# TOWNSHIP OF EDWARDSBURGH CARDINAL

March 22, 2021

Resolution Number: 2021- \_\_\_\_\_

Moved By: \_\_\_\_\_

Seconded By: \_\_\_\_\_

WHEREAS municipalities in the Province of Ontario are mandated to establish a program including public education and fire prevention, and provide fire protection services as it deems may be necessary with its needs and circumstance.

NOW THEREFORE BE IT RESOLVES THAT the Council of the Corporation of the Township of Edwardsburgh Cardinal hereby strongly requests that the Government of Ontario reverse their decision to close the Ontario Fire College as it is one of the best and most cost effective methods for municipalities to educate and train their firefighters which assists in protecting all residents; and

BE IT FURTHER RESOLVED THAT if the Government of Ontario chooses to not reverse its decision to close the Ontario Fire College, the Province should provide direct financial support to municipalities to offset the increased training costs of providing Provincially mandated firefighting services; and

BE IT FURTHER RESOLVED THAT this resolution be forwarded to the Honourable Doug Ford, Premier of Ontario, the Honourable Sylvia Jones; Ontario Solicitor General, the Honourable Steve Clark, Minister of Municipal Affairs and House, the Ontario Fire Marshal, and all municipalities within the Province of Ontario.

Carried     Defeated     Unanimous

Mayor: \_\_\_\_\_

RECORDED VOTE REQUESTED BY: \_\_\_\_\_

NAME	YEA	NAY
Councillor H. Cameron		
Councillor S. Dillabough		
Councillor J. Hunter		
Deputy Mayor T. Deschamps		
Mayor P. Sayeau		
TOTAL		

On March 18, 2021 Regional Council made the following decision:

1. Council endorse the proposed response (Attachment 1) to the Impact Assessment Agency of Canada as the Region' s input to inform the Impact Assessment Agency of Canada' s analysis of the designation request for the Bradford Bypass Project under the federal Impact Assessment Act.
2. The Regional Clerk circulate this report to the Ontario Minister of Transportation, Simcoe County and the local municipalities.

The original staff report is attached for your information.

Please contact Brian Titherington, Director of Transportation and Infrastructure Planning at 1-877-464-9675 ext. 75901 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Regional Clerk's Office, Corporate Services

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The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1  
O: 1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Regional Council  
Transportation Services  
February 25, 2021

Report of the Commissioner of Transportation Services

## **Bradford Bypass Project**

### **Regional Response to the Impact Assessment Agency of Canada**

#### **1. Recommendations**

1. Council endorse the proposed response (Attachment 1) to the Impact Assessment Agency of Canada as the Region's input to inform the Impact Assessment Agency of Canada's analysis of the designation request for the Bradford Bypass Project under the federal *Impact Assessment Act*.
2. The Regional Clerk circulate this report to the Ontario Minister of Transportation, Simcoe County and the local municipalities.

#### **2. Summary**

On February 3, 2021, Ecojustice, on behalf of Rescue Lake Simcoe Coalition and Simcoe County Greenbelt Coalition, submitted a request to the Minister of the Environment and Climate Change Canada to designate the Bradford Bypass Project under the federal *Impact Assessment Act* (IAA) (Attachment 2). On February 12, 2021, the Impact Assessment Agency of Canada (Agency) requested input from municipalities on the Bradford Bypass Project to inform the Agency's analysis of the designation request (Attachment 3). The Agency has requested municipal input by March 3, 2021.

Key Points:

- The Bradford Bypass (also known as the Highway 400-404 Link) supports the Region's Official Plan and Transportation Master Plan (2016) and is an important component of servicing planned growth in the Region
- The Region has long supported the Bradford Bypass Project and has been consulted by the Ontario Ministry of Transportation since the original Individual Environmental Assessment (EA) approved in 2002, the Simcoe Area Multimodal Transportation Study undertaken in support of Growth Plan Amendment 1 (Simcoe Sub-Area Amendment – January 2012), to the current ongoing preliminary design and Class EA process

### 3. Background

#### **The Impact Assessment Agency of Canada has invited affected municipalities to provide input on the Bradford Bypass Project**

The Ontario Ministry of Transportation is proposing a new four-lane highway, connecting Highways 400 and 404. The proposed Bradford Bypass Project will connect Highway 400 in Bradford West Gwillimbury in Simcoe County to Highway 404 in East Gwillimbury and across King Township in York Region.

The Impact Assessment Agency of Canada has invited affected municipalities to provide input on the Bradford Bypass Project to inform the Agency's analysis of the designation request submitted by Ecojustice, on behalf of Rescue Lake Simcoe Coalition and Simcoe County Greenbelt Coalition. In particular, the Agency is seeking input on:

- Whether any York Region requirements apply to the Project?
- Would any of those involve consultation with the public and Indigenous groups?
- What environmental, social, economic or health issues would those address?
- Whether the Ontario Ministry of Transportation is addressing the interests and issues of importance to York Region?

#### **The federal *Impact Assessment Act* regulates projects that are required to undergo a federal impact assessment process**

The *Impact Assessment Act* became law in 2019 and outlines two ways a project may be required to undergo a federal impact assessment process. The first is the project contains an activity that matches a description contained in the federal *Physical Activities Regulations* (Project List). The second is that a request be made to the Minister of the Environment and Climate Change to exercise their discretion to require a federal impact assessment process for a project that is not on the Project List, but due to the potential for the project to cause adverse effects on matters within federal jurisdiction, or adverse direct or incidental effects (due to a federal decision) or due to public concerns related to those effects. With the IAA in effect only since 2019, staff has not been able to identify any instance of the Minister exercising their discretion in this manner over a project that would otherwise only be regulated by a provincial environmental assessment process.

#### **Planning for the Bradford Bypass Project began in the 1990's**

The Ontario Ministry of Transportation completed an Individual EA for the Bradford Bypass Project concurrent with the EA for the Highway 404 extension in 1993 and was granted approval by the Ministry of Environment for both EA's on August 28, 2002. In 2004, the Province designed the approved alignment for the Highway 400 – 404 Link as a Controlled Access Highway Corridor under the *Public Transportation and Highways Improvement Act*, thereby protecting the route from development until the highway is constructed.

As a condition of the EA approval, the design and construction of the highway is subject to the Ontario Ministry of Transportation Class EA process for Provincial Transportation Facilities. The preliminary design and Class EA phase of the Bradford Bypass Project is currently ongoing.

The Ministry of Transportation also undertook the Simcoe Area Multimodal Transportation Study in support of the Growth Plan (Simcoe Sub-Area Growth Plan Amendment 1 – January 2012). The study was completed in March 2014 and reaffirmed the need for the Bradford Bypass Project.

## 4. Analysis

### **Council has long-supported the Bradford Bypass Project**

The Ministry of Transportation has consulted the Region throughout the EA, network planning and design processes for the Bradford Bypass Project. Staff have reported to Council at key milestones and will continue to do so throughout the current preliminary design and Class EA process. Council positions related to the Bradford Bypass Project are summarized below:

York Region Council [March 2008](#) resolved:

*Regional Council request the Regional Chair to present a brief to the Ministers of Public Infrastructure Renewal, Transportation and Municipal Affairs and Housing on the urgent need for action on the Bradford Bypass, including adding the Bradford Bypass into the Provincial Growth Plan and committing to develop an implementation schedule with York Region.*

York Region Council [September 2009](#) resolved:

*Regional Council requested the Province to expedite its review and study of the following facilities with funding commitments:*

- a. Yonge Street Subway
- b. Bradford Bypass
- c. Highway 427 extension to Major Mackenzie Drive
- d. Completion of the GTA West Individual Environmental Assessment (IEA) study

York Region Council [June 2011](#) resolved:

*Council endorse this staff report and Attachment 1 as the Region's official comments on the Provincial Proposed Amendment No. 1 to the Growth Plan: An Amendment and Implementation Tools for the Simcoe Sub-Area.*

York Region Council [June 2012](#) resolved:

*Council direct staff to work with Simcoe County, Bradford West Gwillimbury, East Gwillimbury and Newmarket to develop a joint communication strategy to advocate for the Highway 400-404 Link and to report back to Council by the end of 2012 with an update on the progress.*

York Region Council [June 2019](#) resolved:

*Council support a robust highway network to move people, goods and services and achieve provincial Growth Plan population and employment objectives in York Region and encourage:*

- a. The resumption of Environmental Assessment for GTA West Highway for near-term inclusion in the Southern Highways Program*
- b. The inclusion of the Highway 400-404 Connecting Link and the Highway 404 Extension to Highway 12 in the next Southern Highways Program*

## **The Bradford Bypass supports the Region's Official Plan and Transportation Master Plan**

The York Region Official Plan 2010 describes how the Region plans to accommodate future growth and development while meeting the needs of existing residents and businesses. It provides directions and policies that guide economic, environmental and community planning decisions.

The Bradford Bypass Project is identified as a planned transportation corridor in the York Region Official Plan ([Map 12 Street Network](#)) and included in policy 7.2.56:

*To work with the Province and local municipalities to plan and protect for the following corridors and facilities:*

- a. Highway 427 north to the GTA West Corridor*
- b. Highway 404 north beyond Ravenshoe Road*
- c. the Bradford Bypass (Highway 400-404 Link)*
- d. the GTA West Corridor*

The York Region Transportation Master Plan 2016 establishes the vision for transportation services, assesses existing transportation system performance, forecasts future travel demand and defines actions and policies to address road, transit and active transportation needs in York Region to 2041.

The Bradford Bypass Project is identified in the Transportation Master Plan as an important component of the transportation network required to service York Region residents and businesses ([Map 8 - Proposed 2041 Road Network](#)).

## **The Ontario Ministry of Transportation has consulted the Region throughout the Bradford Bypass Project**

The Ontario Ministry of Transportation has consulted the Region throughout the planning for the Bradford Bypass Project. Through the original Individual EA process, Simcoe Area Network Study in support of The Growth Plan, to the ongoing preliminary design and Class EA study, the Region has been consulted and actively engaged. At key milestones, staff will continue to report to Council, including highlighting issues or concerns for consideration during the Provincial preliminary design and Class EA process.



## 5. Financial

There are no financial implications resulting from this report.

## 6. Local Impact

The Region and the local municipalities benefit from provincial investment in the highway network in the Greater Toronto Area. The planned Bradford Bypass Project is identified as an important component of the transportation network required to service the Region's residents and businesses.

## 7. Conclusion

This report seeks Council endorsement for staff to submit the proposed response to the Impact Assessment Agency of Canada to inform the Agency's analysis of the designation request under the federal *Impact Assessment Act* for the Bradford Bypass Project.

The Region anticipates the current provincial Environmental Assessment process for the Bradford Bypass will continue to address environmental, social, economic and health issues as well as necessary public consultation to balance the needs for all community stakeholders.

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For more information on this report, please contact Brian Titherington, Director of Transportation and Infrastructure Planning at 1-877-464-9675 ext. 75901. Accessible formats or communication supports are available upon request.

Recommended by:



**Paul Jankowski**  
Commissioner of Transportation Services

Approved for Submission:



**Bruce Macgregor**  
Chief Administrative Officer

February 24, 2021  
Attachments (3)  
12595078



March 3, 2021

Ms. Anjala Puvananathan, Director  
Impact Assessment Agency of Canada  
Ontario Region  
600-55 York Street  
Toronto ON M5J 1R7

Dear Ms. Puvananathan,

**Re: Designation Request for the Proposed Bradford Bypass Project under the *Impact Assessment Act***

Thank you for your February 12, 2021 correspondence regarding the designation request submitted on February 3, 2021 by Ecojustice on behalf of Rescue Lake Simcoe Coalition and Simcoe County Greenbelt Coalition. The Ecojustice submission has requested the Minister of the Environment and Climate Change Canada designate the proposed Ontario Bradford Bypass Project under subsection 9(1) of the *Impact Assessment Act*.

The Ontario Ministry of Transportation is proposing a new four-lane highway, connecting Highway 400 and Highway 404. The proposed Bradford Bypass Project (also commonly known as the Highway 400-404 Link) will connect Highway 400 in Bradford West Gwillimbury (Simcoe County) to Highway 404 in East Gwillimbury and crossing King Township (York Region).

The Ontario Ministry of Transportation completed an Individual Environmental Assessment (EA) for the Highway 400 – 404 Link concurrent with the EA for the Highway 404 extension in 1993 and was granted approval by the Ministry of Environment for both EA's on August 28, 2002. In 2004, the Province designed the approved alignment for the Highway 400 – 404 Link as a Controlled Access Highway Corridor under the Public Transportation and Highways Improvement Act, thereby protecting the route from development until the highway is constructed. As a condition of the EA approval, the design and construction of the highway became subject to the Ontario Ministry of Transportation's Class EA process for Provincial Transportation Facilities, as a "Group A" project.

The Impact Assessment Agency of Canada has invited affected municipalities to provide input on the Bradford Bypass Project to inform the Agency's analysis of the designation request. In particular, the Impact Assessment Agency of Canada is seeking input on:

- Whether any York Region requirements apply to the Project?
- Would any of those involve consultation with the public and Indigenous groups?
- What environmental, social, economic or health issues would those requirements address?
- Whether the Ontario Ministry of Transportation is addressing the interests and issues of importance to York Region.

The Impact Assessment Agency of Canada has requested municipal responses by March 3, 2021.

York Region has long supported the Bradford Bypass Project

The Ontario Ministry of Transportation received EA approval for the Bradford Bypass Project in 2002. The Ontario Ministry of Transportation also undertook the Simcoe Area Multimodal Transportation Study in support of the Provincial Growth Plan (Simcoe Sub-Area Growth Plan Amendment 1 – January 2012). The study was completed in March 2014 and reaffirmed the need for the Bradford Bypass Project.

The Ministry of Transportation consulted York Region throughout these studies. York Region staff have reported to Council at key milestones through the provincial study process and York Region Council has consistently supported the Bradford Bypass Project as highlighted below.

York Region Council March 2008 resolved:

*Regional Council request the Regional Chair to present a brief to the Ministers of Public Infrastructure Renewal, Transportation and Municipal Affairs and Housing on the urgent need for action on the Bradford Bypass, including adding the Bradford Bypass into the Provincial Growth Plan and committing to develop an implementation schedule with York Region.*

York Region Council September 2009 resolved:

*Regional Council request the Province to expedite its review and study of the following facilities with funding commitments:*

- a. Yonge Street Subway*
- b. Bradford Bypass*
- c. Highway 427 extension to Major Mackenzie Drive*
- d. Completion of the GTA West Individual Environmental Assessment (IEA) study*

York Region Council June 2011 resolved:

*Council endorse this staff report and Attachment 1 as the Region's official comments on the Provincial Proposed Amendment No. 1 to the Growth Plan: An Amendment and Implementation Tools for the Simcoe Sub-Area. [Staff comments attached to the Council Report: York Region Council had repeatedly expressed the opinion that investment in transportation infrastructure was required to accommodate the Provincial 2031 growth allocations. Critical road investments needed include extended Highways 404 and 427, constructing the Bradford Bypass and capacity improvements to the existing 400-series highways. York Region Council has taken the position that the Bradford By-pass extension is an immediate need.]*

York Region Council June 2012 resolved:

*Council direct staff to work with Simcoe County, Bradford West Gwillimbury, East Gwillimbury and Newmarket to develop a joint communication strategy to advocate for the Highway 400-404 Link and to report back to Council by the end of 2012 with an update on the progress.*

York Region Council June 2019 resolved:

*Council support a robust highway network to move people, goods and services and achieve provincial Growth Plan population and employment objectives in York Region and encourage:*

- a. The resumption of Environmental Assessment for GTA West Highway for near-term inclusion in the Southern Highways Program*
- b. The inclusion of the Highway 400-404 Connecting Link and the Highway 404 Extension to Highway 12 in the next Southern Highways Program*

The Bradford Bypass Project supports York Region's Official Plan and Transportation Master Plan

With a population of 1.2 million residents, The Regional Municipality of York is one of Canada's largest municipalities and the second largest business centre in Ontario. Ranked as Ontario's fastest growing large municipality, managing growth over the coming decades is important. York Region is forecast to reach approximately 2.02 million people and 990,000 jobs by 2051.

The York Region Official Plan 2010 describes how York Region plans to accommodate future growth and development while meeting the needs of existing residents and businesses in the Region. It provides directions and policies that guide economic, environmental and community planning decisions.

The Bradford Bypass Project is identified as a planned transportation corridor in the York Region Official Plan (Map 12 Street Network) and included in policy 7.2.56:

*To work with the Province and local municipalities to plan and protect for the following corridors and facilities:*

- a. Highway 427 north to the GTA West Corridor*
- b. Highway 404 north beyond Ravenshoe Road*
- c. the Bradford Bypass (Highway 400-404 Link)*
- d. the GTA West Corridor*

The York Region Transportation Master Plan 2016 establishes the vision for transportation services, assesses existing transportation system performance, forecasts future travel demand, and defines actions and policies to address road, transit and active transportation needs in York Region to 2041.

The Bradford Bypass Project is identified as an integral component of the transportation network required to service York Region residents and businesses (Map 8 Proposed 2041 Road Network) and described in section 5.2.1 Provincial Infrastructure Plans:

*Highway 400/404 Link: This would provide a connection between Highway 400 and Highway 404 in East Gwillimbury. Its benefits include creation of a more resilient network by connecting the two major north-south highways. It would reduce the need for the Region to expand Queensville Sideroad and would reduce traffic congestion on Regional roads, including Highway 9, Green Lane and Yonge Street. An Environmental Assessment for the Highway 400/404 Link was approved in 2002 and designated as a Controlled Access Highway under the Public Transportation and Highways Improvement Act. It is not identified in the current Provincial Growth Plan for 2031. Given the project's benefits to the Regional network, this TMP assumes it will be in place by 2041.*

Both York Region's Official Plan and Transportation Master Plan were developed with extensive consultation, including the public, stakeholders, government agencies and Indigenous groups.

The Ontario Ministry of Transportation has consulted York Region throughout the Bradford Bypass Project

The Ontario Ministry of Transportation has consulted York Region throughout the planning for the Bradford Bypass Project. Through the Individual EA process, Simcoe Area Network Study, and ongoing Preliminary Design/Class EA for the Bradford Bypass Project, York Region has been consulted and actively engaged. At key milestones, York Region staff will continue to report to Council, including highlighting issues or concerns for consideration in the provincial Preliminary Design/Class EA process.

The provincial EA process provides for a robust level of environmental assessment and stakeholder consultation. The Region expects the current provincial environmental process will continue to address environmental, social, economic and health issues as well as the necessary public consultation to balance the needs of all project stakeholders.

Specific Input to the Federal Impact Assessment Agency of Canada

Specific responses for the input questions posed by the Federal Impact Assessment Agency are summarized in the table below:

<b>Impact Assessment Agency Question</b>	<b>Regional Response</b>
Whether any York Region requirements apply to the Project?	The Region requires conformity with the Region's Official Plan as well as the Transportation Master Plan.
Would any of these involve consultation with the public and Indigenous groups?	The Region consulted extensively for the Official Plan and the Transportation Master Plan and would expect the Province to duly consult all stakeholders as required in the Provincial Environmental Assessment process.
What environmental, social, economic or health issues would those requirements address?	The Region would expect the Provincial Environmental Assessment process to address all relevant environmental, social, economic or health issues as raised by community stakeholders.
Whether the Ontario Ministry of Transportation is addressing the interests and issues of importance to York Region?	The Ontario Ministry of Transportation is addressing the interests and issues as identified by the Region through the completed Individual Environmental Assessment process as well as the ongoing Class Environmental Assessment.

Should you have any questions, please feel free to contact Brian Titherington, Director of Transportation and Infrastructure Planning at 1-877-464-9675 ext. 75901.

Sincerely,

Paul Jankowski  
Commissioner of Transportation Services

12602084

**Laura Bowman**

1910-777 Bay Street, PO Box 106  
 Toronto, Ontario M5G 2C8  
 Tel: 416-368-7533 ext. 522  
 Fax: 416-363-2746  
 Email: [lbowman@ecojustice.ca](mailto:lbowman@ecojustice.ca)  
 File No.: 3860051

February 3, 2021

The Honourable Jonathan Wilkinson  
 Minister of the Environment and Climate Change  
 House of Commons  
 Ottawa, Ontario K1A 0A6  
[Jonathan.Wilkinson@Canada.ca](mailto:Jonathan.Wilkinson@Canada.ca)

Dear Minister Wilkinson,

**Re: Bradford Bypass – Request for designation under s.9 of the *Impact Assessment Act***

I am writing on behalf of my clients Rescue Lake Simcoe Coalition and Simcoe County Greenbelt Coalition. This request is also supported by Environmental Defence Canada, Ontario Nature, Wilderness Committee, Ontario Rivers Alliance, Ontario Headwaters Institute, Nature League of Collingwood, Durham Region Field Naturalists, Nature Barrie, Ontario Road Ecology Group, AWARE Simcoe, Peterborough Field Naturalists, Barilla Park Residents Association, Save the Maskinonge, Lake Simcoe Watch, Windfall Ecology Centre, York Region Environmental Alliance, The North American Native Plant Society, Carden Field Naturalists, the Lake Simcoe Association, South Lake Simcoe Naturalists and High Park Nature. My clients and the other organizations named above request that the proposed Bradford Bypass Highway in Ontario, also known as the “Highway 400 to Highway 404 Extension Link” or the Holland Marsh Highway (the “project”) be designated for a federal Environmental Assessment pursuant to subsection 9(1) of the *Impact Assessment Act (IAA)*. The project will result in adverse environmental effects within federal jurisdiction as well as adverse and incidental effects and meets the criteria for public concern.

Under subsection 9(1) of IAA the Minister may, by order, designate a physical activity that is not *prescribed* in the Regulations. The Minister may do this, if, in the Minister’s opinion, the physical activity may cause adverse effects within federal jurisdiction or adverse direct or incidental effects, or public concerns related to those effects warrant the designation.

The project has not substantially begun nor has a federal authority exercised a power or performed a duty or function that would permit the Project to be carried out, in whole or in part, and therefore the Minister is not prohibited from designating this project pursuant to subsection 9(1) of IAA.

## Overview of the project

The Holland Marsh Highway is a proposed 16.2 kilometre, four-lane controlled access freeway located in Simcoe County and York Region in Ontario in the northern Greater Toronto Area, and to the south of Lake Simcoe. It requires a new 100 metre wide right of way. The project would cross the lake bed of the ancient Lake Algonquin, in an east-west direction across what is now the Holland Marsh, one of the most productive specialty crop agricultural areas in the country and one of the largest wetlands in the region. The project will lead to the removal of approximately 39 hectares of wildlife habitat and large areas of one of Ontario's most important wetlands, the Holland Marsh.<sup>1</sup>

A highly controversial environmental assessment study under the Ontario *Environmental Assessment Act* was completed 23 years ago. It concluded that the project would cause adverse effects to fish habitat including severe stormwater and groundwater impacts. The environmental assessment did not evaluate the impacts on species at risk, migratory birds or climate change. This study has not been updated.

## The provincial regulatory process is grossly inadequate

### The environmental assessment is dated

The environmental assessment (EA) for the project was completed in 1997. The 1997 EA for the project was superficial in nature. It did not consider cumulative effects, climate change, or detail the impacts on natural heritage, migratory birds, fisheries, First Nations or discuss air pollution. The 1997 EA was approved by the Ontario Minister of the Environment under the Ontario *Environmental Assessment Act* in 2002. The 2002 Notice of Approval conditions required upgraded studies on archaeological resources, storm water management, groundwater protection plan, noise, and compliance monitoring.<sup>2</sup>

### The environmental assessment has not been updated

Pursuant to the Ontario *Environmental Assessment Act* the EA required 5-year updates through the streamlined, self-approved, class assessment process. However, the plans for the highway were put on hold in the mid-2000s. As a result, no 5-year updates were completed.

### The Province proposes to exempt the project from further assessment and evaluation

On July 8, 2020 the Ontario Government proposed to exempt the Bradford Bypass from completion of any environmental assessment updates, and to exempt the project from all existing conditions of approval including those mentioned above for stormwater management and groundwater protection. The project is proposed to be exempted from further environmental assessment studies before construction begins on early works, such as bridges and water crossings.<sup>3</sup>

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<sup>1</sup> Bradford Bypass Environmental Assessment (1997) Appendix Document ["EA Appendices"], p.515.

<sup>2</sup> Notice of Approval – Bradford Bypass Environmental Assessment (2002) <https://www.ontario.ca/page/approval-highway-400-highway-404-extension-link-bradford-bypass-environmental-assessment>

<sup>3</sup> Environmental Registry (019-1883) Proposal to exempt various Ministry of Transportation projects from the requirements of the Environmental Assessment Act, July 2020. <https://ero.ontario.ca/notice/019-1883>



If the exemption is approved, there would be no further legally-mandated public consultation or environmental assessment requirements under the Ontario *Environmental Assessment Act*. In the interim, a notice of study commencement was published on September 24, 2020. This study, if it proceeds and the exemption is not granted, would proceed as a self-approval class assessment and is not subject to oversight by the Ontario Ministry of the Environment, Conservation and Parks.

If the exemption is granted, there would be no provincial regulatory process addressing the impacts to federal aspects of the project such as migratory birds, species at risk, and fish habitat.

Many of the species at risk potentially impacted by the project have been exempted from approvals under the Ontario *Endangered Species Act*. The project is also exempt from conservation authority approvals for wetland and floodplain development under the *Conservation Authorities Act*. There is no regulatory requirement that climate change or air pollution would be addressed. No air pollution approvals would be required. There is no indication that the proposed provincial study, if completed, would assess climate change, noise impacts or impacts on migratory birds and fish habitat.

#### Other limitations of the provincial process

The usual permits for development and site alteration of wetlands and fish habitat under section 28 of the *Conservation Authorities Act* are not applicable to projects undertaken by the Ministry of Transportation Ontario (MTO). Accordingly, the usual environmental protections of that permitting process, which applies to regulated lands (typically valleys, wetlands and water crossings) is not likely to be applied to protect sensitive natural heritage features such as fish habitat and migratory bird habitat.

As noted below there is inadequate protection for species at risk affected by the project under the Ontario *Endangered Species Act*.

#### **Public concern**

There has been a great deal of public concern about water quality in Lake Simcoe and the need to urgently reduce phosphorus loadings and chloride in the watershed. The project is south of Lake Simcoe and is predominantly in the Lake Simcoe watershed. The Lake Simcoe watershed is subject to special legislation, the *Lake Simcoe Protection Act*, which puts in place policies to reduce nutrients and other contaminants. This legislation was enacted following large amounts of public concern. Recently the federal government announced it is investing \$16 million on treatment technology to reduce phosphorus to Lake Simcoe.<sup>4</sup> The highway project would increase nutrient loading in Lake Simcoe by increasing the impervious area and would undermine the objectives of this nutrient reduction project.

There has also been a great deal of public concern about protecting Greenbelt lands in Northern York Region from development.<sup>5</sup> The project would bisect a large area of Greenbelt and natural

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<sup>4</sup> “Feds to spend \$16M on Lake Simcoe water treatment facility Midland Today”, *Barrie Today* (Nov 12, 2020); “Where do local candidates stand on cleaning up Lake Simcoe?” *Barrie Today* (Oct 7, 2019).

<sup>5</sup> Noor Javed, “York Region asks province for process to open up protected Greenbelt – again”, *Toronto Star* (Oct 7 2020) <https://www.thestar.com/news/gta/2020/10/06/york-region-asks-province-for-process-to-open-up-protected->

heritage lands, and would facilitate sprawl in Greenbelt natural heritage areas. York Region recently requested that the province allow development in protected Greenbelt lands along all 400 series highways.<sup>6</sup>

In the EA process, there was significant public opposition to the project including large public meetings and opposition from organizations formed to oppose the highway such as “forbid roads on our greenspace”. Even organizations who were generally supportive of the highway raised concerns about the lack of adequate noise and air quality studies.<sup>7</sup>

During the Ontario government’s growth planning exercise in the mid-2000s, the need for the project was re-assessed and the project was shelved.<sup>8</sup> The province repeatedly expressed a priority for transit service, including enhanced commuter GO Train service instead.<sup>9</sup> More recently, the Ontario government recommitted to the project and later indicated that it intends to move forward with the project on an expedited basis. This proposal has re-ignited public concerns.<sup>10</sup>

### **Predicted adverse effects on core areas of federal jurisdiction**

Section 51 of the *Physical Activities Regulations* (SOR/2019-285) designates “The construction, operation, decommissioning and abandonment of a new all-season public highway that requires a total of 75 km or more of new right of way. A new right of way is described as land that “is not alongside and contiguous to an area of land that was developed for an...all season highway”. While the project is a new right of way of 16.2 km, and is therefore not at or near this threshold, at the time of the 1997 EA a number of triggers under the former *Canadian Environmental Assessment Act, 1995* were identified such as *Fisheries Act*, *Railways Act* and *Navigable Waters Protection Act*. As such the project has the potential for direct or incidental adverse effects.<sup>11</sup>

While these are no longer federal environmental assessment triggers for the project under the federal *Impact Assessment Act* they are indications that the project has impacts on areas of

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[greenbelt-again.html](#); Kim Zarzour, “Economy vs Environment: York Region seeking a process to develop Greenbelt lands”, *Toronto.com* (Oct 10 2020); Kim Zarzour, “Environmentalists warn of ‘terrible precedent’ as York Region council votes on Greenbelt development request”, *Yorkregion.com* (Oct 7, 2020); Gil Shochat, “How developers are trying to build on Ontario’s protected Greenbelt land”, *Global News* (Dec 14, 2016).

<sup>6</sup> Report, York Region Council (October 8, 2020),

<https://yorkpublishing.escribemeetings.com/filestream.ashx?DocumentId=16293> .

<sup>7</sup> EA Appendices – Appendix C: Summary of public involvement, PDF pp.238-273.

<sup>8</sup> Editor “Bradford bypass wrong solution for local traffic woes”, *Bradford West Gwillimbury Topic* (Apr 2, 2008)

<https://www.simcoe.com/community-story/2038520-bradford-bypass-wrong-solution-for-local-traffic-woes/> ;

“Bradford Bypass plan shelved, but not eliminated”, *Newmarket Era* (Apr 23, 2008)

<https://www.yorkregion.com/news-story/1458921-bradford-bypass-plan-shelved-but-not-eliminated/> ;

“Environmentalists glad to see province drop plans for Bradford Bypass”, *Newmarket Era* (Apr 23, 2008); Deborah Percy, “Curtailed Bradford bypass should be applauded”, *Yorkregion.com* (Apr 11, 2008)

<https://www.yorkregion.com/opinion-story/1448122-curtailed-bradford-bypass-should-be-applauded/>.

<sup>9</sup> Teresa Latchford, “Transit, not Bradford bypass, priority for province: Ontario Premier Kathleen Wynne”, *Newmarket Era* (Apr 15, 2016) <https://www.yorkregion.com/news-story/6499705-transit-not-bradford-bypass-priority-for-province-ontario-premier-kathleen-wynne/>

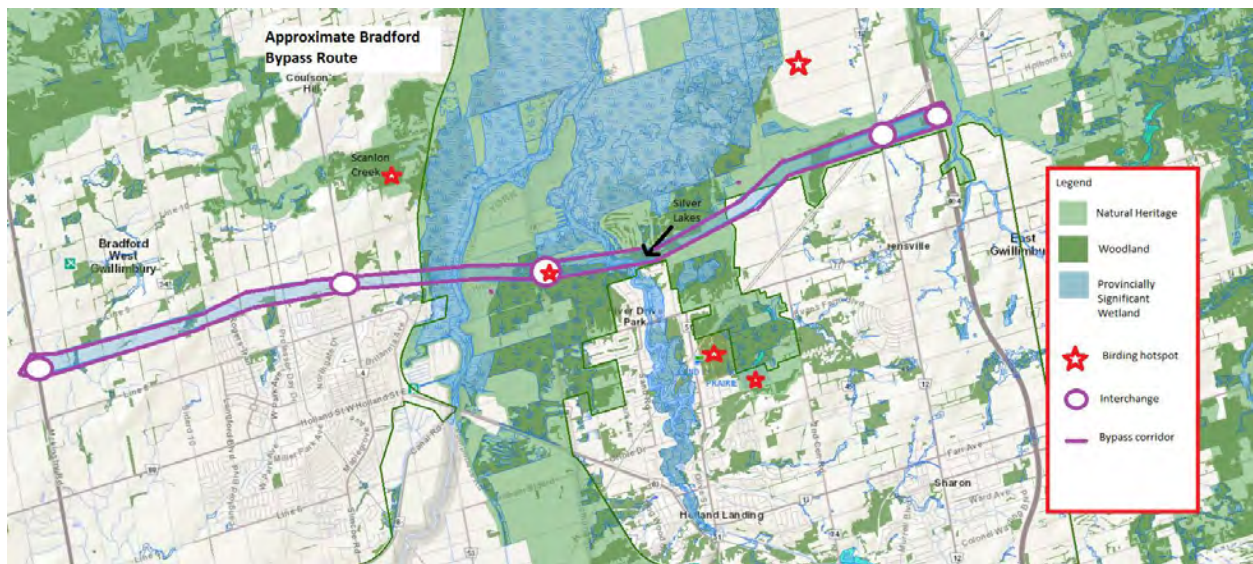
<sup>10</sup> Letter, “Province failing Lake Simcoe, residents with Bradford Bypass” *Newmarket Today* (Dec 8, 2020) <https://www.newmarkettoday.ca/letters-to-the-editor/letter-province-failing-lake-simcoe-residents-with-bradford-bypass-3161458>

<sup>11</sup> 1997 EA p.13.

federal jurisdiction. The federal government will have to exercise duties, powers and functions in relation to the project. The project would also adversely affect federal interests in migratory birds, fish habitat and species at risk.

### Habitat destruction and fragmentation concerns

The project would have severe and irreversible impacts on an extremely important natural area. The proposal would transect a large wetland, the Holland Marsh Wetland Complex that the Ministry of Natural Resources (MNR) has classified as *provincially significant*. The project would cross several streams including the east and west branches of the Holland River. According to a recent provincial EA for a project proposed directly adjacent to the project, there are at least eight significant wetlands within 5 kilometres, and at least three nearby provincially classified areas of natural and scientific interest (ANSIs) and 12 environmentally significant areas.<sup>12</sup> The project would remove 32.7 hectares of significant wildlife habitat. The project entails water crossings that would remove 9.5 hectares of the provincially significant Holland Marsh wetland complex including some fen wetlands. Even where the project does not directly remove habitat, the project would bisect and cut in half a significant swath of important natural areas and significant wetlands and aquatic habitat as shown in the figure below, resulting in fragmentation. It also traverses the largest remaining forested portion of the Holland Marsh, where a major intersection would be located. The 1997 EA identifies that fragmentation of habitat and disruption of natural corridors is an adverse effect.<sup>13</sup> Although this concern was raised during the 1997 EA, in the subsequent 23 years the proponent has not completed a technical analysis of the need for provision of adequate wildlife crossings.<sup>14</sup>



In its 1993 review of the project, the MNR indicated that “we do not feel that the two crossings of the Holland River on the west side of the study area could be done without significant loss of

<sup>12</sup> Upper York Sewage Solutions (December 2013)

<http://www.uysolutions.ca/en/onlineresources/resources/AssessmentoftheProposedWRCDischargeonAquaticHabitatintheEastHollandRiver.pdf>

<sup>13</sup> 1997 EA, p.8.

<sup>14</sup> Ministry of Environment and Climate Change Review of Bradford Bypass EA, [“Ministry Review”] p.63.

wetland values regardless of the construction techniques used.”<sup>15</sup> The MNR indicated that the wetland traversed “is the most significant wetland in [Southern] Ontario, and is about to be designated one of the key wetlands in eastern North America.”<sup>16</sup>

### Fish and Fish Habitat

As noted above the project requires several federal approvals including for the harmful alteration, disruption or destruction of fish habitat under the federal *Fisheries Act*. The project will require the crossing of 13 watercourses along the length of the highway. There are two major river crossings, the east and west branches of the Holland River.<sup>17</sup> Long span bridges would be used for the Holland River crossings and culverts for the other 11 crossings.<sup>18</sup> The 1997 EA acknowledged the potential for loss of fish spawning habitat, including Northern Pike spawning habitat.<sup>19</sup> The 1997 EA also predicts that “stormwater runoff has the potential to severely impact the quality/quantity of surface water and groundwater.”<sup>20</sup> The EA notes that there is the potential for sedimentation to harm terrestrial and aquatic resources.<sup>21</sup> The project would dramatically increase the total impervious land surface area south of Lake Simcoe, which is an important metric for predicting impacts to receiving waterbodies, particularly for impairments from phosphorus, nitrogen and chloride.<sup>22</sup>

There is no overall assessment of the potential impacts to fish, aquatic habitat or fish populations in the 1997 EA. There is no evaluation of the effectiveness of mitigation measures and no specific measures are proposed within the EA or associated appendices. The 1997 EA contains only very limited discussion of impacts on fish and fish habitat, though it notes that key construction concerns for aquatic habitat include the introduction of sediment, habitat disturbance and alteration of the stream banks and bed during structure placement.<sup>23</sup> The 1997 EA predicted serious stormwater and groundwater contamination, with unknown effects on fish habitat within the east and west Holland River and Lake Simcoe. The east Holland River contains a variety of fish species, with 24 native species including Bowfin, White Sucker, Black Crappie, Bluegill, Largemouth Bass, Pumpkinseed, Rock Bass, Smallmouth Bass, Blacknose Dace, Bluntnose Minnow, Common Carp, Common Shiner, Creek Chub, Fathead Minnow, Golden Shiner, Northern Redbelly Dace, Sand Shiner, Northern Pike, Brook Stickleback, Brown Bullhead, Johnny Darter, and Yellow Perch.<sup>24</sup> Portions of the Holland River near the project

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<sup>15</sup> EA Appendices, p.411, T. Smith (MNR) to Fred Leach (MTO) Oct 28, 1993.

<sup>16</sup> EA Appendices, p.418.

<sup>17</sup> EA Appendices, p.508.

<sup>18</sup> EA Appendices, p.508.

<sup>19</sup> 1997 EA, p.6.

<sup>20</sup> 1997 EA, p.177.

<sup>21</sup> 1997 EA, p.177.

<sup>22</sup> Joseph Hollis Bartlett, “Impacts of Transportation Infrastructure on Stormwater and Surface Waters in Chittenden County, Vermont, USA”, p.2-5, <https://core.ac.uk/download/pdf/51067147.pdf>.

<sup>23</sup> 1997 EA, p.161; EA Appendices, pp.500, 552.

<sup>24</sup> Upper York Sewage Solutions Aquatic Habitat Assessment, pp.15-16, <http://www.uysolutions.ca/en/onlineresources/resources/AssessmentoftheProposedWRCDischargeonAquaticHabitatintheEastHollandRiver.pdf>. Lake Simcoe and Region Conservation Authority, data from stations EH-35 and WH-07.

corridor are transition areas between coldwater and warmwater fish species.<sup>25</sup> The Holland River watershed is known to contain spawning habitat for Northern Pike.

The Department of Fisheries and Oceans (DFO) completed a preliminary review of the project in 1998 and concluded that the project would result in harmful alteration, disruption or destruction of fish habitat. It required that habitat compensation be employed to address no net loss requirements. However, no habitat compensation plan is contained within the 1997 EA.<sup>26</sup> In response to DFO and Lake Simcoe Region Conservation Authority concerns, the proponent MTO refused to adhere to no net loss principles, for all areas of fish habitat stating “In an undertaking of this magnitude it is not possible to commit to “no net loss” of forested land and wetlands. Compensation and regeneration opportunities for woodlands and wetland habitat on MTO surplus lands will be considered where it is feasible...”<sup>27</sup> and that “mitigation will occur where it is both warranted and feasible.”<sup>28</sup> Further, the proponent MTO withdrew earlier commitments to the Ontario Ministry of Natural Resources and Forestry (MNR) to acquire extra lands for wetland compensation.<sup>29</sup> The MTO also indicated it would not commit to 80% phosphorus removal and level 1 protection recommended for the protection of the Maskinonge River subwatershed.<sup>30</sup>

In July 2020, the Province proposed to exempt the project from provincial EA requirements including the requirement in the 2002 notice of approval to assess stormwater and groundwater contamination.<sup>31</sup> The proposed exemption would also permit “early works” such as bridge construction through watercourses without completing a transportation environmental study report, or a detailed design as is normally required by the provincial class EA process. Despite proposing to urgently commence bridge and watercourse construction, the proponent has not contacted the DFO to discuss requirements for fish habitat compensation or mitigation.<sup>32</sup>

The project will dramatically increase the total impervious area to the south of Lake Simcoe by approximately 1.6 million square metres. The impervious area is known to contribute to nutrient loadings and is an important metric for predicting increased nutrients and chloride in the Lake Simcoe watershed. Minimizing impervious surfaces including pavement has been identified as a priority in Lake Simcoe protection planning.<sup>33</sup> The west Holland River subwatershed is already 7% impervious and imperviousness exceeding 10% begins to have impacts on water quality. Research has shown that as impervious cover increases to eight to nine percent, there is a significant decline in wetland aquatic macroinvertebrate health. The Holland Marsh wetland is a

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<sup>25</sup> *Ibid*, p.23.

<sup>26</sup> Ministry Review, pp.116-118.

<sup>27</sup> Ministry Review, p.149, row M2, MTO response.

<sup>28</sup> Ministry Review, p.36, 39, 149.

<sup>29</sup> Ministry Review, p.35, 39, 66.

<sup>30</sup> Ministry Review, p.27 (PDF p.36).

<sup>31</sup> Environmental Registry (019-1883) Proposal to exempt various Ministry of Transportation projects from the requirements of the *Environmental Assessment Act* <https://ero.ontario.ca/notice/019-1883>.

<sup>32</sup> Cesar Kagame (DFO) to Charlotte Ireland (Ecojustice) November 10, 2020.

<sup>33</sup> C. Eimers et al, “Recent changes and patterns in the water chemistry of Lake Simcoe”, *Journal of Great Lakes Research* (December 2005); Lake Simcoe Phosphorus Reduction Strategy <https://www.ontario.ca/page/lake-simcoe-phosphorus-reduction-strategy>; Minister’s Five Year Report on Lake Simcoe. <https://www.ontario.ca/page/ministers-five-year-report-lake-simcoe-protect-and-restore-ecological-health-lake-simcoe-watershed>.

key ecosystem not just in the in the east and west Holland River subwatersheds, but also in the Lake Simcoe watershed. Therefore maintaining or improving wetland aquatic health in that wetland is critical.<sup>34</sup>

As noted, the nature of the stormwater controls or chloride mitigation that would ultimately be employed by the project is not clear, nor is the implementation of no net loss policy for the wetland destruction which would occur directly from the project. Perhaps more significantly for fish habitat, there has been no assessment of the additional nutrient loading and chloride loading which would be entailed by the project and whether it will still be possible to achieve nutrient load reductions in line with the provincial *Lake Simcoe Protection Act* and Plan if the highway is constructed. These requirements are in place to protect and restore fish habitat in Lake Simcoe. Accordingly, the project would have clear and uncontested adverse effects on fish and fish habitat which would not be mitigated.

### Migratory Bird Habitat

Highways cause significant adverse impacts to birds in four ways: direct mortality, indirect mortality (such as habitat loss and habitat sinks), habitat fragmentation, and disturbance.<sup>35</sup> No mitigation can remove the impacts of highways to wildlife.<sup>36</sup> The well-known direct effects of roads on birds include habitat loss and fragmentation, vehicle-caused mortality, pollution, and poisoning. Nevertheless, indirect effects may exert a greater influence on bird populations. These effects include noise, artificial light, barriers to movement, and edges associated with roads. Moreover, indirect and direct effects may act synergistically to cause decreases in population density and species richness. Of the many effects of roads, it appears that road mortality and traffic noise may have the most substantial effects on birds relative to other effects and taxonomic groups.<sup>37</sup>

The section of the proposed highway crossing the Holland River is described as “a major wildlife habitat area” including a forested block with integrity containing “numerous woodland raptors” including Red-shouldered Hawk, Broadwinged Hawk, Sharp-shinned Hawk, and Coopers Hawk.<sup>38</sup> The EA reported that “a full suite of forest interior/area sensitive bird species were recorded including Yellow-bellied Sapsucker, Winter Wren, Wood Thrush, Veery, Northern Water Thrush, Canada Warbler, Black and White Warbler, Ovenbird and Scarlet Tanager.<sup>39</sup> Numerous species of migratory birds were surveyed during the 1997 EA.<sup>40</sup>

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<sup>34</sup> West Holland River Subwatershed Plan (LSRCA, 2010), p.48

<https://www.lsrca.on.ca/Shared%20Documents/reports/west-holland-subwatershed-plan.pdf>

<sup>35</sup> Sandra L Jacobson, Mitigation Measures for Highway-caused impacts to birds, (2002)

<https://www.fws.gov/migratorybirds/pdf/management/jacobson2005highwaymeasures.pdf>

<sup>36</sup> *Ibid.*; also see A V Kociolek, et al, “Effects of road networks on bird populations”, *Conservation Biology* (February 2011); and see US Environmental Protection Agency, *Evaluation of Ecological Impacts From Highway Development* (April 1994), [https://www.epa.gov/sites/production/files/2014-08/documents/ecological-impacts-highway-development-pg\\_0.pdf](https://www.epa.gov/sites/production/files/2014-08/documents/ecological-impacts-highway-development-pg_0.pdf).

<sup>37</sup> Kociolek, et al, *Ibid.*

<sup>38</sup> EA Appendices, p.513.

<sup>39</sup> EA Appendices, p.513.

<sup>40</sup> EA Appendices: Wildlife Field Surveys (Ecoplans). pp.557-563.

The project would impact 15 natural heritage features including the removal of 22.1 hectares of high quality woodlands and 9.5 hectares of the Holland Marsh providing migratory bird nesting and foraging habitat, including for species at risk described below.<sup>41</sup> The highway would cause adverse impacts including mortality, disturbance, and habitat fragmentation and loss. The 1997 EA references “unavoidable” adverse effects on vegetation in the vicinity including in the provincially significant wetlands but does not assess the potential for adverse impacts on migratory birds or the effectiveness of mitigation at reducing or managing those impacts.<sup>42</sup> No beneficial management practices for protection of migratory birds have been incorporated into the project. As described below, several of these species are listed under the federal *Species at Risk Act* (SARA).

### Species at Risk

The 1997 EA predicted adverse effects on two (then) vulnerable species: Louisiana Waterthrush (SARA threatened - 2015) and Red-Shouldered Hawk (no longer federally listed). Baseline surveys for endangered and threatened species both provincially and federally are grossly out of date and predate both the provincial *Endangered Species Act* and federal SARA. Despite this, the EA predicts that species of concern “may be affected” by the project. There is no assessment of the specific effects on survival or recovery of species or the effectiveness of mitigation. It is important to note that there are no publically available updated studies on wildlife impacts from any period after 1997, which predates the federal SARA. There is no requirement to update baseline surveys, as a condition of this nature was not included in the 2002 Notice of Approval under the Ontario *Environmental Assessment Act*.

The project would occur within a few kilometres of to the Holland Landing Prairie Provincial Nature Reserve. This reserve contains one of the few remaining areas of tallgrass prairie in Ontario and the entire extent of relict prairie in this area. The prairie and associated shrub thickets provide habitat for approximately five provincially and 50 regionally rare vascular plant species.<sup>43</sup> There has been no assessment of the potential impacts on the nature reserve.

Wildlife surveys were completed in the 1997 EA which found numerous species of migratory birds, reptiles and amphibians, and vascular plants. Reptile and amphibian surveys identified several species that would be impacted by the project including federally listed species such as Snapping Turtle, Northern Map Turtle, and Eastern Ribbonsnake and COSEWIC assessed species such as Midland Painted Turtle.<sup>44</sup> The 1997 EA describes high quality amphibian habitat in forested areas that would be impacted by the project.<sup>45</sup> The EA also noted that the woodland block is functionally connected to the wetlands and woodlands to the east of the river and may be viewed as one habitat area.<sup>46</sup> Similar comments are made in reference to other portions of the project route.<sup>47</sup> The EA predicts that the corridor function of the two river branches and

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<sup>41</sup> EA, p.6; EA Appendices, p.523.

<sup>42</sup> 1997 EA, pp.160-168.

<sup>43</sup> Holland Landing Prairie Provincial Park Management Plan, section 2. EA Appendices, pp.527-528, 557-566, 576-591.

<sup>44</sup> EA Appendices, pp.527-528, 557-566, 576-591.

<sup>45</sup> EA Appendices, p.513; memo, p.46.

<sup>46</sup> EA Appendices, p.513.

<sup>47</sup> EA Appendices, pp.513-515; memo, pp.46-48.

associated woodlands and wetlands could be adversely affected.<sup>48</sup> Smaller streams were not surveyed or assessed as part of the 1997 EA.<sup>49</sup> The 1997 EA does not propose any mitigation measures for these species.

Vascular plants which were identified in the project area include COSEWIC assessed plants such as Black Ash as well as SARA-listed plants like Butternut trees.<sup>50</sup> Listed terrestrial wildlife were surveyed in the project area including Little Brown Myotis.<sup>51</sup> The 1997 EA notes that two vulnerable species of migratory birds have nesting sites in proximity to the project but does not indicate if they are federally or provincially listed, nor does it predict what adverse effects might occur as a result.<sup>52</sup>

As noted above, the project would impact Louisiana Waterthrush habitat. Louisiana Waterthrush is a migratory bird under the *Migratory Birds Convention Act* and a SARA threatened species that has a Canadian population of under 500 adults. It is a riparian obligate and an area-sensitive forest species. The most recent COSEWIC assessment indicated that habitat loss and changes in water quality and quantity due to suburban residential development may have contributed to declines observed in Southern Ontario. In particular, the COSEWIC report noted that stormwater runoff including from roads is detrimental to the Louisiana Waterthrush, including anything that negatively affects the supply of aquatic insects in Waterthrush habitat is likely to have a negative impact on breeding populations. The COSEWIC report noted that some protection was afforded provincially for Louisiana Waterthrush habitat through the natural heritage protections in the Provincial Policy Statement and the Greenbelt Plan. However, it is important to note that the Bradford Bypass Environmental Assessment pre-dates these protections and as described below these provincial plans would not protect these areas from the Bradford Bypass.<sup>53</sup>

Other federal migratory bird species at risk have been cited in the project area, and identified through EA studies of nearby projects although they are not included in the 1997 EA baseline surveys. For example, Eastern Wood-pewee, Bobolink, Barn Swallows, Wood Thrush, Chimney Swift, Eastern Meadowlark, Canada Warbler, Common Nighthawk, Hooded Warbler, Least Bittern, and Red Headed Woodpecker.<sup>54</sup> The MNR natural heritage mapping tool indicates that SARA listed species such as Red-headed Woodpecker, Yellow Rail, Henslow's Sparrow, Bank Swallow, Least Bittern and Black Tern habitat is located along the proposed project route.<sup>55</sup> The 1997 EA did not assess the potential adverse impacts on these species. There are no known plans for the potential adverse effects on these species to be assessed or mitigated.

The Ontario *Endangered Species Act* does not adequately protect species at risk from the project. Under Regulation O. Reg. 242/08, the laying down of highways and activities authorized under

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<sup>48</sup> EA Appendices, p.515.

<sup>49</sup> EA Appendices, p.515.

<sup>50</sup> EA Appendices, pp.576-591.

<sup>51</sup> EA Appendices: Ecoplans, Mammal Records, p.564.

<sup>52</sup> Bradford Bypass EA, Exhibit 5-6.

<sup>53</sup> COSEWIC Assessment and Status Report of the Louisiana Waterthrush *Parkesia Motacilla* in Canada (Threatened, 2015).

<sup>54</sup> Upper York Sewage Solutions, Table G1.1 Breeding Bird surveys and G2.2 BSC tables  
<http://www.uysolutions.ca/en/onlineresources/resources/NaturalEnvironmentBaseline-AppCDEFG.pdf>.

<sup>55</sup> [https://www.gisapplication.lrc.gov.on.ca/mamnh/Index.html?site=MNR\\_NHLUPS\\_NaturalHeritage&viewer=NaturalHeritage&locale=en-US](https://www.gisapplication.lrc.gov.on.ca/mamnh/Index.html?site=MNR_NHLUPS_NaturalHeritage&viewer=NaturalHeritage&locale=en-US)



the Class Environmental Assessment for Provincial Transportation Facilities are exempt from the prohibitions under sections 9 and 10 of the *Endangered Species Act* pursuant to subsection 23(1) of the Regulation. Further, subsection 23.1(1) may exempt the project from permitting requirements under the *Endangered Species Act* to the extent that it is carrying out an undertaking under the Class Environmental Assessment for Provincial Transportation Facilities. There are a variety of other regulatory exemptions which may reduce or eliminate protections for a variety of other federally listed species at risk within the project area.

### Climate Change

The potential greenhouse gas emissions associated with the project may hinder the Government of Canada's ability to meet its commitments in respect of climate change, including in the context of Canada's 2030 emissions targets and forecasts.

Under the Paris Agreement, Canada committed to reducing its greenhouse gas emission by 30% below 2005 levels by 2030. This requires a reduction in emissions of 142 Mt CO<sub>2</sub>e. Current projections rely on a reduction of transportation emissions. For example, to meet the Paris Agreement targets, Ontario must reduce transportation emissions by 26 Mt CO<sub>2</sub>e by 2030 and by 63 Mt CO<sub>2</sub>e by 2050.<sup>56</sup>

Transportation emissions are the largest greenhouse gas emissions sector in Ontario and the fastest growing source of greenhouse gases in Ontario. Ontario is the second-largest greenhouse Gas emitter jurisdiction in the country.<sup>57</sup> From 1990 to 2017, greenhouse gas emissions from transportation grew from 44.2 Mt of CO<sub>2</sub>e to 60.7 Mt of CO<sub>2</sub>e. Much of this was fueled by increases in passenger transportation.<sup>58</sup> Transportation accounts for approximately 33% of all emissions in the GTA. Nearly 98% of all transportation emissions in Ontario were sourced to fossil fuel use in vehicles.<sup>59</sup>

The 1997 EA of the project did not consider the potential for the project to cause significant increases in greenhouse gas emissions. The 1997 EA included no assessment whatsoever of the impacts of the project on climate change or the impacts of climate change on the project. The proposal has as its stated purpose increasing and facilitating single use passenger vehicles for long-distance commuting. The purpose of the proposed highway is to improve level of service to single occupant vehicle car commuters in the Greater Toronto Area by improving continuity between existing 400 series highways.

The 1997 EA contains no analysis of the well-established phenomenon of "induced demand" reflecting a strong relationship between increases in road capacity and vehicle kilometres travelled. The 1997 EA does not contain any analysis of the potential for increases in transportation emissions as a result of the project. If no federal EA is conducted there will be no

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<sup>56</sup> Environmental Commissioner of Ontario, 2018 Greenhouse Gas Emissions Report, p.116 [ECO 2018] <http://docs.assets.eco.on.ca/reports/climate-change/2018/Climate-Action-in-Ontario.pdf>.

<sup>57</sup> ECO 2018, p.83.

<sup>58</sup> Natural Resources Canada, Energy Use Statistics, Transportation Sector (Ontario) GHG Emissions by Transportation Mode. <https://oee.nrcan.gc.ca/corporate/statistics/neud/dpa/showTable.cfm?type=CP&sector=tran&juris=on&rn=8&page=0>.

<sup>59</sup> ECO 2018, p.43. <https://www.auditor.on.ca/en/content/reporttopics/envreports/env18/Climate-Action-in-Ontario.pdf>

analysis of whether this project is consistent with Canada's international climate commitments and the meeting of those commitments could be irreversibly frustrated.

Greenhouse gas emissions can be roughly estimated by multiplying additional vehicle kilometres travelled by an average emissions factor per vehicle.<sup>60</sup> The increase in vehicle kilometres travelled can be estimated using the “fundamental law of road congestion”.<sup>61</sup> Vehicle kilometres travelled is known to increase “in exact proportion to” percent increase in additional lane kilometres on highways.<sup>62</sup> Accordingly, building roads “elicits a large increase in vehicle kilometres travelled.”<sup>63</sup>

The 1997 EA estimates that the average daily traffic would be approximately 58,000 vehicles.<sup>64</sup> Based on the 16.4 km length and an average vehicle emission factor of 0.25 kg/km<sup>65</sup> the potential greenhouse gas contribution of the project is approximately 86,797,000 kg per year of CO<sub>2</sub>e.

Over the lifetime of the highway, this could represent a significant increase in Ontario's greenhouse gas emissions. Ontario's environmental commissioner recommended that road pricing be used as an alternative for congestion relief.<sup>66</sup> Understood in the context of rapidly ballooning transportation emissions in Ontario the proposal represents a long-term entrenched policy decision to continue allowing transportation emissions to increase by continuing to increase road capacity which in turn induces further demand for single occupant vehicle commuters.

### **Air Quality and Health**

Traffic related air pollution from highways entails contamination from a variety of air pollutants including nitrogen oxides, carbon monoxide, particulate matter, sulphur dioxide and volatile organic compounds. The health effects of these pollutants include asthma, allergies and reduced lung function as well as lung cancer and heart disease. Children are more sensitive to air pollution than people in other age groups, because children breathe in more air in relation to their body weight and less developed lungs.<sup>67</sup> Emerging evidence links air pollution to pre-term births

<sup>60</sup> National Academies of Science, “Modelling on-road transport greenhouse gas emissions under various land use scenarios”, <https://trid.trb.org/view/1393792>; According to the EPA the average passenger vehicle emits approximately 0.25 kg of CO<sub>2</sub> per 1 km see US EPA “Greenhouse Gas Emissions from a Typical Passenger Vehicle”, <https://www.epa.gov/greenvehicles/greenhouse-gas-emissions-typical-passenger-vehicle>.

<sup>61</sup> G. Duranton and M. Turner, University of Toronto, Department of Economics, Working paper 370 “The fundamental law of road congestion: Evidence from US cities” (September 8, 2009). <https://www.economics.utoronto.ca/workingPapers/tecipa-370.pdf>; S. Handy and M. Boarnet (Sept 30, 2014) Impact of Highway Capacity and Induced Travel on Passenger Vehicle Use and Greenhouse Gas Emissions, Policy Brief, [https://ww2.arb.ca.gov/sites/default/files/2020-06/Impact\\_of\\_Highway\\_Capacity\\_and\\_Induced\\_Travel\\_on\\_Passenger\\_Vehicle\\_Use\\_and\\_Greenhouse\\_Gas\\_Emissions\\_Policy\\_Brief.pdf](https://ww2.arb.ca.gov/sites/default/files/2020-06/Impact_of_Highway_Capacity_and_Induced_Travel_on_Passenger_Vehicle_Use_and_Greenhouse_Gas_Emissions_Policy_Brief.pdf)

<sup>62</sup> *Ibid.*

<sup>63</sup> *Ibid.*

<sup>64</sup> EA Appendices: Travel Demand Analysis (November 1996), p.7/i.

<sup>65</sup> US EPA, “Greenhouse Gas Emissions from a Typical Passenger Vehicle”

<https://www.epa.gov/greenvehicles/greenhouse-gas-emissions-typical-passenger-vehicle>

<sup>66</sup> ECO 2018, pp.128-129, <https://www.auditor.on.ca/en/content/reporttopics/envreports/env18/Climate-Action-in-Ontario.pdf>

<sup>67</sup> Health Canada, Road traffic air pollution <https://www.canada.ca/en/health-canada/services/air-quality/road-traffic-air-pollution.html>; Region of Peel, Effective Interventions to Mitigate Adverse Human Health Effects from

and low birth weight,<sup>68</sup> cognitive impairment and other illnesses.<sup>69</sup> Canadian studies have documented that the induced demand and higher vehicle densities from new highways result in increased nitrogen dioxide concentrations in close proximity to new highways and on arterials and access roads in the vicinity of a new highway.<sup>70</sup> The 1997 EA for the project failed to include a site-specific air quality study, a health impact assessment or a regional air quality assessment. At the time of the 1997 EA, Health Canada identified concerns with the proponent's analysis on air quality and noise impacts.<sup>71</sup> The 1997 EA did not attempt to predict particulate matter concentration impacts in or adjacent to the proposed highway.<sup>72</sup> Health Canada indicated that the air quality assessment suffered “from two major limitations that bring into question the conclusions reached in the assessment.” Health Canada noted that the proponent failed to assess the impact on regional air quality. Health Canada critiqued the use of air quality objectives as predetermined to be “acceptable” where current literature indicated that mortality and hospital admissions are implicated by carbon monoxide and nitrogen oxide levels below the objectives.<sup>73</sup> The proponent did not complete dispersion modelling as part of the EA. The proponent responded to these critiques by stating that “it is not practicable for MTO air quality impact assessments for specific highway projects to address the broader long-term regional air quality issues”<sup>74</sup> Both the background concentrations and the air quality criteria used in the 1997 EA is over 20 years old. As such the EA does not factor in significant infrastructure changes such as the addition of the 404 highway extension into the project area. The worst case scenario predictions in the Ministry Review materials for Benzene would exceed the current Ontario ambient air quality standards.<sup>75</sup> There is no condition of approval for the project that requires a health impact assessment for air quality.

### Lack of demonstrated need

The need for the project has not been assessed since 1989.<sup>76</sup> Since 1989, the projected growth in commuter traffic has not occurred due in large part to wastewater servicing constraints.

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Transportation-Related Air pollution (2015) <https://www.peelregion.ca/health/library/pdf/Rapid-Review-TRAP%20Mitigation.pdf>

<sup>68</sup> Marie Lynn Miranda et al. “Proximity to roadways and pregnancy outcomes” *Journal of Exposure Science and Environmental Epidemiology* 23:32 (2013) <https://www.nature.com/articles/jes201278>

<sup>69</sup> Weiran Yuchi et al, “Road Proximity, air pollution, noise, green space and neurologic disease incidence: a population-based cohort study” *Environmental Health*, 9:18 (2020) <https://ehjournal.biomedcentral.com/articles/10.1186/s12940-020-0565-4>.

<sup>70</sup> Shohel Reza Amin et al, “Understanding Air pollution from Induced Traffic during and after the Construction of a New Highway: Case Study of Highway 25 in Montreal” *Journal of Advanced Transportation* (2017) <https://www.hindawi.com/journals/jat/2017/5161308/>

<sup>71</sup> Ministry Review, Appendix D, PDF p. 205-207 “Response to Health Canada Comments on Air Quality...” (January 8, 2001)

<sup>72</sup> Ministry Review, p. 202.

<sup>73</sup> Ministry Review p.94-96.

<sup>74</sup> Ministry Review, p.206.

<sup>75</sup> Predicted worst-case ambient concentration 20 metres from the highway with a 10% heavy duty vehicle contribution was 9.3 µg/m<sup>3</sup>, compared to the current 24 hour benzene standard of 2.3 µg/m<sup>3</sup> see Ministry Review, Table 12, p.226.

<sup>76</sup> Ministry of Transportation (Ontario) Highway 404/89 Overview Study (1989).

The need for the project and whether alternatives would be more suitable is no longer evident due to the fact that the 23-year-old EA is significantly out of date. Modelling conducted in 1995 indicated that the commuter demand originated in Barrie for distribution to employment areas in York Region.<sup>77</sup> Since 1997, a number of upgrades to the transportation network have occurred, including major upgrades to East-West travel routes between the 404 and 400 highway<sup>78</sup> and all-day, two way commuter GO train service from Barrie to Toronto through Northern York Region and the extension of Highway 404.<sup>79</sup> The EA predicted that upgrades to Highway 9 alone, which have been completed, would meet capacity until at least 2011 and probably until 2021.<sup>80</sup> More up-to-date projections do not show the project being required until beyond 2041.<sup>81</sup> There is no indication that Highway 9 has reached or is reaching capacity as predicted in the EA. Regional documents suggest that other improvements to the Regional Road network are planned which might alleviate the need for the project.<sup>82</sup> The York Region Transportation Master Plan indicates this is a project requiring a low level of effort and low level of resources and does not indicate any clear needs assessment was done or updated in the last 23 years.<sup>83</sup> The 1997 EA disregards the practice of “telecommuting” as a demand management option for transportation demand,<sup>84</sup> something which is difficult to justify as businesses increasingly allow telecommuting due to COVID-19.

### **First Nation Consultation**

The local First Nation, Georgina Island First Nation has requested that it be consulted on the project. The project would harmfully alter or destroy a vast array of significant archaeological resources. The EA notes that the potential exists for other “undiscovered” archaeological sites along the project route.<sup>85</sup>

### **Cumulative effects**

The project has the potential to cause cumulative effects in relation to other projects as it would serve to service and therefore open up a large area of rural property to increased development. Specifically, York Region, where the majority of the project is situated has requested permission

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<sup>77</sup> EA Appendices, p.386.

<sup>78</sup> Upgrades to Highway 9 widening it to four lanes, Mulock, Bathurst Street and Green Lane to 4 or 5 lane paved collector roads. At the time of the EA need study, Bathurst Street and Green Lane were gravel roads. See EA report p.37 noting that these road upgrades were not yet completed.

<sup>79</sup> 1997 EA, p.50: disregards the impact of increased GO service because it runs along a north south axis, even though it is clear that the modelling for the Bradford Bypass relies on it being used by commuter traffic ultimately heading long-distances North-South towards Toronto.

<sup>80</sup> 1997 EA, p.37.

<sup>81</sup> <https://www.georgina.ca/doing-business/highway-400-404-connecting-link> 2016 York Region Transportation Master Plan, p.75 [https://www.york.ca/wps/wcm/connect/yorkpublic/d7ec2651-8dc5-492e-b2a0-f76605edc122/16296\\_TmpFinalBigBook\\_NovWEB-FIX.pdf?MOD=AJPERES&CVID=mukDpNz](https://www.york.ca/wps/wcm/connect/yorkpublic/d7ec2651-8dc5-492e-b2a0-f76605edc122/16296_TmpFinalBigBook_NovWEB-FIX.pdf?MOD=AJPERES&CVID=mukDpNz).

<sup>82</sup> 2016 York Region Transportation Master Plan, pp.75, 146: indicating potential improvements to Queensville Sideroad and Green Lane, and “significant improvements to” the Barrie GO train corridor.

<sup>83</sup> *Ibid.* p.167.

<sup>84</sup> 1997 EA, pp.46-47.

<sup>85</sup> Peterson, W, Canadian Heritage Landscapes, The Bradford Bypass and Alternatives (December 19, 2011).

to develop areas of greenbelt adjacent to 400 series highways.<sup>86</sup> The project is a 400 series highway and it is anticipated that once built, increased development pressure would occur all around the project corridor. The province's "*A Place to Grow*" plan displays how the proposed highway would expose protected Greenbelt lands particularly to the north of the project to increased development pressures.<sup>87</sup> These pressures particularly pertain to employment lands as set out in the province's growth plan.<sup>88</sup> Additionally, the province has required York Region and Simcoe County to plan for significant increases in forecasted housing and employment growth which must take place in the growth areas adjacent to the project. The 1997 EA does not assess the cumulative impacts of the development of the adjacent areas on water quality, aquatic habitat, migratory bird habitat, or species at risk. There is no provincial process which would require these cumulative effects to be assessed.

## Conclusion

At the time the 1997 EA was approved, there was a further provincial EA process and a federal EA process that was required. As a result, the 1997 EA fails to assess the impacts of the project on areas of federal jurisdiction or propose adequate mitigation measures. Due to the passage of time including the enactment of the federal *Species at Risk Act* and Canada's engagement in further international agreements on climate change, the provincial EA is inadequate and needs to be updated to ensure that there are adequate protections for fish habitat, species at risk and migratory birds. Further, the project needs to be re-assessed in light of Canada's climate change commitments. Had the project proceeded in the early 2000s it would have been subject to federal EA requirements. The provincial process is inadequate and would not assess these effects or ensure they are mitigated. Accordingly, we respectfully request that you designate this project pursuant to section 9(1) of the *Impact Assessment Act*.

Sincerely,



Laura Bowman  
Staff Lawyer

cc: clients, supporters

encl: <https://ln2.sync.com/dl/c5be14300/9237f1zt-nqnpq26x-xyxvtfaq-9dvsbbw>

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<sup>86</sup> Report, York Region Council, Committee of the Whole, Item H.1.1, (October 8, 2020). <https://yorkpublishing.escribemeetings.com/Meeting.aspx?Id=3cdc1d74-9ce9-4580-b80d-d591897b9148&Agenda=Merged&lang=English&Item=21>.

<sup>87</sup> Ontario *A Place to Grow*, 2020, Schedule 6, [https://files.ontario.ca/schedule\\_6\\_moving\\_goods.jpg](https://files.ontario.ca/schedule_6_moving_goods.jpg).

<sup>88</sup> *Ibid*, p.85, <https://files.ontario.ca/mmah-place-to-grow-office-consolidation-en-2020-08-28.pdf>.



Impact Assessment  
Agency of Canada

Ontario Region  
600-55 York Street  
Toronto ON M5J 1R7

Agence d'évaluation  
d'impact du Canada

Région de l'Ontario  
600-55 rue York  
Toronto ON M5J 1R7

**ATTACHMENT 3**

February 12, 2021

**Sent by email**

**Invitation for Input**

Christian Meile, Simcoe County  
Christopher Raynor, Regional Municipality of York  
Tom Webster, Town of East Gwillimbury  
Daniel Kostopoulos, Township of King  
Jag Sharma, Town of Newmarket

Dear Colleagues:

**Subject: Designation Request for the Proposed Bradford Bypass Project  
under the *Impact Assessment Act***

On February 3, 2021, the Minister of Environment and Climate Change received a request to designate the proposed Bradford Bypass Project under subsection 9(1) of the *Impact Assessment Act* (IAA). The designation request from Ecojustice, on behalf of Rescue Lake Simcoe Coalition and Simcoe County Greenbelt Coalition is enclosed (Enclosure 1).

**The Proposed Project**

The Ontario Ministry of Transportation is proposing the construction and operation, including maintenance, of a new 16.2-kilometre four-lane controlled access all-season public highway. As proposed, the Bradford Bypass Project (also known as the Highway 400-404 Connecting Link, the Highway 400-404 Extension Link or the Holland Marsh Highway) would connect Highway 400 in Bradford West Gwillimbury (Simcoe County), and cross north King Township, to Highway 404 in East Gwillimbury (Regional Municipality of York) in Ontario. The corridor would require a new 100-metre wide right of way, and would involve water crossings over the Holland River and Holland River East Branch within the Holland Marsh. The Project would also include the replacement of the 9<sup>th</sup> Line structure on Highway 400. The Project as proposed is not a designated project as described in the *Physical Activities Regulations*. The impact assessment process under IAA only applies to designated projects.

Further information on the Project can be found on the proponent's website at [www.bradfordbypass.ca](http://www.bradfordbypass.ca).

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**Provincial Process**

On August 28, 2002, the Government of Ontario approved the individual environment assessment for a new freeway to connect Highway 400 in Bradford West Gwillimbury to a northerly extension of Highway 404 in East Gwillimbury. As a condition of this approval, the design and construction of the highway became subject to the Ministry of Transportation Class Environmental Assessment for Provincial Transportation Facilities, as a “Group A” project; however, the Government of Ontario is proposing to exempt the Project from further provincial review. More information on the Government of Ontario’s proposal to exempt the Project is available at: <https://www.ontario.ca/page/highway-400-highway-404-extension-link-bradford-bypass>.

**Designation Request**

Under subsection 9(1) of IAA the Minister may, by order, designate a physical activity that is not prescribed in the *Physical Activities Regulations*. The Minister may do this, if, in the Minister’s opinion, the physical activity may cause adverse effects within federal jurisdiction or adverse direct or incidental effects (resulting from a federal decision), or public concerns related to those effects warrant the designation. In accordance with subsection 9(4) of IAA, it is expected that the Minister will respond, with reasons, to the request by May 4, 2021.

The Impact Assessment Agency of Canada will review information about the Project, any concerns expressed by the public and Indigenous groups, expert advice from federal authorities and input from provincial ministries and municipalities to prepare a recommendation to the Minister on whether to designate the Project. If the Project were designated by the Minister, the Ontario Ministry of Transportation (the proponent) would be prohibited from carrying out the Project and would be required to submit an Initial Project Description, thereby commencing the planning phase of IAA. During the planning phase, the Agency would determine whether an impact assessment is required.

Additional information regarding the process for designation requests can be found at the following link: <https://www.canada.ca/en/impact-assessment-agency/services/policy-guidance/designating-project-impact-assessment-act.html>

-3-

**Invitation for Input**

The Agency notes that the environmental assessment process by the Ontario Ministry of Transportation included consultation with your municipality. However, to further support the Agency's analysis of the designation request, we wish to invite the views and input from representatives of your municipality.

In particular, the Agency would like to confirm whether any bylaws or requirements of your municipality apply to the Project.

- If applicable, would any of those involve consultation with the public and Indigenous groups?
- If applicable, what environmental, social, economic or health issues would those bylaws or requirements address?

In general, please confirm whether the Ontario Ministry of Transportation is addressing the interests and issues of importance to your municipality. The Agency will be pleased to receive any other comments. Given the legislated timeline for the Minister to make a decision, your response is requested by **Wednesday, March 3, 2021**.

In the coming days, a Registry page for the Project will be available on the Canadian Impact Assessment Registry Internet site at [iaac-aeic.gc.ca/050/evaluations](https://iaac-aeic.gc.ca/050/evaluations). Please use the *submit a comment* feature on the Project's Registry page to provide the Agency with information regarding this file. Letters can be uploaded using this feature. If you have difficulties with this feature, immediately contact Conor Anderson, Project Manager, at [Conor.Anderson@canada.ca](mailto:Conor.Anderson@canada.ca) or 416-735-1673.

**Important Note:** All records produced, collected or received in relation to the designation request process—unless prohibited under the *Access to Information Act* or *Privacy Act*—are considered public and may be released. The Agency's Submission Policy<sup>1</sup> determines which submitted information can be shared publicly, and what should remain private. For further information on how we protect your privacy, please refer to the Privacy Notice.<sup>2</sup>

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<sup>1</sup> <https://www.iaac-aeic.gc.ca/050/evaluations/participation/conditions>

<sup>2</sup> <https://www.iaac-aeic.gc.ca/050/evaluations/protection>



If you have any questions regarding the designation process or the response sheet, please do not hesitate to contact Conor Anderson, Project Manager by email at [Conor.Anderson@canada.ca](mailto:Conor.Anderson@canada.ca) or by telephone at 416-735-1673.

Sincerely,

A handwritten signature in black ink, appearing to be 'AP', with a long horizontal stroke extending to the right.

Anjala Puvananathan  
Director, Ontario Region

Enclosure      Designation request letter from Ecojustice on behalf of Rescue  
Lake Simcoe Coalition and Simcoe County Greenbelt Coalition

On March 18, 2021 Regional Council made the following decision:

1. Council endorse the proposed response (Attachment 1) to the Impact Assessment Agency of Canada as the Region' s input to inform the Impact Assessment Agency of Canada' s analysis of the designation request for the GTA West Transportation Corridor Project under the federal Impact Assessment Act.
2. The Regional Clerk circulate this report to the Ontario Minister of Transportation, the Regions of Peel and Halton and the local municipalities.
3. That York Region Council request a Federal Impact Assessment (IA) for Highway 413 (GTA West Transportation West Project).

The original staff report is attached for your information.

Please contact Brian Titherington, Director of Transportation and Infrastructure Planning at 1-877-464-9675 ext. 75901 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Regional Clerk's Office, Corporate Services

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The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1  
O: 1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Regional Council  
Transportation Services  
February 25, 2021

Report of the Commissioner of Transportation Services

## **GTA West Transportation Corridor Project Regional Response to the Impact Assessment Agency of Canada**

### **1. Recommendations**

1. Council endorse the proposed response (Attachment 1) to the Impact Assessment Agency of Canada as the Region's input to inform the Impact Assessment Agency of Canada's analysis of the designation request for the GTA West Transportation Corridor Project under the federal *Impact Assessment Act*.
2. The Regional Clerk circulate this report to the Ontario Minister of Transportation, the Regions of Peel and Halton and the local municipalities.

### **2. Summary**

On February 3, 2021, Ecojustice, on behalf of Environmental Defense, submitted a request to the Minister of the Environment and Climate Change Canada to designate the GTA West Transportation Corridor Project under the federal *Impact Assessment Act* (IAA) (Attachment 2). On February 12, 2021, the Impact Assessment Agency of Canada (Agency) requested input from municipalities on the GTA West Transportation Corridor Project to inform the Agency's analysis of the designation request (Attachment 3). The Agency has requested municipal input by March 3, 2021.

Key Points:

- The GTA West Transportation Corridor Project supports York Region's Official Plan and Transportation Master Plan (2016) and is an important component of servicing planned growth in the Region
- The Region has long-supported the GTA West Transportation Corridor Project and has been consulted by the Ontario Ministry of Transportation since the beginning of the provincial Individual Environmental Assessment (EA) process in 2007
- Under Provincial legislation the Individual Environmental Assessment process is the appropriate mechanism to address technical requirements in terms of environmental, social, economic or health needs as well as required consultation of all community stakeholders

- The Region, local municipalities and community stakeholders could be negatively impacted by prolonged processes that lead to continued uncertainty related to the GTA West Transportation Corridor Project

### 3. Background

#### **The Impact Assessment Agency of Canada has invited affected municipalities to provide input**

The Ontario Ministry of Transportation is planning a GTA West Transportation Corridor that will include a new provincial highway and protection for a future transitway. The proposed new highway will connect Highway 400, between Kirby Road and King-Vaughan Road in the east, to the Highway 401/407 interchange area in the west. The corridor extends through the municipalities of Vaughan, Caledon, Brampton and Halton Hills in the Regions of York, Peel and Halton.

The Impact Assessment Agency of Canada has invited affected municipalities to provide input on the GTA West Project to inform the Agency's analysis of the designation request submitted by Ecojustice, on behalf of Environmental Defense. In particular, the Agency is seeking input on:

- Whether any York Region requirements apply to the Project?
- Would any of those involve consultation with the public and Indigenous groups?
- What environmental, social, economic or health issues would those address?
- Whether the Ontario Ministry of Transportation is addressing the interests and issues of importance to York Region?

#### **The federal *Impact Assessment Act* regulates projects that are required to undergo a federal impact assessment process**

The *Impact Assessment Act* became law in 2019 and outlines two ways a project may be required to undergo a federal impact assessment process. The first is the project contains an activity that matches a description contained in the federal *Physical Activities Regulations* (Project List). The second is that a request be made to the Minister of the Environment and Climate Change to exercise their discretion to require a federal impact assessment process for a project that is not on the Project List, but due to the potential for the project to cause adverse effects on matters within federal jurisdiction, or adverse direct or incidental effects (due to a federal decision) or due to public concerns related to those effects. With the IAA in effect only since 2019, staff has not been able to identify any instance of the Minister exercising their discretion in this manner over a project that would otherwise only be regulated by a provincial environmental assessment process.

## 4. Analysis

### **Council has long-supported the GTA West Transportation Corridor Project**

The Ontario Ministry of Transportation began the terms of reference phase of the provincial Environmental Assessment process for the GTA West Transportation Corridor Project in 2007 and has consulted the Region throughout the process. Staff have reported to Council at key milestones throughout the provincial EA process, and Council has consistently supported the GTA West Transportation Corridor Project as summarized below:

York Region Council [May 2007](#) resolved:

*The Ministry of Transportation and Ministry of the Environment be requested to expedite the GTA West Corridor and other environmental assessments that are needed to meet the Provincial Growth Plan for the Greater Golden Horseshoe.*

York Region Council [March 2016](#) resolved:

*Council request that the Ministry of Transportation resume the GTA West Transportation Corridor Environmental Assessment and define the preferred alignment as soon as possible.*

York Region Council [June 2019](#) resolved:

*Council support a robust highway network to move people, goods and services and achieve provincial Growth Plan population and employment objectives in York Region and encourage:*

- a. The resumption of Environmental Assessment for GTA West Highway for near-term inclusion in the Southern Highways Program*
- b. The inclusion of the Highway 400-404 Connecting Link and the Highway 404 Extension to Highway 12 in the next Southern Highways Program*

York Region Council [January 2020](#) resolved:

*The Province of Ontario be advised that York Region supports the decision to resume the Greater Toronto Area West Transportation Corridor Environmental Assessment and requests that the highway be constructed as soon as possible.*

### **The GTA West Transportation Corridor Project supports York Region's Official Plan and Transportation Master Plan**

The York Region Official Plan 2010 describes how York Region plans to accommodate future growth and development while meeting the needs of existing residents and businesses in York Region. It provides directions and policies that guide economic, environmental and community planning decisions.

The GTA West highway is identified as a planned new transportation corridor in the York Region Official Plan ([Map 12 Street Network](#)) and included in policy 7.2.56:

*To work with the Province and local municipalities to plan and protect for the following corridors and facilities:*

- a. Highway 427 north to the GTA West Corridor*
- b. Highway 404 north beyond Ravenshoe Road*
- c. the Bradford Bypass (Highway 400-404 Link)*
- d. the GTA West Corridor*

The York Region Transportation Master Plan 2016 establishes the vision for transportation services, assesses existing transportation system performance, forecasts future travel demand and defines actions and policies to address road, transit and active transportation needs in York Region to 2041.

The GTA West Transportation Corridor Project is identified in the Transportation Master Plan as an integral component of the transportation network required to service York Region residents and businesses ([Map 8 - Proposed 2041 Road Network](#)).

### **The Ontario Ministry of Transportation has consulted the Region throughout the GTA West Project**

The Ontario Ministry of Transportation has consulted the Region throughout the planning for the GTA West Transportation Corridor Project. At key milestones, staff have reported to Council highlighting issues for consideration in the provincial EA process, including those relating to alignment alternatives and interchange locations. References to previous Council reports for various GTA West project-related issues are referenced above.

The Region anticipates the current provincial EA process will continue to address environmental, social, economic and health issues as well as necessary public consultation to balance the needs of all community stakeholders.

### **Council recently received communications and deputations from residents raising concerns about the GTA West Project**

On [February 11, 2021](#), Council received 19 written communications and six deputations from residents raising concerns relating to various aspects of the GTA West Transportation Corridor Project. The Region anticipates the provincial EA process will recognize and address concerns raised by community stakeholders including those raised at the February 11, 2021 meeting.

## **5. Financial**

There are no financial implications resulting from this report.

## 6. Local Impact

The Region and the local municipalities benefit from provincial investment in the highway network in the Greater Toronto Area. The planned GTA West Transportation Corridor Project is identified as an important component of the transportation network required to service the Region's residents and businesses.

## 7. Conclusion

This report seeks Council endorsement for staff to submit the proposed response to the Impact Assessment Agency of Canada to inform the Agency's analysis of the designation request under the federal *Impact Assessment Act* for the GTA West Transportation Corridor Project.

Staff anticipate the current provincial Environmental Assessment process for the GTA West Transportation Corridor Project will continue to address issues raised by the Region, local municipalities and community stakeholders. The Region, local municipalities and community stakeholders could be negatively impacted by prolonged processes that lead to continued uncertainty related to the GTA West Transportation Corridor Project.

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For more information on this report, please contact Brian Titherington, Director of Transportation and Infrastructure Planning at 1-877-464-9675 extension 75901. Accessible formats or communication supports are available upon request.

Recommended by:



**Paul Jankowski**  
Commissioner of Transportation Services

Approved for Submission:



**Bruce Macgregor**  
Chief Administrative Officer

February 24, 2021  
Attachments (3)  
12592136



March 3, 2021

Ms. Anjala Puvananathan, Director  
Impact Assessment Agency of Canada  
Ontario Region  
600-55 York Street  
Toronto ON M5J 1R7

Dear Ms. Puvananathan,

**Re: Designation Request for the Proposed GTA West Project under the *Impact Assessment Act***

Thank you for your February 12, 2021 correspondence regarding the designation request submitted on February 3, 2021 by Ecojustice on behalf of Environmental Defense. The Ecojustice submission has requested the Minister of the Environment and Climate Change Canada designate the proposed Ontario Greater Toronto Area (GTA) West Transportation Corridor Project under subsection 9(1) of the *Impact Assessment Act*.

The Ontario Ministry of Transportation is proposing a new GTA West Transportation Corridor which will include a new provincial highway and protection for a future transitway. The proposed new highway will connect Highway 400 between Kirby Road and King-Vaughan Road in the east to the Highway 401/407 interchange area in the west. The corridor extends through the municipalities of Vaughan, Caledon, Brampton and Halton Hills in the Regions of York, Peel and Halton.

The Impact Assessment Agency of Canada has invited affected municipalities to provide input on the GTA West Project to inform the Agency's analysis of the designation request. In particular, the Impact Assessment Agency of Canada is seeking input on:

- Whether any York Region requirements apply to the Project?
- Would any of those involve consultation with the public and Indigenous groups?
- What environmental, social, economic or health issues would those requirements address?
- Whether the Ontario Ministry of Transportation is addressing the interests and issues of importance to York Region?

The Impact Assessment Agency of Canada has requested municipal responses by March 3, 2021.

York Region has long supported the GTA West Transportation Corridor Project

The Ontario Ministry of Transportation started the Terms of Reference phase of the Provincial EA process for the GTA West Project in 2006 and has consulted York Region throughout the process. York Region staff have reported to Council at key milestones throughout the Provincial EA process and York Region Council has consistently supported the GTA West Transportation Corridor Project as highlighted below.



York Region Council May 2007 resolved:

*The Ministry of Transportation and Ministry of the Environment be requested to expedite the GTA West Corridor and other environmental assessments that are needed to meet the Provincial Growth Plan for the Greater Golden Horseshoe.*

York Region Council March 2016 resolved:

*Council request that the Ministry of Transportation resume the GTA West Transportation Corridor Environmental Assessment and define the preferred alignment as soon as possible.*

York Region Council June 2019 resolved:

*Council support a robust highway network to move people, goods and services and achieve provincial Growth Plan population and employment objectives in York Region and encourage:*

- a. The resumption of Environmental Assessment for GTA West Highway for near-term inclusion in the Southern Highways Program*
- b. The inclusion of the Highway 400-404 Connecting Link and the Highway 404 Extension to Highway 12 in the next Southern Highways Program*

York Region Council January 2020 resolved:

*The Province of Ontario be advised that York Region supports the decision to resume the Greater Toronto Area West Transportation Corridor Environmental Assessment and requests that the highway be constructed as soon as possible.*

The GTA West Highway is integral to managing the movement of goods and people to support the magnitude of growth forecasted by the Province.

With a population of 1.2 million residents, The Regional Municipality of York is one of Canada's largest municipalities and the second largest business centre in Ontario. Ranked as Ontario's fastest growing large municipality, managing growth over the coming decades is important. In accordance with the Growth Plan, York Region is required to plan for Provincially-forecasted growth. York Region is forecast to reach approximately 2.02 million people and 990,000 jobs by 2051, representing population growth of over 800,000 people and approximately 345,000 jobs.

The York Region Official Plan describes how York Region plans to accommodate future growth and development while meeting the needs of existing residents and businesses in the Region. The Regional Official Plan, currently under review to address 2051 population and employment, provides directions and policies that guide economic, environmental and community planning decisions.

The GTA West Project is identified as a planned transportation corridor in the York Region Official Plan (Map 12 Street Network) and included in policy 7.2.56:

*To work with the Province and local municipalities to plan and protect for the following corridors and facilities:*

- a. Highway 427 north to the GTA West Corridor*
- b. Highway 404 north beyond Ravenshoe Road*
- c. the Bradford Bypass (Highway 400-404 Link)*
- d. the GTA West Corridor*

The York Region Transportation Master Plan 2016 establishes the vision for transportation services, assesses existing transportation system performance, forecasts future travel demand, and defines actions and policies to address road, transit and active transportation needs in York Region to 2041.

The GTA West is identified as an integral component of the transportation network required to service York Region residents and businesses (Map 8 Proposed 2041 Road Network) and described in section 5.2.1 Provincial Infrastructure Plans:

*GTA West: The GTA West highway corridor would extend from Highway 401 in Halton Region to Highway 400 in York Region. While Provincial route planning and Environmental Assessment work on the corridor has been put on hold, it remains an important project for York Region. Its benefits would include better access to employment areas in the City of Vaughan, alleviate pressure on east-west Regional roads and provide an alternate route to Highways 400 and 401. This TMP assumes that GTA West will be in place by 2041. [Note that the EA process was put on hold by the Ontario Ministry of Transportation in December 2015 during preparation of the York Region Transportation Master Plan 2016. The EA was restarted in June 2019],*

Both York Region's Official Plan and Transportation Master Plan were developed with extensive consultation, including the public, stakeholders, government agencies and Indigenous groups.

#### The Ontario Ministry of Transportation has consulted York Region throughout the GTA West Project

The Ontario Ministry of Transportation has consulted York Region throughout the planning for the GTA West Project. Through the Individual EA process, the highest level of Provincial Environmental Assessment, York Region has been consulted and actively engaged. At key milestones, York Region staff have reported to Council, including highlighting issues or concerns for consideration in the Provincial EA process, including issues related to impacts of alignment alternatives and interchange locations. A recent example including the following:

In January 2020, York Region Council requested the Ministry of Transportation assess, as part of the Environmental Assessment, a highway route that reduces impacts to existing and approved community areas in the North Kleinburg-Nashville Secondary Plan area. In June 2020, the Ministry of Transportation consulted Regional staff on additional route options between Highway 50 and Highway 27 in the North Kleinburg-Nashville Secondary Plan area. Taking into consideration input received on the draft highway alignment from various stakeholders, in August 2020 the Ontario Ministry of Transportation identified a preferred highway route. The identified preferred route included an improved alignment between Highway 50 and Highway 27, with less impact to the North Kleinburg-Nashville Secondary Plan as compared to the original fall 2019 preliminary alignment.

The Provincial EA process provides for the highest level of environmental assessment and stakeholder consultation. York Region is satisfied with the current Provincial process and would be negatively impacted by a lengthy delay in constructing the Project which would be likely if the GTA West Project were designated for the purpose of commencing a new Federal EA process.

Specific Input to the Federal Impact Assessment Agency of Canada

Specific responses for the input questions posed by the Federal Impact Assessment Agency are summarized in the table below:

Impact Assessment Agency Question	Regional Response
Whether any York Region requirements apply to the Project?	The Region requires conformity with the Region's Official Plan as well as the Transportation Master Plan.
Would any of these involve consultation with the public and Indigenous groups?	The Region consulted extensively for the Official Plan and the Transportation Master Plan and would expect the Province to duly consult all stakeholders as required in the Provincial Individual Environmental Assessment process.
What environmental, social, economic or health issues would those requirements address?	The Region would expect the Provincial Individual Environmental Assessment process to address all relevant environmental, social, economic or health issues as raised by community stakeholders.
Whether the Ontario Ministry of Transportation is addressing the interests and issues of importance to York Region?	The Ontario Ministry of Transportation is addressing the interests and issues as identified by the Region including issues related to alignment alternatives and interchange locations.

Should you have any questions, please feel free to contact Brian Titherington, Director of Transportation and Infrastructure Planning at 1-877-464-9675 ext. 75901.

Sincerely,

Paul Jankowski  
Commissioner of Transportation Services

12596054

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February 3, 2021

The Honourable Jonathan Wilkinson  
Minister of the Environment and Climate Change  
House of Commons  
Ottawa, Ontario K1A 0A6  
[Jonathan.Wilkinson@Canada.ca](mailto:Jonathan.Wilkinson@Canada.ca)

Dear Minister Wilkinson,

**Re: GTA West – Request for designation under s.9 of the *Impact Assessment Act***

I am writing on behalf of my client Environmental Defence, to request that the GTA West Project and associated transmission infrastructure be designated for a federal Environmental Assessment pursuant to s.9(1) of the *Impact Assessment Act* (IAA). This request is also supported by Ontario Nature, Transport Action Ontario, Sierra Club Peel, Halton Environmental Network, Oakvillegreen, Sustainable Vaughan, and Oak Ridges Moraine Land Trust. The GTA West Project and associated transmission infrastructure will result in adverse environmental effects within federal jurisdiction as well as adverse and incidental effects and meets the criteria for public concern. The GTA West Project is proposed to be partially exempted from the provincial EA process.<sup>1</sup>

Under subsection 9(1) of IAA the Minister may, by order, designate a physical activity that is not prescribed in the Regulations. The Minister may do this, if, in the Minister's opinion, the physical activity may cause adverse effects within federal jurisdiction or adverse direct or incidental effects, or public concerns related to those effects warrant the designation.

The GTA West Project has not substantially begun nor has a federal authority exercised a power or performed a duty or function that would permit the Project to be carried out, in whole or in part, and therefore the Minister is not prohibited from designating this Project pursuant to subsection 9(1) of IAA.

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<sup>1</sup> Proposed Regulation for a streamlined environmental assessment process for the Ministry of Transportation's GTA West Transportation Corridor Project (July 8, 2020) <https://ero.ontario.ca/notice/019-1882>.

## Overview of the project

The GTA West Project is a proposed fully separated 400 series highway in the northwest Greater Toronto Area. The proponent is the Ontario Ministry of Transportation (MTO). The highway would have freeway-to-freeway connections at Highways 401, 407, 410, 427 and 400. The GTA West Project also includes highway widenings and expansions along existing highway corridors.

The new highway corridor will extend from Highway 400 (between Kirby Road and King-Vaughan Road) in the east to the Highway 401/407 ETR interchange area in the west, and will feature a 400-series highway and transitway. The project would consist of 8.8 million square metres of new paved surfaces. The paved surface would be approximately 170 metres wide (110 m for vehicle lanes, 60 for transit lanes) and approximately 52 km long. The GTA West Highway would stretch across four municipalities from Highway 401 northeast to Highway 400 including from west to east: Halton Hills, Brampton and Vaughan. It would bisect the sensitive headwaters of four watersheds from west to east, including the easternmost Sixteen Mile Creek, a stretch of the Credit River, the entire width of Etobicoke Creek, and the Humber River.<sup>2</sup>

The GTA West Project is also proposed to be co-located with a Northwest Greater Toronto Area Electricity Transmission Corridor.<sup>3</sup> The proponent of the associated transmission corridor is the Ontario Ministry of Northern Development and Mines (ENDM). The proposed corridor would potentially include a 60 metre or wider right of way with two double-circuit 239kV transmission lines. No environmental assessment for the transmission corridor has been undertaken to date.

## Overview of environmental effects

The GTA West Project would cause significant adverse environmental effects because of its location and environmental setting. The highway will develop a rural area including a number of areas protected under the Greenbelt Plan. It would bisect a number of features such as significant woodlands, endangered species habitat and wetlands which are designated as protected “natural heritage features”. It will bisect and seriously compromise a number of major river corridors in and outside of the Greenbelt Plan that provide critical wildlife connections north to the major natural areas of the Oak Ridges Moraine and the Niagara Escarpment. These include a major twin crossing of the Humber River and the adjacent East Humber River valleys, another three crossings of East Humber valleys, four crossings of West Humber valleys, two crossings of Etobicoke Creek and a major crossing of the main Credit River valley.

The GTA West Project would have “extensive and widespread impacts on the natural heritage system,” including significant loss in the number, form and function of natural features and

<sup>2</sup> GTA West at a glance (February 2015) [https://www.gta-west.com/wp-content/uploads/2018/10/GTA-West-at-a-Glance\\_February-2015.pdf](https://www.gta-west.com/wp-content/uploads/2018/10/GTA-West-at-a-Glance_February-2015.pdf).

<sup>3</sup> ERO posting 019-1503 <https://ero.ontario.ca/notice/019-1503> also see attached map [https://prod-environmental-registry.s3.amazonaws.com/2020-03/2.%20MTO%202019%20Focused%20Analysis%20Area%20vs%20Proposed%20Tx%20Narrowed%20Area%20of%20Interest\\_0.png](https://prod-environmental-registry.s3.amazonaws.com/2020-03/2.%20MTO%202019%20Focused%20Analysis%20Area%20vs%20Proposed%20Tx%20Narrowed%20Area%20of%20Interest_0.png)

species. There will be significant fragmentation of valleylands, conservation lands, and the few remaining natural corridors in the eastern portion of the project area.<sup>4</sup>

The proposed highway and its corridor will destroy a combined 5.95 km length of forests that support many sensitive forest bird species, and other wildlife and plants. This includes destroying seven entire woodlots, portions of other woodlots, and bisecting numerous forested valleys. The single biggest loss will be a 1.5 km stretch of forests around the twin valleys of the Humber and East Humber Rivers in Vaughan.<sup>5</sup>

Over 1,000 ha of land identified as important for local wildlife movement, some of which is also important at a regional scale, will either be removed or intersected by the proposed highway. Of note is the section located to the east of Bramalea Road, through an area classified as important for regional wildlife movement.<sup>6</sup>

The exact number of affected stream crossings involved in the GTA West Project and associated transmission infrastructure is not specified in the EA. The Toronto Region Conservation Authority (TRCA) has estimated 85 crossings are required.<sup>7</sup> Although some assessment documents include higher estimates of 93-118 water courses depending on the alternative that is under discussion.<sup>8</sup> Of these crossings, TRCA ranks 10 as “high priority” locations ecologically, as they are in deep valleys with relatively high quality existing or potential habitat, high regional connectivity, or high local connectivity. Of the remaining crossings, 58 are ranked as “medium priority” locations located in shallow valleys that have high quality existing or potential habitat, high regional connectivity, or high local connectivity.<sup>9</sup> Details are not known for crossings in Credit Valley Conservation Authority (CVCA) or Halton Conservation (HC) jurisdiction.<sup>10</sup>

## Public Concern

There has been significant public concern about the GTA West project. During the first provincial review process, there was so much public concern that the project was halted and the proponent hired an advisory panel to advise on alternatives. Ultimately that panel recommended

<sup>4</sup> TRCA, Staff Report: GTA West Transportation Corridor Individual EA – Stage 2 Update (January 24, 2020) [“TRCA Jan 2020 Report”] <https://pub-trca.escribemeetings.com/filestream.ashx?DocumentId=5418>, p.7-9.

<sup>5</sup> AECOM, GTA West Natural Environment Existing Conditions Map <https://www.gta-west.com/wp-content/uploads/2018/11/Section-04-Natural-Environment-Existing-Conditions-Map.pdf> Also derived from MNR Natural Heritage Mapping tool: [https://www.gisapplication.lrc.gov.on.ca/mamnh/Index.html?site=MNR\\_NHLUPS\\_NaturalHeritage&viewer=NaturalHeritage&locale=en-US](https://www.gisapplication.lrc.gov.on.ca/mamnh/Index.html?site=MNR_NHLUPS_NaturalHeritage&viewer=NaturalHeritage&locale=en-US).

<sup>6</sup> TRCA Jan 2020 Report, p.7-9; also AECOM map of NH features located at <https://www.gta-west.com/wp-content/uploads/2018/11/Section-04-Natural-Environment-Existing-Conditions-Map.pdf>.

<sup>7</sup> TRCA Jan 2020 Report, p.7-9.

<sup>8</sup> AECOM, Assessment of Group 3 and Group 4 Transportation alternatives (Chapter 4) November 2018 [“AECOM alternatives assessment”] <https://www.gta-west.com/wp-content/uploads/2018/11/Chapter3NaturalEnvironment.pdf>, p.53.

<sup>9</sup> TRCA 2020 <https://pub-trca.escribemeetings.com/filestream.ashx?DocumentId=5418> p.7-9.

<sup>10</sup> Credit Valley Conservation Authority, Board of Directors Meeting Agenda (October 16, 2020) [https://cvc.ca/wp-content/uploads/2020/10/Agenda-Package-Redacted-BOARD-OF-DIRECTORS-MEETING\\_Oct16\\_2020-1.pdf](https://cvc.ca/wp-content/uploads/2020/10/Agenda-Package-Redacted-BOARD-OF-DIRECTORS-MEETING_Oct16_2020-1.pdf) p.24-29.

against the project. The project has received considerable media coverage particularly regarding opposition to the project.<sup>11</sup>

More recently, over 6000 people have requested that the GTA West project be cancelled. A recent letter opposing the project was signed by the David Suzuki Foundation, Environmental Defence, the Federation of Urban Neighbourhoods, Grandmothers Act to Save the Planet, Gravelwatch, Halton Environment Network, National Farmer's Union - Ontario, the Rescue Lake Simcoe Coalition, Sustainable Vaughan, Transport Action Ontario and the Wilderness Committee.

The municipality of Halton Hills, which lies along the western portion of the route, has passed a resolution opposing the highway.<sup>12</sup> The City of Brampton has unanimously endorsed a local boulevard option instead through its portion of the corridor/route through "heritage heights." However to-date the MTO has refused to consider this alternative. Concerns about effects turn on the destruction of natural heritage areas, climate change, and moving away towards single occupant passenger vehicle transportation models to enhance complete communities. The City of Orangeville also passed a motion opposing the project.

The TRCA, which is normally the regulatory authority for developments in floodplains, wetlands and valleylands has objected to the potential impact of the highway and the proposed streamlined regulatory process for early works (described in more detail below). As recently as September 2020 it was still awaiting responses from the proponent on how the project would impact TRCA managed protected areas and natural heritage features within TRCA jurisdiction.

### **The project is near a threshold set out in the project list**

Section 51 of the *Physical Activities Regulations* (SOR/2019-285) designates "The construction, operation, decommissioning and abandonment of a new all-season public highway that requires a total of 75 km or more of new right of way. "New right of way" is described as land that "is not alongside and contiguous to an area of land that was developed for an...all season highway".

The length of the new corridor portion of the GTA West highway is approximately 52 kilometres with a new 110-metre right of way. The associated transitway is another 52 kilometres in length and would be a separate corridor with a new 60-metre right of way. The width of the associated transmission right of way is unknown but also extends for 50 km. Both the highway and transitway portions of the GTA West Project independently meet the definition of a new right of

<sup>11</sup> Paul Webster, "Highway 413: The Opposition Reloads" *In the Hills* (Nov 24 2020) <https://www.inthehills.ca/2020/11/highway-413-the-opposition-reloads/>; Tabitha Wells, "GTA West does not align with Orangeville's Priorities: council opposes Highway 413 through Caledon, Vaughan, Milton" *Orangeville Banner* (Nov 13, 2020) <https://www.orangeville.com/news-story/10265191--gta-west-does-not-align-with-orangeville-s-priorities-council-opposes-highway-413-through-caledon-vaughan-milton/>; Laura Broadly "It's just going to ruin everything" *King Connection* (Oct 15 2020) <https://www.yorkregion.com/news-story/10217411--it-s-just-going-to-ruin-everything-king-vaughan-groups-team-up-to-fight-hwy-413/>; Opinion "Highway plan raises many questions" *Independent Free Press* (Oct 1 2020) <https://www.insidehalton.com/opinion-story/10212505-highway-plan-raises-many-questions/>; Isaac Callan "Halton leaders are fighting against Ford's GTA West Highway" *Toronto Star* (Oct 3 2020) <https://www.thestar.com/news/canada/2020/10/03/halton-leaders-are-fighting-against-fords-gta-west-highway-bramptons-refuse-to-condemn-it.html>

<sup>12</sup> Isaac Callan, *Toronto Star* (October 3, 2020) "Halton leaders are fighting against Ford's GTA West Highway; Brampton's refuse to condemn it"

way, for a total of approximately 100 kilometres. The transmission corridor also requires a new right of way. The right of way runs through a rural, undeveloped area for most of its route.

The “project” as defined in the EA also includes associated highway widenings along unknown lengths of other 400 series highways. Associated highway expansions along the 410 and 427 corridors to connect them with the new GTA West highway would bring the GTA West highway project to over 60 kilometres of new, undeveloped right of way.

When all components are included, the project is at or approaching the Project list threshold of 75 kilometres under the *Impact Assessment Act*. To the extent that it does not meet this threshold, this relates at least in part to project-splitting of the main corridor from the connections between the GTA West to other 400 series highways and widenings of other public highways. There is also project splitting as between the highway and the associated transmission corridor, and the highway and associated transitway, each of which requires an entirely new 50 km long right of way.

**There are proposals for multiple activities within the same region that may be a source of cumulative effects.**

The GTA West Project has the potential to exacerbate the cumulative effects of sprawl and climate change, as well as to create cumulative effects with other highway proposals along the same vulnerable natural corridors. This includes the extension of Highways 410 and 427 to the GTA West Highway, as well as widening and expansion projects impacting major north-south natural waterways and corridors along the 401 and 407 corridors.<sup>13</sup> These related projects will impact 129 watercourses in the same region and on the same natural corridors such as the Humber River and Credit River along existing highway crossings.<sup>14</sup>

In addition to this the Regions of York (City of Vaughan) and Peel (Town of Caledon) clearly intend to expand settlement and employment area boundaries in the vicinity of 400 series highways, including the GTA West corridor. Peel is considering official plan amendments to this effect, including approval of developments in Mayfield in Caledon which would expand urban areas north from Brampton up towards the GTA west through prime agricultural lands.<sup>15</sup> Peel also contemplates expanding areas of Bolton westward towards the Humber River along the GTA West corridor.<sup>16</sup> York Region recently requested that the province allow development in protected greenbelt lands along all 400 series highways.<sup>17</sup> There has been no examination of the

<sup>13</sup> AECOM Assessment of alternatives report, p.53.

<sup>14</sup> *Ibid.*, p.53.

<sup>15</sup> Caledon official plan Schedule A [https://www.caledon.ca/en/town-services/resources/Documents/business-planning-development/Official\\_Plan\\_Schedule\\_A.pdf](https://www.caledon.ca/en/town-services/resources/Documents/business-planning-development/Official_Plan_Schedule_A.pdf). Also see “Highway 413 opposition reloads” cited above <https://www.inthehills.ca/2020/11/highway-413-the-opposition-reloads/>

<sup>16</sup> Region of Peel Official Plan.

[https://www.peelregion.ca/planning/officialplan/pdfs/ropdec18/ROPConsolidationDec2018\\_TextSchedules\\_Final\\_SCHEDULES\\_Part12.pdf](https://www.peelregion.ca/planning/officialplan/pdfs/ropdec18/ROPConsolidationDec2018_TextSchedules_Final_SCHEDULES_Part12.pdf).

<sup>17</sup> Report, York Region Council (October 8, 2020).

<https://yorkpublishing.escribemeetings.com/filestream.ashx?DocumentId=16293> .



cumulative effects of the development of the highway along with other anticipated development of rural/agricultural and natural heritage areas adjacent to the Highway.

Additionally, the associated transmission corridor would entail an unknown number of additional crossings of watercourses and disruption of natural corridors. The cumulative effects of the transmission corridor and the GTA West Project have not been considered, nor are they included within the scope of the current provincial EA processes.

### **Adverse effects cannot be adequately managed through other existing legislative or regulatory mechanisms**

#### The provincial regulatory process is grossly inadequate

In Ontario until 2020 the strategic planning of highways was subject to a full environmental assessment but the site specific impacts of individual projects are not fully assessed. Individual highway projects are assessed under the Ministry of Transportation Class Environmental Assessment Process.

As described below, the GTA West Highway proposal was subject to an EA process that was heavily criticized on need and alternatives by the proponent's own Advisory Panel. As a result, the EA was terminated in 2015. An Advisory Panel was appointed by the proponent to review the EA. The Advisory Panel concluded that the EA was fundamentally flawed, particularly on need and alternatives. Despite these critiques the EA was recommenced in 2019 and a preferred route was identified. Now, the Ontario Government proposes to exempt the project from completing the EA process.

#### Proposed exemption from Provincial EA

In July 2020, the Ontario Government proposed to exempt the GTA West highway from completing its environmental assessment before commencing what it referred to as "early works." The nature of these early works were not defined. As noted by other regulatory agencies, it remains unclear how natural heritage features including Fish and Migratory Bird habitat will be identified and protected before early works commence under the proposed exemption. The proposal suggested that early works could include bridges over water courses.<sup>18</sup> Despite proposing to rapidly develop water crossings there have been no communications with the federal Department of Fisheries and Oceans regarding potential fish habitat destruction. Ontario also proposes to exempt all highways less than 75 kilometres from provincial individual EA under recent legislative changes.<sup>19</sup>

TRCA has expressed concerns with this exemption, noting that in its view, the usual environmental development permit requirements for floodplains under s.28 of the *Conservation Authorities Act* does not apply to this proponent and that the proposed exemption would fail to protect natural heritage features (i.e. significant wetlands, woodlands, species habitat):

As MTO is exempt from the regulatory requirements of the CA Act, TRCA has significant concerns **there is no mechanism in place for the protection of life and**

<sup>18</sup> Proposed Regulation for a streamlined environmental assessment process for the Ministry of Transportations' Greater Toronto Area West Transportation Corridor project (July 8, 2020) <https://ero.ontario.ca/notice/019-1882>

<sup>19</sup> Proposed Project List for comprehensive Environmental Assessment <https://ero.ontario.ca/notice/019-2377>

**property or the management of natural resources at the detailed design stage of the GTA West**, which fails to fulfill the objects of the EA Act. The mandate of CAs strongly aligns with provincial objectives for resilient public infrastructure and meeting the intent of the EA Act to provide for the protection, conservation and wise management of Ontario’s environment. Accordingly, TRCA’s Board of Directors have recommended that MTO commit to receiving VPR signoff at the design stage as it relates to TRCA’s regulatory and policy interest, as well as provincially delegated responsibilities. ...

...This project will have significant, unavoidable and permanent impacts to the existing natural heritage system and the Humber River and Etobicoke Creek watersheds and could exacerbate risks to natural hazards, and negatively impact drainage patterns, wildlife habitat and the surrounding landscape.

...Early works, including bridge works drive many impacts on the natural environment. It is not appropriate to allow construction to proceed prior to the completion of the Environmental Impact Assessment Report. This, in effect would render the EIAR ineffective as it would not have an opportunity to identify and avoid impacts.<sup>20</sup>

Similarly the Credit Valley Conservation Authority has commented that: “it is unclear how the proposed streamlined approach [to the GTA West EA] allows for an appropriate level of regulation of the proposed project components...”<sup>21</sup> The full implications of the proposed exemption are not yet clear because no draft regulation was provided for public consultation.

#### Other provincial regulatory processes are inadequate

The Ontario *Endangered Species Act* does not adequately protect species at risk from the project. Under Regulation O.Reg 242/08, the laying down of highways and activities authorized under the Class Environmental Assessment for Provincial Transportation Facilities are exempt from the prohibitions under ss.9 and 10 of the Act pursuant to s.23(1) of the Regulation. Further, s.23.1(1) may exempt the GTA West project from permitting requirements under the *Endangered Species Act* to the extent that it is carrying out an undertaking under the Class Environmental Assessment for Provincial Transportation Facilities. This exemption applies specifically to the protections in ss.9 and 10 of the Ontario *Endangered Species Act* for Redside Dace, the species at risk that is affected by a large number of proposed watercourse crossings. There are a variety of other regulatory exemptions which may reduce or eliminate protections for a variety of other federally listed species at risk (for example Bobolink) within the project area.

TRCA takes the position that the usual permits for development and site alteration under section 28 of the *Conservation Authorities Act* are not applicable to projects undertaken by MTO. Accordingly, the usual environmental protections of that permitting process, which applies to regulated lands (typically valleys and water crossings) is not likely to be applied to protect sensitive natural heritage features such as fish habitat and migratory bird habitat.

<sup>20</sup> TRCA, letter to Ministry of the Environment on proposed exemption for GTA West (August 21, 2020). <https://pub-trca.escrimetings.com/filestream.ashx?DocumentId=6188> (emphasis added).

<sup>21</sup> CVCA, letter to Ministry of the Environment on proposed exemption for GTA West (August 21, 2020) [https://cvc.ca/wp-content/uploads/2020/09/Agenda-Package-BOARD-OF-DIRECTORS-MEETING\\_Sep11\\_2020\\_Redacted.pdf](https://cvc.ca/wp-content/uploads/2020/09/Agenda-Package-BOARD-OF-DIRECTORS-MEETING_Sep11_2020_Redacted.pdf)

## Predicted adverse effects on core areas of federal jurisdiction

### Federal Approvals

The project has the potential for direct and incidental effects arising from the exercise of a federal power or authority. Based on the project description to date the project would likely require authorization by Fisheries and Oceans Canada under the *Fisheries Act*. It may also require authorization by Environment and Climate Change Canada under the *Species at Risk Act* and the *Migratory Birds Convention Act*. There may also be navigable waterways and rail infrastructure permits required. The full suite of approvals required is not known as the project is at an early stage of design.

### Fish and Fish Habitat

The project would cause adverse effects on fish and fish habitat as well as aquatic species and species at risk. The 2018 Natural Environment Report indicates that the highway corridor study area includes numerous locations representing high quality cold water habitat for fish, including federal species at risk such as Redside Dace.<sup>22</sup> The assessments conducted to date note that the project has the potential to impact fish communities along existing corridors as well as 24 water crossings containing species at risk.<sup>23</sup> Approximately 85-100 stream crossings are implicated in the preferred route. Accordingly, the project would also cause adverse effects that are directly related or incidental to a federal authority to authorize harmful alteration, destruction or disruption of fish habitat under s.35(1) of the *Fisheries Act*.

The highway will destroy or partially destroy 75 wetlands, 28 of which are designated by the Province as provincially significant. These wetlands are critical to the ecological health of the Humber, Etobicoke and Credit River Watersheds. They support numerous breeding amphibian ponds, significant swamps and marshes and many rare plant and animal species. TRCA predicts that approximately 220 wetlands covering 130 ha, will be impacted.<sup>24</sup>

According to TRCA, the proponent's Comparative Evaluation of Net Effects and Ranking of alternatives does not appear to consider the significance, sensitivities, or quality of all the natural heritage features within the alternative routes, which significantly diminishes the weighting of individual natural features. All natural heritage features should be evaluated using these criteria so that the review of alternatives considers natural heritage features equally and ensures overall impacts for each evaluation criterion is weighted appropriately.

- Some unevaluated wetlands may in fact be Provincially Significant Wetlands (PSW) but may not have been classified as such in the table. Once they have been evaluated, the significance of each natural feature can better inform the Route Evaluation.
- Woodlands should be assessed using standardized criteria for significance in such a way that they are compared on equal footing. Many of the unevaluated woodlands may in fact prove to be significant, particularly the larger features connected to valleys.

<sup>22</sup> AECOM alternatives assessment, pp.36-42.

<sup>23</sup> AECOM alternatives assessment, p.53.

<sup>24</sup> TRCA Jan 2020 Report, p.7.

- There are several locations where natural features have not been identified. For example, there are extensive riverine wetlands located adjacent to Airport Road where segments 6-1 and 6-2 are located. The proposed intersection 6-1 will remove a large proportion of these wetlands.<sup>25</sup>

The project would also traverse several key natural aquatic habitat features including but not limited to the Humber River, Credit River, Sixteen Mile Creek, Fletcher's creek, Mullet Creek, Spring Creek, Levi Creek and Etobicoke Creek. It would also impact Greenbelt Plan areas and the Niagara Escarpment as well as significant prime agricultural lands.<sup>26</sup> The project would also traverse a large conservation area, the Nashville Conservation Area managed by the Toronto Region Conservation Authority (TRCA).<sup>27</sup>

In July 2020, the Ontario Government proposed to exempt the GTA West highway from completing its environmental assessment before commencing what it referred to as “early works.” The nature of these early works were not defined. As noted by other regulatory agencies, it remains unclear how natural heritage features including Fish and Migratory Bird habitat will be identified and protected before early works commence under the proposed exemption. The proposal suggested that early works could include bridges over water courses.<sup>28</sup> Despite proposing to rapidly develop water crossings there have been no communications with the federal Department of Fisheries and Oceans regarding potential fish habitat destruction.<sup>29</sup> While the proposed exemption would require the proponent to prepare a “draft” Environmental Conditions Report, this would just be a collection of documentation already completed up to the preliminary design phase. Detailed design would entail preparing a draft EIA only for those components of the project that are not subject to early works approvals.<sup>30</sup> The exemption appears to permit construction of early works such as bridges before these reports are completed.

### Migratory Birds

Highways cause significant adverse impacts to birds in four ways: direct mortality, indirect mortality (such as habitat loss and habitat sinks), habitat fragmentation and disturbance.<sup>31</sup> No mitigation can remove the impacts of highways to wildlife.<sup>32</sup> The well-known direct effects of

<sup>25</sup> TRCA Jan 2020 Report, p.8.

<sup>26</sup> AECOM, GTA West Executive Summary, <https://www.gta-west.com/wp-content/uploads/2018/11/Executive-Summary-November-2012-1.pdf>, p.xx; AECOM, GTA West Existing Conditions Report, [https://www.gta-west.com/wp-content/uploads/2018/11/GTA\\_West\\_Env\\_Existing\\_Conditions\\_Report\\_Jan\\_27\\_11-Appendices.pdf](https://www.gta-west.com/wp-content/uploads/2018/11/GTA_West_Env_Existing_Conditions_Report_Jan_27_11-Appendices.pdf); AECOM, GTA West Chapter 2 – Natural Environment, <https://www.gta-west.com/wp-content/uploads/2018/11/Chapter3NaturalEnvironment.pdf>, pp.33-36

<sup>27</sup> TRCA Jan 2020 Report, pp.10-13

<sup>28</sup> Proposed Regulation for a streamlined environmental assessment process for the Ministry of Transportation's GTA West Transportation Corridor Project (July 8, 2020) <https://ero.ontario.ca/notice/019-1882>

<sup>29</sup> Ceasar Kagame, DFO to Charlotte Ireland, Ecojustice (Oct 7, 2020).

<sup>30</sup> Proposed Regulation for a streamlined environmental assessment process for the Ministry of Transportation's GTA West Transportation Corridor Project (July 8, 2020) <https://ero.ontario.ca/notice/019-1882>.

<sup>31</sup> Sandra L Jacobson, Mitigation Measures for Highway-caused impacts to birds, (2002) <https://www.fws.gov/migratorybirds/pdf/management/jacobson2005highwaymeasures.pdf>

<sup>32</sup> Ibid.; also see A V Kociolek et al, “effects of road networks on bird populations” *Conservation Biology* (February 2011); and see US Environmental Protection Agency *Evaluation of Ecological Impacts From Highway Development*

roads on birds include habitat loss and fragmentation, vehicle-caused mortality, pollution, and poisoning. Nevertheless, indirect effects may exert a greater influence on bird populations. These effects include noise, artificial light, barriers to movement, and edges associated with roads. Moreover, indirect and direct effects may act synergistically to cause decreases in population density and species richness. Of the many effects of roads, it appears that road mortality and traffic noise may have the most substantial effects on birds relative to other effects and taxonomic groups.<sup>33</sup> The project also has the potential to cause cumulative effects when considered in relation to the transmission line which is proposed for the corridor.

The project would likely cause adverse effects to migratory birds. The project would traverse large areas of significant woodlands including important ravine corridors and protected areas (for example the Nashville Conservation Area). It does not appear that breeding bird or other terrestrial wildlife surveys have been completed. The preferred alternative impacts numerous evaluated wetlands, five along existing corridors that would be widened and eight along the new corridor. The project would traverse approximately 17 linear km of woodlots that are each over 40 hectares in size.<sup>34</sup> The area of Nashville Conservation Area which contains the Humber River Valley that would be traversed by the project includes two e-bird birding “hotspots” in proximity to the proposed corridor. Another birding hotspot is located at the proposed 413/400 highway interchange. At these birding hotspots, e-bird reports contain approximately 100 species of migratory birds.<sup>35</sup> Wildlife surveys have been requested from the proponent, however the proponent has not produced any wildlife surveys for the preferred route. As noted elsewhere in this submission, the province proposes to exempt the proponent from completing the environmental assessment before commencing work that would adversely affect migratory birds. No beneficial management practices have been incorporated into the project and no mitigation measures have been proposed to address potential significant adverse effects on migratory birds.

### Species at Risk

A complete list of species at risk in the project area is not available from the proponent. It appears that no terrestrial or aquatic wildlife surveys are available.<sup>36</sup> No known mitigation measures have been proposed for fish or fish habitat, species at risk or migratory birds.

However, TRCA predicts that over 110 occurrences (representing 10 different species) of federal and/or provincial species at risk have been found in the study area: these species are found in a variety of habitat types including meadow (e.g., Bobolink), forest (e.g., Eastern Wood-Pewee, Butternut), wetland (e.g., Snapping Turtle) and within specific watercourses.<sup>37</sup> The project would impact 35 different fauna species of local concern (with approximately 240 separate occurrences) have been found inhabiting the project study area.<sup>38</sup>

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(April 1994) [https://www.epa.gov/sites/production/files/2014-08/documents/ecological-impacts-highway-development-pg\\_0.pdf](https://www.epa.gov/sites/production/files/2014-08/documents/ecological-impacts-highway-development-pg_0.pdf)

<sup>33</sup> Kociolek et al, Ibid.

<sup>34</sup> AECOM alternatives assessment, p.54.

<sup>35</sup> E-Bird hotspot listing, Nashville Conservation Reserve, Vaughan-Huntington Road Bridge, Highway 400 storm water ponds.

<sup>36</sup> These were requested from the proponent but not provided.

<sup>37</sup> TRCA Jan 2020 Report, pp.7-9

<sup>38</sup> *Ibid.*, pp.7-9

In the three birding hotspots on e-bird that would be destroyed by the proposed route, there are numerous migratory birds that are also species at risk including Chimney Swift, Bank Swallow, Barn Swallow, Bobolink, Eastern Meadowlark, Eastern Wood-Pewee, Loggerhead Shrike, Wood Thrush and Grasshopper Sparrow. No terrestrial wildlife surveys have been prepared for the location and no mitigation measures have been proposed for the protection of these species.

There are aquatic species at risk (Redside Dace) at 31 different watercourse crossings along the existing highway corridor and the new corridor section has aquatic species at risk along approximately 24-31 water crossings.<sup>39</sup> According to the proponent's documentation Middle Sixteen Mile Creek within the new corridor may potentially support several species at risk (Bridle Shiner, Deepwater Sculpin). As well as recently species such as American Eel and Western Chorus Frog, Atlantic Salmon and Lake Sturgeon with recent COSEWIC assessments.<sup>40</sup> Nashville Conservation Area is also reportedly home to Eastern Milksnake (SARA Special Concern).<sup>41</sup>

There has not been a public assessment of the potential impacts on species at risk (either aquatic or terrestrial) along the preferred route. Given the proposed exemption, this will likely not be required prior to construction. There are no proposed mitigation measures and there may not be any prior to construction.

The project threatens to extirpate Redside Dace, a species listed as endangered under the federal *Species at Risk Act*. The project impacts stream crossings and adds impervious surfaces in some of the last remaining potential Redside Dace habitat in the northern reaches of the Greater Toronto Area, the region where most Canadian Redside Dace habitat is located. Redside Dace is found primarily in heavily populated regions of Ontario. The provincial Recovery strategy for the Redside Dace identifies headwaters such as those found extensively in the GTA West project area as essential for survival and recovery.<sup>42</sup> It identifies urban development as the primary cause of habitat loss and population decline.<sup>43</sup> In particular, the cumulative effects of development adjacent to the highway along with the highway itself could destroy what few healthy Redside Dace populations remain.

The integrity of headwater areas upstream of reaches currently occupied by Redside Dace is also extremely important. Headwater streams, groundwater discharge areas and wetlands play an important physical role in augmenting and maintaining baseflows, coarse sediment supply and surface water quality, and the protection of headwater systems should be given a high priority in freshwater conservation efforts (Saunders et al. 2002). It is recommended that headwater streams, groundwater discharge areas and wetlands that physically support the reaches occupied by Redside Dace also be regulated as habitat of the species.<sup>44</sup>

<sup>39</sup> AECOM alternatives assessment, p.53.

<sup>40</sup> *Ibid.*, p.53.

<sup>41</sup> Inaturalist reptile and amphibian atlas: <https://www.inaturalist.org/observations/50445025>.

<sup>42</sup> Ministry of Natural Resources and Forestry, Redside Dace Recovery Strategy (2010) <https://www.ontario.ca/page/redside-dace-recovery-strategy>.

<sup>43</sup> *Ibid.*

<sup>44</sup> *Ibid.*

The provincial Redside Dace recovery strategy recommended that all upstream headwaters (natural heritage features and supporting functions) be protected.<sup>45</sup> There has been no assessment of the cumulative impacts of stormwater from the highway and associated infrastructure and development on the Redside Dace. The GTA West project is incompatible with the provincial Recovery Strategy recommendation to maintain impervious cover at less than 10% of a stream's catchment area.<sup>46</sup>

Additionally, TRCA has indicated that 35 different fauna species of local concern (with approximately 240 separate occurrences) have been found inhabiting the proposed study area. 74 different flora species of local concern (with approximately 275 separate occurrences) have been found inhabiting the proposed study area.<sup>47</sup> Because we do not have access to TRCA's full assessment, it is not known how many of these may be listed federal species at risk.

The habitat impacts of the proposed project suggest that species at risk may be more broadly affected. Approximately 220 wetlands, many of which have never been evaluated, covering 130 ha, will be impacted. Approximately 680 ha of habitat representing 224 separate habitat patches (forest, wetland, meadows) will be directly removed or indirectly impacted. This includes 240 ha (representing 40 separate habitat patches) of high-quality habitat (based on TRCA's landscape analysis model assessing size, shape and surrounding land use) and over 300 ha (representing 206 separate habitat patches) of habitat deemed highly vulnerable to impacts of climate change.<sup>48</sup>

### **Lack of need and alternatives assessment**

The GTA West Highway stage 1 environmental assessment commenced under the Ontario *Environmental Assessment Act* in 2008 and was completed in 2012 with the release of a Transportation Development Strategy. A notice of commencement for Phase 2 was released in February 2014.<sup>49</sup> In December 2015, the Ministry of Transportation temporarily suspended the EA due to public concerns. An independent panel, the 2017 GTA West Advisory Panel appointed by the Ministry of Transportation to peer review the environmental assessment documentation that was prepared to that date.<sup>50</sup>

The Advisory Panel recommended that the GTA West EA be discontinued and that the Ministry of Transportation look at transportation alternatives on a regional basis.<sup>51</sup> The Advisory Panel found that the EA's recommended alternatives did not conform to provincial policies for the optimization of existing infrastructure, protection of valuable lands, and encouragement of transit use and complete communities.

The Advisory Panel found that the EA also did not demonstrate that a new highway corridor which crosses protected agricultural lands, key natural heritage and hydrologic features was the only option to address regional transportation needs. The Advisory Panel found that other alternative actions were capable of providing benefits equivalent or greater than a new highway

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<sup>45</sup> *Ibid.*, executive summary.

<sup>46</sup> *Ibid.*

<sup>47</sup> TRCA Jan 2020 Report.

<sup>48</sup> TRCA Jan 2020 Report, pp.7-9

<sup>49</sup> Ontario Government, Notice of commencement – GTA West Transportation corridor Route Phase 2 Study.

<sup>50</sup> GTA West Advisory Panel Report (May 29, 2017).

<sup>51</sup> GTA West Advisory Panel Report (May 29, 2017).

including congestion pricing, better use of existing highway infrastructure and growth management.<sup>52</sup> More specifically, the Advisory Panel concluded that “In the Panel’s view, the GTAW EA considered but did not apply the complete policy test requiring demonstration of need and no reasonable alternative/alternative location in order to cross key natural heritage and key hydrological features (Greenbelt Plan 2005) and in order to exclude prime agricultural areas from long-term agricultural use (Provincial Policy Statement 2005).”<sup>53</sup> The Advisory Panel Report also criticized the EA for using an inconsistent and unclear approach to the evaluation of need, which it conflated with opportunity and that the EA failed to evaluate the do nothing alternative.<sup>54</sup>

The Panel also found that the EA reached different conclusions in different sections about the same topics and did not follow a clear logic.<sup>55</sup> The report noted that there is a much higher uncertainty about future travel demand than when the EA was initiated 10 years ago. This includes uncertainties in transportation technology (e.g. automated vehicles, shared mobility), economic changes (e-commerce and working from home/remote office, different manufacturing centres, a bigger service economy) and policy changes (climate change mitigation, protection of valuable land, complete communities). With the advent of COVID-19 and increases in people working from home, the need to re-evaluate proceeding with large highway expansions that was originally identified by the Advisory Panel is only increased.

These critiques have not been addressed. In June 2019, the GTA West EA was recommenced and proceeded to identify a preferred route for a new highway corridor relying on the prior analysis that the Advisory Panel was critiquing. A preferred route was identified in August 2020. The Provincial assessment is not yet complete.

## Climate Change

The potential greenhouse gas emissions associated with the project may hinder the Government of Canada’s ability to meet its commitments in respect of climate change, including in the context of Canada’s 2030 emissions targets and forecasts.

Under the Paris Agreement, Canada committed to reducing its greenhouse gas emission by 30% below 2005 levels by 2030. This requires a reduction in emissions of 142 Mt CO<sub>2</sub>e. Current projections rely on a reduction of transportation emissions. For example, to meet the Paris Agreement targets, Ontario must reduce transportation emissions by 26 Mt CO<sub>2</sub>e by 2030 and by 63 Mt CO<sub>2</sub>e by 2050.<sup>56</sup>

The environmental review of the project to date has not considered the potential for the project to cause significant increases in greenhouse gas emissions.<sup>57</sup> Climate change was not a factor in the identification of preferred alternatives, although the assessment of alternatives noted that the

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<sup>52</sup> GTA West Corridor Advisory Panel Report (2017).

<sup>53</sup> *Ibid.*, Chapter 5, “policy context”.

<sup>54</sup> *Ibid.*, Chapter 6.

<sup>55</sup> *Ibid.*

<sup>56</sup> Environmental Commissioner of Ontario, 2018 Greenhouse Gas Emissions Report, p.116 [ECO 2018] <http://docs.assets.eco.on.ca/reports/climate-change/2018/Climate-Action-in-Ontario.pdf>.

<sup>57</sup> GTA West April 2020 Meeting Minutes, <https://www.gta-west.com/wp-content/uploads/2020/04/02-GTAG-Meeting-Minutes-November-14-2019.pdf>, p.4.



chosen alternative resulted in higher vehicle kilometres travelled.<sup>58</sup> The 2017 Advisory Panel Report found that the proposed highway would not have a significant impact on reducing congestion and would only save drivers 30-60 seconds per trip.<sup>59</sup>

Transportation emissions are the largest greenhouse gas emissions sector in Ontario and the fastest growing source of greenhouse gases in Ontario. Ontario is the second-largest greenhouse Gas emitter jurisdiction in the country.<sup>60</sup> From 1990 to 2018, greenhouse gas emissions from transportation grew from 40.8 Mt of CO<sub>2</sub>e to 57.4 Mt of CO<sub>2</sub>e.<sup>61</sup> Much of this was fueled by increases in both passenger and freight transportation.<sup>62</sup> Transportation accounts for approximately 33% of all emissions in the GTA. York and Halton Regions, through which the proposed highway would pass, have the highest proportion of their emissions from transportation at 47% each.<sup>63</sup> Nearly 98% of all transportation emissions in Ontario were sourced to fossil fuel use in vehicles.<sup>64</sup>

GHG emissions can be roughly estimated by multiplying additional vehicle kilometres travelled by an average emissions factor per vehicle.<sup>65</sup> The increase in vehicle kilometres travelled can be estimated using the “fundamental law of road congestion”.<sup>66</sup> Vehicle kilometres travelled is known to increase “in exact proportion to” percent increase in additional lane kilometres on highways.<sup>67</sup> Accordingly, building roads “elicits a large increase in vehicle kilometres travelled,”<sup>68</sup> in addition to generating significant construction-related greenhouse gas emissions.

<sup>58</sup> AECOM Alternatives assessment.

<sup>59</sup> GTA West Advisory Panel Report (May 29, 2017).

<sup>60</sup> ECO 2018, p.83.

<sup>61</sup> Government of Canada, National Inventory Report 1990-2018: Greenhouse Gas Sources and Sinks in Canada, 2020, Table A-12, [http://publications.gc.ca/collections/collection\\_2020/eccc/En81-4-2018-3-eng.pdf](http://publications.gc.ca/collections/collection_2020/eccc/En81-4-2018-3-eng.pdf).

<sup>62</sup> Natural Resources Canada, Energy Use Statistics, Transportation Sector (Ontario) GHG Emissions by Transportation Mode.

<https://oee.nrcan.gc.ca/corporate/statistics/neud/dpa/showTable.cfm?type=CP&sector=tran&juris=on&rn=8&page=0>.

<sup>63</sup> Environmental Defence, Is building highway 413 the best option? (August 2020)

[https://d36rd3gki5z3d3.cloudfront.net/wp-content/uploads/2020/08/IsBuildingHighway413TheBestOption\\_Report\\_Final.pdf?x38078](https://d36rd3gki5z3d3.cloudfront.net/wp-content/uploads/2020/08/IsBuildingHighway413TheBestOption_Report_Final.pdf?x38078) , p.6.

<sup>64</sup> ECO 2018, p.43. <https://www.auditor.on.ca/en/content/reporttopics/envreports/env18/Climate-Action-in-Ontario.pdf>

<sup>65</sup> National Academies of Science “Modelling on-road transport greenhouse gas emissions under various land use scenarios, <https://trid.trb.org/view/1393792>; According to the EPA the average passenger vehicle emits approximately 0.25 kg of CO<sub>2</sub> per 1 km see US EPA “Greenhouse Gas Emissions from a Typical Passenger Vehicle” <https://www.epa.gov/greenvehicles/greenhouse-gas-emissions-typical-passenger-vehicle>

<sup>66</sup> G. Duranton and M. Turner, University of Toronto, Department of Economics, Working paper 370 “The fundamental law of road congestion: Evidence from US cities” (September 8, 2009).

<https://www.economics.utoronto.ca/workingPapers/tecipa-370.pdf> ; S. Handy and M. Boarnet (Sept 30, 2014) Impact of Highway Capacity and Induced Travel on Passenger Vehicle Use and Greenhouse Gas Emissions, Policy Brief. [https://ww2.arb.ca.gov/sites/default/files/2020-06/Impact\\_of\\_Highway\\_Capacity\\_and\\_Induced\\_Travel\\_on\\_Passenger\\_Vehicle\\_Use\\_and\\_Greenhouse\\_Gas\\_Emissions\\_Policy\\_Brief.pdf](https://ww2.arb.ca.gov/sites/default/files/2020-06/Impact_of_Highway_Capacity_and_Induced_Travel_on_Passenger_Vehicle_Use_and_Greenhouse_Gas_Emissions_Policy_Brief.pdf)

<sup>67</sup> *Ibid.*

<sup>68</sup> *Ibid.*

In the assessment of alternatives, the chosen alternative represented higher estimated network-wide vehicle kilometres travelled than some of the other alternatives.<sup>69</sup> The assessment does not provide the total estimate of increase to vehicle kilometres travelled. However, it estimates that the capacity of each of the six lanes is 2,200 vehicles per hour, and a daily capacity for the total of the six lanes of 120,000 vehicles.<sup>70</sup> Based on the 52 km road length and an average passenger vehicle emission factor of 0.25kg/1km VKT,<sup>71</sup> this results in a potential greenhouse gas contribution of approximately 0.57Mt of CO<sub>2</sub>e per year. Over the lifetime of the highway, this could represent a significant increase in Ontario's GHG emissions. Understood in the context of rapidly ballooning transportation emissions in Ontario the proposal represents a long-term entrenched policy decision to continue allowing transportation emissions to increase by continuing to increase road capacity which in turn induces further demand.

Both the Environmental Commissioner of Ontario and the proponent's own 2017 independent Advisory Panel recommended road pricing as an alternative that was more consistent with provincial and federal climate goals.<sup>72</sup> The City of Brampton has also proposed a boulevard alternative that is not currently under consideration by the proponent that would reduce greenhouse gas emissions. Without a Federal EA it will not be known if the project is compatible with Canada's climate change commitments or what the impact of the project would be on the long-term ability of Canada to meet its climate targets.

### Air Quality and Health

Traffic related air pollution from highways entails contamination from a variety of air pollutants including nitrogen oxides, carbon monoxide, sulphur dioxide, particulate matter and volatile organic compounds. The health effects of these pollutants include asthma, allergies and reduced lung function as well as lung cancer and heart disease. Children are more sensitive to air pollution than people in other age groups, because children breathe in more air in relation to their body weight and less developed lungs.<sup>73</sup> Emerging evidence links air pollution to pre-term births and low birth weight,<sup>74</sup> cognitive impairment and other illnesses,<sup>75</sup> as well as increased vulnerability to COVID-19.<sup>76</sup> Canadian studies have documented that the induced demand and

<sup>69</sup> AECOM, 2012 GTA West Transportation Demand Study Report p.62

[http://madgic.library.carleton.ca/deposit/govt/ca\\_prov/on/on\\_mto\\_GTA\\_west\\_corridor\\_2012.pdf](http://madgic.library.carleton.ca/deposit/govt/ca_prov/on/on_mto_GTA_west_corridor_2012.pdf)

<sup>70</sup> <https://www.gta-west.com/wp-content/uploads/2018/11/GTA-West-Travel-Demand-Backgrounder-v1-Chp-3-4-red.pdf>, pp.48-49.

<sup>71</sup> US EPA "Greenhouse Gas Emissions from a Typical Passenger Vehicle"

<https://www.epa.gov/greenvehicles/greenhouse-gas-emissions-typical-passenger-vehicle>

<sup>72</sup> ECO 2018 p.128; GTA West Advisory Panel Report (May 29, 2017).

<sup>73</sup> Health Canada, Road traffic air pollution <https://www.canada.ca/en/health-canada/services/air-quality/road-traffic-air-pollution.html>; Region of Peel, Effective Interventions to Mitigate Adverse Human Health Effects from Transportation-Related Air pollution (2015) <https://www.peelregion.ca/health/library/pdf/Rapid-Review-TRAP%20Mitigation.pdf>

<sup>74</sup> Marie Lynn Miranda et al. "Proximity to roadways and pregnancy outcomes" *Journal of Exposure Science and Environmental Epidemiology* 23:32 (2013) <https://www.nature.com/articles/jes201278>

<sup>75</sup> Weiran Yuchi et al, "Road Proximity, air pollution, noise, green space and neurologic disease incidence: a population-based cohort study" *Environmental Health*, 9:18 (2020) <https://ehjournal.biomedcentral.com/articles/10.1186/s12940-020-0565-4>.

<sup>76</sup> Andrea Pozzer et al, "Regional and global contributions of air pollution to risk of death from COVID-19", *Cardiovascular Research*. doi:[10.1093/cvr/cvaa288](https://doi.org/10.1093/cvr/cvaa288)

higher vehicle densities from new highways result in increased nitrogen dioxide concentrations in close proximity to new highways and on arterials and access roads in the vicinity of a new highway.<sup>77</sup> A 2014 report estimated that traffic-related air pollution was responsible for approximately 700 premature deaths and over 2,800 annual hospitalizations due to heart and lung conditions in the GTHA each year with an annual economic impact of over \$4.6 billion.<sup>78</sup>

The Region of Peel has been experiencing an increasing number of smog days,<sup>79</sup> and Peel's numerous major highways and airport contribute to close to 200 estimated premature deaths every year – more than Halton, York, or Durham region.<sup>80</sup> Transportation is the most significant source of nitrogen oxides and carbon monoxide emissions throughout Ontario.<sup>81</sup> Region of Peel staff have requested a health impact assessment of the GTA West project that would evaluate cardiovascular and respiratory health, cancers associated with traffic-related air pollution as well as other health issues.<sup>82</sup> Specifically, staff at the Region of Peel raised concerns that the air pollution impacts of the proposal were not clearly included in the streamlined EA process that was proposed by the Province, and asked for clarification that a traffic analysis and health impact assessment would be included.<sup>83</sup> Although the GTA West highway has been planned for many years, there is as of yet no analysis of potential health impacts. This is despite the location of the proposed highway adjacent to or even through significant planned residential areas, for example Heritage Heights in Brampton and Mayfield in Caledon, as well as areas in Bolton and Vaughan. The province has not made a clear commitment to addressing the health impacts of increases in vehicle kilometres travelled in terms of regional air quality nor has it committed to a health impact assessment on adjacent communities. The Ontario Public Health Association has raised concerns that traffic related air pollution causes 900 premature deaths annually in the greater Toronto area and that more information is needed about the potential health effects of the GTA West highway specifically, noting support for a health impact assessment.<sup>84</sup>

A preliminary estimate from modelling commissioned by Environmental Defence (but not yet released) calculated that, if the 2020 mix of vehicles does not change over the lifetime of the highway, the damage costs from air pollution could be approximately CAD\$8.8 billion, nominally. This modelling is expected to be released in full in April 2021.

<sup>77</sup> Shohel Reza Amin et al, “Understanding Air pollution from Induced Traffic during and after the Construction of a New Highway: Case Study of Highway 25 in Montreal” *Journal of Advanced Transportation* (2017) <https://www.hindawi.com/journals/jat/2017/5161308/>

<sup>78</sup> Dr. David Mowat et al, *Improving Health by Design in the Greater Toronto Hamilton Area - A Report of Medical Officers of Health in the GTHA*. 2nd Edition, May 2014, <https://www.peelregion.ca/health/resources/healthbydesign/pdf/moh-report.pdf>.

<sup>79</sup> Region of Peel, Air Quality Discussion Paper <https://www.peelregion.ca/health/library/pdf/Rapid-Review-TRAP%20Mitigation.pdf> p.5.

<sup>80</sup> Environmental Defence & the Ontario Public Health Association, June 2020, “Clearing the Air: Stakeholder Report,” (p.18), <https://clearingtheair.ca/wp-content/uploads/2020/06/Clearing-The-Air-Stakeholder-Report.pdf>.

<sup>81</sup> *Ibid*, p.17.

<sup>82</sup> Region of Peel (undated) staff concerns on preferred route. <https://pub-peelregion.escribemeetings.com/filestream.ashx?DocumentId=6311>

<sup>83</sup> Region of Peel (Aug 21, 2020) Comments on Proposed regulation for streamlined environmental assessment

<sup>84</sup> Ontario Public Health Association, (Aug 22, 2020) comments on proposed streamlined EA for GTA West <https://opha.on.ca/getattachment/813cbc13-cd03-4688-a405-3973f00bf6be/ERO-019-1882-OPHA-Submission-GTA-West-Transportation-Project-Aug-22-2020.pdf.aspx?ext=.pdf> p.2

## First Nation Consultation

Based on a TRCA analysis there is high potential for both Indigenous and Euro-Canadian archaeological sites and artifacts specifically in the Nashville Conservation Area, and potentially in other TRCA-owned lands.<sup>85</sup> The highway corridor traverses the Gunshot Treaty, Williams Treaties and Toronto Purchase specific claim. The area is historically home to a number of First Nations including Huron-Wendat, Mississauga, Chippewa, Six Nations and Haudenosaunee territory. At this time it is not known how the project may impact First Nations harvesting and Treaty rights or cultural claims.<sup>86</sup>

The Chiefs of Ontario and several individual First Nations and First Nations coalitions have publicly opposed Ontario's efforts to weaken provincial environmental assessments. These changes include Ontario's proposed exemptions for the GTA West Highway.<sup>87</sup>

## Conclusion

In the absence of a Federal EA there will be inadequate assessment of water crossings and their impact on both terrestrial and aquatic wildlife including fisheries, migratory birds and species at risk. Such works may commence under the provincial regulatory system before proper surveys or mitigation are conducted related to impacts on these features. The same issue will arise if other elements of the project are exempted as "early works" as the scope of potential early works that would proceed without further assessment of environmental effects has not yet been defined.

In the absence of a Federal EA the need and alternatives defects in the EA identified by the proponent's 2017 Advisory Panel will not be addressed – particularly alternatives that would lower greenhouse gas emissions and avoid the need for land use change in protected areas.

In the absence of a Federal EA there will be no assessment of the cumulative effects of the project through any provincial or federal regulatory process.

In the absence of a Federal EA there will be no assessment of the impact of the project on Canada's climate change commitments.

Because of the proposed exemption it appears that there would never be a final report on the environmental impacts of the project carried out by Ontario prior to construction of early works and that a final report may never be required to assess fish habitat, species at risk, and migratory bird impacts. Mitigation measures have not been proposed for federal effects.

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<sup>85</sup> TRCA Jan 2020 Report, p.12.

<sup>86</sup> AECOM, GTA West Environmental Existing Conditions Report (Jan 27, 2011) Chapters 4-6. [https://www.gta-west.com/wp-content/uploads/2018/11/GTA\\_West\\_Env\\_Existing\\_Conditions\\_Report\\_Jan\\_27\\_11-Chp-4.pdf](https://www.gta-west.com/wp-content/uploads/2018/11/GTA_West_Env_Existing_Conditions_Report_Jan_27_11-Chp-4.pdf) And [https://www.gta-west.com/wp-content/uploads/2018/11/GTA\\_West\\_Env\\_Existing\\_Conditions\\_Report\\_Jan\\_27\\_11-Chp-5-6.pdf](https://www.gta-west.com/wp-content/uploads/2018/11/GTA_West_Env_Existing_Conditions_Report_Jan_27_11-Chp-5-6.pdf)

<sup>87</sup> CBC News "Ontario using COVID-19 as a 'smokescreen' to trample treaty rights, chiefs say" (Sept 5, 2020) <https://www.cbc.ca/news/canada/thunder-bay/bill-197-first-nations-1.5712623>

There has been no detailed public assessment of the potential impacts on species at risk, fish or fish habitat or migratory birds for the project along the preferred route.

We ask that you designate the GTA West project for a federal EA pursuant to the Minister's power under s.9(1) of the *Impact Assessment Act*. We would be pleased to provide you with any information or materials that we have available to us at any time.

Sincerely,

A handwritten signature in black ink, appearing to read 'LB', with a long horizontal flourish extending to the right.

Laura Bowman  
Staff Lawyer

cc: client, supporters

encl. <https://ln2.sync.com/dl/43236dcc0/waiaqgh7-kgbbsyx6-ew2purax-2cpzaiye>



Impact Assessment  
Agency of Canada

Ontario Region  
600-55 York Street  
Toronto ON M5J 1R7

Agence d'évaluation  
d'impact du Canada

Région de l'Ontario  
600-55 rue York  
Toronto ON M5J 1R7

February 12, 2021

Sent by email

### **Invitation for Input**

Henrik Zbogor, City of Brampton  
Kant Chawla, Town of Caledon  
Mark Vandersluis, City of Mississauga  
Shirley Kam, City of Vaughan  
Bill Andrews, Halton Region  
Christopher Raynor, Regional Municipality of York  
Gary Kocialek, Region of Peel  
Maureen Van Ravens, Town of Halton Hills  
Peter Angelo, Township of King

Dear Colleagues:

### **Subject: Designation Request for the Proposed GTA West Project under the *Impact Assessment Act***

On February 3, 2021, the Minister of Environment and Climate Change received a request to designate the proposed GTA West Project under subsection 9(1) of the *Impact Assessment Act* (IAA). The designation request from Ecojustice, on behalf of Environmental Defense, is enclosed (Enclosure 1).

### **The Proposed Project**

The Ontario Ministry of Transportation is proposing the construction and operation, including maintenance, of a new 59-kilometre all-season public highway in the northwest Greater Toronto Area. The proposed new highway, which would be named Highway 413, would connect highway 400 between Kirby Road and King-Vaughan Road in the east, to the highway 401/407 interchange area, near the northern end of highway 403, in the west. The highway would stretch through the municipalities of Vaughan, Caledon, Brampton and Halton Hills in the regions of York, Peel and Halton. The Project as proposed is not a designated project as described in the *Physical Activities Regulations*. The impact assessment process under IAA only applies to designated projects.

Further information on the Project can be found on the proponent's website (<https://www.gta-west.com/>).

.../2



**Provincial Process**

The Government of Ontario is proposing to create a new streamlined process for assessing potential environmental impacts of the Project, as well as consulting on it. More information on this is available at: [ero.ontario.ca/notice/019-1882](http://ero.ontario.ca/notice/019-1882)

**Designation Request**

Under subsection 9(1) of IAA the Minister may, by order, designate a physical activity that is not prescribed in the *Physical Activities Regulations*. The Minister may do this, if, in the Minister's opinion, the physical activity may cause adverse effects within federal jurisdiction or adverse direct or incidental effects (resulting from a federal decision), or public concerns related to those effects warrant the designation. In accordance with subsection 9(4) of IAA, it is expected that the Minister will respond, with reasons, to the request by May 4, 2021.

The Impact Assessment Agency of Canada will review information about the Project, any concerns expressed by the public and Indigenous groups, expert advice from federal authorities and input from provincial ministries and municipalities to prepare a recommendation to the Minister on whether to designate the Project. If the Project were designated by the Minister, the Ontario Ministry of Transportation (the proponent) would be prohibited from carrying out the Project and would be required to submit an Initial Project Description, thereby commencing the planning phase of IAA. During the planning phase, the Agency would determine whether an impact assessment is required.

Additional information regarding the process for designation requests can be found at the following link: <https://www.canada.ca/en/impact-assessment-agency/services/policy-guidance/designating-project-impact-assessment-act.html>

**Invitation for Input**

The Agency notes that the project assessment process by the Ontario Ministry of Transportation has included consultation with your municipality. However, to support the Agency's analysis of the designation request, we wish to invite the views and input from representatives of your municipality.

In particular, the Agency would like to confirm whether any bylaws or requirements of your municipality apply to the Project.

- If applicable, would any of those involve consultation with the public and Indigenous groups?
- If applicable, what environmental, social, economic or health issues would those bylaws or requirements address?

In general, please confirm whether the Ontario Ministry of Transportation is addressing the interests and issues of importance to your municipality. The Agency will be pleased to receive any other comments. Given the legislated timeline for the Minister to make a decision, your response is requested by **Wednesday, March 3, 2021**.

In the coming days, a Registry page for the Project will be available on the Canadian Impact Assessment Registry Internet site at [iaac-aeic.gc.ca/050/evaluations](https://iaac-aeic.gc.ca/050/evaluations). Please use the *Submit a Comment* feature on the Project's Registry page to provide the Agency with information regarding this file. Letters can be uploaded using this feature. If you have difficulties using this feature, please immediately contact Owais Khurshid, Project Manager, at [owais.khurshid@canada.ca](mailto:owais.khurshid@canada.ca) or 647-262-8046.

**Important Note:**

All records produced, collected or received in relation to the designation request process – unless prohibited under the *Access to Information Act* or *Privacy Act*<sup>1</sup> – are considered public and may be released. The Agency's Submission Policy determines which submitted information can be shared publicly, and what should remain private. For further information on how we protect your privacy, please refer to the Privacy Notice<sup>2</sup>.

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<sup>1</sup> <https://www.iaac-aeic.gc.ca/050/evaluations/participation/condition>

<sup>2</sup> <https://www.iaac-aeic.gc.ca/050/evaluations/protection>



-4-

If you have any questions regarding the designation process or the response sheet, please do not hesitate to contact Owais Khurshid by telephone or email.

Sincerely,

A handwritten signature in black ink, appearing to be 'AP', written over a light blue circular stamp.

Anjala Puvananathan  
Director, Ontario Region

Enclosure    Designation request letter from Ecojustice on behalf of  
Environmental Defence

c.c.            Steve Mota, Regional Municipality of York  
                  Richa Dave, Region of Peel  
                  Ann Larkin, Halton Region

On March 18, 2021 Regional Council made the following decision:

1. Council receive the preliminary policy directions summarized in this report and further described in Attachment 1 to support development of draft policies regarding: Aligning Growth and Infrastructure, Agriculture and Rural Areas, Diversity and Inclusion and Mapping Updates that will be presented to Council as part of the Regional Official Plan Update.
2. Council receive the preliminary agricultural mapping illustrated in Attachment 2 for continued consultation to support development of draft mapping that will be presented to Council as part of the Regional Official Plan Update.
3. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities, and the Ministry of Municipal Affairs and Housing.

The original staff report is attached for your information.

Please contact Sandra Malcic, Director, Long Range Planning at 1-877-464-9675 ext. 75724 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Regional Clerk's Office, Corporate Services

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The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1

O: 1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Regional Council  
Planning and Economic Development  
March 18, 2021

Report of the Commissioner of Corporate Services and Chief Planner

## Regional Official Plan Update Policy Directions Report

### 1. Recommendations

1. Council endorse the preliminary policy directions summarized in this report and further described in Attachment 1 to support development of draft policies regarding: Aligning Growth and Infrastructure, Agriculture and Rural Areas, Diversity and Inclusion and Mapping Updates that will be presented to Council as part of the Regional Official Plan Update.
2. Council endorse the preliminary agricultural mapping illustrated in Attachment 2 for continued consultation to support development of draft mapping that will be presented to Council as part of the Regional Official Plan Update.
3. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities, and the Ministry of Municipal Affairs and Housing.

### 2. Summary

This report summarizes preliminary policy directions for several topic areas as part of the Regional Official Plan (ROP) update being undertaken through the Municipal Comprehensive Review (MCR). This is the second general Policy Directions Report presented to Council to inform development of an updated ROP, to be presented to Council in 2021. Attachment 1 and 2 provide further details summarizing Provincial planning updates and proposed policy directions on policy areas not previously reported to Council.

Key Points:

- This report focuses on policy directions in the following four thematic areas:
  1. Aligning Growth and Infrastructure
  2. Agriculture and Rural Areas

### 3. Diversity and Inclusion

#### 4. Mapping Updates

- These are preliminary policy directions not previously presented to Council in past MCR background reports
- The ROP is being assessed to identify required policy and mapping updates to implement new Provincial policies, including direction to plan for a York Region population of 2.02 million and 990,000 jobs by 2051
- The content outlined in the aligning growth and infrastructure section of this report reflects the growth management principles outlined in the Proposed 2051 Forecast and Land Needs Assessment report also on the March 18, 2021 Special Council agenda
- Following ongoing stakeholder consultation and public engagement on the preliminary directions presented in this report, a draft ROP containing updated policies will be presented to Council

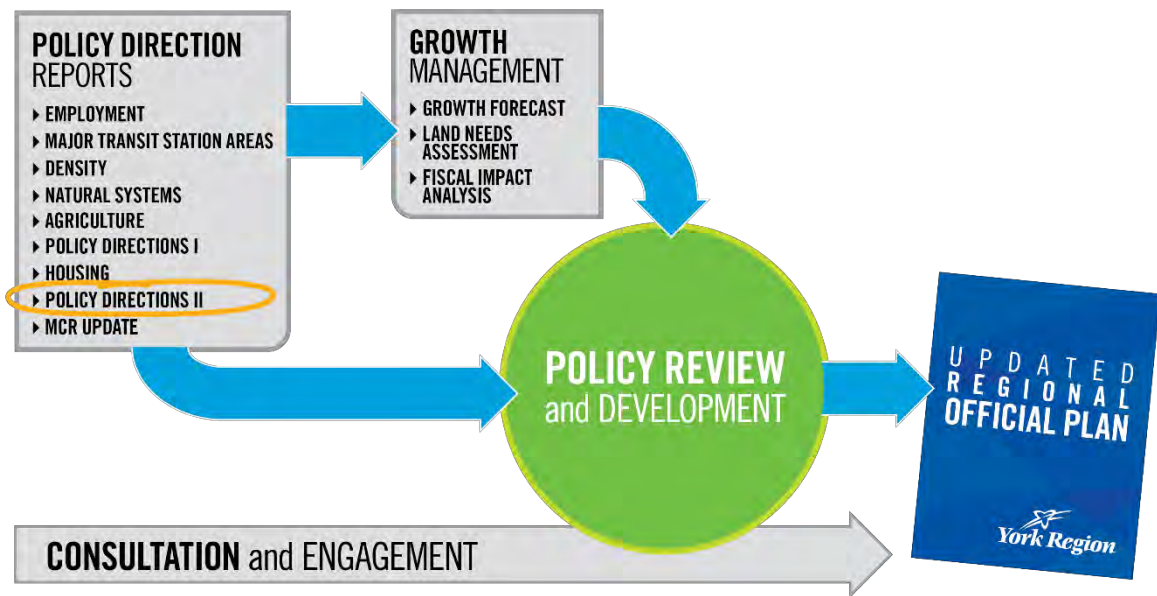
## 3. Background

### **Policy directions in this report support the development of a draft Regional Official Plan**

Since adoption of the 2010 ROP, there have been significant updates to Provincial plans and policies. York Region is required to update the ROP through an MCR process to conform with these updates and new Provincial direction by 2022. The Province introduced a new planning horizon year of 2051, with corresponding new population and employment forecasts. Between 2020 and 2051, York Region's population is forecasted to increase from 1.21 million to 2.02 million people, and between 2019 and 2051, employment in York Region is expected to increase from 655,000 to 990,000 jobs. The allocation of these forecast numbers is outlined in the Proposed 2051 Forecast and Land Needs Assessment report, which informs the policy directions outlined in the aligning growth and infrastructure section of Attachment 1. This report provides proposed policy directions and is one of the final reports that support development of a draft updated ROP (Figure 1). Draft policies will be developed in the coming months and an updated draft ROP is anticipated to be presented to Council in Q4 2021.

Figure 1

## Municipal Comprehensive Review Components



### This report builds on directions presented through past direction reports to Council

The MCR process involves a series of background and direction reports to support planning for growth and updating the ROP. Policy directions for a number of topic areas have previously been presented to Council, including:

- [Planning for Employment Background Report](#) (May 2019)
- [Planning for Agriculture Background Report](#) (June 2019)
- [Planning for Density in New Communities](#) (June 2020)
- [Natural Systems Planning Background Report](#) (June 2020)
- [Planning for Major Transit Station Areas](#) (September 2020)
- [Proposed Employment Area Mapping and Employment Conversions](#) (October 2020)
- [Regional Official Plan Update Policy Directions Report](#) (December 2020)
- [Regional Official Plan Update Housing Challenges and Opportunitites](#) (January 2021)

Policy directions in this report and Attachment 1 are categorized under four thematic areas:

1. Aligning Growth and Infrastructure
2. Agriculture and Rural Areas
3. Diversity and Inclusion
4. Mapping Updates

Proposed policy directions summarized in this report build on, but do not reiterate, past directions previously presented to Council. Attachment 1 provides details of updates to Provincial plans and considerations for updated ROP policies to implement revised Provincial direction. In addition, Attachment 1 provides greater detail on preliminary policy directions than the body of this report and a number of policy topic areas not highlighted in this report, including excess soil, mineral aggregate resources and species at risk. Attachment 2 provides preliminary agricultural draft mapping to support proposed policy directions found in Attachment 1.

## 4. Analysis

### **ALIGNING GROWTH AND INFRASTRUCTURE**

#### **Aligning growth, infrastructure and financial planning supports sustainable development**

The coordination and alignment of infrastructure and financial planning with land use planning is important for sustainable growth management in York Region. An agile approach to growth management is proposed to respond to the changing nature and pace of development in a manner that optimizes growth in areas with existing infrastructure capacity before investing in new major infrastructure. The Proposed 2051 Forecast and Land Needs Assessment report provides a preliminary distribution of growth to 2051 as a result of provincially mandated growth and provides considerations for integrated growth management that includes a fiscally sustainable approach to infrastructure investment.

To support fiscally sustainable investments in infrastructure, it is proposed that phasing policies be strengthened in the ROP. Phasing policies will optimize the timing of development to efficiently use existing and new Regional infrastructure. This will help maintain fiscal sustainability and provide for stronger alignment between population and employment growth, efficient operation of infrastructure and delivery of soft services that are essential for supporting population growth in new areas.

Another consideration for aligning growth and infrastructure is the potential to identify remaining agricultural/rural Whitebelt lands that are not required for growth to 2051 as future urban areas. This supports public knowledge and transparency about long-term development of those lands beyond the 2051 planning horizon. Ongoing coordination between Planning, Water and Wastewater Master Plan, Transportation Master Plan updates and Regional

capital budgets will be essential to effectively deliver on the policy directions outlined in Attachment 1.

## **AGRICULTURE AND RURAL AREAS**

### **Policies are proposed which limit and provide guidance for non-agricultural uses on Agricultural designated lands**

In the Region's Agricultural land use designation, there is pressure to allow new or redevelopment of existing non-agricultural uses that are often industrial, institutional, public, recreational or commercial uses. The current Provincial policy framework permits limited redevelopment opportunities of existing non-agricultural uses and strongly discourages new non-agricultural uses in the Agricultural area. Aligned with Provincial direction, it is preferred that non-agricultural uses be directed to settlement and Rural areas. The proposed policy directions permit modest opportunities for new or redevelopment of existing non-agricultural uses in line with Provincial direction to inform decision-making at the local municipal level.

Preliminary criteria have been developed for evaluating both new and redevelopment of existing non-agricultural uses in the agricultural designation that limit these opportunities. In particular, the following approaches are proposed for non-agricultural uses:

- New non-agricultural uses within the Greenbelt Plan area will be required to conform to the applicable Provincial policies in the Greenbelt Plan and Oak Ridges Moraine Conservation Plan
- For new non-agricultural uses outside of the Greenbelt Plan area, within Whitebelt lands not required to address growth to 2051, criteria will align with Provincial policy direction
- Existing non-agricultural uses within the Greenbelt Plan area will have limited redevelopment, with the goal of bringing uses into closer conformity to applicable Provincial plans

All criteria are in conformity with Provincial plans and policies and aligned with Regional priorities, further examined in Attachment 1.

### **Proposed agricultural mapping refinements would add approximately 2,200 hectares of lands to the Agricultural designation**

In 2017, the Province released draft agricultural mapping to implement the Agricultural System policies in the updated Provincial plans. Through the MCR, York Region has the opportunity to refine this Provincial mapping to better reflect the Regional and local municipal context in accordance with Provincial implementation procedures.

An agricultural consultant was retained to compare and assess differences between Provincial mapping and the Region's current agricultural mapping. The consultant

recommendations were presented to Council in [June 2019](#), identifying 19 study areas to be considered for inclusion in the Agricultural designation.

Consultation with local municipalities, stakeholders, members of the public and impacted landowners to discuss potential agricultural mapping changes has been ongoing. In October 2020, the Region undertook an online public engagement campaign and direct outreach to potentially impacted landowners on proposed changes.

In addition to the consultant recommendations, the following were considered in the analysis of agricultural refinement areas:

- Local municipal, landowner, stakeholder and public input
- Current and future Regional and local municipal planning contexts including potential re-designation of Whitebelt lands required for urban uses to meet the Provincial Land Needs Assessment Methodology
- Continuity of the agricultural system across municipal boundaries

Recommendations are summarized in Table 1 and shown on Attachment 2. The proposed mapping will also be available for viewing on [York.ca/HaveYourSay](http://York.ca/HaveYourSay).

**Table 1**  
**Refinement Study Areas Considered for Re-designation**

Study Area (see Attachment 2)	Preliminary Recommendation	Municipality
4, 17, 24 and 31	No new Agricultural designation in areas currently identified as Whitebelt	Georgina, Whitchurch-Stouffville, Vaughan
1, 11 and 16	Scoped portion of area identified for re-designation to Agriculture	Georgina, East Gwillimbury, Whitchurch-Stouffville
35	Local Municipal request to include Candidate lands	King
2, 3, 9, 10, 13, 14, 15, 21, 27, 39 and 41	Re-designation to Agriculture	East Gwillimbury, Georgina, King, Richmond Hill, Whitchurch-Stouffville



## **Local Agricultural and Rural Lands within Regionally identified Towns and Villages where servicing capacity does not exist will be further reviewed in consultation with local municipalities**

In some limited instances, there are lands designated as agriculture or rural in local municipal official plans that are identified as Town and Villages in the ROP. These communities include Sutton, Pefferlaw and Nobleton with unserved areas identified in Attachment 2. Further consultation is required to determine an appropriate designation and/or means of identifying these lands in the ROP in the event they are not forecasted to accommodate growth to 2051 given their limited opportunity to be serviced and/or developed.

## **Specialty crop areas are essential for food-related agriculture**

Specialty crop areas play an important role in growing food-related agricultural crops and should be protected to support York Region's Agriculture and Agri-food sector. The proposed policy directions discourage the use of lands in the Holland Marsh specialty crop area for uses that do not require its muck soils for food production, including the growing of cannabis and other non-food related crops. With finite muck soils, a unique soil type found in the Holland Marsh, the protection of this area for food sources that utilize muck soils is important to support this agricultural sector.

## **DIVERSITY AND INCLUSION**

### **The Municipal Comprehensive Review recognizes diversity and inclusion as a core principle to updating the Regional Official Plan**

Council has continued to demonstrate a commitment for creating communities that are welcoming and inclusive, places where diverse communities can live with respect and dignity. Inclusive communities is a core principle of planning for complete communities. Planning for complete communities support people of all ages, stages and abilities to live, work, play and thrive in their communities, an integral part for the long-term success of York Region.

Provincial policy has maintained that municipalities must approach managing growth in a manner that recognizes the diversity of communities, while working to improve accessibility and reduce land use barriers for full participation in society by all residents. To build on this direction and continue to create strong, caring and safe communities, it is proposed that inclusion be highlighted as a core principle of planning for communities in York Region. This will be expanded upon in the updated ROP by identifying diversity and inclusion as a key component to interpreting and implementing ROP policies, engaging communities in planning related matters and in planning for communities.

Public consultation focused on policy directions presented to Council in the [December Policy Directions Report](#) and outlined in this report will continue into Spring 2021. As previously outlined in the October 2019 report [An Update on Public Consultations for the Municipal](#)

[Comprehensive Review](#), targeted consultations of under-represented communities through traditional engagement methods and focused engagement with Indigenous Communities is underway. New methods for engaging under-represented communities will continue to be explored to promote inclusive and representative engagement through the MCR process.

## **MAPPING UPDATES**

### **Updated mapping will support readers to understand the Regional Official Plan in a visually accessible manner**

Mapping is important for implementation of the policies of the Official Plan. It also supports visualization of the Regional structure and key themes of the ROP. Updates to Provincial plans require new mapping including delineation of built up areas and mapping of greenfield areas, settlement areas, major transit station areas (MTSAs) and employment areas. In addition to the Agricultural mapping, Provincial policy direction requires updates to natural heritage and water resource system mapping. Proposed directions for mapping include general updates, adding new mapping to meet Provincial conformity and simplify content. To simplify the presentation of mapping in the updated ROP, an assessment of mapping options and formats will be undertaken to avoid duplication and provide easier interpretation through accessible and easy to view formats. Additional analysis on mapping directions, including information on how mapping updates will support regional designations and refinements at the local municipal level, will be provided in subsequent reporting to Council.

## **5. Financial**

To support the amount of growth to 2051, an integrated growth management approach to land use planning and infrastructure delivery will be required to manage the capital plan in line with objectives of the Council approved Fiscal Strategy. To meet population and employment forecasts, timely delivery of growth-related servicing is required. Implications are explored in the separate forecast and land budget report. Developing policies which manage growth in a fiscally sustainable way, including aligning growth with investment in infrastructure, is of paramount importance to maintain the long-term fiscal health of York Region.

## **6. Local Impact**

Local municipalities are key partners in updating and implementing the ROP, particularly as local staff provide expertise and experiential knowledge from implementing ROP policies in their local municipal contexts. Regional and local municipal staff work closely throughout the MCR process through regularly scheduled local municipal working group sessions where there is an opportunity for ongoing input and feedback into the policy review and development process. Local staff have been engaged on the topic areas presented in this report and Regional staff will continue to work with local municipal staff throughout the MCR process. Local municipal staff input has informed the proposed agricultural refinements

outlined in Attachment 2. These and previous policy directions are informing the policy development process. Local municipal staff have planning knowledge of their local municipal context which will help inform draft policies to be presented to Council in Fall 2021.

## 7. Conclusion

To meet Provincial conformity requirements set through Provincial planning documents, ROP policies and mapping updates are required. This is the second omnibus report summarizing preliminary policy directions, further described through Attachment 1, which will be the basis for continued consultation as work continues on development of a draft ROP. The policy directions in this report support effective land use planning across the Region's local municipalities. Continued reporting to Council on policy directions, culminating in a draft ROP, will guide efficient growth and development across York Region.

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For more information on this report, please contact Sandra Malcic, Director, Long Range Planning at 1-877-464-9675 ext. 75724. Accessible formats or communication supports are available upon request.

Recommended by:



**Paul Freeman, MCIP, RPP**  
Chief Planner



**Dino Basso**  
Commissioner of Corporate Services

Approved for Submission:



**Bruce Macgregor**  
Chief Administrative Officer

March 5, 2021  
Attachments (2)  
12212751

**ATTACHMENT 1****Provincial Policy Updates and Potential Direction for York Region Official Plan Update**

The Provincial planning policy framework has been updated including the following: Provincial Policy Statement (2020), A Place to Grow, the Growth Plan for the Greater Golden Horseshoe (2020) (The Provincial Growth Plan), Greenbelt Plan (2017) and Oak Ridges Moraine Conservation Plan (2017).

This Attachment, on a topic-specific basis, provides a summary of Provincial updates and considerations for updating the York Region Official Plan (ROP).

Types of Policies/Topic Area	Brief Description of Provincial Policy Change	Considerations/Potential Direction for York Region Official Plan
<b>Aligning Growth and Infrastructure</b>		
Aligning Growth and Infrastructure	Updates to the Provincial Growth Plan reinforce and strengthen the need for an integrated approach to managing growth by requiring that: <ul style="list-style-type: none"> <li>• Infrastructure planning, land use planning, and infrastructure investment be coordinated</li> <li>• Direction be provided for an urban form that optimizes infrastructure</li> <li>• Infrastructure investment and other implementations tools be used to facilitate intensification and higher density development</li> <li>• Transit investments in high density areas be prioritized to optimize return on investment and the efficiency and viability of transit services</li> </ul>	Policy considerations include strengthening messaging throughout the ROP to highlight the importance of integrated land use, infrastructure, and financial planning, including: <ul style="list-style-type: none"> <li>• Clearly articulating the need for a more agile and adaptive approach to growth management in response to the changing nature and pace of growth, market demand, and/or other factors</li> <li>• Enhancing the objective of optimizing growth in areas serviced with existing infrastructure capacity before making new investments</li> <li>• Strengthening phasing policies at the Regional scale such that the delivery and operation of infrastructure is phased in a fiscally sustainable manner</li> <li>• Strengthening connections between the timing and scale of growth in intensification areas and the existing and/or planned infrastructure and water wastewater capacity in infrastructure Master Plans</li> <li>• Identifying remaining Agricultural or Rural Whitebelt lands not required by the Provincial land needs assessment by 2051 as future urban</li> </ul>

Types of Policies/Topic Area	Brief Description of Provincial Policy Change	Considerations/Potential Direction for York Region Official Plan
<b>Agriculture and Rural Area Policy Directions</b>		
<p>New Non-Agriculture uses in Agricultural designated areas</p>	<p>Updates to the Provincial Policy Statement allow limited non-agricultural uses in the Agricultural Designation, subject to criteria</p> <p>Updates to the Provincial Growth Plan require:</p> <ul style="list-style-type: none"> <li>• Land use compatibility to be achieved where agricultural and non-agricultural uses interface</li> <li>• New non-agricultural uses: <ul style="list-style-type: none"> <li>○ Lands will not be removed from the Agricultural area</li> <li>○ Achieve land use compatibility</li> <li>○ Subject to an Agricultural Impact Assessment to minimize and mitigate any adverse impacts</li> </ul> </li> </ul> <p>The Greenbelt Plan is more limited than the Growth Plan in terms of agricultural uses:</p> <ul style="list-style-type: none"> <li>• Non-agricultural uses are permitted in the Agricultural areas, subject to criteria</li> <li>• Non-agricultural uses are subject to an Agricultural Impact Assessment</li> </ul>	<p>Policy considerations for new non-agriculture uses in agricultural designated areas include:</p> <ul style="list-style-type: none"> <li>• Compliance with applicable Provincial plans and policies</li> <li>• Limiting new non-agricultural uses in the Agricultural Designation outside the Greenbelt Plan Area include that they be subject, but not limited to, the following criteria: <ul style="list-style-type: none"> <li>○ Demonstrate a need within the planning horizon for additional land to accommodate the proposed use</li> <li>○ Alternative locations be evaluated, with confirmation that no reasonable alternative locations are available</li> <li>○ Preference that non-agricultural uses be located in the following areas: Urban Areas, Rural Areas, Towns and Villages and Hamlets</li> <li>○ Lands remain in the Agricultural designation</li> <li>○ Submission of an Agricultural Impact Assessment</li> <li>○ Comply with the minimum distance separation formulae</li> </ul> </li> <li>• Non-agricultural uses within the Greenbelt Plan and Oak Ridges Moraine Conservation Plan areas continue to be limited in accordance with the applicable Provincial plan policy</li> <li>• Requiring an Agricultural Impact Assessment</li> </ul>

Types of Policies/Topic Area	Brief Description of Provincial Policy Change	Considerations/Potential Direction for York Region Official Plan
Existing Non-Agriculture uses on Agriculture lands in the Greenbelt Plan area	Updates to the Greenbelt Plan allow for modest redevelopment of existing non-agricultural uses as long as they are in conformity with the Plan	<p>Policy consideration for redevelopment of existing non-agricultural uses in the Agricultural Designation within the Greenbelt Plan area include:</p> <ul style="list-style-type: none"> <li>• Redevelopment of non-agricultural uses be subject to, but not limited to the following criteria: <ul style="list-style-type: none"> <li>○ Proposed redevelopment is more in conformity with the applicable Provincial plan</li> <li>○ Lands remain in the Agricultural designation</li> <li>○ No new parcels created or urban boundary expansions would be permitted</li> <li>○ Demonstration that the site has been legally in continual use since before the Provincial plan was approved</li> <li>○ Redevelopment does not hinder surrounding agricultural operations, complies with the minimum distance separation formulae and is supported by an Agricultural Impact Assessment addressing the following elements: <ul style="list-style-type: none"> <li>▪ Proposed use would be of the appropriate size and scale to the area including to the existing and/or planned infrastructure</li> <li>▪ Demonstration that there is a need for the proposed use in terms of demand for the product or service</li> </ul> </li> <li>○ The proposed use shall not adversely affect the ecological integrity of the Regional Greenlands System</li> </ul> </li> </ul>

Types of Policies/Topic Area	Brief Description of Provincial Policy Change	Considerations/Potential Direction for York Region Official Plan
<p>Local Agricultural and Rural Lands within Regionally identified Towns and Villages where servicing capacity does not exist</p>	<p>In some Towns and Villages (e.g. Nobleton, and Sutton) there are locally designated Agricultural and Rural lands within these communities that, although currently identified as Town and Village in the Regional Official Plan, have limited growth potential given Provincial policy servicing constraints</p> <p>The Greenbelt Plan servicing policies, which are serviced either by groundwater or lakes, are not permitted to extend water or wastewater services from a Great Lakes source unless a set of criteria are met</p> <p>The Lake Simcoe Protection Plan impacts Pefferlaw and Sutton where there are strict sewage treatment policies that apply in this watershed and limit servicing capacity</p>	<p>Policy consideration for unserviced agricultural and rural lands within identified Towns and Villages include:</p> <ul style="list-style-type: none"> <li>• Determining the appropriate designation and/or means of identifying these lands within the Official Plan which is consistent with the local municipal official plan designation in the event they are not forecasted to accommodate growth to 2051 given their limited opportunity to be serviced and/or developed</li> </ul> <p>These lands are identified as DGA (designated greenfield area) Agriculture and Rural unserviced areas on Attachment 2</p>
<p>Implementation of the Provincial Agricultural Land Base Mapping</p>	<p>Updates to the Province's Agricultural System land base mapping in 2017 is a part of the updates to the Provincial plans on Agricultural Systems</p> <p>York Region has the opportunity to refine the draft Provincial agricultural mapping utilizing Provincial refinement criteria (found in the Implementation Procedures for the Agricultural System in Ontario's Greater Golden Horseshoe)</p>	<p>Mapping considerations to refine the Provincial Agricultural System mapping include:</p> <ul style="list-style-type: none"> <li>• Reviewing the technical assessment completed by Agricultural consultant</li> <li>• Consideration for maintaining a Rural designation for any lands in the Whitebelt where the Province is proposing an Agricultural designation, including lands ultimately required for urban uses</li> <li>• Considering the local municipal planning context</li> <li>• Supporting the continuity of the agricultural system across municipal boundaries</li> <li>• Supporting lands that meet the Provincial refinement criteria to be re-designated to Agriculture or remain Rural</li> </ul>

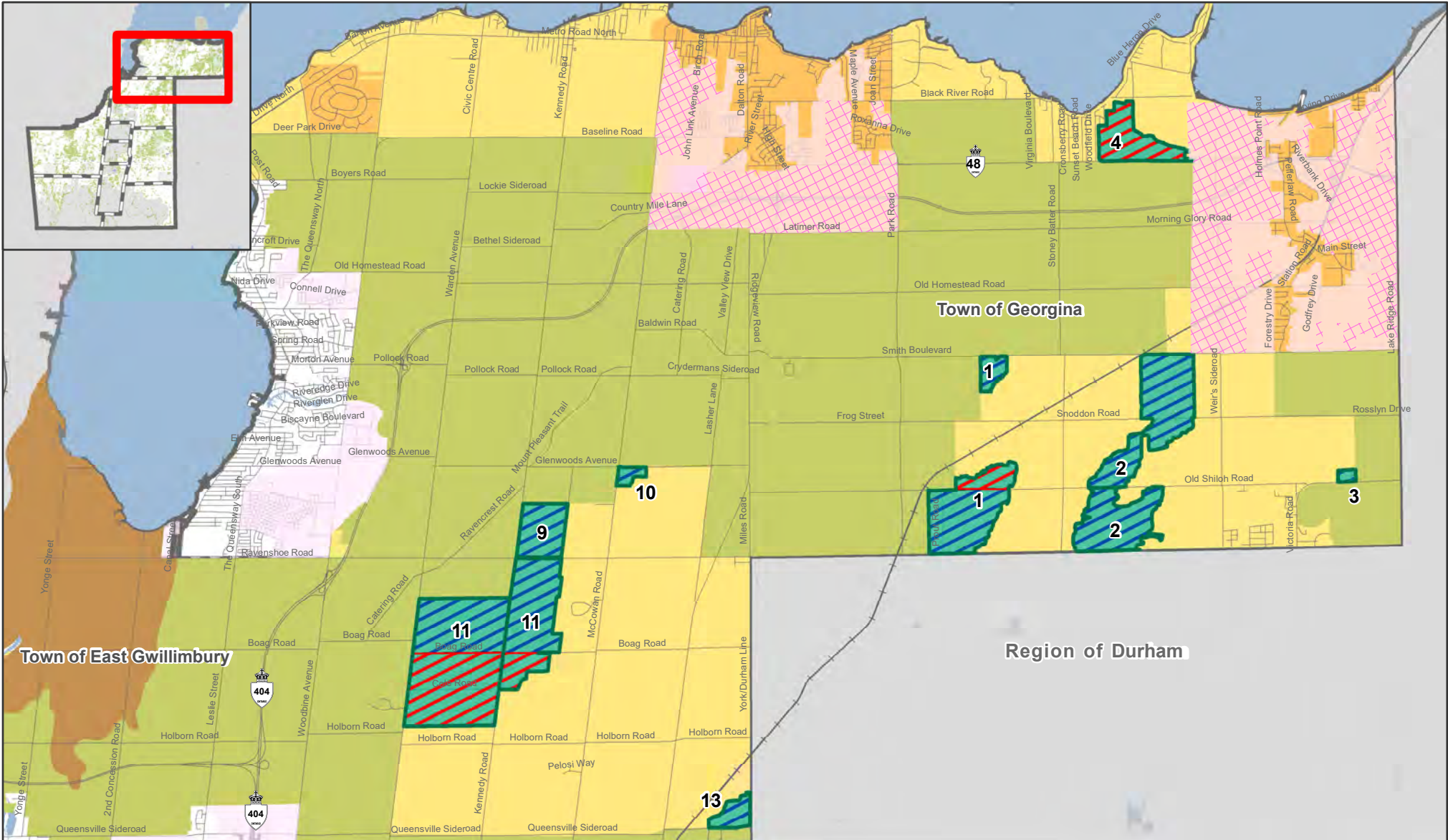
Types of Policies/Topic Area	Brief Description of Provincial Policy Change	Considerations/Potential Direction for York Region Official Plan
		<ul style="list-style-type: none"> <li>• Incorporating landowner, stakeholder and public input</li> </ul> <p>Preliminary staff recommendations are shown on Attachment 2</p> <p>The Province assessed two areas when they created the agricultural land base map, proposed and Candidate Lands and a Land Evaluation and Area Review (LEAR). This includes proposed areas that met the tests of a LEAR as prime agriculture, where these proposed areas are to be assessed by municipalities using the Provincial Implementation Procedures for the Agricultural System. The Region assessed these areas for consideration to potentially change from Rural to Agriculture designations. Provincially recommended 'Candidate lands' are optional lands to be assessed if they should be added to the Agriculture designation. It was determined by staff not to assess these candidate lands for consideration due to York Region's significantly limited rural lands, unless an assessment was requested by the local municipality. These lands are defined as areas of larger than 250 hectares, with medium LEAR scores and in active agriculture production.</p> <p>Where required, further refinement will occur with the final draft mapping presented in subsequent reporting to Council later in 2021</p>



Types of Policies/Topic Area	Brief Description of Provincial Policy Change	Considerations/Potential Direction for York Region Official Plan
Highest and best use of Non-Food Related Agricultural Crops in the Holland Marsh Specialty Crop Area	<p>Non-Food related agricultural crops are identified as agricultural, employment or commercial retail uses under the Provincial Policy Statement and may include such crops as cannabis and flowers</p> <p>Agricultural uses, agriculture-related uses and on-farm diversified uses are permitted in the Holland Marsh Specialty Crop Area and do not specify if the crops grown are to be food-related</p>	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• Discouraging the use of the Holland Marsh Specialty Crop Area for uses that do not require its muck soils for food production, such as cannabis and floriculture</li> </ul> <p>The policy change would promote the protection of the Holland Marsh for food-related crops</p>
Excess Soil	<p>Updates to the Growth Plan and Greenbelt Plan identify that municipalities should develop excess soil reuse strategies</p> <p>Updates to the Provincial Policy Statement, Growth Plan, Greenbelt Plan and Oak Ridges Moraine Conservation Plan identify that municipalities shall incorporate best practices for the management of excess soils into their planning policies and development applications</p>	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• Integrating new excess soil policies in the Official Plan that align with Provincial plans by identifying that: <ul style="list-style-type: none"> <li>○ Municipalities should develop excess soil reuse strategies</li> <li>○ Municipalities shall incorporate best practices for the management of excess soils into their planning policies and development applications</li> </ul> </li> </ul>
Mineral Aggregate Resources	<p>Updates to Provincial plans and the Provincial Policy Statement regarding mineral aggregate resources have been made to align wording across Provincial plans for site development and rehabilitation, which includes:</p> <ul style="list-style-type: none"> <li>• New direction on progressive and final rehabilitation of aggregate sites</li> </ul>	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• Updates to meet new Provincial direction outlined through updated Plans, including: <ul style="list-style-type: none"> <li>○ Integrating additional rehabilitation policies for future reuse of lands</li> <li>○ Identifying mineral aggregate resource conservation efforts, including recovering and recycling materials for continued use</li> </ul> </li> </ul>

Types of Policies/Topic Area	Brief Description of Provincial Policy Change	Considerations/Potential Direction for York Region Official Plan
	<ul style="list-style-type: none"> <li>• Provide aggregates as close to market as possible</li> </ul>	<ul style="list-style-type: none"> <li>○ Requiring an agricultural impact assessment if mineral aggregate extraction is to occur in Agricultural areas</li> <li>○ Supporting aggregates as close to market as possible</li> </ul>
<b>Environment Policy Directions</b>		
Species at Risk	Updates to Provincial plans include: <ul style="list-style-type: none"> <li>• Updated definitions for habitat of endangered and threatened species</li> <li>• The protection of endangered and threatened species is deferred to established Federal and Provincial procedures</li> <li>• Exempt new development or site alteration from some environmental studies where the only identified key natural heritage feature is the habitat of endangered or threatened species</li> </ul>	Policy considerations include: <ul style="list-style-type: none"> <li>• Focusing updates to reflect new Provincial direction including:               <ul style="list-style-type: none"> <li>○ Updating definitions for the habitat of endangered and threatened species</li> <li>○ Referencing Provincial and Federal species at risk procedures for development and site alteration</li> <li>○ Updating requirements for natural heritage evaluations and hydrological evaluations where the only feature is the habitat of endangered or threatened species, in accordance with Provincial plans</li> </ul> </li> </ul>
<b>Diversity and Inclusion</b>		
Diversity and Inclusion	N/A	Policy considerations to focus on: <ul style="list-style-type: none"> <li>• Integrating inclusionary language throughout the Plan and identifying inclusion as a core principle of planning in York Region</li> <li>• Enhancing partnership and engagement policies to support inclusive engagement throughout the planning process</li> </ul>

Types of Policies/Topic Area	Brief Description of Provincial Policy Change	Considerations/Potential Direction for York Region Official Plan
<b>Mapping</b>		
Mapping (General Direction) 1-14, Figures 1-3	Many of the maps will be updated to reflect current information. There are also several new Provincial requirements for Official Plan maps, which includes: <ul style="list-style-type: none"> <li>• The Growth Plan requires delineation of built up areas, designated greenfield areas, settlement areas, major transit station areas (MTSA) and employment areas</li> <li>• The Greenbelt Plan requires the update of natural heritage systems (NHS) and agricultural areas. It also requires delineation of key natural heritage features and key hydrologic features plus their minimum vegetation protection zones</li> </ul>	Policy considerations include: <ul style="list-style-type: none"> <li>• Simplifying Map 1 and displaying land use designations and land use categories on separate sub-schedules</li> <li>• Grouping the water resource components on one or a series of maps</li> <li>• Incorporating Provincial layers on ROP maps (Natural Heritage System and Agriculture Areas)</li> <li>• Updating mapping containing Regional infrastructure to align with Transportation, Water and Wastewater Master Plans</li> </ul>



**Preliminary Additional Mapping Analysis**

- Proposed to remain Rural
- Proposed to change to Agriculture

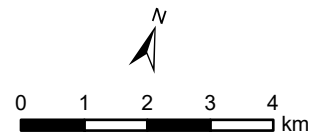
**Consultant Report Analysis**

- Redesignate to Agriculture
- DGA**
- DGA Boundary
- DGA Ag and Rural Unserved Areas

**2010 Agricultural and Rural Area**

- Agriculture Policy Area
- Holland Marsh Area
- Rural Policy Area
- Towns and Villages
- Regional Boundary

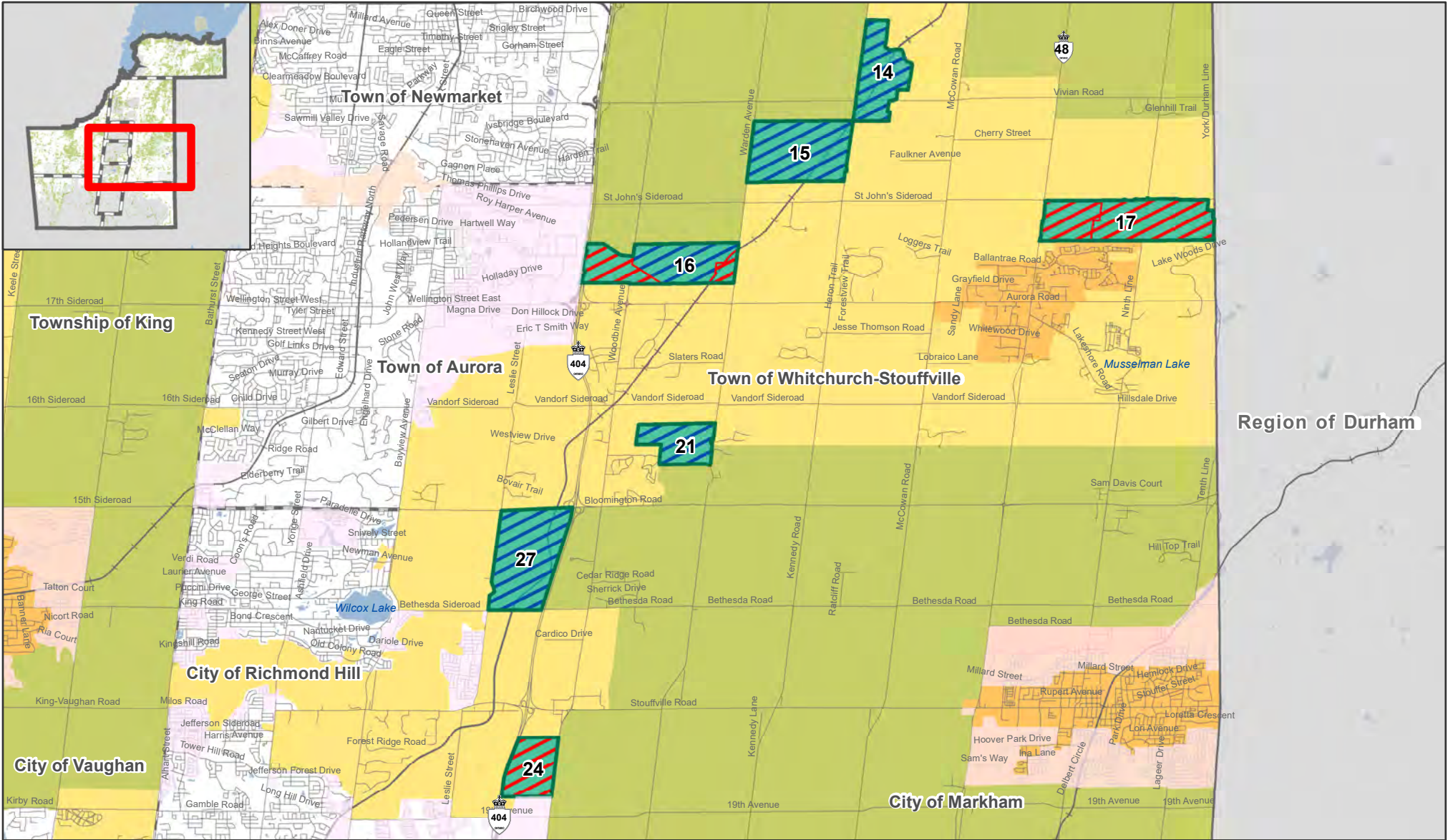
- Municipal Boundary
- Freeway
- Provincial Highway
- Lake Simcoe
- Lake Ontario
- Surrounding Areas
- Railway
- Waterbody
- River



Produced by:  
The Regional Municipality of York  
{Branch Name}, {Department Name}  
February 2021

Data: Queen's Printer for Ontario 2003-2021

Imagery:  
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**Preliminary Additional Mapping Analysis**

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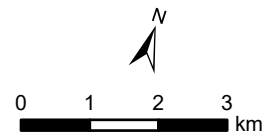
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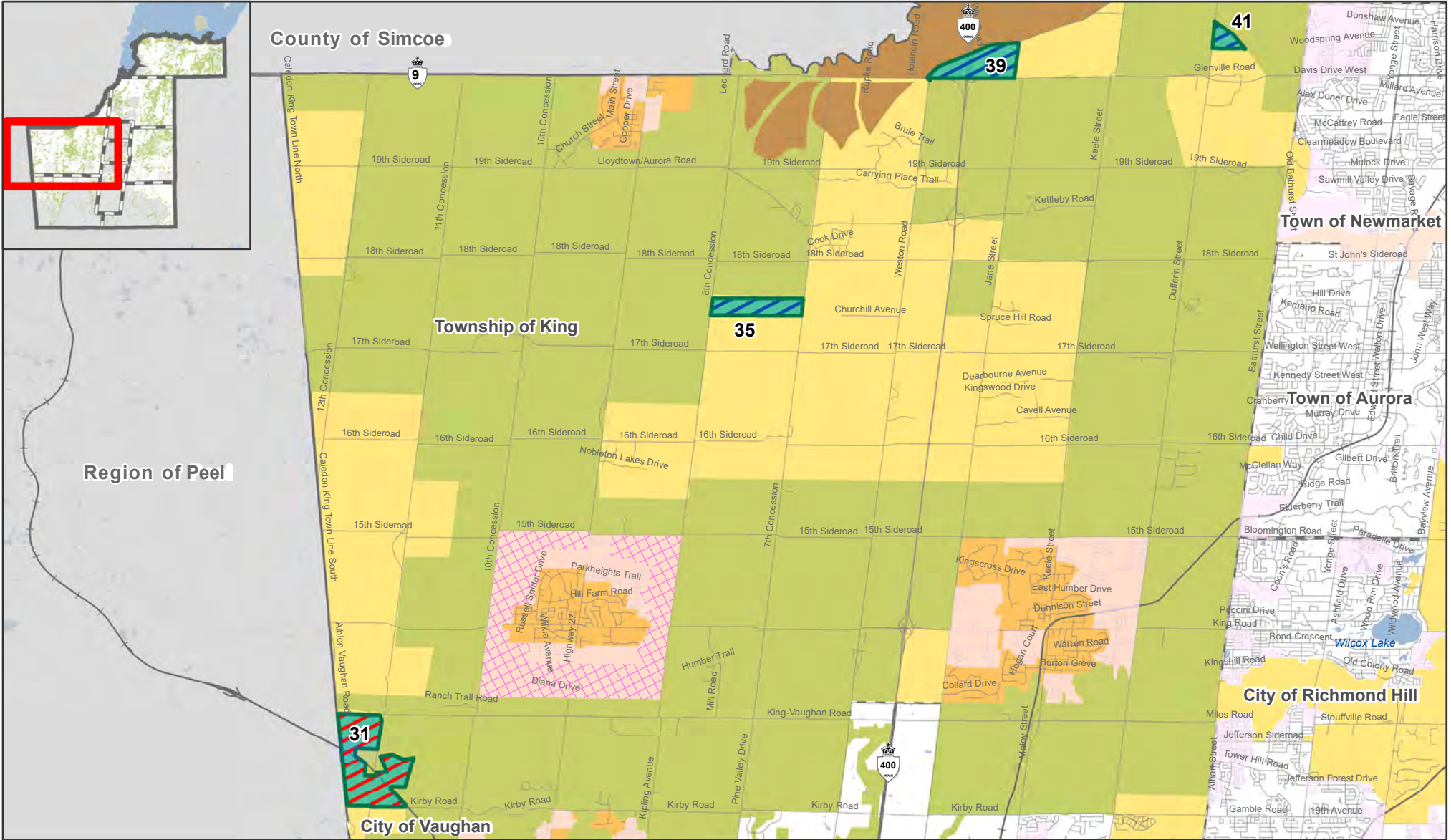
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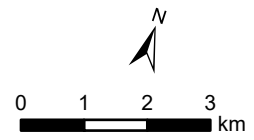
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CORPORATION OF THE MUNICIPALITY OF CALVIN**Resolution**DATE March 9, 2021NO. 2021-052MOVED BY Sandy CrossSECONDED BY Heather Olmstead

"WHEREAS workers in Ontario without paid sick leave often feel forced to work when unwell so they can feed and support their families and are at risk of losing a paycheque or even their jobs if they stay home, and;

WHEREAS the Canada Recovery Sickness Benefit is temporary, not accessible to all and not usable for the crucial first few days of an illness, and;

WHEREAS had legislated paid sick leave been in place before the global pandemic, lives would have been saved because infection rates would have been reduced, and;

WHEREAS the lack of paid sick days has especially hurt Black, Indigenous, workers of colour, women and migrant workers who are over-represented in low-paying frontline jobs with few benefits and a reduced ability to work from home, and;

WHEREAS the Ontario Medical Association, 11 GTHA Mayors and Chairs representing Ontario's largest municipalities, the editorial board of the Toronto Star, the Toronto Board of Health, the Decent Work and Health Network, the Ontario Nurses Association, and several other professional associations representing thousands of healthcare workers have all called on the provincial government to legislate paid sick days;

THEREFORE BE IT RESOLVED that the Municipality of Calvin endorses legislated sick leave and calls on the government of Ontario to permanently legislate universal paid sick days for all workers in Ontario during the pandemic and beyond, regardless of workplace size, type of work or immigration status, and;

BE IT FURTHER RESOLVED that this motion be forwarded to the Premier of Ontario, Minister of Labour, all Regional MPPs, and all Ontario Municipalities."

CARRIED 

**DIVISION VOTE**

<u>NAME OF MEMBER OF COUNCIL</u>	<u>YEA</u>	<u>NAY</u>
<u>Coun Cross</u>	<u>X</u>	<u>      </u>
<u>Coun Maxwell</u>	<u>      </u>	<u>      </u>
<u>Coun Olmstead</u>	<u>X</u>	<u>      </u>
<u>Coun Grant</u>	<u>      </u>	<u>      </u>
<u>Mayor Pennell</u>	<u>X</u>	<u>      </u>



2021 Division Road North  
 Kingsville, Ontario N9Y 2Y9  
 Phone: (519) 733-2305  
 www.kingsville.ca  
 kingsvilleworks@kingsville.ca

**SENT VIA EMAIL**

March 25, 2021

The Right Honourable Justin Trudeau, MP  
 Prime Minister of Canada  
 Langevin Block  
 Ottawa, Ontario K1A 0A2

Prime Minister:

**RE: Bill C-21, An Act to amend certain Acts and to make certain consequential amendments (firearms)**

At its Regular Meeting held on March 8, 2021 Council of the Town of Kingsville passed the following Resolution:

**“205-2021**

**Moved By** Councillor Thomas Neufeld, **Seconded By** Councillor Larry Patterson

A Resolution concerning Bill C-21, An Act to amend certain Acts and to make certain consequential amendments (firearms), specifically Amendment 26, Section (58.01 (1-8), Conditions-by-law.

WHEREAS municipalities have never been responsible for gun control laws in Canada;

AND WHEREAS law abiding Kingsville residents who own legal handguns have already been thoroughly vetted through the CFSC, PAL and ATT applications;

AND WHEREAS illegal gun owners and smugglers do not respect postal codes;

AND WHEREAS if one municipality enacts a ban and not a neighbouring municipality, this will create a patchwork of by-laws;

AND WHEREAS a municipal ban would be difficult to enforce and easy to get around.

NOW THEREFORE BE IT RESOLVED that The Corporation of the Town of Kingsville is OPPOSED to the adoption of any by-laws restricting the possession, storage and transportation of legally obtained handguns;

AND BE IT FURTHER RESOLVED that this resolution be forwarded to the following public officials: MP Chris Lewis-Essex, MPP Taras Natyshak-Essex, Premier of Ontario The Honourable Doug Ford, Leader of the Official Opposition Andrea Horwath, Prime Minister of Canada The Honourable Justin Trudeau, and Leader of Official Opposition The Honourable Erin O'Toole.”



If you require any further information, please contact the undersigned.

Yours very truly,



Sandra Kitchen  
Deputy Clerk-Council Services  
Legislative Services Department  
skitchen@kingsville.ca

cc: Hon. Doug Ford, Premier  
cc: Hon. Andrea Horwath, Official Leader of the Opposition  
cc: Hon. Erin O'Toole, Official Leader of the Opposition  
cc: MP Chris Lewis- Essex  
cc: MPP Taras Natyshak-Essex  
cc: Hon. Bill Blair, Minister of Public Safety and Emergency Preparedness  
cc: MP Shannon Stubbs  
cc: Mayor Aldo DiCarlo, Town of Amherstburg  
cc: Mayor Larry Snively, Town of Essex  
cc: Mayor Tom Bain, Town of Lakeshore  
cc: Mayor Marc Bondy, Town of LaSalle  
cc: Mayor Hilda MacDonald, Municipality of Leamington  
cc: Mayor Gary McNamara, Town of Tecumseh  
cc: all Municipalities in Ontario

[premier@ontario.ca](mailto:premier@ontario.ca)  
[horwatha-qp@ndp.on.ca](mailto:horwatha-qp@ndp.on.ca)  
[erin.otoole@parl.gc.ca](mailto:erin.otoole@parl.gc.ca)



March 26, 2021

The Honourable Jeff Yurek  
 Ministry of the Environment, Conservation and Parks  
 2nd Floor, Macdonald Block  
 900 Bay Street  
 Toronto, ON M7A 1N3

Dear Minister Yurek:

**RE: Regional Submission to the Ministry of the Environment,  
 Conservation and Parks for the Lake Simcoe Protection  
 Plan 10-Year Review**

**Environmental Registry of Ontario Posting #019-2833  
 Launching the Minister's 10 Year Review of the Lake  
 Simcoe Protection Plan, Our File: D04**

---

Council of the Region of Durham at its meeting held on March 24, 2021,  
 adopted the following recommendations of the Committee of the Whole:

- A) That Report #2021-COW-3 be endorsed and submitted to the Minister of Environment, Conservation and Parks as Durham Region's response to the Lake Simcoe Protection Plan 10-Year Review;
- B) That the province affirm, revise and update the Lake Simcoe Protection Plan as necessary to:
  - i) Continue to employ an ecosystems approach and subwatershed approach to the LSPP because these principles remain important to understand cumulative impacts on the watershed while focusing specific actions to the unique needs and priorities of different areas of the watershed;
  - ii) Complete systematic tracking and progress reporting of each of the targets of the LSPP and identify whether changes have been observed on a watershed/subwatershed level;
  - iii) Consider assigning timelines and performance measures to the targets in the LSPP;
  - iv) Produce a supplemental report that provides an update on the implementation of the Strategic Actions of the LSPP;

The Regional  
 Municipality  
 of Durham

Corporate Services  
 Department  
 Legislative Services

605 Rossland Rd. E.  
 Level 1  
 PO Box 623  
 Whitby, ON L1N 6A3  
 Canada

905-668-7711  
 1-800-372-1102  
 Fax: 905-668-9963

durham.ca

**Don Beaton, BCom, M.P.A.**  
 Commissioner of Corporate  
 Services

- v) Update the LSPP to reflect the changing health of the watershed based on the changing context of the watershed and ongoing advances in watershed science, particularly as they relate to the impacts of climate change;
- vi) Update the stormwater management policies of the LSPP to reflect the considerable research and advancements in industry knowledge of Low Impact Development;
- vii) Update the LSPP to consider and be consistent with the 2017 updates to Greenbelt Plan and Oak Ridges Moraine Conservation Plan, the 2019 update to the Growth Plan and the South Georgian Bay Lake Simcoe Source Protection Plan;
- viii) Provide support to the Lake Simcoe Region Conservation Authority to analyze the results of the Phosphorus Offsetting Policy to determine how well the remediation actions are working and how long the offset lasts;
- ix) Consider the following specific to private sewage systems:
  - a. Oversee the implementation, monitoring and completion of all mandatory maintenance inspections;
  - b. Define program parameters, develop an inspection template and extend cost covering and supplements to municipalities to ensure each municipality is acting consistently;
  - c. Fully fund or subsidize the cost of mandatory maintenance inspections to ensure timely completion and increased public support for the program, especially among those with properties not only on Lake Simcoe, but on its tributaries;
  - d. Facilitate grants, subsidies or loans for private homeowners to remediate sewage systems proactively; and
  - e. Improve messaging and outreach to homeowners to increase understanding of the program;
- x) Focus the next phase of LSPP implementation on more significant sources of phosphorus such as, stormwater and agricultural/rural runoff and invasive species, and that the existing phosphorous loading caps for water pollution control plants be maintained;

- xi) Implement any new initiatives and measures in a phased approach, allowing for flexibility given the broad range of local partners and available resources;
  - xii) Establish a LSPP implementation committee that would serve to increase collaboration and communication among the various stakeholders;
  - xiii) Produce supplemental material to the Minister's 10-Year Report that is directed at property owners, including the development of a dedicated website to report on the health of Lake Simcoe that uses plain language and is accessible to residents;
  - xiv) Develop an education and outreach campaign for individuals and businesses within the Lake Simcoe watershed to foster a broader understanding of Lake health, key areas of concern and the impacts of LSPP policies and programs;
  - xv) Provide presentations to stakeholders to facilitate a more collaborative approach toward implementing the LSPP;
  - xvi) Support enforcement efforts related to the activities of private residents, agriculture/businesses and recreational enthusiasts;
  - xvii) Contribute financially to the development and coordination of local/Regional climate change data to ensure consistency in data, objectives and performance measures;
  - xviii) Develop a comprehensive financing strategy for the next decade of implementation of the LSPP that is consistent with the principles of the existing financing strategy;
  - xix) Re-institute funding for land stewardship programs and retrofits to stormwater management systems;
  - xx) Recognize that the current economic challenges related to COVID-19 bring some risk that future progress in achieving LSPP targets and objectives may be set back; and
- C) That a copy of Report #2021-COW-3 of the Commissioners of Planning & Economic Development and Works be forwarded to the Townships of Brock, Scugog and Uxbridge; Lake Simcoe watershed municipalities; Lake Simcoe Region Conservation Authority; Durham Environmental Advisory Committee; Durham Agricultural Advisory Committee; and Durham Region Roundtable on Climate Change.

*Ralph Walton*

---

Ralph Walton,  
Regional Clerk/Director of Legislative Services

RW/ct

- c: LakeSimcoe@ontario.ca.  
M. de Rond, Town Clerk, Town of Aurora  
W. Cooke, City Clerk/Director of Legislative and Court Services, City of Barrie  
R. Murphy, Clerk, Town of Bradford West Gwillimbury  
F. Lamanna, Municipal Clerk, Town of East Gwillimbury  
B. Jamieson, Clerk, Township of Brock  
R. Dillabough, Town Clerk, Town of Georgina  
L. Parkin, Manager of Legal & Clerk Services, Town of Innisfil  
C. Ritchie, City Clerk, City of Kawartha Lakes  
K. Moyle, Director of Corporate Services and Township Clerk,  
Township of King  
L. Lyons, Director of Legislative Services and Town Clerk, Town of  
Newmarket  
B. Kane, Deputy Clerk, Town of New Tecumseth  
G. Jackson, Chief Administrative Officer/City Clerk, City of Orillia  
Y. Aubichon, Clerk Township of Oro-Medonte  
J. Connor, Director of Legislative Services/Clerk, Township of  
Ramara  
L. Fleury, Acting Clerk, Township of Scugog  
J. Daly, County Clerk, County of Simcoe  
D. Leroux, Clerk, Township of Uxbridge  
G. Angus-Trail, Clerk, Town of Whitchurch-Stouffville  
C. Raynor, Regional Clerk, Regional Municipality of York  
Lake Simcoe Region Conservation Authority  
K. Kilbourne, DAAC Staff Liason  
A. Luqman, DEAC Staff Liaison  
I. McVey, Manager of Sustainability, Office of the CAO  
B. Bridgeman, Commissioner of Planning and Economic  
Development  
S. Siopis, Commissioner of Works

If this information is required in an accessible format, please contact 1-800-372-1102 ext. 2564



# The Regional Municipality of Durham Report

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To: Committee of the Whole  
From: Commissioner of Planning and Economic Development and  
Commissioner of Works  
Report: #2021-COW-3  
Date: March 10, 2021

---

**Subject:**

Regional Submission to the Ministry of the Environment, Conservation and Parks for the Lake Simcoe Protection Plan 10-Year Review, File #D07-000633

Environmental Registry of Ontario Posting [#019-2833](#) Launching the Minister's 10-Year Review of the Lake Simcoe Protection Plan

---

**Recommendation:**

It is recommended that the Committee of the Whole recommend to Regional Council:

- A) That Report #2021-COW-3 be endorsed and submitted to the Minister of Environment, Conservation and Parks as Durham Region's response to the Lake Simcoe Protection Plan 10-Year Review;
- B) That the province, affirm, revise and update the Lake Simcoe Protection Plan as necessary to:
  - i) Continue to employ an ecosystems approach and subwatershed approach to the LSPP because these principles remain important to understand cumulative impacts on the watershed while focusing specific actions to the unique needs and priorities of different areas of the watershed;
  - ii) Complete systematic tracking and progress reporting of each of the targets of the LSPP and identify whether changes have been observed on a watershed/subwatershed level;

- 
- iii) Consider assigning timelines and performance measures to the targets in the LSPP;
  - iv) Produce a supplemental report that provides an update on the implementation of the Strategic Actions of the LSPP;
  - v) Update the LSPP to reflect the changing health of the watershed based on the changing context of the watershed and ongoing advances in watershed science, particularly as they relate to the impacts of climate change;
  - vi) Update the stormwater management policies of the LSPP to reflect the considerable research and advancements in industry knowledge of Low Impact Development;
  - vii) Update the LSPP to consider and be consistent with the 2017 updates to Greenbelt Plan and Oak Ridges Moraine Conservation Plan, the 2019 update to the Growth Plan and the South Georgian Bay Lake Simcoe Source Protection Plan;
  - viii) Provide support to the Lake Simcoe Region Conservation Authority to analyze the results of the Phosphorus Offsetting Policy to determine how well the remediation actions are working and how long the offset lasts.
  - ix) Consider the following specific to private sewage systems:
    - a. Oversee the implementation, monitoring and completion of all mandatory maintenance inspections;
    - b. Define program parameters, develop an inspection template and extend cost covering and supplements to municipalities to ensure each municipality is acting consistently;
    - c. Fully fund or subsidize the cost of mandatory maintenance inspections to ensure timely completion and increased public support for the program, especially among those with properties not only on Lake Simcoe, but on its tributaries;
    - d. Facilitate grants, subsidies or loans for private homeowners to remediate sewage systems proactively; and
    - e. Improve messaging and outreach to homeowners to increase understanding of the program;

- x) Focus the next phase of LSPP implementation on more significant sources of phosphorus such as, stormwater and agricultural/rural runoff and invasive species, and that the existing phosphorous loading caps for water pollution control plants be maintained;
- xi) Implement any new initiatives and measures in a phased approach, allowing for flexibility given the broad range of local partners and available resources;
- xii) Establish a LSPP implementation committee that would serve to increase collaboration and communication among the various stakeholders;
- xiii) Produce supplemental material to the Minister's 10-Year Report that is directed at property owners, including the development of a dedicated website to report on the health of Lake Simcoe that uses plain language and is accessible to residents;
- xiv) Develop an education and outreach campaign for individuals and businesses within the Lake Simcoe watershed to foster a broader understanding of Lake health, key areas of concern and the impacts of LSPP policies and programs;
- xv) Provide presentations to stakeholders to facilitate a more collaborative approach toward implementing the LSPP;
- xvi) Support enforcement efforts related to the activities of private residents, agriculture/businesses and recreational enthusiast;
- xvii) Contribute financially to the development and coordination of local/Regional climate change data to ensure consistency in data, objectives and performance measures;
- xviii) Develop a comprehensive financing strategy for the next decade of implementation of the LSPP that is consistent with the principles of the existing financing strategy;
- xix) Re-institute funding for land stewardship programs and retrofits to stormwater management systems;
- xx) Recognize that the current economic challenges related to COVID-19 bring some risk that future progress in achieving LSPP targets and objectives may be set back; and



- C) That a copy of this report be forwarded to the: Townships of Brock, Scugog and Uxbridge; Lake Simcoe watershed municipalities; Lake Simcoe Region Conservation Authority; Durham Environmental Advisory Committee; Durham Agricultural Advisory Committee; and Durham Region Roundtable on Climate Change.
- 

## **Report:**

### **1. Purpose**

- 1.1 The [Lake Simcoe Protection Plan, 2009](#) (LSPP) is a comprehensive watershed-based Plan to protect and restore the ecological health of Lake Simcoe and its watershed. The LSPP came into effect on June 2, 2009.
- 1.2 The [Lake Simcoe Protection Act, 2008](#) requires the Minister of Environment, Conservation and Parks (MECP) to review the LSPP at least every 10 years from the date the Plan takes effect. During the review, the province must consult with the council of each municipality that has jurisdiction in the Lake Simcoe watershed.
- 1.3 To meet this requirement, the province initiated a 10-year review of the LSPP on December 18, 2020. The [Minister's 10-Year Report on Lake Simcoe](#) was released in July 2020.
- 1.4 Regional staff participated in a virtual science forum on January 28, 2021 and a virtual town hall session on February 11, 2021.
- 1.5 The province invited stakeholders to submit comments by March 3, 2021. Regional staff advised the province that Durham would be unable to meet the deadline, and that comments would be submitted following the March 24, 2021 Regional Council meeting.
- 1.6 To inform the Region's comments on the 10-year review, provincial staff were invited to meet with Regional staff to discuss the review and were also requested to provide a presentation to this Committee, as was offered in the stakeholder invitation.

### **2. Previous Reports and Decisions**

- 2.1 The following Regional staff reports related to the LSPP and Lake Simcoe watershed have been provided to Regional Council:
- a. Report #2009-J-11, Proposed Lake Simcoe Protection Plan;

- b. Report #2010-J-8, Lake Simcoe Phosphorus Reduction Strategy (EBR #010-8986) and Feasibility Study for Water Quality Trading in the Lake Simcoe Watershed (EBR #010-8989);
- c. Report #2010-J-9, Proposed Lake Simcoe Shoreline Protection Regulation Discussion Paper (EBR #010-9107);
- d. Report #2010-J-26, Proposed amendments to the Ontario Building Code (OBC) (O. Reg. 350/06) respecting on-site sewage maintenance inspection programs (EBR #010-9557);
- e. Report #2010-J-41, Update on Implementation of the Lake Simcoe Protection Plan;
- f. Report [#2011-P-56](#), Lake Simcoe Protection Plan;
- g. Report [#2011-P-76](#), Lake Simcoe Protection Plan Review – Recommended Policy Directions, File: D07-01; and
- h. Report [#2020-W-50](#), Pending Provincial Decision on Upper York Sewage Solutions Environmental Assessment.

### 3. Background

3.1 Approximately one third of the Region’s geographic area (parts of Brock, Uxbridge and Scugog) lies within the Lake Simcoe watershed, including the Urban Areas of Uxbridge, Sunderland, Cannington and Beaverton. The Region also operates four water pollution control plants (WPCPs) in the watershed:

- a. Sunderland WPCP (Lagoons);
- b. Cannington WPCP (Lagoons);
- c. Lake Simcoe WPCP (Beaverton); and
- d. Uxbridge Brook WPCP.

3.2 The Lake Simcoe watershed contains significant natural, urban and agricultural systems, including portions of the Oak Ridges Moraine and Greenbelt Plan Area. Attachment #1 details the boundaries of the Lake Simcoe Protection Plan and locations of the WPCPs.

### 4. Overview of the Lake Simcoe Protection Plan

4.1 The *Lake Simcoe Protection Act, 2008* provides the authority for the development of the LSPP which supports the restoration and protection of the watershed.

4.2 The LSPP is part of the province’s overall strategy to protect and restore the ecological health and environmental sustainability of the watershed. It builds on policies of the Provincial Policy Statement and the Greenbelt Plan but unlike these

other provincial planning instruments, the LSPP is watershed based. It is intended to provide additional policy direction to improve water quality, protect the watershed's natural heritage resources and manage the effects of climate change and invasive species.

#### 4.3 Policies in the LSPP are organized as follows:

- a. **Aquatic life** policies are intended to improve and restore the health of aquatic life within the watershed. Several policies seek to improve habitats and help protect and restore aquatic communities by improving overall management and stewardship of these resources;
- b. **Water quality** policies are intended to identify and address the causes of water quality degradation and actions needed to enhance water quality. Targets are also established for reduced phosphorus loadings, pathogens and contaminants;
- c. **Water quantity** policies are intended to help increase the capacity of the watershed to adapt to the impacts of climate change. Policies support water supply protection and water conservation and efficiency programs.
- d. **Shorelines and natural heritage** policies are intended to foster a resilient, adaptable and sustainable watershed by promoting and protecting the ecological health of the Lake Simcoe shoreline and the watershed's natural heritage.
- e. **Other threats and activities** policies focus on invasive species management, climate change and recreational activities that impact the watershed.

### 5. Regional Implementation of the Lake Simcoe Protection Plan

5.1 The Region has demonstrated a commitment to improving the health of the Lake Simcoe watershed through Regional infrastructure investments, research, operations, promotion, long range capital planning and other implementation measures:

- a. Investments in wastewater systems that flow into Lake Simcoe through rehabilitation, upgrades and optimization;

- b. Inspection of sewage treatment facilities regularly and reporting effluent concentrations monthly;
- c. Assisting municipalities in conducting inspections of private residential septic systems;
- d. Funding research and programs of the Lake Simcoe Region Conservation Authority;
- e. Implementing the provincial Phosphorus Reduction Strategy;
- f. Promoting water management and conservation;
- g. Implementing road salt management programs;
- h. Water testing/monitoring (including private water systems inspections, testing, monitoring and education campaigns);
- i. Employing and promoting best practices in stormwater management along Regional roadways and through official plan policies;
- j. Administering environmental health programs (e.g. beach and water quality monitoring and advisories, blue green algae monitoring, and the Well Aware Program);
- k. Updating and upgrading infrastructure through the Region's Asset Management Program, including a new asset management policy committed to environmental and climate change goals and objectives;
- l. Implementing the Durham Community Climate Adaptation Plan and Durham Community Energy Plan, corporate climate adaptation planning and development of a Durham Region Climate Change Master Plan (underway);
- m. Development of a Durham Region Long-Term Solid Waste Management Strategic Plan 2021-2040;
- n. Continuous monitoring and care of two legacy landfills within the watershed to ensure leachate prevention and the reduction or elimination of related waste contaminants and GHG emissions;
- o. Implementing erosion control programs including tree planting, stream bank erosion control inspections and projects, and roadside shoulder run-off erosion controls;
- p. Requiring studies such as water budgets and phosphorus budgets through the development approvals process; and
- q. Incorporating applicable LSPP policies into the Regional Official Plan (ROP) through the municipal comprehensive review, Envision Durham.

## **6. Minister's 10-Year Report on Lake Simcoe**

- 6.1 To inform the 10-year review and associated consultations, the MECP released the [Minister's 10-Year Report on Lake Simcoe](#) to outline the progress made under the LSPP in July 2020.

- 6.2 The Minister's Report describes the provincial and various stakeholder efforts taken to implement the LSPP, as well as results of monitoring programs and progress towards achieving the Plan's objectives. It highlights that Lake Simcoe is experiencing improvements through reduced phosphorus loads from sewage treatment, decreased algae, and successful reproductions in the cold-water fish community.
- 6.3 While these improvements are noteworthy, the Minister's Report also indicates that much has changed in the watershed over the last ten years. For example:
- a. Rapid urbanization, increased impervious surface cover and a population increase of over 100,000 across the entire watershed (mostly outside of Durham) has meant that surface runoff continues to be a key issue;
  - b. Improving high-quality natural cover remains difficult because much of the land in the watershed is privately owned;
  - c. Chloride contamination from road salt is an emerging threat to water quality; and
  - d. Climate change has resulted in more direct local impacts to the watershed.
- 6.4 This changing context, along with the unknown impacts of complex and compounding stressors to Lake Simcoe requires additional research and monitoring. Renewed efforts from all stakeholders to continue to implement the LSPP, and an assessment to determine new policies and/or programs, should be put in place.

## **7. Comments on the Lake Simcoe Protection Plan 10-Year Review**

- 7.1 The Region offers the following comments and recommendations on the 10-year review of the LSPP:
- a. The policies of the LSPP continue to be relevant, and are complemented by other policies and action plans, key provincial plans, standards and Acts. The LSPP applies an ecosystem approach and subwatershed approach in recognition that Lake Simcoe and its watershed is an interconnected system, and multi-scale actions will better protect and restore the ecological health of the Lake and watershed. It is recommended that the province continue to employ these principles to understand cumulative impacts on the watershed, while focusing specific actions to the unique needs and priorities of different areas of the watershed.

- b. While current LSPP policies are leading to some improvements, it is difficult to determine policy effectiveness because not all targets outlined in the LSPP are discussed in the Minister's 10-Year Report, nor are the scale of the improvements clear. For example, there are targets that no further loss of natural shoreline on Lake Simcoe occur, and that new invasive species be prevented, but an assessment of whether these targets have been achieved is not discussed. In order to assess the success of the LSPP, a comprehensive evidence-based monitoring plan should be included. It is recommended that the province undertake systematic tracking and progress reporting of each of the targets of the LSPP and identify whether changes have been observed on a watershed/subwatershed level.
- c. To assess effectiveness of the LSPP, it is recommended that the province consider assigning timelines and performance measures to the targets in the LSPP.
- d. The LSPP contains policies that set out strategic actions (SAs) that public bodies should take in order to meet the Plan's objectives including, stewardship and pilot programs, research, education and outreach. An assessment of which of these SA policies were achieved, and if the timelines identified in the LSPP were met, is absent from the Minister's 10-Year Report. It is recommended that the province produce a supplemental report that provides an update on the implementation of the strategic actions.
- e. As the Minister's 10-Year Report identifies, the context of the Lake Simcoe watershed is changing. It is recommended that the proposed updates to the LSPP also reflect the changing health of the watershed based on this changing context and ongoing advances in watershed science, particularly as they relate to the impacts of climate change.
- f. There has been considerable research and advancements in industry knowledge of Low Impact Development (LID) over the last ten years that can help to address both stormwater quality and quantity from new development. It is recommended that the stormwater management policies of the LSPP be updated to reflect these best practices.
- g. Since the release of the LSPP, the Greenbelt Plan, Oak Ridges Moraine Conservation Plan and Growth Plan have been updated. A Source Protection Plan under the Clean Water Act that covers the watershed was also released

in 2015 and was amended in 2019. It is recommended that the proposed updates to the LSPP consider and be consistent with the 2017 updates to the Greenbelt Plan and Oak Ridges Moraine Conservation Plan, the 2019 update to the Growth Plan and the South Georgian Bay Lake Simcoe Source Protection Plan. For example, considerations for excess soil management have been added to the above noted plans that may have implications specific to the Lake Simcoe watershed.

- h. In 2017, the Lake Simcoe Region Conservation Authority released the [Phosphorus Offsetting Policy](#), which requires that as of January 1, 2018 any new development in the watershed control 100 percent of the phosphorus leaving the property. If this is not possible, developers must pay a fee at a 2.5:1 ratio so that projects to “offset” the phosphorus can be completed elsewhere in the watershed. It is recommended that the province provide support to the Lake Simcoe Region Conservation Authority to analyze the results of the Phosphorus Offsetting Policy to determine how well remediation actions are working and how long the offset lasts.
- i. Specific to private sewage systems, many homeowners have concerns about the costs associated with the mandatory maintenance inspection program, which may lead to delays in inspections and lack of support for implementing the LSPP. Additionally, municipalities may not be in a position to cover the costs to implement the program. To address this issue, it is recommended that the province:
- Oversee the implementation, monitoring and completion of all mandatory maintenance inspections;
  - Define program parameters, develop an inspection template and extend cost covering and supplements to municipalities to ensure each municipality is acting consistently;
  - Fully fund or subsidize the cost of mandatory maintenance inspections to ensure timely completion and increased public support for the program, especially among those with properties not on Lake Simcoe, but on its tributaries;
  - Facilitate grants, subsidies or loans for private homeowners to remediate sewage systems proactively. This would encourage homeowners to complete the work and decrease the amount of time a system would be malfunctioning; and

- Improve messaging and outreach to homeowners to increase understanding of the program.
- j. While a key initial focus of implementing the LSPP was to reduce phosphorus levels from wastewater plants, it is recommended that the next phase of implementation focus on more significant sources of phosphorus such as, stormwater and agricultural/rural runoff and invasive species, as identified within the provincial [Lake Simcoe Phosphorus Reduction Strategy](#). A more effective and larger decrease in phosphorus levels may be realized with lower costs by focussing resources on non-point sources rather than on WPCPs. The existing phosphorous loading caps should be maintained as the total contributions of phosphorous from all the WPCPs are minor in comparison to the non-point sources.
- k. As per the existing LSPP, it is recommended that any new initiatives and measures be implemented in a phased approach, allowing for flexibility given the broad range of local partners and available resources.
- l. To maximize project efficiencies and avoid duplication of effort, there is a need for coordination of actions among provincial ministries, LSRCA, municipalities and other partners. It is recommended that the province establish a LSPP implementation committee that would serve to increase collaboration and communication among the various stakeholders.
- m. In order to help property owners within the watershed, and in particular, along the Lake Simcoe shoreline understand the importance of the benefits of LSPP programs, it is recommended that supplemental material to the Minister's 10-Year Report be produced that is directed at property owners and is supported by a dedicated website that reports on the health of Lake Simcoe, using plain language that is accessible to residents. The Toronto and Region Conservation Authority's [Watershed Report Cards](#) provide an example of such a website.
- n. It is further recommended that a related education and outreach campaign for individuals and businesses within the Lake Simcoe watershed be developed that would foster a broader understanding of Lake health, key areas of concern and the impacts of LSPP policies and programs. This education and outreach campaign would contribute to greater buy-in and informed local action. Suggested topics include:



- Results and positive impacts of the Mandatory On-site Sewage System Maintenance Inspection Program;
  - Impacts to the Lake from various sectors including agriculture and recreation;
  - Actions that can lead to phosphorus reduction (e.g. using phosphate-free detergents/cleaners and eliminating cosmetic use of fertilizers containing phosphorus);
  - Responsible winter road salt application;
  - Proper disposal of pharmaceuticals and other hazardous wastes;
  - Reduction of single-use disposable plastics and greater awareness of the impacts of microplastics in the environment; and
  - Invasive species and the threats associated with them.
- o. In addition to regular information releases and ERO postings, it is recommended that the province provide presentations to stakeholders to facilitate a more collaborative approach toward implementing the LSPP.
- p. While education and outreach are key to future success, it is recommended that the province support enforcement efforts related to the activities of private residents, agriculture/businesses and recreational enthusiasts.
- q. Climate change impacts including increased prevalence of invasive species and severe weather events should be factored into research, modelling and innovation. It is recommended that the province contribute financially to the development and coordination of local/Regional climate change data to ensure consistency in data, objectives and performance measures.
- r. Consistent with the original financing strategy of the LSPP, sustained funding and partnerships will continue to be required. Plan priorities should be developed and timed with consideration of financing needs and constraints across partners. It is recommended that the province develop a financing strategy for the next decade of implementation of the LSPP. Existing principles should continue to be reflected including:
- Recognizing municipal roles and responsibilities for water and wastewater services;
  - Flexibility to deal with emerging commitments and priorities over time;
  - Diverse sources of financing to reduce overdependence on a single source;

- Financial as well as environmental, economic and social sustainability;
  - Options evaluations that consider technical and financial feasibility, sustainability as well as risk assessments; and
  - Financing strategies that are clearly understood by all stakeholders and the general public.
- s. To support the ecological health of the watershed it is recommended that the province re-institute funding for land stewardship programs and retrofits to stormwater management systems.
- t. It is recommended that the province recognize that current economic challenges related to COVID-19 bring some risk that future progress in achieving LSPP targets and objectives may be set back, particularly the collaborative work needed to address key areas of concern as identified through monitoring, studies and data collection and consolidation processes led by the province.

## **8. Relationship to Strategic Plan**

- 8.1 This report aligns with/addresses the following strategic goals in the Durham Region Strategic Plan:
- a. Under the goal of Environmental Sustainability, Priority 1.3 is to protect, preserve and restore the natural environment, including greenspaces, waterways, parks, trails and farmlands.

## **9. Conclusion**

- 9.1 Regional departments and various partner agencies including area municipalities and the LSRCA, are working to implement the policies and programs of the existing LSPP, with the collective objective to increase the health of the watershed. While the Minister's 10-Year Report notes positive gains in this respect, it also identifies emerging issues for the watershed and areas for improvement. Ultimately, a sustained effort is required from all stakeholders to continue implementing the policies and programs of the LSPP.
- 9.2 This report was prepared in collaboration with staff from Planning and Economic Development, Works, Health, Finance and the CAO's Office, and was reviewed by Corporate Services – Legal Services.

9.3 Regional staff will continue to monitor and report on the 10-year review and any proposed updates to the LSPP as the process continues.

## 10. Attachments

Attachment #1: Lake Simcoe Protection Plan Boundaries and Water Pollution Control Plan Locations

Respectfully submitted,

Original signed by

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Brian Bridgeman, MCIP, RPP  
Commissioner of Planning and  
Economic Development

Original signed by

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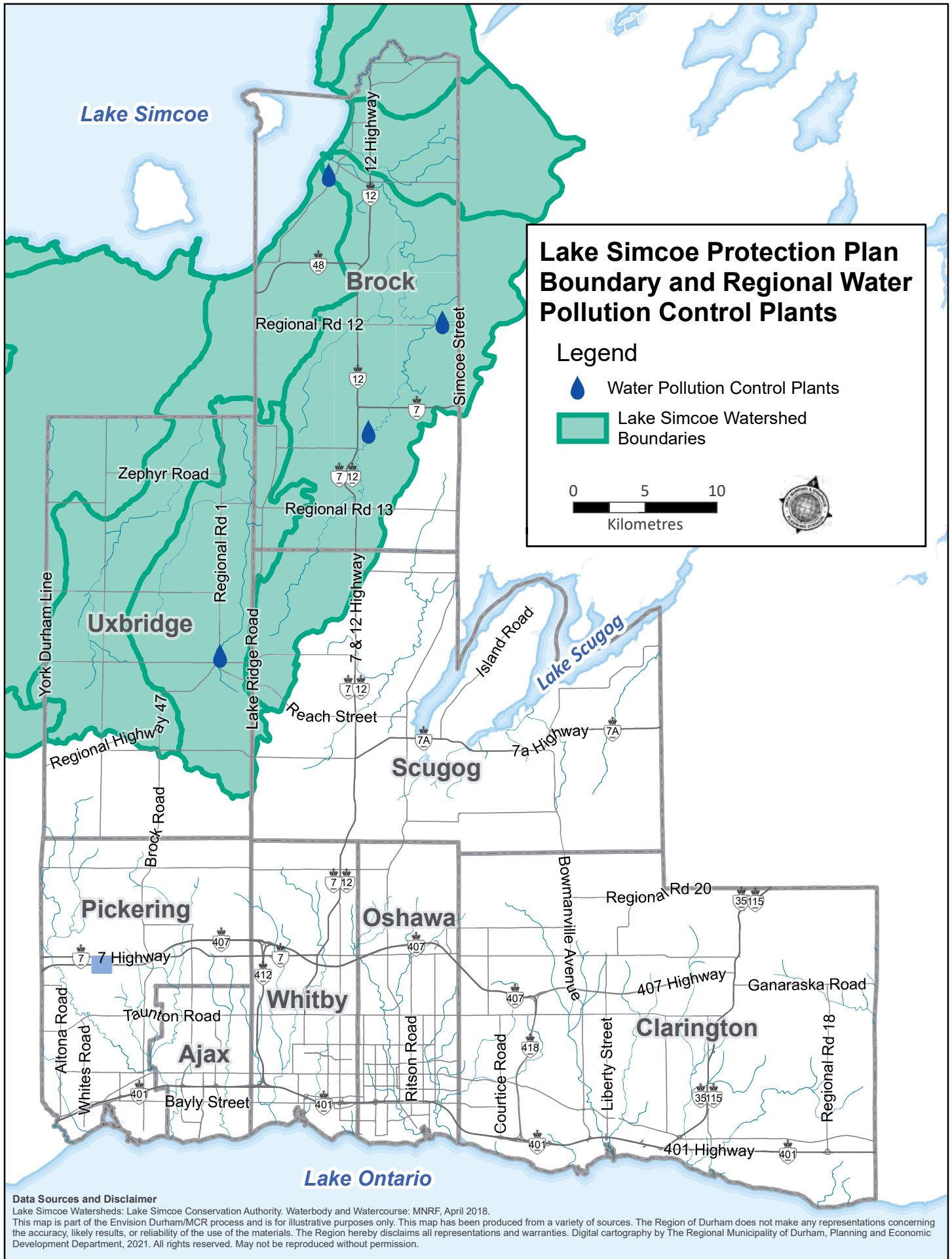
Susan Siopis, P.Eng.  
Commissioner of Works

Recommended for Presentation to Committee

Original signed by

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Elaine C. Baxter-Trahair  
Chief Administrative Officer



### Lake Simcoe Protection Plan Boundary and Regional Water Pollution Control Plants

**Legend**

- Water Pollution Control Plants
- Lake Simcoe Watershed Boundaries

0 5 10  
Kilometres

**Data Sources and Disclaimer**  
 Lake Simcoe Watersheds: Lake Simcoe Conservation Authority. Waterbody and Watercourse: MNRF, April 2018.  
 This map is part of the Envision Durham/MCR process and is for illustrative purposes only. This map has been produced from a variety of sources. The Region of Durham does not make any representations concerning the accuracy, likely results, or reliability of the use of the materials. The Region hereby disclaims all representations and warranties. Digital cartography by The Regional Municipality of Durham, Planning and Economic Development Department, 2021. All rights reserved. May not be reproduced without permission.

On March 25, 2021 Regional Council made the following decision:

1. The property tax ratios for the 2021 taxation year be as follows:

<b>Broad Property Class</b>	<b>Proposed 2021 Tax Ratios</b>
Multi-Residential	1.0000
Commercial (incl. office)	1.3321
Industrial	1.6432
Pipelines	0.9190
Farmland	0.2500
Managed Forests	0.2500
Landfill	1.1000

2. Council approve a bylaw to implement the tax ratios
3. The Regional Clerk circulate this report to the local municipalities

The original staff report is attached for your information.

Please contact Edward Hankins, Director, Treasury Office and Deputy Treasurer at 1-877-464-9675 ext. 71644 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Office of the Regional Clerk, Corporate Services

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Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Committee of the Whole  
Finance and Administration  
March 11, 2021

Report of the Commissioner of Finance

## 2021 Property Tax Ratios

### 1. Recommendations

1. The property tax ratios for the 2021 taxation year be as follows:

Broad Property Class	Proposed 2021 Tax Ratios
Multi-Residential	1.0000
Commercial (incl. office)	1.3321
Industrial	1.6432
Pipelines	0.9190
Farmland	0.2500
Managed Forests	0.2500
Landfill	1.1000

2. Council approve a bylaw to implement the tax ratios
3. The Regional Clerk circulate this report to the local municipalities

### 2. Summary

This report proposes property tax ratios for the 2021 taxation year.

Key Points:

- Tax ratios reflect how the tax rate of a given property class compares to the residential tax rate, with the residential class tax ratio being equal to “one”. They have the effect of distributing the tax burden between classes.

- In 2017, Council adopted the use of “revenue neutral tax ratios” for the four-year phase-in of the 2016 property reassessment prepared by the Municipal Property Assessment Corporation (MPAC), which ended with the 2020 taxation year.
- MPAC intended to release a new property assessment in 2020 to be implemented for the 2021-2024 taxation years. However, due to the COVID-19 pandemic, the Province has deferred the implementation of the next reassessment until a future date that has yet to be announced.
- The Province has mandated that property assessments used for the 2020 taxation year remain in place for 2021. As a result, adopting the same tax ratios approved in 2020 will ensure that there is no shift in tax burden between classes for the 2021 taxation year.

### 3. Background

#### Tax ratios influence the share of taxation paid by each class of property

Tax ratios influence the relative share of taxation borne by each property class. The tax rate for a given property class is determined by multiplying the residential tax rate by the tax ratio for the class. For example, if the proposed tax ratios are adopted, the tax rate for a property in the commercial class would be 1.3321 times the residential tax rate per one hundred dollars of assessment. Table 1 shows the tax ratios the Region has had in place since 2013.

**Table 1**  
**Property Tax Ratios Since 2013 Taxation Year**

Property Class*	2013-2016 Ratios	2017 Ratios	2018 Ratios	2019 Ratios	2020 Ratios	2021 Ratios (Proposed)	Ranges of Fairness**
Reassessment Year	2012	2016					
Residential	1.0000	1.0000	1.0000	<b>1.0000</b>	<b>1.0000</b>	<b>1.0000</b>	1.0000
Multi-Residential	1.0000	1.0000	1.0000	<b>1.0000</b>	<b>1.0000</b>	<b>1.0000</b>	1.0 to 1.1
Commercial (incl. office)	1.1172	1.1813	1.2323	<b>1.2794</b>	<b>1.3321</b>	<b>1.3321</b>	0.6 to 1.1
Industrial	1.3124	1.4169	1.4973	<b>1.5704</b>	<b>1.6432</b>	<b>1.6432</b>	0.6 to 1.1
Pipelines	0.9190	0.9190	0.9190	<b>0.9190</b>	<b>0.9190</b>	<b>0.9190</b>	0.6 to 0.7
Farmland	0.2500	0.2500	0.2500	<b>0.2500</b>	<b>0.2500</b>	<b>0.2500</b>	0.25
Managed Forests	0.2500	0.2500	0.2500	<b>0.2500</b>	<b>0.2500</b>	<b>0.2500</b>	0.25
Landfill	-	1.1000	1.1000	<b>1.1000</b>	<b>1.1000</b>	<b>1.1000</b>	0.6 to 1.1

\* Note that tax ratios are generally only adjusted for the business classes as Council's policy has been to maintain tax ratios for multi-residential, farmland, managed forests and pipelines.

\*\* Ranges of fairness are the ranges of tax ratios established by the Province with the aim to ensure equity among the classes, meaning one dollar of assessment value should generate the same amount of tax revenue regardless of class. In addition, the Ranges of Fairness promote a fairness principle in which the level of taxation on a class is related to the cost of providing services to that class. Business classes typically consume fewer municipal services than residential classes.

## **Revenue neutral tax ratios were adopted for 2017 to 2020**

MPAC determines the assessed value used for taxation purposes of all properties within Ontario. Since the 2009 taxation year, the reassessment of properties has taken place every four years, with increases phased-in equally over the following four years. For the 2017 to 2020 taxation years, properties were assessed based on their valuation as of January 1, 2016.

In the 2016 reassessment, the value of the residential property class in York Region increased at a significantly faster rate than other classes. In response to the reassessment outcomes, Council decided to adopt "revenue neutral tax ratios" for the 2017 to 2020 taxation years which had the result of shifting taxation impact of the reassessment primarily from residential class to both business classes. Revenue neutrality adjusts the tax ratios in a manner that results in each broad property class bearing the same proportion of the tax burden regardless of the shift in its share of the total assessment of all properties in the Region.

## **COVID-19 has resulted in the Province's delay of the next reassessment**

Prior to the COVID-19 situation, MPAC planned to release their results from the new reassessment of properties in 2020. On March 25, 2020, in view of the unprecedented challenges that municipalities, residents and businesses were facing, the Province announced the reassessment will be postponed and the 2021 property taxes will be based on property values in effect for the 2020 taxation year. Currently, there is no specific information on how the delay of the implementation of the new reassessment could affect future taxation cycles.

## **4. Analysis**

Due to the freezing of assessment values in 2021 by the Province in response to COVID-19, municipalities are offered fewer tax ratio options than in prior years.

### **Adopting 2020 tax ratios for 2021 accomplishes Council's goal of Revenue Neutrality**

Revenue neutral tax ratios result in the share of revenue collected from each property class within the Region, remaining the same as prior to reassessment. Since the 2020 reassessment was postponed and assessment values used for the 2020 taxation year will be



maintained for the 2021 taxation year, no change to the Region's tax ratios is required to maintain revenue neutrality.

### **Municipalities may only change tax ratios if selecting a ratio within the provincially defined range of fairness**

The Province is not making any new revenue neutral tax ratios available for municipalities through the Provincial Online Property Tax Analysis (OPTA) system this year. For 2021, municipalities can maintain their current ratios or select alternative ratios within the "range of fairness."

The Ranges of Fairness prescribed by the Province for commercial and industrial properties are lower than the Region's 2020 existing ratios. Choosing alternative rates within these ranges would result in shifting the relative tax burden towards the residential properties, which is inconsistent with the Region's Council-approved tax policy.

**Table 2**  
**Proposed Tax Ratios for 2021**

	<b>2020 Actual</b>	<b>2021 (Proposed)</b>
Residential	1.0000	1.0000
Multi-Residential	1.0000	1.0000
Commercial (incl. office)	1.3321	1.3321
Industrial	1.6432	1.6432
Pipelines	0.9190	0.9190
Farmland	0.2500	0.2500
Managed Forests	0.2500	0.2500
Landfill*	1.1000	1.1000

\*Currently, the Region has landfill properties as payment-in-lieu only and not as a taxable property class.

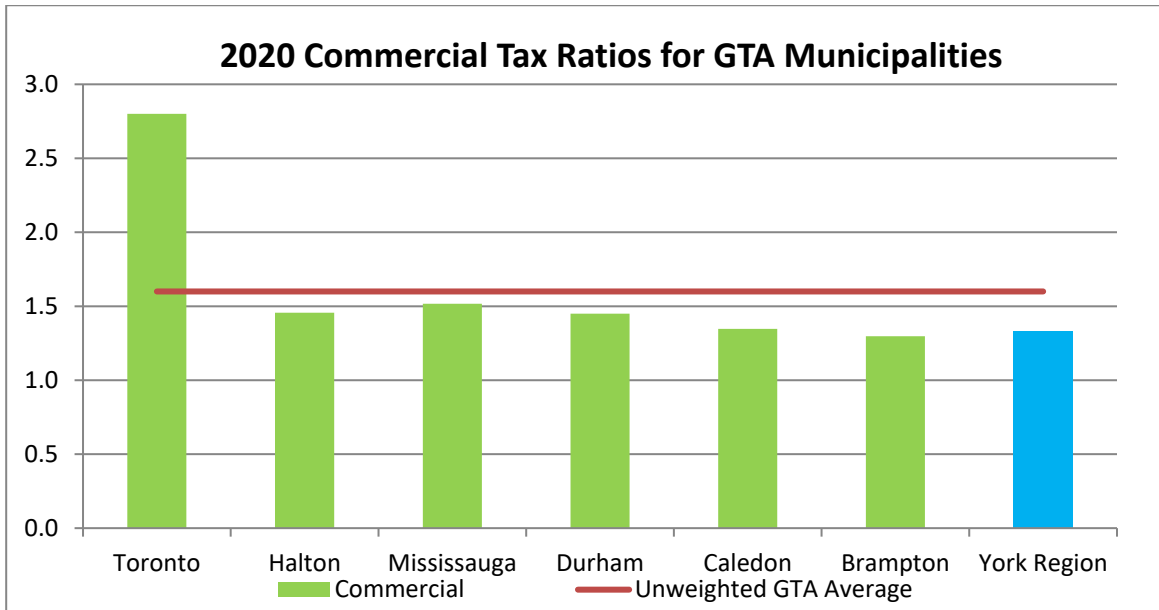
### **Commercial and Industrial tax ratios are still competitive among GTA municipalities**

Despite adopting revenue tax ratios for 2020, the Region still had the second lowest tax ratios for commercial and industrial properties.

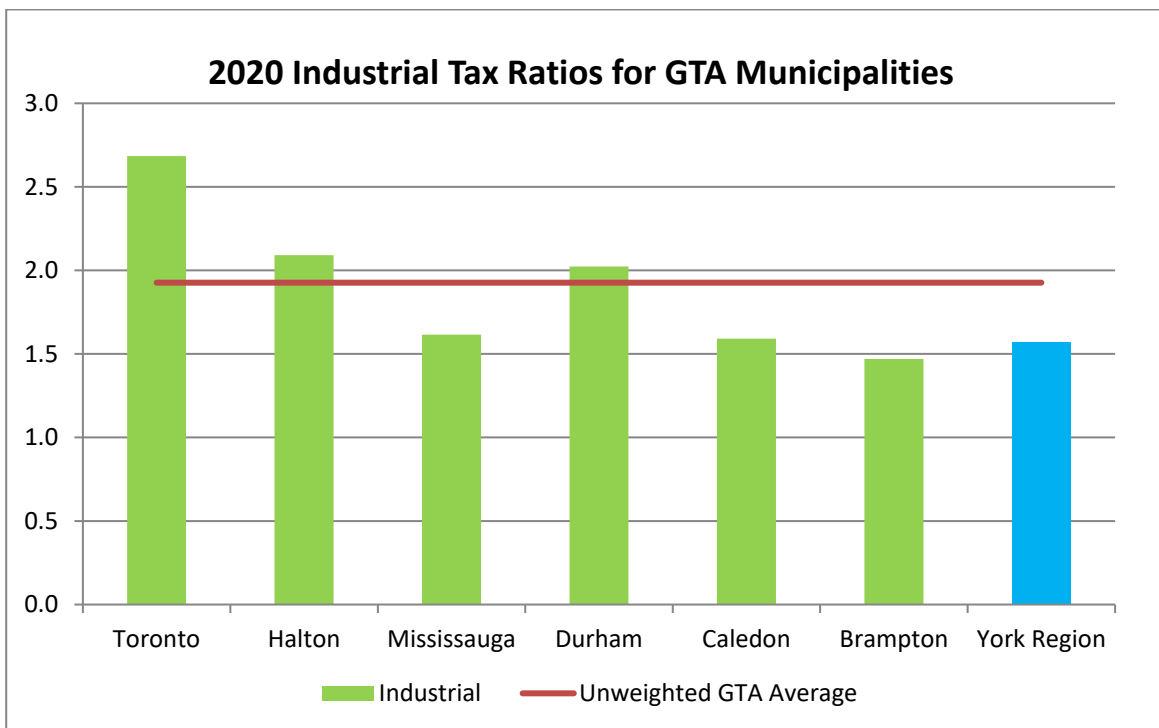
When translated to tax rates, the Region's 2020 commercial tax rate was lower than Durham, Mississauga and Brampton (only York Region has the identical regional tax rates for every municipality in its jurisdiction) and is competitive with Halton municipalities. Among 905 municipalities York's industrial tax rate remains lower than Halton and Durham and competitive with Mississauga, but behind Brampton and Caledon.

Compared to the City of Toronto, all nine York Region municipalities have a lower combined (Regional, Local, and Education) commercial property tax rate than the City of Toronto. Eight of the nine York Region municipalities have a lower industrial tax rate than Toronto, with Georgina being slightly higher (2.394474% for Georgina vs 2.328711% for Toronto).

**Chart 1**



**Chart 2**



## **Stakeholder consultations will inform staff recommendations on tax ratio policy for the next reassessment cycle**

In 2020, Council authorized staff to consult with stakeholders, including local municipalities, businesses and residents, to help inform its tax ratio recommendations. As a result of the provincial decision to postpone the next reassessment cycle, the consultations have been delayed.

As noted earlier, tax ratios determine how property taxes are shared among the various classes. They can also influence competitiveness of the Region to attract and maintain businesses. Since 2017, the adoption of revenue neutral tax ratios has resulted in businesses in York Region paying an increasingly higher property tax rate compared with residential properties with the same assessed value than in prior years. The current ratios of 1.3321 for Commercial class, 1.6432 for Industrial class and 0.9190 for Pipelines are all outside of the Province's stated "Range of Fairness". The new reassessment cycle provides the best opportunity for the Region to determine whether adjustments to its tax ratio policy would be in the best interests of the Region. Upon receipt of new reassessment outcomes from MPAC, staff will prepare an analysis on the impact to each of the property classes for different potential tax policy options.

## **The timing of the Provincial announcement on the Optional Subclass for Small Business Properties has delayed the consideration of this matter until 2022**

As described in the ["COVID-19 Property Tax Relief Measures for Businesses" Memo to Council in January 2021](#), the Province announced in the 2020 Ontario Budget that it would amend the Assessment Act to allow municipalities to reduce the property taxes for eligible small businesses through the establishment of a new "optional" small business subclass, beginning with the 2021 taxation year. Municipalities who implement the subclass will have the ability to define what constitutes a small business property. However, the property data for the 2021 taxation year had already been delivered to the municipalities and municipalities are still awaiting regulations from the Province. The implementation of property subclasses typically involves a lengthy process, many municipalities have expressed concerns regarding lacking time to properly implement the subclass and have either deferred or are considering deferring a decision until the 2022 taxation year. As the 2021 taxation needs to be finalized to allow local municipalities to issue billings, it is recommended that a decision on small business optional subclass be deferred until 2022, while staff conduct sufficient due diligence on the issue.

## **5. Financial**

The adoption of tax ratios enables the Region to set tax rates to raise the amount of revenue Council approves through the annual budget process.

## 6. Local Impact

### **Maintaining 2020 assessment values and tax ratios has resulted in only minimal tax shifts between municipalities**

By maintaining 2020 assessment values for the 2021 taxation year, the only changes to assessment rolls were due to growth. As a result, the relative tax burden borne by each municipality experienced only negligible shifts from 2020.

Consultations regarding the tax ratio setting for the next reassessment cycle will be held in conjunction with local municipal staff.

## 7. Conclusion

The proposed 2021 tax ratios will raise the property tax levy requirement to be approved by Council in the 2021 budget.

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For more information on this report, please contact Edward Hankins, Director, Treasury Office and Deputy Treasurer at 1-877-464-9675 ext. 71644. Accessible formats or communication supports are available upon request.

Recommended by:

*Laura Mirabella*

**Laura Mirabella, FCPA, FCA**  
Commissioner of Finance and Regional Treasurer

Approved for Submission:



**Bruce Macgregor**  
Chief Administrative Officer

February 24, 2021  
#12413918

On March 18, 2021 Regional Council made the following decision:

1. Council direct staff to consult on the proposed forecast and land needs assessment as outlined in this report and attachments, including preliminary urban expansion mapping in Attachment 4, as part of the Municipal Comprehensive Review.
2. To support the highest share of growth in the Greater Toronto and Hamilton Area to 2051, Council require senior levels of government to provide funding for the Yonge North Subway Extension and to expand the Region' s Bus Rapid Transit and enhance Regional GO rail systems to support transit integrated communities.
3. Following consultation on this report, staff report back on phasing policies necessary to manage growth over the 2051 planning horizon as part of the draft Regional Official Plan.
4. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities and the Ministry of Municipal Affairs and Housing.

The original staff report is attached for your information.

Please contact Paul Bottomley, Manager, Policy, Research and Forecasting at 1-877-464-9675 ext. 71530 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Regional Clerk's Office, Corporate Services

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Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Regional Council  
Planning and Economic Development  
March 18, 2021

Report of the Commissioner of Corporate Services and Chief Planner

## Proposed 2051 Forecast and Land Needs Assessment

### 1. Recommendations

1. Council direct staff to consult on the proposed forecast and land needs assessment as outlined in this report and attachments, including preliminary urban expansion mapping in Attachment 4, as part of the Municipal Comprehensive Review.
2. To support the highest share of growth in the Greater Toronto and Hamilton Area to 2051, Council continue to advocate to senior levels of government for funding for the Yonge North Subway Extension and to expand the Region's Bus Rapid Transit and enhance Regional GO rail systems to support transit integrated communities.
3. Following consultation on this report, staff report back on phasing policies necessary to manage growth over the 2051 planning horizon as part of the draft Regional Official Plan.
4. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities and the Ministry of Municipal Affairs and Housing.

### 2. Summary

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) sets out population and employment forecasts and requires municipalities plan to achieve these forecasts by 2051. Part of this work includes determining if a settlement area boundary expansion is required to accommodate forecast growth. This report along with attachments 1 to 5 present land needs to 2051 as a result of completing the mandated provincial land needs assessment. Proposed population and employment forecasts by local municipality are presented for consultation as part of the Municipal Comprehensive Review (MCR). This report is a summary of the content contained in Attachment 1 and provides an overview of the inputs, assumptions, and results of the provincial land needs assessment and distribution of population and employment to local municipalities.

#### Key Points:

- The Growth Plan directs York Region to support and plan for the highest share of growth in the GTHA

- Provincial Land Needs Assessment results in a need for 3,400 hectares of urban expansion, or 80% of the remaining Whitebelt, to accommodate growth to 2051
- Urban expansion needs are distributed by local municipality in line with Growth Plan criteria, Regional Official Plan policies, and an assessment of costs, risks, and opportunities in each geographic area
- Uncertainty regarding Provincial approval of the Upper York Water Reclamation Centre and timing of its phased implementation are key considerations when distributing growth
- Phasing infrastructure and development will be key to mitigate growth-related risks
- Given the history of significant growth directed to York Region by the Province, all Whitebelt lands will eventually be required at some point in time beyond the 2051 planning horizon and identifying the remaining Whitebelt as Future Urban is a consideration
- Consultation on the proposed forecast and land needs assessment will continue in Q2 and early Q3 in advance of a draft Regional Official Plan anticipated for Fall 2021

### 3. Background

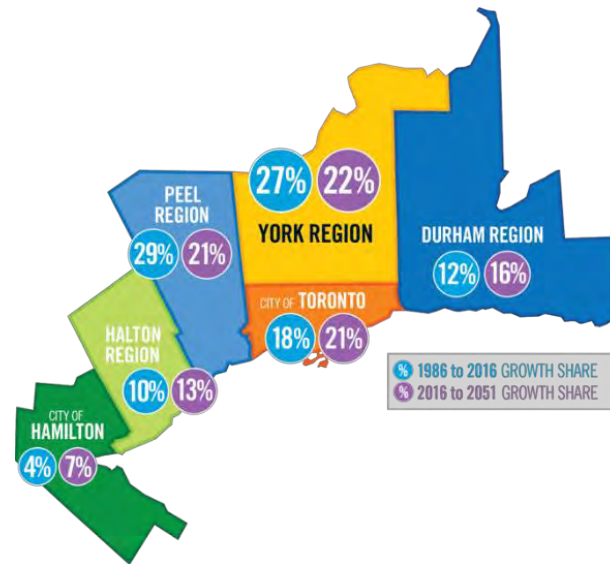
#### **York Region has a history of supporting and attracting significant growth**

Planning for and managing growth is a complex process taking into consideration Provincial growth targets, planning policy, socio-economic and demographic factors, market trends, as well as financial and servicing factors. Integrated land use, infrastructure, and financial planning has been undertaken in the Region since the 1994 Official Plan. Since then, several updates to the Regional Official Plan, regional forecasts, infrastructure Master Plans, and Development Charges by-laws have taken place. To ensure York Region continues to support and attract growth, Regional Council has invested more than \$4.8 billion in water and wastewater infrastructure and over \$2.8 billion in transportation, transit and rapid transit infrastructure, over the past 15 years.

#### **The Provincial Growth Plan forecasts a population of 2.02 million and 990,000 jobs for York Region by 2051**

The Growth Plan provides long-term direction to municipalities to plan for and manage growth, including where and how to grow, and includes population and employment forecasts upper- and single-tier municipalities must plan for. York Region is forecast to grow to a population of 2.02 million and 990,000 jobs by 2051. This represents growth of approximately 800,000 people and 345,000 jobs between 2021 and 2051. As shown in Figure 1, York Region is forecast to attract the highest share of growth of any Greater Toronto and Hamilton Area (GTHA) municipality by 2051, accounting for 22% of GTHA population growth. The Region is also forecast to accommodate 25% of employment growth.

**Figure 1**  
**Distribution of Historical and Forecast Growth by GTHA Municipality**



Given the magnitude of assigned growth, the MCR requires the Region to assess the distribution and trajectory of growth to ensure it proceeds in a financially sustainable manner. The current MCR has had greater emphasis on a collaborative and iterative approach to population and employment distribution wherein infrastructure capacity and timing considerations play a more prominent role in distributing provincial growth forecasts to local municipalities. The 2019 [Growth and Infrastructure Alignment](#) report provides a series of principles focused on a more integrated approach to growth management.

Municipalities, including York Region, are required to use provincial forecasts and other policies in the Growth Plan predicated on building complete communities that are well integrated with infrastructure investment as the basis for land use planning and managing growth. Updating Regional forecasts to conform to the Growth Plan and distributing that growth to local municipalities are key components of the MCR.

### **Mandated Provincial Land Needs Assessment methodology determines the amount of land required to accommodate growth to 2051**

Municipalities are required to use the provincial Land Needs Assessment methodology to determine land needs to 2051. The methodology defines components, such as achieving the Growth Plan minimum intensification target, that must be assessed when determining the quantity of land needed to accommodate forecasted growth, including the need for any urban expansion. The land needs assessment methodology does not determine the location of these lands, rather this is informed by criteria in the Growth Plan and policies in the Regional Official Plan.

In addition to the Growth Plan, the Greenbelt Plan, Oak Ridges Moraine Conservation Plan, and Lake Simcoe Protection Plan provide direction on where and how municipalities can and cannot grow. The Region's land needs assessment must conform with this provincial direction.



## **York Region has received 71 site-specific requests for urban expansion as well as requests from some municipalities**

Since the MCR began in 2014, prior to having to pause the process for significant Provincial policy updates, 71 written submissions have been received from landowners and consultants requesting re-designation of agricultural and rural land to allow for urban development. The Region has also received a Council resolution from the Town of East Gwillimbury requesting that the entirety of the Town's Whitebelt lands be re-designated for urban uses as well as requests from the City of Richmond Hill and the Town of Whitchurch Stouffville to re-designate areas of the protected countryside of the Greenbelt. In addition, the Township of King provided comments to the Province regarding the re-designation of the protected countryside of the Greenbelt. A map of all requests for urban expansion received through the MCR is found in Attachment 2.

## **York Region's forecast and land needs assessment is informed by several Municipal Comprehensive Review reports**

Provincial plans and the land needs assessment are implemented by the Region through a MCR and Regional Official Plan update. Between 2019 and 2021, a series of background reports were presented to Council addressing Employment Area Conversions, Planning for Intensification, Planning for Employment, Housing Opportunities and Challenges, Major Transit Station Areas, Planning for Density in New Communities, Natural Systems Planning, Planning for Agriculture, Aligning Growth and Infrastructure and Climate Change. Based on the foundational direction from Provincial Plans, these reports have informed the proposed forecast and land needs assessment presented in this report.

## **4. Analysis**

### **Land needs assessment incorporates Growth Plan targets, policy objectives, and market demand**

As outlined by the land needs assessment methodology, components municipalities must consider when planning for growth include market demand, Growth Plan policy targets for intensification and greenfield density, accommodating all employment types, determining community and employment land needs based on a demand-supply analysis, and planning for infrastructure needed to build complete communities to 2051.

To help inform the land needs assessment, Watson and Associates Economists Limited (Watson) was retained to undertake a detailed assessment of the Region's housing market. With input from Watson, the forecasts are informed by historical market trends as well as recent building permit activity, active development applications, socio-economic and demographic trends, as well as the demand for both rental and ownership housing. A critical consideration in defining the future market demand also includes housing affordability.

## Inputs and assumptions used in the Community Land Needs Assessment have been reviewed and supported by Watson Consulting

Community lands account for a significant share of the Region's settlement areas and are where the majority of residential, personal services, retail, cultural, recreational, and human services uses are located. The forecast for community lands is predicated on policy targets in the Growth Plan. Population growth of approximately 800,000 people between 2021 and 2051 is translated to growth of approximately 276,000 units. This unit growth is allocated to the Region's geographic land use categories, as outlined and defined in Attachment 1. The Growth Plan 50% intensification target determines units directed to the built-up area, a small amount of growth is assumed in the rural area, and the remaining growth is assigned to the designated greenfield area (Table 1).

**Table 1**  
**Housing Unit Forecast by Land Use Category (2021 – 2051)**

Land Use Category	Housing Growth	Growth Share
Built-up area	138,000	50%
Designated greenfield area	137,000	49%
Rural area	1,000	<1%
<b>Total</b>	<b>276,000</b>	<b>100%</b>

Source: York Region Planning and Economic Development Branch

Watson's Housing Foundational Analysis Report (Executive Summary in Attachment 3) was an input to the Region's structure type forecast to determine 2051 community land needs in the land needs assessment. As outlined in their report, Watson provided a review of the Region's preliminary forecast to 2051 and commentary on the key assumptions. Watson has concluded that the Region's structure type forecast and associated 50% intensification target and designated greenfield area density assumptions:

- Recognize the long-term population forecast for the GTHA is aspirational and therefore appropriately supports York Region not exceeding the long term 2051 population forecast of 2.02 million
- Reflect recent and anticipated shifts in residential building activity in York Region from low-density dwellings toward medium and high-density housing forms
- Recognize that the aging population is likely to drive demand for a significant share of affordable higher-density rental and ownership housing
- Appropriately consider the need to expand the supply of affordable home ownership options in medium-density housing, particularly entry-level townhouse products geared to low- and middle-income households

## **Growth Plan 50% intensification target supports Council's infrastructure investment and is consistent with the York Region market**

A fundamental metric informing community land needs is the Growth Plan minimum 50% Region-wide intensification target which York Region must plan to achieve. In addition to being a requirement of the Growth Plan, past direction from Regional Council provides support to plan for the Growth Plan's minimum intensification target. Planning for 50% intensification also supports Council's priorities when managing and planning for growth in the Region's centres and corridors by supporting investments in infrastructure, by offering a mix and range of affordable housing options in compact transit supportive communities, and by supporting market demand. The target further supports and builds on the Region's economic development success by advancing the Region's city building objectives and by helping attract new businesses and jobs for residents.

Planning for half the Region's growth in the existing built-up area demonstrates a continued commitment by the Region to intensification. Not only does it support past infrastructure investments, but it substantiates investments that will continue to be required to support growth to 2051. Being the only municipality in the Greater Toronto Area outside of Toronto with access to an existing and future subway and with over \$3.2 billion having been invested in rapid transit infrastructure by all three levels of government over the past 15 years, York Region is well-positioned to achieve this target. Planning for 50% intensification positions the Region for a better return on this investment through development charges. A significant share of growth in intensification areas demonstrates to senior levels of government that York Region is invested in and committed to city building and sustainable transit-oriented development.

York Region has significant potential to accommodate growth in the built-up area to meet or exceed the minimum 50% target. In planning for 78 Major Transit Station Areas, the Region has the potential to accommodate 505,000 people and 195,000 jobs or more in these locations. The planned growth potential for these areas significantly exceeds the forecast demand in the built-up area by 2051. Further, as of mid-2020, York Region had an estimated supply of 70,000 units under application in the built-up area. If built, these units would account for approximately 50% of the total forecast to 2051.

An intensification rate of 50% is consistent with what the market has been delivering on an average basis since 2006. Achieving 50% intensification over a sustained period to 2051 does require a significant shift in family households (couples with or without kids, lone-parent, multi-family households) into medium and high-density structure types. Planning for a 50% intensification target provides for a balanced mix of ground-related and higher-density housing options for York Region residents. Moving forward, staff will carefully monitor the intensification rate, greenfield supply, and phasing of new communities to ensure the pace of growth is consistent with Regional Official Plan objectives while maintaining the Region's financial sustainability.

## **Watson has identified 50% intensification is appropriate over the long term**

Based on analysis from Watson and Associates (Attachment 3), a 50% housing intensification target appropriately reflects recent development trends, active residential

development plans, and evolving longer-term demographic and socioeconomic trends within York Region. Watson notes that the Region could exceed a 50% intensification target in the near to medium-term based on the current supply of active development applications. Once servicing constraints in the designated greenfield area, particularly across northern York Region have been addressed, the likelihood of achieving greater than 50% over the long term is less certain. Watson, therefore, conclude that a 50% allocation of housing growth to the built-up area is appropriate.

Through their assessment of the Region's forecast on housing affordability, Watson further identifies the appropriateness of the 50% intensification target in that it reflects a continued shift from low to medium- and high-density structure types across the GTHA. This shift, likely driven in part by growing affordability challenges in low density structure types, will continue to drive demand for a more diverse range of medium- and high-density options in the Region's built-up area. Planning for higher-density rental and ownership units, particularly in areas supported by transit and with access to amenities, will also help support the growing number of seniors anticipated over the forecast horizon.

### **Distribution of employment growth by type reflects the changing nature of employment**

The outlook for employment by type in the Region incorporates a range of anticipated economic and workplace changes over the coming decades. Future trends are discussed in the Region's 2019 [Planning for Employment background report](#). Considerations in the forecast to 2051 included an assessment of York Region's historical and future growth shares by employment type within the GTHA market, as well as estimates of employment growth by sector based on varying degrees of economic shifts and levels of automation. Employment growth will be driven by continued shifts toward knowledge-based jobs, growth in eCommerce, and increases in work from home employment. Attachment 1 provides more detail on assumptions used to generate York Region's employment forecast by type. The forecast employment by type results in the following distribution:

**Table 2**  
**Employment Forecast by Type (2021 – 2051)**

Employment Type	Job Growth	Growth Share
Major Office	92,000	26%
Employment Area	128,000	37%
Population Related	124,000	36%
Rural	1,500	<1%
<b>Total</b>	<b>345,500</b>	<b>100%</b>

Source: York Region Planning and Economic Development Branch

## Provincial Land Needs Assessment has determined a need for 3,400 hectares of urban expansion

The key determinant for community and employment urban expansion needs is a demand supply analysis. A more detailed explanation of how urban expansion needs are determined is presented in Sections 4-6 of Attachment 1. A new component of the provincial methodology is for municipalities to consider additional lands beyond what is required by the demand-supply analysis in the form of a contingency. The intent is to account for long term vacancy and/or lands not being developed as planned over the 30-year horizon.

For community lands, the forecast demand in the designated greenfield area (greenfield areas as shown in Attachment 1) is compared with the potential for development (supply) by 2051 within existing designated greenfield areas. Designated greenfield area supply is determined based on active development applications, secondary plans for vacant lands with no application, and an estimate for apartment growth in those areas. Compared to the demand of 137,000 units in Table 1, the Region's designated greenfield area has an estimated supply potential of approximately 101,000 new units by 2051. Consistent with what the market is delivering as outlined in the [June 2020](#) Planning for Densities in New Communities report, a density of 60 people and jobs or 17 units per hectare was used to translate urban expansion needs from units to land area.

On the employment side, the determinant of an urban boundary expansion is a demand supply analysis in employment land areas. Employment area supply is informed by Council endorsed boundaries from [October 2020](#) as a result of Council's decisions on employment land conversion requests. Density assumptions on vacant lands and an estimate for employment growth within existing space then informed the potential for growth in approved employment areas. Compared to employment area demand of 128,000 jobs in Table 2, the Region's employment areas have capacity for approximately 90,000 new jobs.

Table 3 identifies the urban expansion lands needs resulting from applying the provincial land needs methodology.

**Table 3**  
**Community and Employment Urban Expansion Land Needs to 2051**

Geography	Land Need (Hectares)
Community Land	2,300
Employment Land	1,100
<b>Total</b>	<b>3,400</b>

Source: York Region Planning and Economic Development Branch

## **Timing and delivery of infrastructure are key considerations informing both the pace and distribution of growth to 2051**

Availability and timing of delivery of Regional infrastructure plays an important role informing the pace and distribution of growth to 2051, particularly in the short and medium term. As a result of significant investments made by Council over the last two decades, the Region can service population growth of approximately 223,000 people (or approximately 75,000 units) with infrastructure already in place. Capacity for growth exists in all nine local municipalities, within Centres and Corridors, as well as a number of greenfield communities throughout the Region.

Planning to accommodate growth of approximately 800,000 people and 345,000 jobs over a 30-year planning horizon requires significant investment in new infrastructure. Major infrastructure projects required to accommodate growth to 2051 include upgrades to the York Durham Sewage System conveyance and pumping stations, the initial construction and future expansion of the Upper York Water Reclamation Centre, northeast and west Vaughan water and wastewater upgrades, as well as the Yonge north subway extension.

The preliminary timing of these new large-scale projects has informed assumptions on the pace of growth to 2051. For example, projected timing for the Upper York Water Reclamation Centre, northeast and northwest Vaughan projects, and the Yonge North Subway Extension informed an anticipated increase in the pace of growth overall as well as in the affected municipalities over the next decade and beyond.

## **Upgrades to the Region's transportation and transit network are essential to accommodate planned growth**

In addition to the Yonge North subway extension, a \$5.6 billion investment scheduled to be operational by 2030, significant investments in roads, transit, and rapid transit is required to accommodate the provincial growth forecast for the Region. Based on a cursory analysis of growth to 2051, extensions to existing Highway 7 and Yonge Street Rapid Transit corridors as well as new Bus Rapid Transit infrastructure on Jane Street, Major Mackenzie Drive, and Leslie Street have been identified to serve the needs of both existing and future York Region residents. All of these bus rapid transit projects are currently unfunded and together translate to an estimated \$5.4 billion in new transit infrastructure. Assuming, on a preliminary basis, an estimated Regional contribution of 27% (based on Yonge Subway extension and existing Public Transit Infrastructure Fund agreements in Ontario), approximately \$1.4 billion of this cost is likely to be incurred by the Region.

Timing and delivery of these projects will be important to achieve the Region's 50% intensification target and to provide further opportunities for job growth and talent attraction in the Region. Particularly with the millennial workforce, access to transit and other amenities are necessary to attracting and maintaining talent.

Funding from Senior levels of government will be essential to enhance the Region's Bus Rapid Transit system through the projects listed above. Further expansions and upgrades to the GO rail network will also be important to support intensification as well as growth in greenfield and urban expansion areas to support transit integrated communities.

## **Planning for a designated greenfield area density target of 60 people and jobs per hectare reflects what the market is delivering and allows for more accurate infrastructure planning**

To forecast growth in the Region's urban expansion areas, the designated greenfield area density has implications on infrastructure timing and delivery, determining pipe size, planning for new roads and road improvements, and estimating future transit ridership. It also has impacts on how the Region calculates development charge rates and estimating development charge revenue and tax levy growth. If planned growth and densities do not match market realities, development charge rates may not achieve effective cost recovery. For these reasons, it is important to be as accurate as possible about densities and associated growth anticipated in urban expansion areas. As illustrated in the June 2020 [Planning for Density in New Communities](#) report, recently built communities in the Region's designated greenfield area are achieving an average of 62 people and jobs per hectare. Since the York Region market is delivering over 60 people and jobs per hectare in existing greenfield areas, assuming the minimum 50 density in the Growth Plan would not support infrastructure or financial planning compared to the market reality.

## **Opportunities, costs, and potential risks influence the location of urban expansion**

Over the long term, all the Region's Whitebelt lands will be needed to accommodate growth. Applying the Provincial land needs assessment methodology to the Region's Growth Plan forecast has determined that approximately 80% of Whitebelt lands are needed for anticipated growth to 2051. Available Whitebelt lands are shown in Attachment 1 and consist of three distinct geographies in southeast, southwest, and northern York Region. In consultation with local municipal staff, these lands were classified into potential community and employment areas based on their connectivity to existing community/employment areas and prioritizing lands adjacent to or near existing or provincially planned 400 series highways for employment purposes.

Considerations impacting the geographic distribution of urban expansion are discussed in detail in Section 6 of Attachment 1. Satisfying Growth Plan criteria, ensuring logical planning boundaries, building complete communities that provide for live and work opportunities, delivering fiscally sustainable infrastructure, and supporting the Regional structure are important considerations. A preliminary assessment of the costs, risks, and opportunities associated with each available geography is summarized below:

- Regional water, wastewater, and transportation infrastructure costs per capita (at full buildout) of Whitebelt lands are lowest in the southeast (\$4,600), higher in the southwest (\$6,900), and highest in northern York Region (\$7,600)
- Growth in the southeast capitalizes on downstream water and wastewater infrastructure the Region has invested in over the last 10 years as well as access to the expanded Highway 404 and planned GO expansion.
- Growth in the southwest also leverages the downstream water and wastewater infrastructure investment over the last 10 years. It also includes significant job growth

potential which builds on existing strengths in transportation/logistics along Highway 427 and the future GTA west corridor as well as recent GO rail expansion. That said, the timing of both residential and job growth in this location may be contingent on the timing of the GTA west corridor by the Province.

- Growth in northern York Region may provide more affordable housing options than southern York Region, particularly for specific market segments such as young families and seniors. There is uncertainty surrounding the timing of the delivery of the Upper York Water Reclamation Centre as the Region awaits approvals from the Province, and phased implementation of the Water Reclamation Centre is required to address full buildout of the remaining Whitebelt lands. Currently it is estimated that the Water Reclamation Centre would be in place by early 2028 (contingent on receiving approval no later than 2021) and an expansion would be required by the early 2040s, subject to a future Class Environmental Assessment.
- Lands in north and central East Gwillimbury and in southeast York Region were identified as most suitable for agriculture
- North York Region is located within the Lake Simcoe watershed. Since 2009, through the release of the Lake Simcoe Protection Plan, the Province has been committed to protecting the ecological health and natural heritage of the watershed. Additional protection and mitigation measures are required in this portion of the Region.

Based on this analysis, the proposed distribution of urban expansion is shown in Table 4. Detailed mapping is provided in Attachment 4. Site-specific requests for urban expansion were also considered - the results of which are presented in Attachment 2.

**Table 4**  
**Proposed Urban Expansion by Municipality to 2051 (Hectares)**

Municipality	Available Whitebelt	Proposed Urban Expansion	Community Land	Employment Land
East Gwillimbury	960	245	180	65
King	80	80	70	10
Markham	1,490	1,490	1,270	220
Vaughan	1,210	1,210	500	710
Whitchurch Stouffville	375	375	280	95
<b>Total</b>	<b>4,115</b>	<b>3,400</b>	<b>2,300</b>	<b>1,100</b>

Source: York Region Planning and Economic Development Branch



## **Location of urban expansion lands to meet the 2051 forecast are proposed in a way that minimizes potential risks to the Region**

The proposed distribution of urban expansion lands (Table 4) reflects Growth Plan and Regional Official Plan criteria, as well as the assessment of costs, risks, and opportunities in each potential whitebelt geography. The proposed distribution:

- Maximizes urban expansion in areas with higher certainty of timing of the provision of water and wastewater infrastructure
- Provides well-located future employment lands along Highway 427, the planned GTA West Corridor, Highway 404, and adjacent to the ROPA 3 employment lands in Markham
- Allows for the connection of the Green Lane Corridor, Sharon, and Holland Landing communities in East Gwillimbury
- Aligns the amount of growth in northern York Region with the ability to deliver the multi-phase infrastructure required to support it thereby reducing potential misalignment of development charges collections over the forecast period
- Supports ongoing agricultural uses to the extent possible given that lands in northern East Gwillimbury were identified as some of the most suitable remaining whitebelt lands for agricultural uses in the Region

## **Timing and uncertainty of servicing in northern York Region is a key factor informing the distribution of urban expansion land needs to 2051**

Growth in northern York Region is dependent on the Upper York Water Reclamation Centre. Conditional on timely provincial approvals, the Water Reclamation Centre is currently scheduled for completion in 2028 and will provide capacity for 90,000 people in East Gwillimbury and Northwest Newmarket while also freeing up capacity for growth in Newmarket and Aurora. The initial phase will service existing population as well as growth of approximately 45,000 people in East Gwillimbury's existing urban area but does not provide capacity for growth in the Town's Whitebelt lands.

An expansion of the Water Reclamation Centre is anticipated in the early 2040s and will provide capacity for growth of an additional 45,000 people in East Gwillimbury and Newmarket. The expansion is also required to provide wastewater capacity for some Whitebelt lands. A further expansion of the plant is likely to be required to achieve full buildout of the remaining Whitebelt lands in the Town. Timing of this expansion is not yet known but is likely to occur beyond 2051. The timing and uncertainty surrounding the initial stage of Upper York as well as future expansions present significant risks to the Region and have resulted in the proposed higher levels of Whitebelt growth in southern York Region where infrastructure is more certain and less costly to meet the amount of growth required by the Land Needs Assessment.

The proposed distribution of growth presented in Table 4 would not require the final expansion of the Upper York Water Reclamation Centre (likely beyond 2051), a project estimated at \$200 million. This distribution of growth also results in a more achievable growth

outlook for the Town of East Gwillimbury with respect to annual population growth and therefore allows the Region to plan for a more accurate recovery of development charges collections both within the 2051 horizon and beyond.

### **Growth is contemplated only where permitted by Provincial Plans and in locations with existing or planned water-wastewater capacity**

Requests have been received from the City of Richmond Hill, Township of King, and Town of Whitchurch-Stouffville requesting consideration of site-specific employment uses in the Protected Countryside of the Greenbelt. York Region's [Potential for Employment Lands along 400 Series Highways](#) report from October 2020 provides further information on these requests. As discussed in a [January 2021](#) memo, Provincial policy in the Greenbelt Plan and Oak Ridges Moraine Conversation Plan prohibits expanding settlement areas into the Protected Countryside of the Greenbelt. As such, these requests were not considered as part of the MCR. Further, the application of the Provincial Land Needs Assessment concludes that the Region can meet its employment land needs with existing urban lands and a portion of Whitebelt lands.

Population and employment growth beyond the existing and planned infrastructure capacity in Nobleton and Mount Albert have also not been considered. Preliminary estimates indicate that expanding the water and wastewater capacity in Nobleton beyond the 10,800 people currently contemplated in an ongoing Environmental Assessment would be cost prohibitive, requiring an infrastructure investment in the range of \$100 to \$200 million. This would not be financially sustainable given the amount of additional growth that could be realized. In addition, at the time of writing this report, discussions were ongoing between landowners, Town of East Gwillimbury staff, and York Region staff regarding the potential to expand the servicing capacity in Mount Albert from 6,000 to 8,000 population. However, because no agreement has been reached with respect to whether such an expansion would be feasible, the current servicing capacity of 6,000 has been maintained for the purposes of the proposed forecast.

### **Forecasts to 2051 for each local municipality reflect recent growth trends, Land Need Assessment urban expansion needs, vacant greenfield areas, and market demand for intensification**

Proposed 2051 population and employment forecasts for the nine local municipalities are shown in Table 5. Details on the method and background information used to prepare the forecasts is included in Section 8 of Attachment 1. The forecasts are the product of a number of assumptions based on recent demographic, market, and economic trends, housing and employment land supply, market demand for intensification, as well as regional and local policy. Regional staff have consulted with local municipal staff in preparation of the proposed forecasts and incorporated changes based on their feedback.

**Table 5**  
**2051 Population and Employment Forecasts by Local Municipality**

Municipality	2051 Population	2051 Employment
Aurora	84,900	41,000
East Gwillimbury	105,100	37,400
Georgina	71,900	21,900
King	49,600	16,400
Markham	619,200	309,200
Newmarket	110,700	57,600
Richmond Hill	317,000	122,600
Vaughan	568,700	352,000
Whitchurch Stouffville	92,900	31,900
<b>Total</b>	<b>2,020,000</b>	<b>990,000</b>

Source: York Region Planning and Economic Development Branch

The forecast update also includes proposed local municipal intensification targets, designated greenfield area density targets, and employment area density targets to 2051. These are found in Section 9 of Attachment 1. Through official plan updates, local municipalities are to plan to achieve these targets which are minimums. The Region's forecast distributes intensification across the nine local municipalities based on reasonable assumptions however the market will ultimately determine actual growth. Local municipalities should plan for intensification areas recognizing existing and planned investments in transit.

### **Addressing gaps in housing affordability through ownership and rental options will be important to meet the 2051 forecast**

As noted by Watson, shifting demographics and housing affordability continue to result in a greater proportion of growth occurring in GTHA Regions such as Durham and Peel and in municipalities outside of the GTHA such as Simcoe and Dufferin because of their ability to offer more affordable housing options. Watson has indicated that despite an anticipated shift in housing mix to medium and higher density forms of housing over the 2051 forecast horizon, housing affordability will continue to challenge the growth rate in York Region and could impact the Region's ability to achieve its 2051 forecast.

Despite identifying that a structure type mix shifting toward medium- and high-density structure types appropriately considers shifting demographic and affordability trends – particularly for young families and seniors, Watson identified a need for the Region to

increase its supply of medium-density housing, primarily entry-level townhouse products geared to low- and middle-income households. They also identified a significant need for rental housing over the 30-year horizon (close to 90,000 units) reinforcing the need for a comprehensive multi-stakeholder approach to increase the range and mix of affordable housing options. This builds on material presented to Council in [January 2020](#) and will continue following the MCR.

Affordability challenges and the need for significant increases in rental supply, infrastructure uncertainties that continue to exist in northern York Region, and recent slower than forecast growth rates highlight the importance of prudent growth management to mitigate potential impacts of slower than anticipated growth.

### **Integrated growth management is necessary to mitigate growth-related risk**

Planning for growth to 2.02 million people and 990,000 jobs over a 30-year planning horizon will require integrated and agile growth management. Achieving provincial forecasts requires average annual growth of 26,100 people per year. As shown in Table 6, this figure exceeds short term historical average annual growth (2010-2020) in York Region and is slightly above longer-term averages over the past 35 years.

**Table 6**  
**Forecast vs Historical Average Annual Population Growth**

Historical Short Term (2010-2020)	Historical Long Term (1986-2020)	2051 Forecast
16,500	24,900	26,100

Source: York Region Planning and Economic Development Branch

The Region's fiscal capacity is strongly tied to the pace of growth. As a result, there are a number of financial risks associated with planning for growth and paying for required infrastructure. Slower than anticipated growth could have the following impacts:

- Slower than anticipated cost recovery through development charges to pay down outstanding development charges debt and reduction in the amount of development charges revenue available to fund new infrastructure – for example a sustained 10% reduction in collections over ten years versus the forecast could require capital deferral of up to \$300 million
- Increased costs for operating infrastructure put in place too early to operate efficiently
- Tax levy or rate increases for existing residents and businesses to support ongoing operation and maintain service levels
- Reduction in contributions toward asset management reserves and insufficient funds for the Region's future capital replacement and rehabilitation

## **Phasing of urban expansion and agile growth management will help maintain financial sustainability**

Integrated growth management requires a phased and agile approach to growth. This involves regularly re-aligning Regional plans, programs, and processes with the Region's fiscal reality. Through MCRs every 5 to 10 years between now and 2051, Master Plan updates, and annual Capital Plan and budget reviews, there are opportunities to re-calibrate Regional plans and strategies with actual growth and development charges collections. Aligning capital spending with population thresholds targeted to specific years in the Capital Plan and capitalizing on existing infrastructure can help maintain borrowing capacity. Giving special consideration to projects which may have a shorter payback period is another consideration.

Phasing is a tool to manage the timing and location of growth, particularly over the extensive 30-year planning horizon. Based on the distribution of growth to each municipality in Table 5, and assuming a 27% share of anticipated Regional rapid transit costs, an estimated \$11.6 billion in new infrastructure would be needed by 2051. This means growth cannot happen everywhere at once. Through a collaborative and iterative approach to land use planning in line with the timing and availability of infrastructure, the Region's forecasts incorporate a phased approach to growth. The Region's ability to adapt to the changing nature and pace of growth and further adjust and/or phase capital spending as necessary to maintain fiscal sustainability will be important.

## **Phasing strategies for urban expansion areas will be enhanced in the draft Regional Official Plan and co-ordinated with infrastructure Master Plans**

The amount of urban expansion and associated population and employment growth to 2051 is unprecedented. To achieve its 2051 forecasts, York Region will be required to accommodate over 130,000 people and 50,000 jobs in new whitebelt areas. This is in addition to growth of 115,000 and 35,000 jobs in the Region's 2031 new community areas that were brought into the urban boundary through the 2010 Regional Official Plan for which construction is just starting. Together, these growth areas consist of almost one third of the Region's total growth to 2051 with most of these areas being dependant on new infrastructure. Ensuring this growth materializes in a controlled and phased manner will be critical to deliver complete communities for new residents with timely provision of services such as schools, libraries, community centres, and other personal services, in addition to roads, transit, and pipe infrastructure. It will also be important to support a return on previous infrastructure investments in the Region's intensification areas.

To properly manage this amount of growth across diverse geographies of the Region will require strong phasing policies in both Regional and local municipal Official Plans. A more detailed approach for phasing policies will be outlined in a third policy directions report in late Q2 2021. Preliminary considerations for phasing policies include staging urban expansion areas based on the alignment of capital spending, achievement of population thresholds, prioritizing areas which have a higher level of certainty to maximize return on investment, and a requirement to provide a logical progression of development. Consideration may also

be given to tying the timing of growth in urban expansion areas to the sustained achievement of the Region's annual intensification target.

### **Identifying the remaining Whitebelt as Future Urban beyond 2051 is a consideration**

With the Provincial Land Needs Assessment requiring 80% of the Region's Whitebelt to accommodate growth to 2051, it may be appropriate to clarify that the remaining 20% of Whitebelt lands will likely be needed for future growth beyond 2051. Eighty percent to 2051 can be supplied by existing and planned infrastructure investments, and more closely matches the ability to recover growth-related costs through development charges in the future. This also acknowledges the final phase of the Upper York Water Reclamation Centre will likely be required and is expected to be post 2051. Identifying the remaining 20% of the Whitebelt lands as "Future Urban" beyond 2051 acknowledges the reality of the future long-term function of these lands.

### **It will be important for public agency partners to support growth to ensure complete communities**

Cooperation by other public agencies and the private sector will be necessary to achieve the 2051 forecast. The Province, local municipalities, the development industry, Metrolinx, conservation authorities, and the public are important stakeholders in supporting and managing growth. Fast-tracking critical infrastructure to support growth in the Region will require action by the Province. The overdue approval of the Upper York Water Reclamation Centre is necessary to unlock population growth potential in northern York Region and required to accommodate the assigned growth to 2051. Continued funding for planned Bus Rapid Transit and Yonge North Subway Extension projects are necessary to accommodate higher-density growth in the Region's urbanizing areas.

The development industry can play an important role in mitigating financial risks to the Region by entering into prepaid development charges credit agreements in advance of Regional infrastructure in exchange for a development charges credit at the time of registration/site plan approval. This is one example of risk sharing the Region will consider moving forward.

### **Consultation on the draft forecast and provincial land needs assessment results will occur in advance of the draft Regional Official Plan anticipated for Fall 2021**

This report presents preliminary urban expansion mapping (Attachment 4) and population and employment forecasts by local municipality as a result of the 2051 Growth Plan forecast and outcome of the Provincial Land Needs Assessment. Over the spring and summer months, York Region staff will be consulting with local municipalities, the public, development industry, and other stakeholders on the information presented in this report. More detail on consultation is provide in Attachment 5.

The Regional Official Plan update will continue over the coming months. Forecasts by local municipality and urban expansion mapping will be finalized and presented with the draft Regional Official Plan. Final forecasts are required to align infrastructure with forecast growth

through Water Wastewater and Transportation Master Plans and to inform an updated Development Charges By-law.

## **5. Financial**

Regional population and employment forecasts will be updated to conform to Provincial 2051 forecasts. The growth forecast will be used to inform the next update of the Regional development charges bylaw; the current bylaw is set to expire in mid-2022. The misalignment of growth forecasts with infrastructure delivery and the actual rate of growth could result in financial implications to the Region and local municipalities, including impacts to the development charges bylaw.

Work associated with updated population and employment forecasts is included within the approved Planning and Economic Development budget. Consulting services from Watson and Associates Economists Limited to perform a Foundational Housing Analysis are being utilized as part of the approved MCR work plan and budget.

## **6. Local Impact**

The Region's forecast and land needs assessment to 2051 have direct implications on local municipalities. As presented in Table 5, a key component of the MCR involves distributing updated population and employment forecasts to local municipalities. The results of the Provincial land needs assessment methodology identified a need for 3,400 hectares of urban expansion across five of the Region's nine local municipalities.

Local municipalities are key stakeholders in their forecast assignments and planning for future communities in growth areas. Local municipal staff are working alongside the Region to update local official plans to reflect the policies in the Regional Official Plan generated through the Regional MCR once approved. Under the Planning Act, local municipal official plans are required to be updated to conform to the Regional Official Plan within one year of it coming into effect. Detailed planning for urban expansion areas will be the responsibility of the local municipalities, in consultation with the Region. It remains important that the Region and local municipalities plan for these areas to be complete communities.

## **7. Conclusion**

Planning for and managing growth is a complex process that involves many considerations. Growth forecasts are developed and allocated to the Region's nine local municipalities based on the Provincial Growth Plan growth targets, planning policy, demographic factors, market trends, as well as financial and servicing factors. Results of the Provincial land needs assessment methodology identify a need for 2,300 hectares of community land and 1,100 hectares of employment land to accommodate growth to 2051. This equates to approximately 80% of the Region's Whitebelt lands.

Planning for this growth will require a more focused and financially sustainable approach to managing growth and infrastructure delivery. Further, staging and phasing of capital investments in line with actual rather than forecast growth will be necessary for a more agile and coordinated approach to achieving the Region's long-term vision of building strong, caring, safe complete communities in a financially sustainable manner.

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For more information on this report, please contact Paul Bottomley at 1-877-464-9675 ext. 71530. Accessible formats or communication supports are available upon request.



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March 5, 2021  
Attachments (5)  
12403557



PROPOSED **2051**  
**FORECAST** and  
**LAND NEEDS**  
ASSESSMENT

MARCH 2021



## 1.0 SUMMARY

A fundamental component of the Region's Municipal Comprehensive Review is assessing land needs to accommodate Provincial Growth Plan population and employment forecasts for York Region to 2051 and the distribution of this growth by local municipality. A Place to Grow – Growth Plan for the Greater Golden Horseshoe, 2020 (Growth Plan) requires the Region to update the Regional Official Plan to be consistent with the Schedule 3 forecasts and use the prescribed Provincial Land Needs Assessment methodology. This report provides the background analysis for the Region's draft forecast and land needs assessment. It also outlines a proposed integrated growth management strategy to align growth and infrastructure planning to 2051. This report:

- Summarizes Provincial, Regional, and local municipal policy context for growth management
- Discusses market considerations and affordability issues with respect to the Region's housing forecast
- Summarizes key assumptions, steps, and results of applying the Provincial Land Needs Assessment methodology for both community and employment lands
- Proposes a distribution of growth and locations for urban expansion required to accommodate population and employment growth to 2051
- Provides local municipal population and employment forecasts to 2051
- Proposes minimum local municipal residential intensification and designated greenfield area density targets
- Proposes an integrated growth management strategy for aligning growth and infrastructure to maintain financial sustainability

The report includes the following key findings:

- York Region is well positioned to meet or exceed the Growth Plan minimum 50% intensification and 50 residents and jobs per hectare density targets
- 3,400 hectares of urban expansion are required to accommodate the Region's forecast to 2051 based on the Provincial land needs assessment
- The forecast meets the requirements of the Provincial Policy Statement, Growth Plan, and Regional Official Plan with respect to criteria for assessing locations for urban expansion while also minimizing growth-related risks to the Region
- An integrated approach to growth management is needed. Focusing growth in areas with existing infrastructure capacity and phasing infrastructure projects needed to accommodate new growth will be important in maintaining financial sustainability.
- Consultation on the proposed forecast and land needs assessment will occur in Q2 and early Q3 in advance of a draft Regional Official Plan anticipated for Fall 2021.

## Contents

1.0 SUMMARY .....	i
2.0 BACKGROUND .....	1
2.1 Provincial Policy Context .....	1
2.2 Regional Policy Context.....	4
2.3 Local Municipal Context.....	5
2.4 Stakeholder Consultation.....	6
3.0 CONTEXT – GROWTH MANAGEMENT IN YORK REGION .....	7
3.1 York Region has a strong foundation for accommodating growth .....	7
3.2 Infrastructure alignment and fiscal sustainability .....	9
3.3 Market Considerations.....	12
3.4 Housing Affordability.....	14
3.5 Planning for Intensification and Density .....	16
4.0 PLANNING FOR POPULATION .....	18
4.1 Overview .....	18
4.2 Population and housing growth to 2051 .....	19
4.3 Determining community land need.....	26
5.0 PLANNING FOR EMPLOYMENT .....	28
5.1 Overview .....	28
5.2 Employment growth by type to 2051 .....	29
5.3 Determining employment land need .....	32
6.0 URBAN EXPANSION CONSIDERATIONS .....	34
6.1 Available lands for Urban Expansion .....	34
6.2 Site specific requests for urban expansion.....	36
6.3 Considerations in developing options for urban expansion .....	36
6.4 Opportunities and risks associated with different urban expansion geographies.....	37
6.5 Proposed Distribution of Urban Expansion land needs to deliver the results of the Provincial Land Needs Assessment .....	40
7.0 KEY CONSIDERATIONS WHEN PLANNING TO ACHIEVE 2051 FORECASTS and MITIGATING GROWTH-RELATED RISK .....	45
7.1 Balancing Council priorities, Growth Plan policy, and market objectives .....	45
7.2 Integrating land use, infrastructure, and financial planning .....	46
7.3 Market considerations.....	51

7.4 Housing affordability .....	53
8.0 LOCAL MUNICIPAL POPULATION AND EMPLOYMENT FORECASTS TO 2051 .....	56
8.1 Population forecasts to 2051 .....	56
8.2 Employment forecasts to 2051 .....	61
9.0 INTENSIFICATION AND DENSITY TARGETS BY LOCAL MUNICIPALITY .....	66
9.1 Intensification Targets.....	66
9.2 Designated Greenfield Area Density Targets.....	69
10.0 INTEGRATED APPROACH TO GROWTH MANAGEMENT .....	70
10.1 Managing growth-related risks.....	70
10.2 Phasing and staging of growth.....	73
11.0 CONCLUSIONS AND NEXT STEPS .....	75

## 2.0 BACKGROUND

### 2.1 Provincial Policy Context

#### **The Provincial Policy Statement directs municipalities to plan for efficient and fiscally responsible land use patterns**

The Provincial Policy Statement, 2020 (PPS) provides overall policy direction on matters of provincial interest related to land use and development in Ontario and applies to municipalities throughout Ontario, including the Greater Golden Horseshoe (GGH), except where the Growth Plan or another provincial plan provides otherwise.

The PPS provides policy direction on several growth management-related areas. These include:

- Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities
- Accommodating an appropriate affordable and market-based range and mix of residential housing types, employment, institutional, recreation, park and open space and other uses to meet long-term needs
- Basing land use patterns within settlement areas on densities and a mix of land uses which efficiently use the available or planned infrastructure and public service facilities and avoid the need for their unjustified and/or uneconomical expansion
- Planning for settlement areas that are transit supportive where transit exists, is planned, or may be developed, and that also support active transportation
- Identifying appropriate locations and promoting opportunities for transit-supportive development and accommodating a significant supply and range of housing options through intensification and redevelopment based on availability of infrastructure.

#### **The Growth Plan provides Regional population and employment forecasts to 2051**

The Growth Plan provides Provincial policy direction on how and where to grow. The Growth Plan identifies that the population and employment forecasts contained in Schedule 3 or such higher forecasts as established by upper- or single-tier municipalities in the GGH through a Municipal Comprehensive Review (MCR) be used for planning and managing growth to 2051. York Region is forecast to reach a population of 2.02 million and 990,000 jobs by 2051.

The Growth Plan principles related to growth management that:

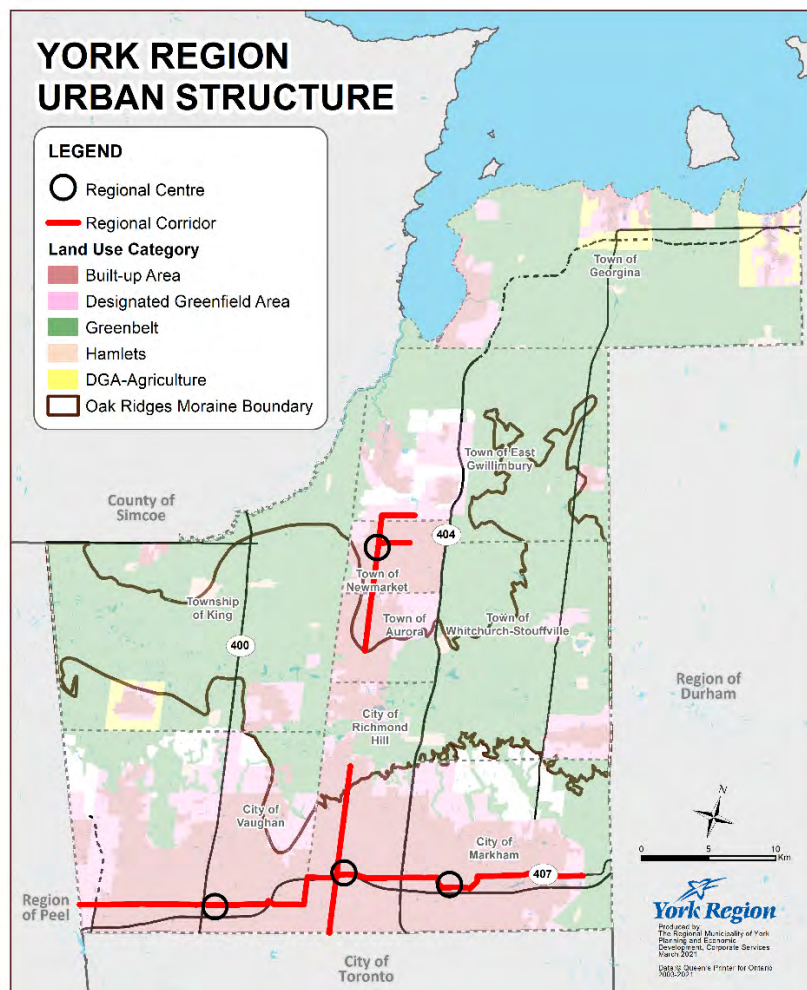
- Support the achievement of complete communities
- Prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability
- Support a range and mix of housing options to serve all sizes, incomes, and ages of households

- Improve the integration of land use planning with planning and investment in infrastructure and public service facilities

### Growth Plan intensification and density targets are inputs to the forecast and land needs assessment

The Growth Plan establishes minimum intensification and density targets for upper and single-tier municipalities to support the achievement of growth management objectives for the GGH. York Region is required to plan for a minimum Region-wide intensification target of 50% and a minimum density target of 50 residents and jobs per hectare in the designated greenfield area. Figure 1 shows York Region land use categories. The built-up area must accommodate at least 50% of all new housing units constructed in the Region on an annual basis. By 2051, the density of designated greenfield and whitebelt areas (if required by the land needs assessment) must collectively meet a minimum density target of 50 residents and jobs per hectare.

**Figure 1**  
**York Region Land Use Categories**



Source: York Region Planning and Economic Development Branch

**York Region's land needs are determined using the mandatory Provincial Land Needs Assessment methodology**

In May 2018, the Province issued a standardized approach for assessing land needs in the form of the [Land Needs Assessment Methodology for the Greater Golden Horseshoe](#). A revised Land Needs Assessment Methodology was issued in August 2020, providing a common method to determine the quantity of land needed to accommodate forecast population and employment growth. It does not determine the location of any potential settlement area boundary expansions. All upper and single-tier municipalities in the GGH, including York Region, are required to use the Land Needs Assessment Methodology to determine land needs to 2051.

**Settlement area boundary expansions may only occur through a Municipal Comprehensive Review**

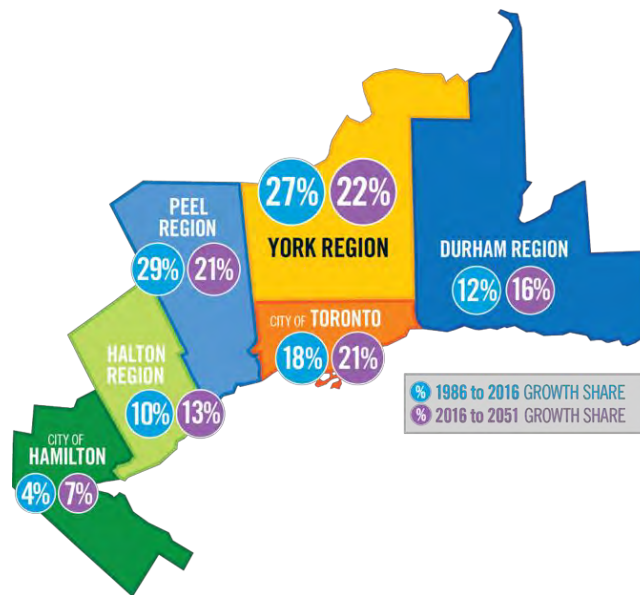
Under the Growth Plan, settlement area boundary expansions may only occur through a MCR where it has been demonstrated through applying the Provincial Land Needs Assessment that sufficient opportunities to accommodate forecasted growth are not available through intensification and through the designated greenfield area. In addition, a settlement area boundary expansion may occur in advance of a MCR subject to Growth Plan criteria, including the specification that the amount of the expansion is no larger than 40 hectares. York Region is currently undertaking its MCR, therefore, the latter policy is not applicable.

**The Province continues to forecast the highest share of growth to York Region among all municipalities in the Greater Golden Horseshoe**

The Growth Plan forecasts continue to recognize York Region as a prime location for attracting significant population and employment growth. As shown in Figure 2, York Region is forecast to accommodate the highest share (22%) of population growth of any municipality in the Greater Toronto and Hamilton Area (GTHA) over the 2016 to 2051 planning horizon. The forecasts build on the historical trend that saw York Region attract 27% of the GTHA's population growth between 1986 and 2016 – second only to Peel Region for that period. During the 2016 to 2051 period, York Region is also forecast to accommodate 25% of GTHA employment growth.

Figure 2

### Distribution of historical and forecast growth by GTHA municipality



Source: York Region Planning and Economic Development Branch

Similar to other municipalities in the GTHA, population growth in York Region is anticipated to be driven by strong immigration to Canada. York Region is also anticipated to build on its economic success with its existing diverse economic base, healthy supply of employment lands, and investments in major transit infrastructure including the Toronto-York Spadina Subway Extension to Vaughan and the planned extension of the Yonge North Subway Extension to Richmond Hill.

## 2.2 Regional Policy Context

### Forecasts provide the foundation for infrastructure and financial planning

Population and employment forecasts at the Regional, local municipal, and small area geography level (e.g. traffic zones) are used for a range of infrastructure and financial planning purposes. Growth forecasts, generated through an iterative process, are integral to ensure financially sustainable planning of water and wastewater and transportation infrastructure projects to accommodate growth in the Region, including the determination of required servicing capacity, timing, and location of projects. Costs associated with these projects along with forecasts of residential and non-residential development are used as inputs to the Region's development charges background study and for projecting annual development charge revenue. The Region's population and employment forecasts are also used for a wide range of Regional and local municipal service planning and programs.

### York Region's forecast and land needs assessment are informed by other MCR studies

The Growth Plan is implemented by York Region and other upper and single-tier municipalities through a MCR and Regional Official Plan update. Throughout 2019 and 2020, background



reports were presented to Regional Council on Employment Area Conversions, Planning for Intensification, Planning for Employment, Major Transit Station Areas, Planning for Density in New Communities, Natural Systems Planning, Planning for Agriculture, and Aligning Growth and Infrastructure. These reports have informed the proposed forecast and land needs assessment presented in this report.

### **Vision 2051, the York Region Official Plan, and the Strategic Plan provide principles for forecasting growth in the Region**

Vision 2051 sets out the long-term blueprint for York Region's future. A series of goals and actions inform decisions of Regional Council, corporate strategies, and the work of the Region. The eight goal areas in Vision 2051 articulate the vision for York Region in 2051. A number of these goal areas are related to growth management including: Liveable Cities and Complete Communities, Living Sustainably, Appropriate Housing for All Ages and Stages and an Innovation Economy, among others.

The Regional Official Plan implements goals of Vision 2051, providing land use planning, resource protection, and growth management policies to guide how the Region will grow. The York Region Official Plan is based on achieving the triple bottom line objectives of fostering a sustainable natural environment, healthy communities, and economic vitality. Regional Official Plan policies, including those related to growth management and forecasting, are being updated as part of the MCR.

Building upon the Regional Official Plan, the Region's Strategic Plan 2019 to 2023 sets out four key priorities which also provide direction on how the Region should grow. These priorities include increasing economic prosperity, supporting community health, safety, and well-being, building sustainable communities and protecting the environment, and delivering trusted and efficient services. The principles embodied in the Regional Official Plan and Strategic Plan are reflected in the Region's forecast and land needs assessment.

## **2.3 Local Municipal Context**

### **The Region distributes population and employment growth to local municipalities**

The Growth Plan population and employment forecast to 2051 is distributed by York Region to the nine local municipalities through the MCR and update of the Regional Official Plan. Local municipalities are required to update their official plans to be in conformity with the updated forecasts within one year of the Regional Official Plan being approved by the Province. This requirement emphasizes the need for continued collaboration between Regional and local municipal staff in developing the local municipal forecasts.

### **Local municipalities must plan to achieve minimum intensification and density targets identified in the updated Regional Official Plan**

As part of the MCR, the Region assigns minimum intensification targets to each local municipality to contribute to the Region meeting the Growth Plan minimum 50% target. Local municipalities are required update intensification targets in official plans to be consistent with the new target and undertake any additional official plan and/or secondary plan updates that may be required in order to meet or exceed the minimum target.

The Growth Plan also requires that the Region assign a designated greenfield area density target to each local municipality to ensure the minimum 50 residents and jobs per hectare target is achieved in designated greenfield areas across the Region. This target will be incorporated into local municipal official plans and implemented through secondary plans, as required.

## **2.4 Stakeholder Consultation**

### **Local municipal forecasts were prepared in consultation with local municipalities, the building industry, and the Region's Planning Advisory Committee**

#### **Local Municipalities**

Local municipal staff were consulted on inputs and assumptions to the Region's forecast and land needs assessment including: intensification and density assumptions, preliminary local municipal intensification targets, designated greenfield area housing supply, employment area conversions, employment area density targets, infrastructure planning opportunities and constraints, and urban expansion considerations. Consultations occurred through individual meetings and as part of the regular Regional MCR Local Municipal Working Group meetings.

Several municipalities requested a higher local municipal intensification target while others expressed general agreement with the proposed targets. Some municipalities expressed the desire for higher population forecasts that would require servicing solutions beyond those currently contemplated as being financially sustainable. Other comments included the need to justify the Region-wide annual rate of growth to 2051 given the recent slow pace of growth, that the overall Regional intensification target is too low, and that the Region should prioritize infrastructure investment that provides capacity to local municipalities with the highest shares of intensification and greenfield growth. Some concern was also expressed with the concept of identifying lands not required for growth to 2051 as 'Future Urban', as discussed later in the report.

In December 2019, Town of East Gwillimbury Council endorsed a report recommending the remainder of the whitebelt lands in the Town be included as Urban Area as part of the MCR in order to allow the Town to comprehensively plan for future employment and residential growth.

#### **Building Industry and Land Development Association (BILD)**

The development industry, through BILD, was consulted through the BILD York Region Chapter, BILD Advisory Group, and the BILD Technical Working Group where draft forecast assumptions were presented. BILD's primary comment was the need to provide sufficient urban expansion land to provide a market-based range of housing types. There was general agreement on the concept of enhancing the alignment of growth and infrastructure to support the financial sustainability of the Region.

#### **Planning Advisory Committee**

Regional staff presented the draft forecast and Land Needs Assessment to the York Region Planning Advisory Committee on February 17, 2021. Planning Advisory Committee members

inquired about the potential for assuming a higher rate of intensification to capitalize on infrastructure investments and planned growth in Regional Centres and discussed how a diversity and inclusion lens could be applied to implementing and achieving 2051 forecasts.

Extensive consultation on the proposed forecast and land needs assessment will take place following release of this report. Please see Attachment 5 for further details.

### **3.0 CONTEXT – GROWTH MANAGEMENT IN YORK REGION**

#### **Population and job growth are fundamental to economic vitality and community well-being**

Population and job growth in the right locations are critical factors in developing complete communities that provide opportunities to live, work, learn, and play locally. Complete communities improve health outcomes, reduce impacts on the environment, and reduce reliance on personal vehicle use by offering improved transit access and greater active transportation. Communities that offer a mix of land uses and alternatives to the automobile offer optimal conditions to support employment growth and to attract highly skilled and talented employees. A region that can attract and keep high quality jobs across a range of sectors will enhance economic stability for the entire community and raise the overall standard of living. Population and employment growth also ensure financial stability by growing the tax base and financing high quality capital infrastructure and community services to improve the overall standard of living for residents.

#### **3.1 York Region has a strong foundation for accommodating growth**

##### **York Region has strategic locational advantages within the Greater Toronto and Hamilton Area to attract and retain population and employment growth**

York Region is one of the fastest growing municipalities in Canada and is an integral part of the GTHA market area. York Region's diverse communities, emerging urban centres, competitive industries, attractive natural environment, and strategic location in the GTHA continue to attract both population and employment growth. Attributes are listed below:

- The Region benefits from core underlying demographic and economic attributes of strong population and employment growth, a highly educated labour force, and a high quality of living. In addition to being Ontario's fastest growing large municipality and third largest business hub, York Region's median household income ranks second only to Halton Region among all municipalities in Ontario (2016 Census).
- The Region's location in the GTHA is strategic from a goods movement perspective. York Region is within a one-day drive to the United States market with over 140 million people and a one-hour flight to global markets such as New York, Philadelphia, Boston, Chicago, and Detroit. It is located in close proximity to Toronto Pearson Airport, is home to both the CP intermodal facility and the CN MacMillan rail yard, and has a strong network of 400- series highways which connect the Region to both the broader provincial and national markets as well as the United States border.

- Transportation infrastructure such as the Viva Bus Rapid Transit system and Toronto-York Spadina Subway Extension to the Vaughan Metropolitan Centre (VMC) support significant office and residential construction. The future extension of the Yonge subway line to Richmond Hill, the anticipated arrival of two-way all day GO transit service, and continued construction on Bus Rapid Transit corridors will continue to be a catalyst for residential and office development in the Region's Centres and Corridors.

As the Region's urban structure continues to evolve and the Regional Centres and Corridors mature, these core attributes will help maintain and promote continued competitiveness for York Region as a top location in the Greater Toronto Area.

### **Regional Official Plan provides a policy framework for supporting and managing growth**

The 2010 Regional Official Plan provides a strong foundation for planning for population and employment growth in the Region by supporting a long-term vision for building healthy complete communities in a way that preserves the natural heritage and agricultural systems. Regional Official Plan policies have shaped the development of the Region's residential communities through an urban structure based on centres and corridors surrounded by the urban area and a number of rural towns of villages as well as retail and commercial nodes and employment lands. Each of these areas play a role in accommodating forecasted growth.

Policy directions in the Regional Official Plan fundamental to growth management include:

- A planned urban structure anchored by centres and corridors that provides a focus for intensification, mixed use development, and live/work opportunities
- Transit supportive and pedestrian oriented, complete communities
- Protection of the Greenbelt, Oak Ridges Moraine, and a robust agricultural system
- Transit investment to support intensification
- Timely delivery of required water and wastewater infrastructure
- Fiscal responsibility
- Job creation to match labour force growth and protection of employment areas
- Housing diversity and affordable housing to offer Regional residents housing choices and for attracting a diverse and skilled labour force

Updates to the Regional Official Plan aim to build upon and strengthen the existing policy framework. Updates will address changes to the Growth Plan and reflect the changing nature of population and employment in the Region as a result of historical and future trends.

### **Planning framework and pattern of growth has changed since the current Regional Official Plan was approved in 2010**

Since the Regional Official Plan was last updated in 2010 with forecasts to 2031, a variety of trends and factors have changed pace and structure of growth in the Region. These factors include:

- The pace of population and employment growth in York Region has been slower in recent years than both the Growth Plan and Regional Official Plan anticipated.
- External factors have resulted in a growth distribution across the Region that differs from what was forecast in 2010. For example, the Upper York Water Reclamation Centre has been delayed to 2028 at the earliest, impacting the timing of growth in East Gwillimbury, Newmarket, and Aurora.
- The Toronto-York Spadina Subway Extension completed in 2017 has resulted in unprecedented growth in the VMC, with current planning applications surpassing 2031 forecasts for this area. The Yonge North Subway Extension scheduled for completion in 2030 is anticipated to be a further catalyst for growth in the Region.
- The introduction of Major Transit Station Areas through the Growth Plan has placed a greater emphasis on intensification and re-enforced the symbiotic relationship between transit investment and transit-oriented development.
- As a result of several factors, the Region's 2010 New Community Areas have only recently received secondary plan approval and most are ready to start delivering complete communities in the coming years, adding a significant amount of greenfield development opportunity.
- While the Region has continued to see healthy levels of job growth over the last 10 years, there has not been the corresponding growth in new employment related construction in either employment areas or new office space. The City of Toronto has attracted a significant share of office development in the GTHA in recent years.
- The continued emergence of e-commerce was expected but has been accelerated with the current COVID-19 crisis. E-commerce is changing the retail landscape across the GTHA and is also increasing demand for low density warehouse and distribution centres in employment areas.
- The Region's employment land base is under increased pressure for conversion to non-employment uses as evidenced by the 70 conversion requests received as part of the current MCR, 40 of which were approved by Regional Council in [October 2020](#).

### **3.2 Infrastructure alignment and fiscal sustainability**

#### **The municipal comprehensive review is a fully integrated initiative that aligns land use planning, infrastructure investment, and financial sustainability**

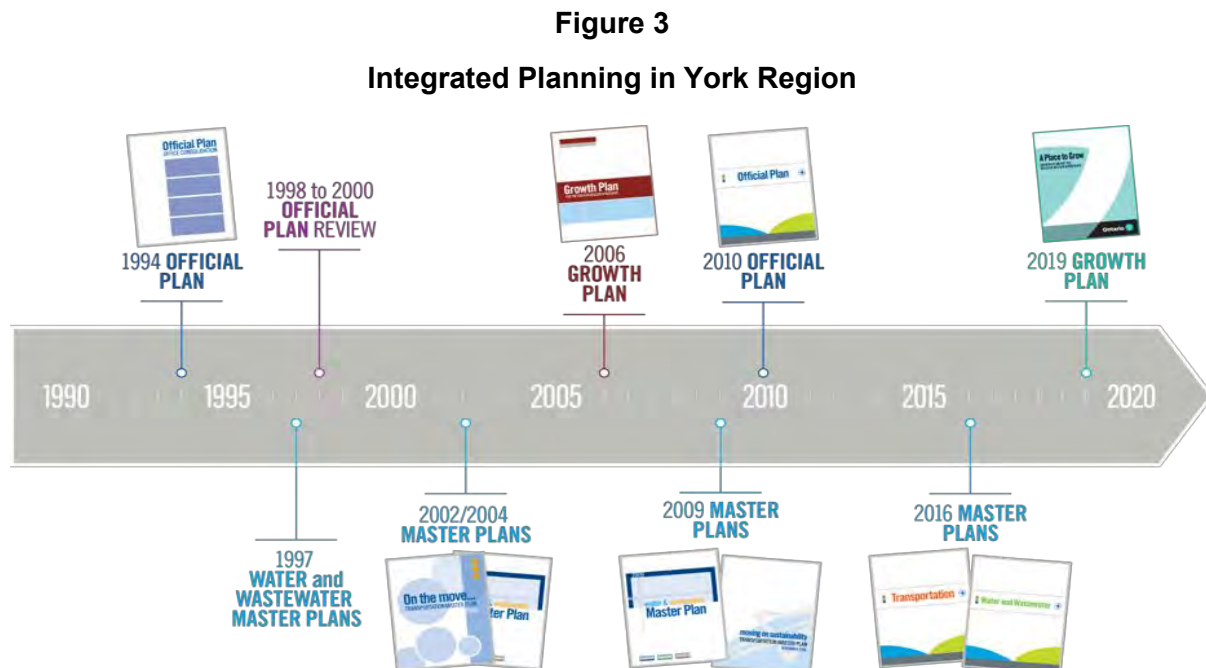
The Growth Plan requires growth management be undertaken through an integrated approach which coordinates land use, infrastructure, and financial planning. Infrastructure investment is leveraged by directing growth to intensification areas, delivering transit supportive densities and prioritizing servicing capacity in strategic growth areas. The distribution of growth should be supported by infrastructure master plans, watershed planning, and other relevant studies.

These principles are translated into the Region's forecast and land needs assessment to 2051 by implementing a comprehensive approach to land use planning which aims to optimize existing infrastructure and consider financial implications. Through the MCR, there has been

emphasis on a collaborative and iterative approach to population distribution and staging to align with infrastructure in a financially sustainable manner. Under this approach, infrastructure capacity and timing considerations play a prominent role in distributing provincial growth forecasts to the local municipalities.

### **Integrated planning has been undertaken in York Region since 1994**

The concept of comprehensive and integrated planning that incorporates infrastructure and financial planning considerations along with growth forecasts is not a new concept for York Region. Councils' significant transportation, transit, water and wastewater infrastructure investments have led to the Region's economic success and have set the stage for continued success moving forward. As shown in Figure 3, this includes updates to Regional forecasts, infrastructure Master Plans, and development charges background studies. Since 2006, this process has been guided by the Provincial Growth Plan forecasts and growth management policy directions. The MCR provides an opportunity to re-assess the Region's growth trajectory and distribution to ensure that growth is financially sustainable.

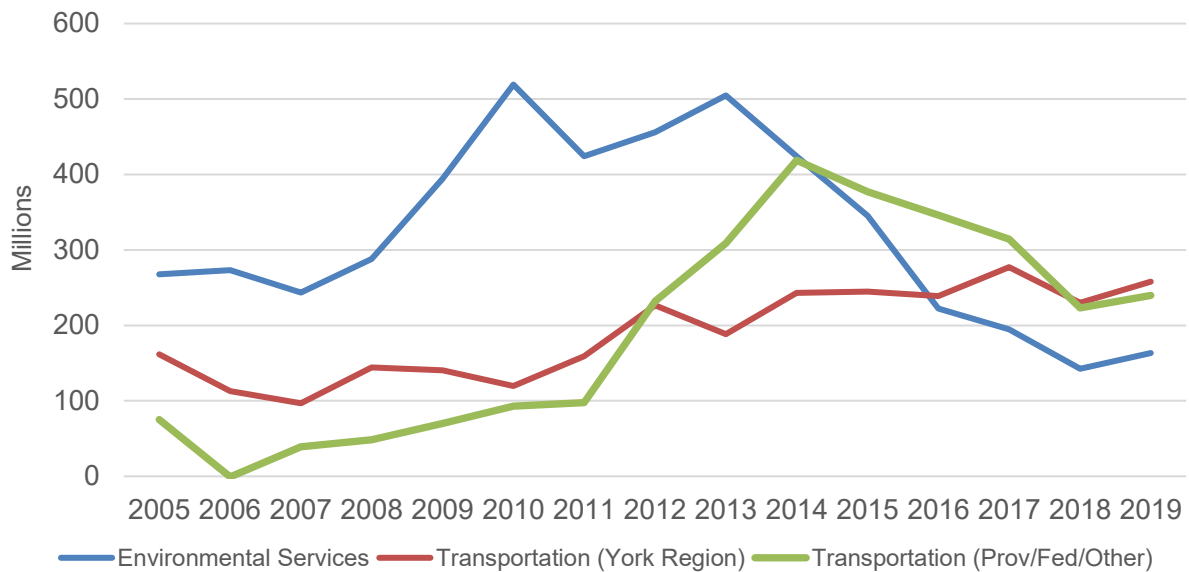


Source: York Region Planning and Economic Development Branch

### **York Region has made significant water, wastewater, and transportation infrastructure investment to support growth**

Regional Council and federal, provincial, and local municipal governments have made significant investments in major infrastructure to support growth in York Region. As of 2020, the total replacement value of the Region's assets was approximately \$15 billion. As shown in Figure 4, over the past 15 years, the Region has invested more than \$4.8 billion in water and wastewater infrastructure mainly for servicing growth, but also for asset rehabilitation and replacement. Optimizing the use of this existing infrastructure investment will create fiscal capacity to finance the additional infrastructure investment needed to support growth to 2051.

**Figure 4**  
**Infrastructure Investments 2005-2019**



Source: York Region Planning and Economic Development Branch

Since 2005, the Region and third-party partners have also invested over \$2.0 billion in road infrastructure and \$3.7 billion in transit infrastructure, including York Region Transit capital improvements, the Bus Rapid Transit system, and the Toronto-York Spadina Subway Extension. These investments have acted as catalysts for growth in the Region's Centers and Corridors, most notably in VMC. The Yonge North Subway Extension to Richmond Hill is another significant transit investment and will unlock the full development potential of Richmond Hill Centre, Langstaff Gateway, and southern Yonge Street corridor.

**Infrastructure investments have been fundamental to the Region's economic success and support continued growth essential to maintaining fiscal sustainability**

The Region's capital investments since the early 2000s, along with the long-range integrated planning, have formed the foundation for supporting significant growth. Between 2001 & 2019, employment increased by 270,000 jobs. The Region is also home to over 52,000 businesses including over 500 foreign companies. With over 4,300 Information and Communications Technology (ICT) companies, York Region is the second largest technology cluster in Canada, and largest on a per capita basis.

As a result of these significant investments, the Region continues to have significant capacity for growth in the Region without requiring any new infrastructure. York Region can service 223,000 people (approximately 75,000 units) with this existing infrastructure already in place. Capacity for growth exists in all nine local municipalities as well as in key growth areas of the Region including Centres and Corridors and a number of greenfield communities.

### **York Region is entering a mature state of growth**

While Council has committed significant investments to infrastructure, the Region has also been experiencing a lower than forecast rate of growth over the last number of years. To help keep growth affordable, a Fiscal Strategy was adopted in 2014 to address escalating debt stemming from lower growth than anticipated and the subsequent lower development charge revenues.

Significant progress has been made in stabilizing the Regions' financial situation since instituting the Fiscal Strategy. Several growth-related projects have been deferred in recent years to better align with revised development charge collection forecasts. The annual budget process provides an opportunity for the Region to better align infrastructure projects with actual growth and development charges collections to mitigate the impacts of slower growth.

If the Region continues to experience lower than forecast growth – a trend that may continue in the short term as a result of the current economic downturn associated with coronavirus disease (COVID-19) – it is increasingly important to capitalize on existing infrastructure before making new investments and to stage investments according to the actual pace of growth.

### **3.3 Market Considerations**

#### **Watson's Foundational Housing Analysis provides recommendations on how to balance the market with policy objectives**

The Provincial Growth Plan, PPS, and Land Needs Assessment Methodology have placed greater emphasis on the role of the market and meeting market demand when determining housing forecasts to meet 2051 population forecasts. Watson & Associates Economists Limited (Watson) was retained to help understand the impact of the market on population growth. Their work was focused on assessing all factors impacting the Region's recent and future rate of growth, including supply and demand factors, as well as housing affordability. An important consideration in the development of the 2051 forecast is the need to balance market demand, Provincial Growth Plan targets and policy objectives, housing supply, and housing affordability to help achieve the forecast and continue to work towards complete communities for the Region's residents.

Watson has undertaken a Foundational Housing Analysis for the Region. The analysis consisted of two deliverables:

- A Preliminary Findings Brief discussing factors impacting recent slow growth in the Region and the link to housing affordability.
- A Final Report which provided a review/commentary of the Region's preliminary forecast in the context of the market and the potential impacts of affordability on the future market. This report also provided commentary on the opportunities and challenges with meeting 2051 forecasts and recommendations on how to balance market, housing affordability, and policy objectives in the Region's work.



**Foundational Housing Analysis identifies a number of factors and trends impacting the market which were important considerations in preparing updated forecasts**

Through their Preliminary Brief, Watson identified many factors currently influencing the housing market that were important considerations informing the Region's updated forecasts and land needs assessment. The following were considerations for staff when preparing updated forecasts:

- The long-term growth outlook remains positive
- The housing market will continue to steadily shift from low-density to medium- and high-density housing forms
- The Region's major transit investments combined with planning and economic development initiatives will be key to the Region's success related to intensification
- Townhouses represent a more affordable option in the ground related market compared to detached homes as these products are an average of 40% less expensive.
- Employment growth opportunities will be increasingly knowledge-driven
- The aging population is putting downward pressure on population growth and labour force participation
- Affordable housing supply constraints are impeding the Region's growth outlook
- Working with public and private partners to provide a more diverse supply of housing, including purpose-built rental housing options, will be important

**COVID-19 is likely to have profound near-term impacts as well as potential long-term impacts on the pace and nature of growth**

The recent impacts associated with COVID-19 on global and national economic conditions have been severe. Canada's G.D.P. declined by approximately 39% in the second quarter of 2020 (April to June) and although job growth has since begun to recover, employment levels are expected to remain below pre-COVID levels until at least late 2021. Immigration levels to Canada are also anticipated to remain low because of travel restrictions. This has the potential to reduce population growth levels and soften the housing market in areas of Ontario where population growth is heavily dependent on immigration. Within the GGH, the City of Toronto, Peel Region, and York Region are likely to be the most heavily impacted. In addition to its broader impacts on the economy, COVID-19 is also anticipated to accelerate changes in work and commerce because of technological advances which were already occurring prior to the pandemic. These trends are anticipated to have a direct influence on commercial and industrial real estate needs over both the near and longer terms.

In light of these anticipated trends, staff considered the likely impacts to the nature of employment in updated forecasts to 2051. That said, given the full impacts of the pandemic are unlikely to be known for some time, most adjustments were within forecast periods early in the planning horizon. Significant variations to both the pace and structure of population and employment growth were not contemplated.

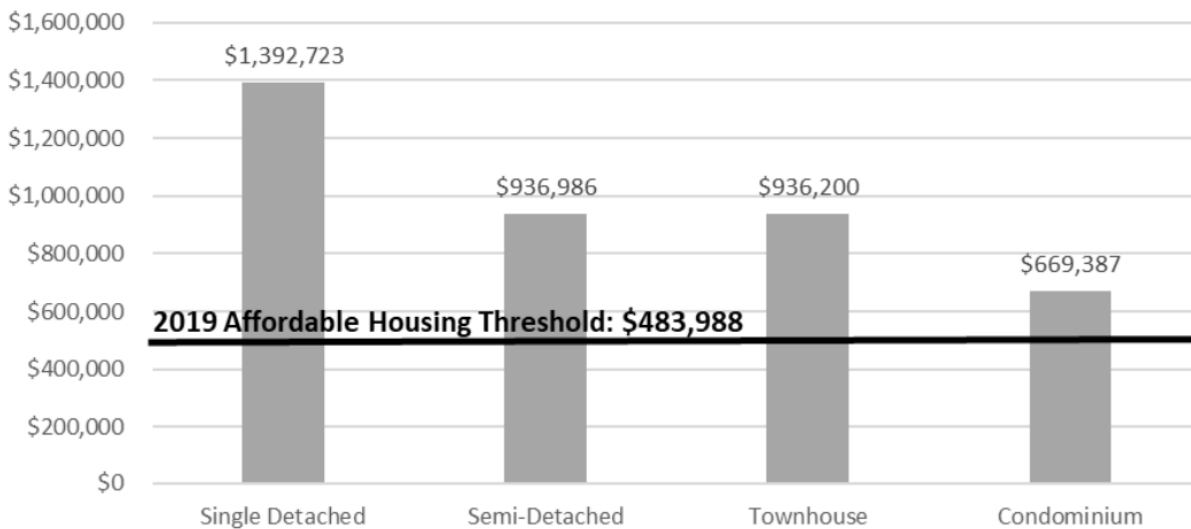
### 3.4 Housing Affordability

#### Annual Measuring and Monitoring shows York Region becoming increasingly unaffordable

To apply the provincial definition of affordable for ownership purposes, household income is calculated at the 60th percentile to set the affordable housing threshold (i.e. the maximum house price that the lowest earning 60% of households can afford). The affordability of new ownership housing and the supply of new purpose-built rental housing is monitored annually. The [2019 monitoring report](#) advised Council that only 11% of new ownership housing units were affordable, 99% of which were studio or 1-bedroom condominiums and not suitable for families. The report also advised that only 3% of new housing was classified as purpose built rental housing. In 2019 the affordable housing threshold was approximately \$484,000. As shown in Figure 5, the average cost of all new housing types is greater than this threshold, and the gap between the affordable housing threshold and average market prices is a barrier to home ownership in York Region for many households.

Figure 5

#### York Region Average House Prices(new), 2019



Source: York Region Planning and Economic Development Branch

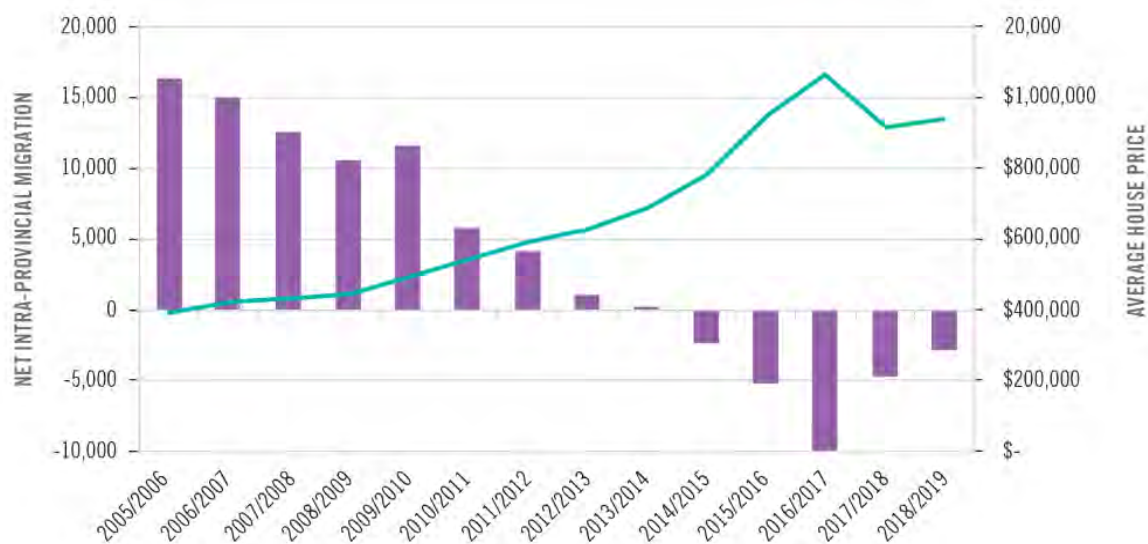
Housing affordability was an important consideration in the development of the Region's structure type forecast. Ensuring a range and mix of affordable housing options through both technical assumptions in the land needs assessment as well as implementation of plans and programs following the MCR will be important in the Region's ability to achieve its 2051 forecast.

### Watson has identified that a direct correlation can be drawn between housing affordability and slow growth

Based on their research, Watson determined that a lack of housing options across York Region, most notably affordable low-density housing and purpose-built rental, has likely contributed to limiting the Region's recent population growth. As shown in Figure 6, Watson have drawn a direct correlation between house prices and intra-provincial migration, traditionally a strong driver of population growth in York Region.

**Figure 6**

#### York Region House Prices vs Net Intra-Provincial Migration, 2006-2019



Source: York Region Planning and Economic Development Branch

Key findings from Watson's Preliminary Brief with respect to housing affordability include:

- York Region has a declining share of residential development activity and is the only municipality in the GGH likely to experience a slower annual population growth rate between 2016 and 2021 compared to the previous 5-year period
- Lower population growth in combination with the aging population has resulted in increased need to attract younger families for economic development purposes. The accommodation of a skilled labour force and attraction of new businesses are strongly linked and positively reinforce one another.
- While there has been a decline in ground related development, high density ownership units have seen increased activity. That said, these units are generally smaller sized and may not be suitable for families.
- The high-density rental market is limited by few new rental developments and low vacancy of existing rental units

- Durham Region and Simcoe County have the most affordable new single-detached homes in the broader regional market area, with average costs 54% and 40% of the average cost in York Region respectively, likely drawing demand from York Region for this product type
- Townhouse units may provide more affordable ground related housing options, particularly in northern York Region.
- Housing affordability is a key component of quality of place and directly linked to population and economic growth potential as well as municipal competitiveness.

Through their Preliminary Brief, Watson identified that future growth and development opportunities may also be impacted by affordability challenges. Watson identified that addressing the interconnection between the Region's competitive economic position and its longer-term housing needs by market segment is important in realizing the Region's 2051 population and employment forecast. Potential impacts directly related to the Region's 2051 forecast are explored further in Watson's Final Report (Executive Summary in Attachment 3) and discussed in Section 7 below.

### **3.5 Planning for Intensification and Density**

#### **Growth Plan 50% intensification target supports Council's infrastructure investment and is consistent with the York Region market**

A fundamental metric informing community land needs is the Growth Plan minimum 50% Region-wide intensification target which York Region must plan to achieve. In addition to being a requirement of the Growth Plan, past direction from Regional Council provides support to plan for 50% intensification. Planning for 50% intensification also supports Council's priorities when managing and planning for growth in the Region's centres and corridors by supporting investments in infrastructure, by offering a mix and range of affordable housing options in compact transit supportive communities, and by supporting market demand. The target further supports and builds on the Region's economic development success by advancing the Region's city building objectives and by helping to attract new businesses and jobs for residents.

Planning for half the Region's growth in the existing built up area demonstrates a continued commitment by the Region to intensification. Not only does it support past infrastructure investments, but it substantiates investments that will continue to be required to support growth to 2051. Being the only municipality in the Greater Toronto Area outside of Toronto with access to an existing and future subway and with over \$3.2 billion having been invested in rapid transit infrastructure by all three levels of government over the past 15 years, York Region is well-positioned to achieve this target. Planning for 50% intensification positions the Region for a better return on this investment through development charges. A significant share of growth in intensification areas also demonstrates to senior levels of government that York Region is invested in, and committed to, city building and sustainable transit-oriented development.

York Region has significant potential to accommodate growth in the built-up area to meet or exceed the minimum 50% target. In planning for 78 Major Transit Station Areas, the Region has the potential to accommodate 505,000 people and 195,000 jobs or more in these locations. The

planned growth potential for these areas significantly exceeds the forecast demand in the built-up area by 2051. Further, as of mid-2020, York Region had an estimated supply of 70,000 units under application in the built-up area. If built, these units would account for approximately 50% of the total forecast to 2051.

An intensification rate of 50% is consistent with what the market has been delivering on a sustained basis since 2006. Achieving 50% intensification over a sustained period to 2051 does require a significant shift in family households (couples with or without kids, lone-parent, multi-family households) into medium and high-density structure types. Planning for a 50% intensification target provides for a balanced mix of ground-related and higher-density housing options for York Region residents. Moving forward, staff will carefully monitor the intensification rate, greenfield supply, and phasing of new communities to ensure the pace of growth is consistent with Regional Official Plan objectives while maintaining the Region's financial sustainability.

#### **Watson has identified 50% intensification is appropriate over the long term**

Based on analysis from Watson and Associates (Attachment 3), a 50% intensification target appropriately reflects recent development trends, active residential development plans, and evolving longer-term demographic and socioeconomic trends within York Region. Watson notes that the Region could exceed a 50% intensification target in the near to medium-term based on the current supply of active development applications. Once servicing constraints in the designated greenfield area, particularly across northern York Region have been addressed, the likelihood of achieving greater than 50% over the long term is less certain. Watson, therefore, conclude that a 50% allocation of housing growth to the built-up area is appropriate.

Through their assessment of the Region's forecast on housing affordability, Watson further identifies the appropriateness of the 50% intensification target in that it reflects a continued shift from low to medium and high-density structure types across the GTHA. This shift, likely driven in part by growing affordability challenges in low density structure types, will continue to drive demand for a more diverse range of medium- and high-density options in the Region's built-up area. Planning for higher-density rental and ownership units, particularly in areas supported by transit and with access to amenities, will also help support the growing number of seniors anticipated over the forecast horizon.

#### **Planning for a designated greenfield area density target of 60 people and jobs per hectare reflects what the market is delivering and allows for more accurate infrastructure planning**

To forecast growth in the Region's urban expansion areas, the designated greenfield area density has implications on infrastructure timing and delivery, determining pipe size, planning for new roads and road improvements, and estimating future transit ridership. It also has impacts on how the Region calculates development charge rates and estimates development charge revenue and tax levy growth. If planned growth and densities do not match market realities, development charge rates may not achieve effective cost recovery. For these reasons, it is important to be as accurate as possible about densities and associated growth anticipated in urban expansion areas. As illustrated in the June 2020 [Planning for Density in New](#)

[Communities](#) report, recently built communities in the Region's designated greenfield area are achieving an average of 62 people and jobs per hectare. Since the York Region market is delivering over 60 people and jobs per hectare in existing greenfield areas, assuming the minimum 50 density in the Growth Plan, would not support infrastructure or financial planning compared to the market reality.

## 4.0 PLANNING FOR POPULATION

### 4.1 Overview

#### **Proposed forecast meets the land need determined by applying the Provincial Land Needs Assessment Methodology**

Municipalities are required to use the provincial Land Needs Assessment methodology in determining land needs to 2051. The methodology provides municipalities with the requirements that must be completed as part of the MCR to determine the total quantity of land needed to accommodate forecasted growth to the Plan horizon, including the need for any settlement area boundary expansions. The land needs assessment methodology does not determine the location of these lands. The location of urban expansion is determined by criteria in the Growth Plan and policies in the Regional Official Plan.

The methodology provides municipalities with the key components as part of the land needs assessment process. These include considering market demand and Growth Plan policy targets for intensification and density, accommodating all employment types, determining community and employment land needs based on a demand-supply analysis, and planning for infrastructure that is needed to meet complete communities objectives to 2051.

#### **Community land need premised on achieving minimum intensification and density targets**

Community lands account for a significant share of the Region's settlement areas and are where residential, personal services, retail, cultural, recreational, and human services uses are located. Determining whether additional land is required to accommodate growth to 2051 in community lands is a function of two key Growth Plan targets:

- Minimum 50% intensification in the built-up area
- Minimum of 50 people and jobs per hectare in the designated greenfield area

The intensification target refers to the share of unit growth that is required to be accommodated in the built-up area (Figure 1) each year between the time the MCR is approved and 2051. A target of 50% is higher than the current Official Plan target of 40% but is consistent with what the Region has been achieving, on average, since 2006.

The designated greenfield area density target reflects the minimum number of people and jobs that are required to be accommodated on a per hectare basis in the Region's designated greenfield area. The Region's existing Official Plan sets an overall designated greenfield area density target of 50 people and jobs per hectare and a 70 people and jobs per hectare density

target in New Community Areas, however this was based on a different provincial methodology applicable at that time. An important difference in the Growth Plan, 2019 is that designated greenfield area density is calculated only on community lands rather than a combined density on community and employment lands. This is a fundamental difference in the new methodology as densities in employment areas are traditionally lower than those in community areas.

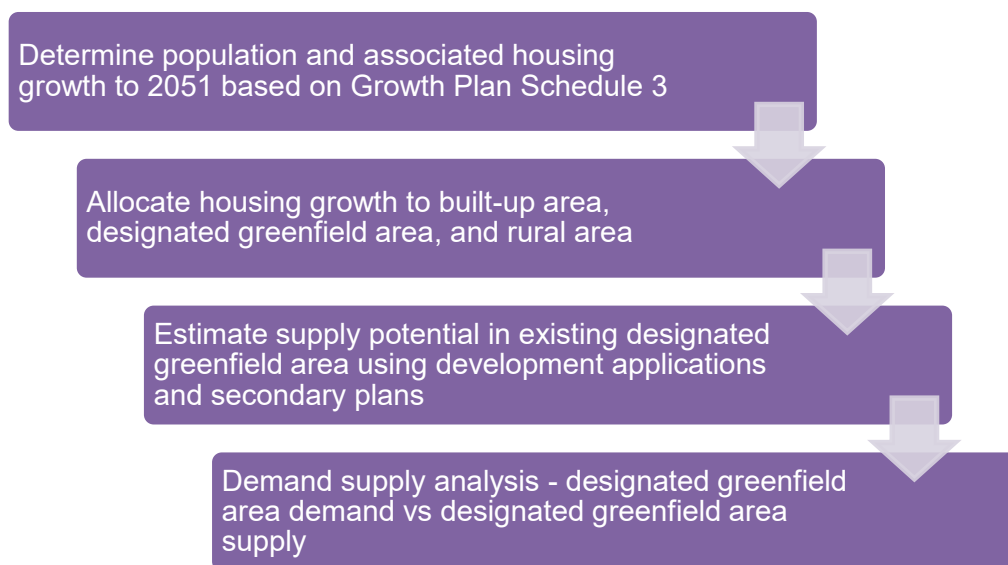
This change results in existing designated greenfield area densities being higher than those previously assumed in the 2010 Regional Official Plan. As a result, and at the direction of Regional Council, staff have reviewed the 70 people and jobs density target for new community areas and have used a density target of 60 people and jobs per hectare in New Community Areas for the purposes of land needs assessment. 60 people and jobs per hectare is what the market has been delivering in recently planned or developed communities.

### **There are four key steps to assessing community land needs**

The Provincial Land Needs Assessment methodology for determining community land needs can be broken down to the following four main tasks, outlined in Figure 7.

**Figure 7**

#### **Community Land Needs Assessment Methodology**



Source: York Region Planning and Economic Development Branch

## **4.2 Population and housing growth to 2051**

### **Housing unit growth required to accommodate 876,000 people by 2051 is informed by demographic inputs**

Overall population growth to reach the Region's Growth Plan 2051 target is generated using the 2016 Census as the base year. According to Statistics Canada, the Region's population was 1,144,000 in 2016, resulting in a forecast growth of 876,000 people by 2051.

To translate this growth into units, the Region uses the cohort (age group) survival method to age the population and calculate future growth based on assumptions related to fertility rates, mortality rates, and net migration. Among these factors, net migration is the most sensitive and will continue to play a key role in population growth in York Region and the broader GTHA.

Age-specific household formation rates are then applied to the population by age in 2051 to estimate total housing demand. Different rates are used for family (couples with or without kids, lone-parent, multi-family households) and non-family (one person or two or more person non-census family households) households with an overall shift throughout the forecast to a higher share of non-family households in line with recent trends.

Based on an observation that non-family household formation rates are generally lower in York Region than elsewhere in the GTHA, rates were assumed to increase (from an average of 6.5% to 9%) over the forecast horizon.

### **Household growth by structure type balances market-based inputs and policy objectives**

York Region's forecast by structure type considered several different inputs. While a housing propensity analysis based on 2016 housing demand by age and structure was used as the preliminary step in the analysis, these assumptions were adjusted based on recent trends. These trends have seen housing demand by age and structure type shift significantly over the past 10 years toward medium- and high-density structure types, particularly in younger age groups and likely influenced by housing affordability. The structure type forecast was further adjusted to account for recent building permit activity, short- and medium-term housing supply in the development pipeline, and finally long-term projected impacts of housing affordability and infrastructure investments on the Region's housing market. Table 1 displays the resulting structure type forecast.

**Table 1**  
**York Region Household Forecast by Structure Type**

<b>Period</b>	<b>Singles</b>	<b>Semis</b>	<b>Rows</b>	<b>Stacked Rows</b>	<b>Apartments</b>	<b>Duplex</b>	<b>Total</b>
2016 (actual)	228,000	22,100	44,400	2,200 (est)	45,700	14,500	356,900
2016-2051 (growth)	80,400	7,300	66,200	16,500	128,900	5,500	304,800
2051 (forecast)	308,400	29,400	110,600	18,700	174,600	20,000	661,700

Source: York Region Planning and Economic Development Branch

Consistent with the Region's analysis, Watson confirms that while a housing demand analysis based on population age and housing structure type using baseline data from Statistics Canada represents a useful starting approach in developing long-term assumptions by structure type, a number of additional factors need to be considered. These include more recent (e.g. last 15 years) housing demand, housing affordability, housing demand by tenure (i.e. rental vs. ownership housing), lifestyle decisions, health, mobility, Regional infrastructure investments, as well as the Growth Plan minimum 50% intensification target and a designated greenfield area



target of 60 residents and jobs per hectare, both of which are consistent with what the market is currently delivering in York Region.

### **Pace of growth determined by demographics, the market, and timing of infrastructure delivery**

While land needs are determined based on growth to 2051, an important component of York Region's MCR forecast is to allocate growth by 5-year period both for infrastructure and fiscal planning purposes. A range of factors are considered in distributing growth by 5-year period between 2016 and 2051, including but not limited to, demographics, infrastructure timing, and market factors related to available residential supply. Population growth by five-year period is presented in Table 2. Historical growth has also been provided for context.

**Table 2**  
**York Region Population Growth by Five-Year Period**

<b>Period</b>	<b>Population Growth</b>
2006-2011 (historical)	133,000
2011-2016	78,700
2016-2021 (forecast)	82,600
2021-2026	105,300
2026-2031	115,700
2031-2036	132,100
2036-2041	138,400
2041-2046	150,600
2046-2051	151,400
<b>Total (2016-2051)</b>	<b>876,100</b>

Source: York Region Planning and Economic Development Branch

Growth to 2021 is based on estimates of housing development that has occurred since 2016 and units currently under construction. As a result of construction timing, ground-related and apartment units that will be occupied by mid-2021 are already under construction. As a result of the high level of certainty associated with unit growth to 2021, the first period of the forecast does not reflect the 50% intensification target, rather 55% to reflect actual growth and units that are built, under construction, and/or well advanced in the planning process.

The timing of growth between 2021 and 2051 reflects expected increases in the level of migration over the forecast period – particularly beyond 2026 when major infrastructure projects are expected to release new growth areas in the Region. Major infrastructure projects expected to increase the pace of growth beyond 2031 include upgrades to the York Durham Sewage System conveyance and pumping stations and Duffin Creek treatment plant, the initial construction and future expansion of the Upper York Water Reclamation Centre, northeast and west Vaughan water and wastewater upgrades, as well as the Yonge North Subway Extension.

The anticipated timing and capacity of infrastructure delivery was a critical input to the Region's housing forecast by 5-year period; however, it should be noted that preparation of Regional forecasts is an iterative process that may result in changes as infrastructure planning, including timing, is confirmed through Regional Master Plans. Given that the Region is now planning to a 2051 planning horizon, additional infrastructure will be needed beyond what was previously contemplated by Water and Wastewater and Transportation Master Plans.

### **Household growth to 2051 reflects higher PPUs in new units**

An assumption in the Region's forecast is a higher persons per unit (PPU) assumption for growth in new units. This approach is similar to the approach taken in Development Charges studies. The methodology also reflects a projected shift toward a greater number of families moving into higher density structure types. This shift is driven by affordability challenges that are likely to persist in ground-related structure types, increasing demand in the Region's evolving Centres and Corridors, as well as the policy shift required to achieve the Growth Plan minimum 50% intensification target.

In deriving PPU assumptions by structure type, key inputs include:

- Observed growth in new units over the past 35 years based on Statistics Canada data
- Detailed analysis of shifting occupancy patterns as input to predicting a reasonable estimate for higher density structure types

A comparison of PPU in new units to 2051 with the previous 35-year average is provided in Table 3. An overall Regional PPU by structure type was generated prior to assessing geographic differences by local municipality. Local municipal PPU values were used to derive growth by local municipality shown in Section 8.

**Table 3**

#### **York Region PPU in new unit assumptions – historical and forecast**

<b>Period</b>	<b>Singles</b>	<b>Semis</b>	<b>Rows</b>	<b>Stacked Rows</b>	<b>Apartments</b>	<b>Duplex</b>
1981-2016	3.52	3.31	2.91	N/A	1.83	3.29
2016-2051	3.55	3.35	3.05	2.68	2.15	3.15

Source: York Region Planning and Economic Development Branch

### **PPUs in new units for rows and apartments informed by analysis of composition of households**

While PPU in new low density (single, semi-detached units) were assumed to be consistent with historical trends, PPUs for new medium- and high-density structure types were informed by a detailed analysis of historical and future household composition. The analysis provided the following observations:

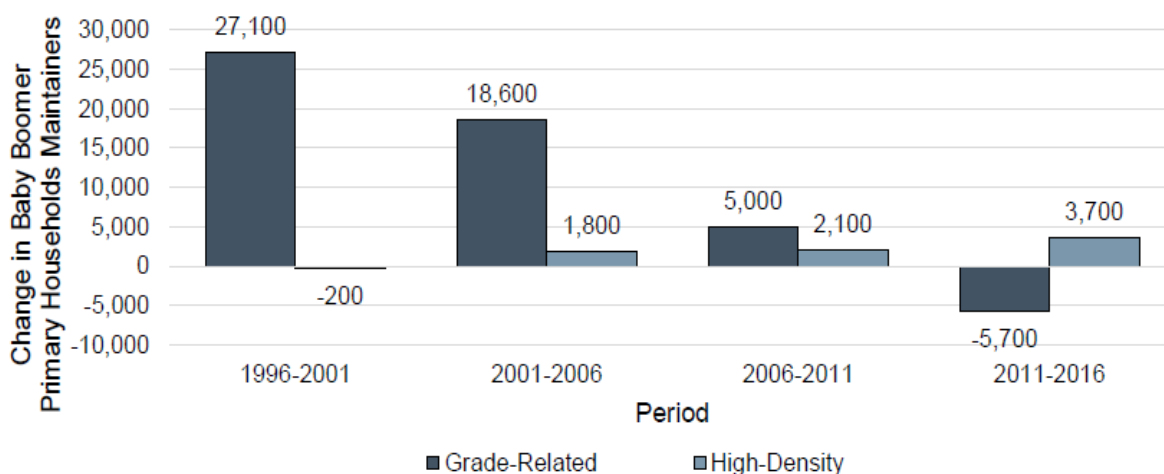
- Non-family households, with lower PPUs, are assumed to continue to account for a large share of apartment growth.

- Family households consisting of couples without kids (many of which are likely to be seniors according to analysis from Watson) are likely to account for a more significant share of the shift to high density units than family households with kids.
- Family households with kids were assumed to be more likely to shift from low density to medium density alternatives such as rows and stacked rows – more affordable options that continue to provide for more space than the average apartment unit.

Supported by work from Watson, York Region’s PPU assumptions do not assume a significant decline in the existing base over the forecast horizon – a trend that diverges from what has been observed historically. A large driver of this assumption is as a result of the aging population. Just as this demographic is likely to increase demand for high density structure types over the forecast horizon as a result of health, mobility, and income needs, this same trend is likely to result in a number of low density units “turning over” to younger, larger families. As shown in Figure 8 from Watson, this trend has already been occurring over the past 15 years and is expected to continue throughout the forecast period. Watson estimates that upwards of 40,000 low density units may “turn over” during the 35-year planning horizon.

**Figure 8**

**York Region total housing growth by structure type associated with the “Baby Boomer” generation, 1996-2016**



Note: Figures have been rounded.

Grade-related includes low-density (singles and semis) and medium-density (rows and apartments in duplexes) households. High-density includes bachelor, 1 and 2+ bedroom rental and condo apartments.

Source: Derived from Statistics Canada Census data, 1996 to 2016, by Watson & Associates Economists Ltd., 2020.

As a result of the assumptions above, and as shown in Table 3 above and Table 4 below, PPUs in new units and overall PPUs in medium and high-density structure types are expected to increase. The forecast assumes that a shift will occur that results in apartment units being occupied by 60% families compared to 50% today.

**Table 4**  
**York Region Average Persons per Unit Assumptions**

Period	Singles	Semis	Rows	Stacked Rows	Apartments	Duplex
2016 (actual)	3.37	3.23	2.89	N/A	1.82	3.05
2051 (forecast)	3.40	3.24	2.98	2.64	2.06	3.06

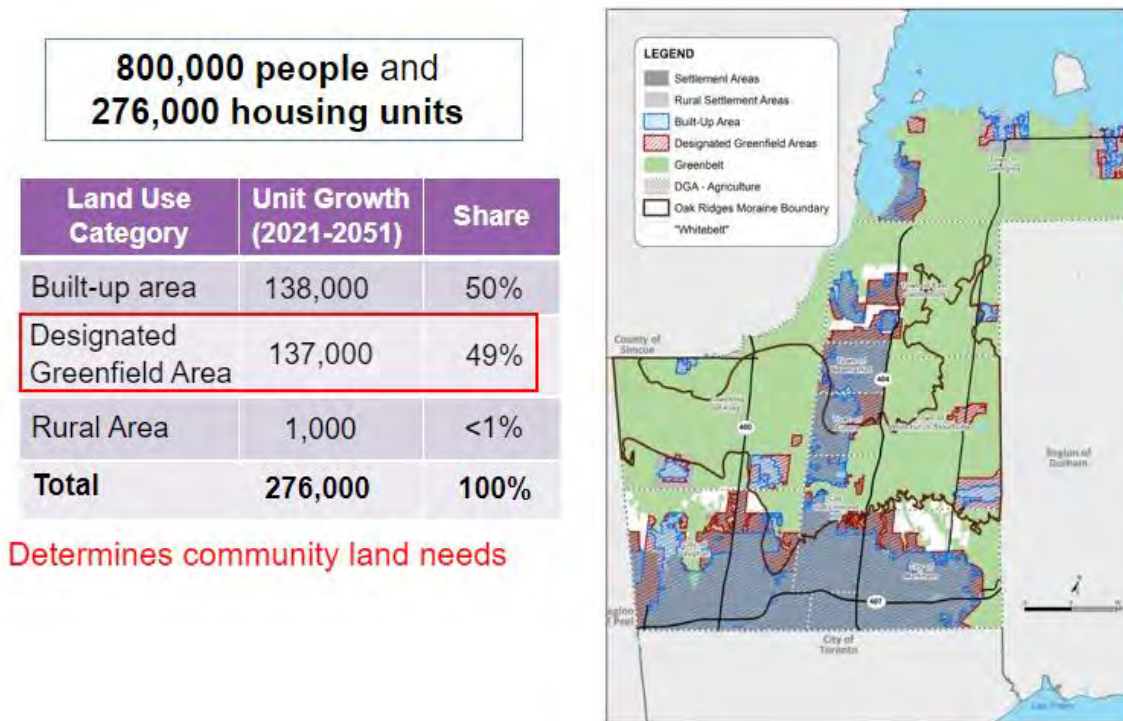
Source: York Region Planning and Economic Development Branch

### Household growth is distributed by land use category in accordance with Growth Plan requirements

Housing unit growth by structure type to 2051 is distributed to three land use categories in accordance with Growth Plan targets. Based on the Region's monthly population estimates and units under construction as of 2020, the Region's population is estimated at approximately 1,225,000 people in 2021, translating to growth of just under 800,000 people, or 276,000 units to 2051. Figure 9 provides a summary of the process as well as the result. The first step is to allocate 50% of forecast unit growth to the built-up area. Next, a small assumption is made in the rural area to reflect minor housing growth outside the settlement area. In the case of York Region, less than 1% of unit growth was assumed to be in the rural area. Finally, the remaining units in the forecast are assumed in the designated greenfield area. The designated greenfield area is the primary determinant of an urban expansion.

**Figure 9**

### Community Land Needs Assessment



Source: York Region Planning and Economic Development Branch

**Household growth by structure type in each land use category is informed by existing supply and Growth Plan and Regional Official Plan policy objectives**

Distribution by land use category varies by structure type and is informed by units under application, secondary plan estimates for greenfield and intensification areas, as well as the Region-wide minimum intensification target of 50%. The 2021-2051 distribution of growth by structure type and land use category is summarized in Table 5.

**Table 5**

**Unit Growth by Structure Type and Land Use Category (2021 – 2051)**

<b>Land Use Category</b>	<b>Singles</b>	<b>Semis</b>	<b>Rows</b>	<b>Stacked Rows</b>	<b>Apartments</b>	<b>Duplex</b>	<b>Total</b>
Built-up area	5,600	1,100	20,200	6,600	101,500	3,000	138,000
Designated greenfield area	62,900	5,600	39,400	9,600	17,500	2,000	137,000
Rural area	1,000	0	0	0	0	0	1,000
<b>Total</b>	<b>69,500</b>	<b>6,700</b>	<b>59,600</b>	<b>16,200</b>	<b>119,000</b>	<b>5,000</b>	<b>276,000</b>

Source: York Region Planning and Economic Development Branch

While the built-up area is assumed to accommodate a significant share (85%) of the Region's high density unit growth over the forecast period, the majority of the low density (singles & semis) unit growth (90%) is assumed in the designated greenfield area where more vacant land exists. Medium density units (rows, stacked rows, duplex) have been distributed throughout the Region. As identified by Watson, row units are the most affordable ground-related product in the Region. Delivering these units in both the built-up area and the designated greenfield area will therefore be important in delivering complete communities with housing more affordable to medium-income households.

Unit growth by structure type in the designated greenfield area reflects planned growth through existing applications and approved secondary plans. The land needs assessment requires municipalities to estimate a 2051 buildout of the designated greenfield area. An assumption in the Region's forecast is that while the majority of planned ground-related supply in the designated greenfield area supply is assumed to build out by 2051, just over 50% of apartments are assumed to be built and occupied by 2051. This assumption is driven by the fact that apartment growth is likely to be concentrated in the built-up area because access to rapid transit is more readily available.

**Approximately one in four units required to meet the 50% intensification target are projected to be ground related**

Despite a comparatively lower share of ground-related unit growth in the built-up area, the Region's built up-area provides infill opportunities for both low and medium density units. For example, a number of golf courses in the Region are expected to redevelop over the forecast horizon, providing a significant volume of low and medium density units. Townhouse redevelopment projects are another form of redevelopment in the Region's built up area that is becoming increasingly prominent. As such, over 25% of units required to meet the 50% intensification target are projected to be ground related.

### **Watson concludes the Region's forecast by structure type and land use category is reasonable**

Through its review of the Region's proposed forecast, Watson concluded that the Region's structure type forecast of 27% low density, 30% medium density, and 43% high density is reasonable. They identified that the structure type forecast:

- Appropriately recognizes recent shifts in residential building permit activity in York Region from low density dwellings toward medium and high-density housing forms.
- Embraces further anticipated shifts toward medium and high-density residential development which are exhibited in active residential plans.
- Recognizes that the aging population is likely to continue to drive demand for a significant share of high-density ownership housing demand associated with older seniors (75+) with lower household incomes.
- Appropriately considers housing affordability risks and the need to expand the supply of affordable home ownership in the medium-density market as well as smaller, more compact grade-oriented housing including back-to-back and stacked townhouses in both build-up area and greenfield locations.

## **4.3 Determining community land need**

### **Demand supply analysis in designated greenfield area determines need for community land urban expansion**

A demand supply analysis undertaken in the designated greenfield area determines whether urban expansion is required to accommodate forecast growth to 2051. The minimum number of residents that can be accommodated in the existing designated greenfield area at the forecast horizon (supply) is determined independently of the demand. If the forecast demand exceeds the existing supply an urban expansion is required. The quantum of urban expansion required is determined based on the designated greenfield area density assumption. A new component of the provincial methodology is for municipalities to consider additional lands beyond what is required by the demand-supply analysis in the form of a contingency. The intent is to account for long term vacancy and/or lands not being developed as planned over the 30-year horizon.

### **Existing designated greenfield area supply potential is based on development applications and approved local municipal secondary plans**

The following identifies the method undertaken to determine the minimum designated greenfield area supply:

1. Identify designated greenfield area as of July 1, 2017
2. Identify lands deemed "undevelopable" in accordance with the Growth Plan (natural features, infrastructure corridors etc.)
3. Based on municipal supply information (existing base, plans of subdivision, secondary plans etc.) determine the minimum number of units already planned for on these lands

Community area jobs that are in the designated greenfield area also contribute to the achievement of the designated greenfield area density target.

### **Density assumption for urban expansion areas is consistent with existing communities and current market trends**

To translate additional housing need required through urban expansion into the quantum of land required, a density assumption is used. As indicated in the [Planning for Density in New Communities](#) report in June 2020, 12 recently built or under construction communities in the Region's designated greenfield area averaged approximately 62 residents and jobs per hectare as of 2016. As such, as articulated in that report, for the purposes of land needs assessment, Regional staff have assumed a density of 60 residents and jobs per hectare, or 17 units per hectare, in new community areas.

### **Designated greenfield area demand supply analysis results in need for 2,300 hectares of community land to 2051**

Comparing the forecast demand for designated greenfield areas with the 2051 estimated supply potential in the Region's existing designated greenfield areas and applying the density assumption above yields the following results shown in Figure 10. A contingency assumption of approximately 200 hectares was then added to community area land needs to account for units that are planned but might not materialize over the 30-year horizon. Together, these assumptions result in a need for 2,300 hectares of community land by 2051.

**Figure 10**

#### **Determining Community Area Land Needs (2021-2051)**

$$\begin{aligned}
 & \mathbf{137,000 \text{ units}} \text{ (Demand)} \text{ — } \mathbf{101,000 \text{ units}} \text{ (Supply)} \\
 & \mathbf{= \frac{36,000 \text{ units}}{17 \text{ units/Ha}}} \\
 & \mathbf{= 2,100 \text{ Ha} + \text{Contingency (200 Ha)}} \\
 & \mathbf{= 2,300 \text{ Ha}}
 \end{aligned}$$

Source: York Region Planning and Economic Development Branch

### **Overall designated greenfield area density target of 60 conforms with the Growth Plan and reflects the market**

As outlined in the [June 2020 report](#), Planning for Density in New Communities, the Designated Greenfield Area is comprised of three categories: built areas, areas under construction or under application, and areas being planned including those areas with and without secondary plans (including urban expansion). The Region's designated greenfield area density at 2051 is an output of a calculation that includes all three categories described above. By 2051, it is estimated that the Region's entire designated greenfield area would be built at a density of approximately 60 residents and jobs per hectare. While this exceeds the minimum density target of 50 people and jobs per hectare required by the Growth Plan, it is consistent with what the market in the Region is currently delivering.

## **5.0 PLANNING FOR EMPLOYMENT**

### **5.1 Overview**

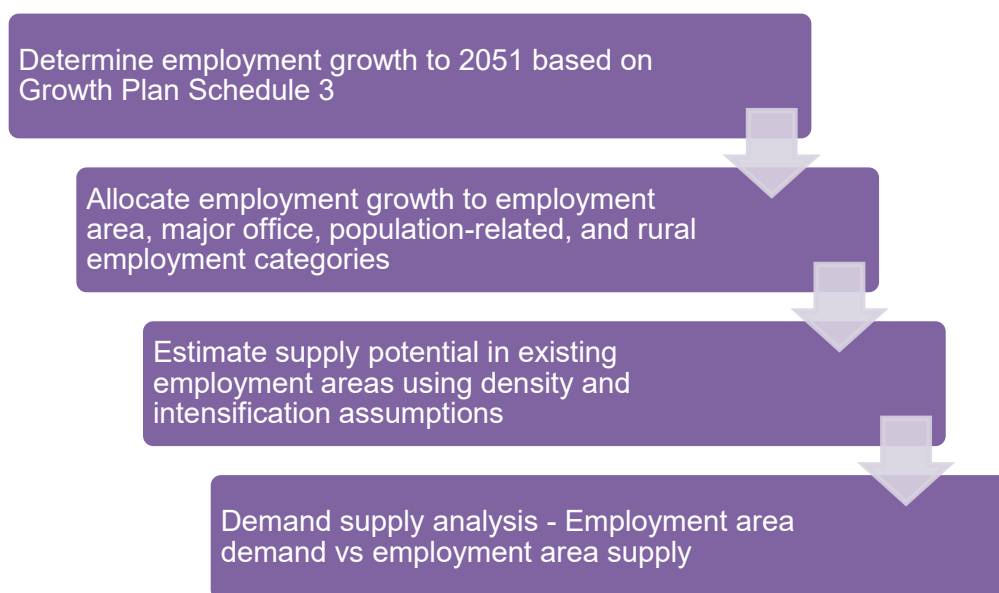
This section of the report provides the growth forecast for employment for the Region, the distribution of employment growth by four types, and associated land needs. Schedule 3 in the Growth Plan forecasts 990,000 jobs for York Region by 2051.

#### **There are four key steps to assessing employment land needs**

The Provincial Land Needs Assessment methodology for determining employment land needs can be broken down to the following four main tasks – outlined in Figure 11:

**Figure 11**

#### **Employment Land Needs Assessment Methodology**



Source: York Region Planning and Economic Development Branch



### **Employment is forecast by four main types**

The Region's employment forecast to 2051 is categorized into four employment types: employment area, major office, population-related, and rural employment. The focus of the Land Needs Assessment methodology, to determine if an urban expansion is required, is on employment area land needs.

- **Employment area:** employment located in the Region's proposed designated employment areas (as show in Figure 12 below), excluding major office employment. Employment area employment includes activities such as manufacturing, research and development, warehousing and ancillary retail, office, and service uses.
- **Major office:** employment in freestanding office buildings 20,000 square feet or greater (excluding city or town halls, hospitals or school board offices and other local municipal serving office uses).
- **Population-related:** jobs within existing and proposed settlement areas and outside of employment areas, except major office buildings, that serve the local population. This employment category includes retail, service, education, municipal government, community services, other institutional jobs, and home-based businesses.
- **Rural:** jobs outside settlement areas and outside employment areas, including agricultural and rural-based jobs and incorporates a small component for home-based businesses.

## **5.2 Employment growth by type to 2051**

### **Employment growth of 390,000 jobs to be allocated to four employment types between 2016 and 2051**

The Land Needs Assessment methodology provides some flexibility in deriving the 2016 employment base. For York Region, the annual employment survey is the most comprehensive estimate of employment in 2016 and is used as the basis for determining employment growth to 2051. As such, a 2016 employment base of just under 600,000 jobs results in growth of approximately 390,000 jobs to reach the Growth Plan 2051 forecast of 990,000 jobs.

### **Employment growth by type to 2051 reflects analysis on changing nature of employment**

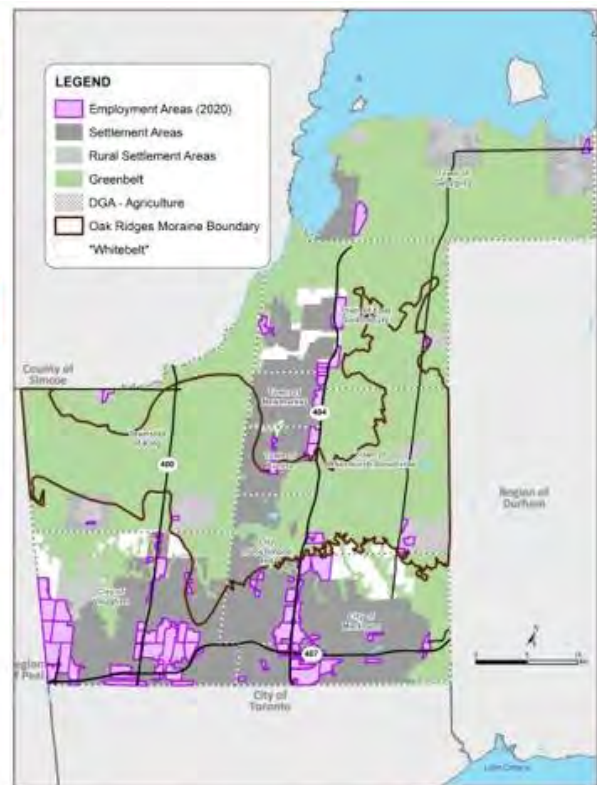
Based on actual observed growth to 2019 and estimated changes in employment to 2021, employment in York Region is estimated at 645,000 jobs in 2021. This translates to growth of approximately 345,000 jobs between 2021 and 2051.

The outlook for employment in the Region by type incorporates a range of anticipated economic and workplace changes. In generating forecasts for employment growth by type, a number of different factors and outcomes were considered. Many of these trends are outlined in more detail in the Region's 2019 [Planning for Employment background report](#). These include top-down considerations such as York Region's historical market shares and shares of GTHA employment by type as well as bottom-up estimates of employment growth by sector based on varying degrees of economic shifts and levels of automation. The employment by type forecast is shown in Figure 12.

**Figure 12**  
**Employment Land Needs Assessment**

Employment Category	Job growth (2021-2051)	Share
Rural	1,500	0.5%
Population Related	124,000	36%
<b>Employment Area</b>	<b>128,000</b>	<b>37%</b>
Major Office	92,000	26%
<b>Total</b>	<b>345,500</b>	<b>100%</b>

Determines employment land needs



Source: York Region Planning and Economic Development Branch

At a high level, assumptions in the employment forecast are as follows:

- A rising share of employment in major office to reflect the continued shift to service and knowledge-based jobs. This has, however, been tempered by the continued high share of growth in GTHA office employment growth occurring in Downtown Toronto in the short to medium term as well as a growing share of office activities within flex office space and repurposed industrial buildings. Major office employment is expected to increase over the forecast in line with the completion of the Yonge-North Subway Extension and the evolving strength of the Toronto-York Spadina Subway Extension, Regional Bus Rapid Transit, and GO network.
- A relatively steady ratio of population-related employment to population as the demand for many services such as health care and education is anticipated to grow faster than employment overall, while retail growth is anticipated to slow as this sector continues to restructure as a result of e-Commerce.
- A declining, yet significant, share of employment area employment. The forecast reflects decreasing overall shares of employment in goods-producing sectors such as manufacturing but is offset by the increasingly more diverse mix of employment uses in

employment areas, including growth in office activities through knowledge-based sectors in industrial condominiums. The employment area employment forecast also reflects expected rapid growth in warehouse and distribution centres as a result of e-Commerce but with low employment densities as a result of anticipated impacts of automation in this and other goods-producing sectors.

- Increases in work from home and e-Commerce have been forecasted for many years. While COVID-19 may have accelerated and/or created a short-term shift in this regard, any potential long-term shift in trends require further analysis following recovery from the pandemic. Subsequent adjustments, as necessary, will be made through future municipal comprehensive reviews.
- A declining share of employment in rural areas.

Table 6 shows the change in the distribution of employment over forecast period.

**Table 6**  
**Shares of York Region Total Employment by type**

	Major Office	Employment Area	Population-Related	Rural
2016	15%	39%	43%	3%
2051	20%	38%	40%	2%

Source: York Region Planning and Economic Development Branch

#### **Timing of employment growth based on GTHA labour force, GTHA market, infrastructure delivery, and anticipated impacts of COVID-19**

Similar to population, employment growth by five-year period is used to inform long term infrastructure and fiscal planning. The overall timing of employment growth in the Region is generally tied to the GTHA and York Region labour force and the pace of population growth anticipated in the Region. Other GTHA market-based factors and timing of infrastructure delivery also impact employment growth by employment type (major office, employment area, population-related, and rural). Timing estimates for major water wastewater infrastructure and future transportation corridors such as the GTHA west and Bradford Bypass inform the pace and geographic distribution of employment growth in the Region. Employment growth by five-year period is illustrated in Table 7:

Table 7

**York Region Employment Growth by Employment Type by Five-Year Period**

<b>Period</b>	<b>Major Office</b>	<b>Employment Land</b>	<b>Population-Related</b>	<b>Rural</b>	<b>Total Growth</b>
2006-2011	6,400	7,800	33,500		47,700
2011-2016	19,700	21,300	48,100		89,100
2016-21	10,500	18,700	15,900	400	45,500
2021-26	12,900	21,000	17,600	300	51,800
2026-31	12,500	20,000	17,300	300	50,100
2031-36	14,400	21,000	19,600	300	55,300
2036-41	15,900	21,400	21,100	300	58,700
2041-46	17,900	22,400	23,600	0	63,900
2046-51	18,400	23,000	24,300	0	65,700
<b>Total</b>	<b>102,900</b>	<b>147,500</b>	<b>139,000</b>	<b>1,600</b>	<b>391,000</b>

Source: York Region Planning and Economic Development Branch

COVID-19 has had significant negative impacts on global and national economies. Particular economic sectors including travel and tourism, accommodation and food, manufacturing, and energy have felt the strongest impacts. As a result, employment growth in the 2016-2021 forecast period was adjusted downward to account for these impacts. Employment levels in York Region are anticipated to recover back to 2019 levels by 2022. Employment growth is anticipated to increase as the economy recovers from the impacts of COVID-19, remain relatively stable, and then increase gradually after 2031 as a result of anticipated labour force trends and higher population growth forecast for these periods.

### **5.3 Determining employment land need**

Employment land needs are determined by undertaking a demand-supply analysis comparing the supply potential of the Region's existing employment areas against employment area demand (Figure 12).

#### **Employment area supply potential is based on vacant land, an intensification assumption and takes account of Council endorsed employment area conversions**

The estimate of supply potential in the Region's existing employment areas is based on the following factors:

- Employment area boundaries in Figure 12, reflecting Regional Council decisions in [October 2020](#) on employment area mapping and site-specific employment conversion requests.
- Projected employment densities on vacant employment lands. Employment densities vary significantly in the Region and are a function of geographic location and the nature

of existing uses. Densities range from as low as 20 jobs per hectare in west Vaughan because of the presence of warehouse/distribution type uses to 85 jobs per hectare in higher density employment areas near Highway 7 and 404. Projected densities also considered approved secondary plans.

- An intensification assumption has been made in employment areas, as required by the Growth Plan, to reflect job growth that occurs without absorption of new land. Based on detailed analysis, a conservative estimate of 10% of employment area employment growth is anticipated to occur within existing built space. This compares to close to 60% observed over the past five years as the economy recovered from the 2008/2009 recession. Additional potential has been assumed through new buildings or expansions to existing buildings on built parcels.
- While it is a policy objective of the Regional Official Plan to direct major office development to the Region's Centres and Corridors, a portion of the Region's forecast major office growth is anticipated to occur in employment areas. The land area occupied by major office development is removed from the vacant employment area supply in the calculation of employment area supply potential.

**Approximately 1,100 hectares of urban expansion employment lands are required to 2051**  
Comparing the forecast demand in employment areas and the supply potential of the Region's existing employment areas yields the following results shown in Figure 13 below.

**Figure 13**

**Determining Employment Land Needs (2021-2051)**

$$\begin{aligned}
 & \mathbf{128,000 \text{ jobs}} \text{ (Demand)} \quad - \quad \mathbf{90,000 \text{ jobs}} \text{ (Supply)} \\
 & = \mathbf{\frac{38,000 \text{ jobs}}{40 \text{ jobs/Ha}}} \\
 & = \mathbf{950 \text{ Ha} + \text{Contingency (150 Ha)}} \\
 & = \mathbf{1,100 \text{ Ha}}
 \end{aligned}$$

Source: York Region Planning and Economic Development Branch

Consistent with the Regional Official Plan, a density assumption of 40 jobs per hectare is assumed for any urban expansion employment areas that may be required. This density assumption reflects both the potential for lower density warehouse/distribution employment uses as well as future employment areas which will accommodate higher density employment uses including some office and service uses in industrial buildings. A contingency factor is also incorporated in the land needs assessment calculation to account for long-term vacancy. In total, there is a need for an additional 1,100 hectares of employment land by 2051.

## **6.0 URBAN EXPANSION CONSIDERATIONS**

The Provincial Land Needs Assessment determined that 2,300 hectares of community land and 1,100 hectares of employment land are required to accommodate growth in the Region to 2051. This section of the report assesses geographic options for urban expansion and recommends a proposed distribution.

### **6.1 Available lands for Urban Expansion**

#### **York Region has approximately 4,100 developable hectares of available whitebelt lands**

Lands located outside the Region's existing Urban Area and outside of the Greenbelt are available for urban expansion and are commonly referred to as 'whitebelt' lands. York Region has an estimated 4,100 developable hectares of whitebelt lands. Whitebelt lands in the Region are in East Gwillimbury, King, Markham, Vaughan, and Whitchurch-Stouffville.

#### **Whitebelt lands are identified for potential future community and employment uses**

In order to protect an appropriate ratio of employment and community lands to maintain the Region's targeted activity rate (1 job for every 2 people), and in consultation with local municipal staff, whitebelt lands were classified into potential future community and employment areas. Considerations for locating future employment areas include proximity to existing and future 400 series highways, being contiguous with existing designated employment areas in the Region, distribution of expected population growth throughout the Region, and past York Region Council resolutions. For the identification of potential future community lands, factors include connectivity with existing and future community areas and areas being of sufficient size to allow for comprehensive planning.

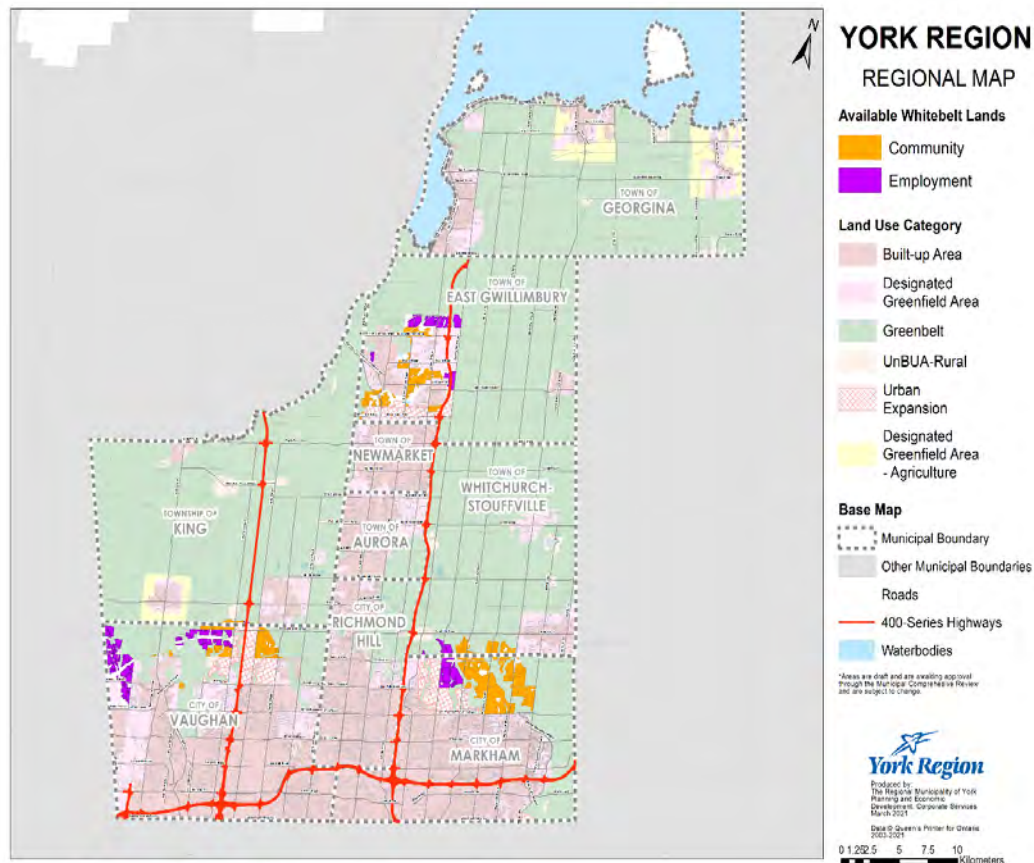
Potential future employment areas are comprised of the following areas – shown in Figure 14:

- In Vaughan, future employment areas are identified in northwest Vaughan, building upon existing designated employment areas, the CP intermodal terminal, and the future GTA West Corridor and Highway 427 extension. This is consistent with a York Region Council resolution from November 2015 which requested staff report back on the merits of including remaining developable vacant lands in northwest for employment purposes as part of the MCR.
- Potential future employment areas are also identified in Vaughan adjacent to the GTA West Corridor, just west of the Highway 400 North employment area.

- In King, a small area is identified for potential employment purposes fronting Highway 400 immediately north of the Highway 400 North employment area in Vaughan.
- In Markham, a potential future employment area is identified north of Elgin Mills Road East and east of Warden Avenue, building upon the ROPA 3 employment lands immediately to the west. Identifying these lands for employment uses will help support significant population growth potential through community urban expansion lands in the City of Markham and increase live-work opportunities in southeast York Region.
- Future employment lands are identified in Whitchurch-Stouffville immediately north of the ROPA 3 employment area and potential future employment area in Markham.
- In East Gwillimbury, potential future employment areas are identified adjacent to the future Bradford By-Pass, along Highway 404, and a small section of Holland Landing, adjacent to an existing employment area.

The remaining Whitebelt lands have been identified as potential community lands.

**Figure 14**  
**Available Whitebelt Lands**



Source: York Region Planning and Economic Development Branch

### **Growth is contemplated only where permitted by Provincial Plans and in locations with existing or planned water-wastewater capacity**

Through the MCR, requests have been received from the City of Richmond Hill, Township of King, and Town of Whitchurch Stouffville requesting consideration of site-specific employment uses in the Protected Countryside of the Greenbelt. York Region's [Potential for Employment Lands along 400 Series Highways](#) report from October 2020 provides further information on these requests. As discussed in a [January 2021](#) memo, Provincial policy in the Greenbelt Plan and Oak Ridges Moraine Conversation Plan prohibits expanding settlement areas into the Protected Countryside of the Greenbelt. As such, these requests were not considered as part of the MCR. Further, the application of the Provincial Land Needs Assessment concludes that the Region can meet its employment land needs with existing urban lands and a portion of Whitebelt lands.

Population and employment growth beyond the existing and planned infrastructure capacity in Nobleton and Mount Albert have also not been considered. Preliminary estimates indicate that expanding the water and wastewater capacity in Nobleton beyond the 10,800 people currently contemplated in an ongoing Environmental Assessment would be cost prohibitive, requiring an infrastructure investment in the range of \$100 to \$200 million. This would not be financially sustainable given the amount of additional growth that could be realized. In addition, at the time of writing this report, discussions were ongoing between landowners, Town of East Gwillimbury staff and York Region staff regarding the potential to expand the servicing capacity in Mount Albert from 6,000 to 8,000 population. However, because no agreement has been reached with respect to whether such an expansion would be feasible, the current servicing capacity of 6,000 has been maintained for the purposes of the proposed forecast.

### **6.2 Site specific requests for urban expansion**

Since the MCR began in 2014, 71 written submissions have been received from landowners and consultants requesting re-designation of agricultural and rural land to allow for urban development. The Region has also received a Council resolution from the Town of East Gwillimbury requesting that the entirety of the Town's Whitebelt lands be re-designated for urban uses as well as requests from the City of Richmond Hill, Town of Whitchurch Stouffville, and Township of King to re-designate areas of the protected countryside. Submissions were reviewed and responses are provided in Attachment 2. Forty properties being requested for inclusion in the Urban Area are within the area proposed for urban expansion to accommodate residential and employment growth to 2051.

### **6.3 Considerations in developing options for urban expansion**

The need for approximately 2,300 hectares of community lands and 1,100 hectares of employment land equates to approximately 80% of total developable whitebelt lands in the Region. In determining the preferred configuration for urban expansion, several factors were considered, including:

- Timing and availability of water/wastewater and transportation infrastructure
- Financial impacts to the Region



- Contiguity with existing urban areas
- Logical planning boundaries
- Building complete communities that provide for both living and working opportunities
- Protecting valuable agricultural areas
- Supporting the Regional structure

In time, all the Region's whitebelt lands will be needed to accommodate growth in the Region. Planning for 80% of the whitebelt allows the Region to take a focused approach to planning for growth to 2051 and allows for leveraging of existing infrastructure investments, staging and phasing of new infrastructure, and growing in a financially sustainable manner.

#### 6.4 Opportunities and risks associated with different urban expansion geographies

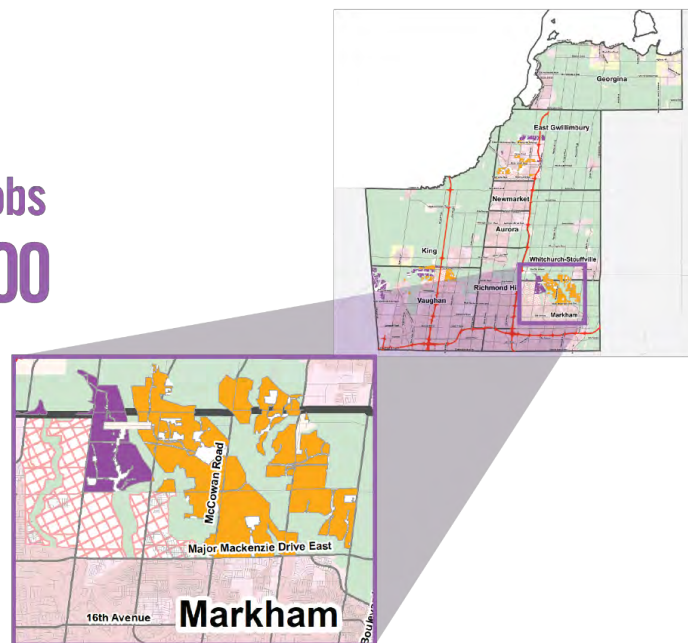
The Region has three geographic areas that can accommodate urban expansion, each with associated costs, opportunities, and risks. Preliminary estimates for anticipated population, employment, and water and wastewater and transportation infrastructure costs (based on 2016 Master Plans) to support full buildout of each area are provided in Figure 15. This formed the basis for the preliminary assessment of how to distribute the 80% of the Whitebelt required to support growth to 2051.

**Figure 15**

#### **Costs\*, Opportunities, and Risks Associated with Full Buildout of Different Urban Expansion Options**

##### Growth in Southeast

Total Infrastructure Cost  
**\$480 Million**  
 Supports Population of  
**85,000** and **20,000 jobs**  
 Infrastructure cost per capita **\$4,600**



**Opportunities:**

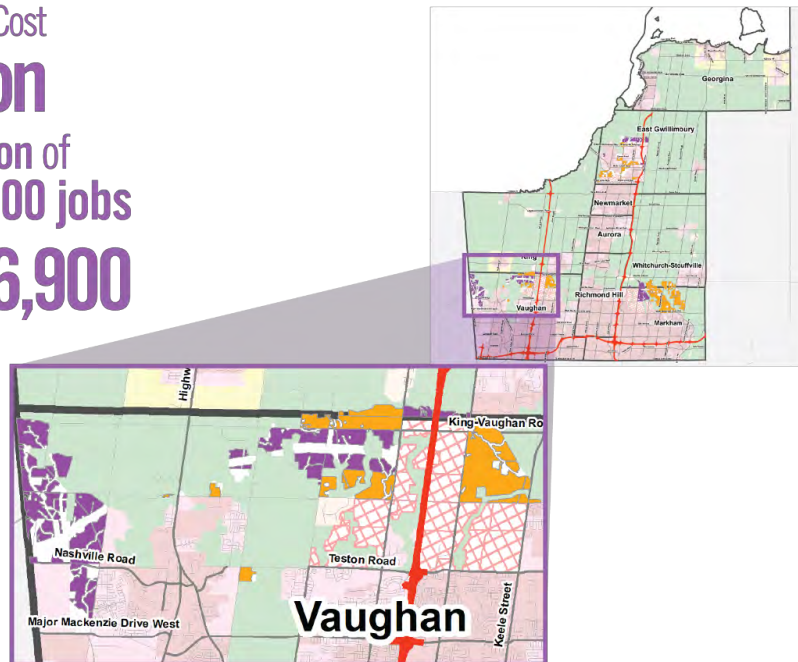
- Supports long-term BRT investment on Major Mackenzie, expanded Highway 404, GO expansion and arterial road investments
- Leverages existing wastewater infrastructure investment - closest proximity to downstream water wastewater infrastructure in which the Region has made significant investments over the past two decades

**Risks:**

- Though prevalent across all of York Region, housing affordability poses a more significant risk in southern locations of the Region. The price of housing may present significant affordability challenges to market segments such as young families, which may impact the pace of growth and recovery of development charges in this location.

**Growth in Southwest**

Total Infrastructure Cost  
**\$900 Million**  
 Supports Population of  
**90,000** and **40,000** jobs  
 Infrastructure cost per capita **\$6,900**

**Opportunities:**

- Builds upon existing strengths in transportation/warehousing in West Vaughan
- Leverages strong employment growth potential along Highway 427 and the future GTA west corridor
- Leverages existing downstream wastewater infrastructure investment made by the Region over the past two decades

**Risks:**

- The amount of job growth potential in southwest York Region could take longer to materialize which may impact the pace of development charges collections
- Similar to the southeast, housing affordability poses a more significant risk in southern locations of the Region
- Some growth may be contingent upon the timing of the GTA west corridor

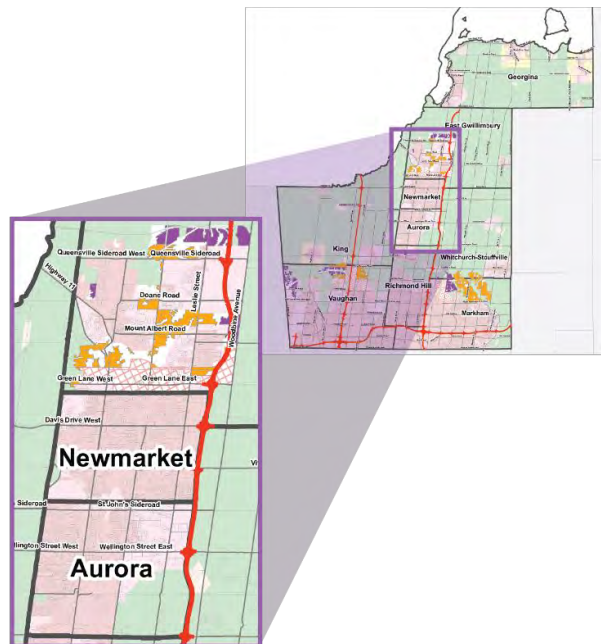
**Growth in North**

Total Infrastructure Cost

**\$1.6 Billion**

Supports Population of  
**150,000** and **55,000 jobs**

Infrastructure cost per capita **\$7,600**

**Opportunities:**

- Potential to provide more affordable housing options relative to southern York Region

**Risks:**

- Requires an entirely new investment in wastewater treatment infrastructure (Upper York Water Reclamation Centre) that will require multiple phases to achieve full population and employment buildout in East Gwillimbury
- Timing of the Upper York Water Reclamation Centre is uncertain and is contingent on approvals from the Provincial government
- Future phases of the Upper York Water Reclamation Centre will be contingent on a new Environmental Assessment and interim phosphorous monitoring
- Fewer opportunities for higher order transit investment

\*Based on 2016 Master Plans

Source: York Region Planning and Economic Development Branch

## 6.5 Proposed Distribution of Urban Expansion land needs to deliver the results of the Provincial Land Needs Assessment

Based on the analysis in Sections 6.1 to 6.4, the proposed distribution of urban expansion is shown in Table 8. Detailed mapping is provided in Attachment 4. Site-specific requests for urban expansion were also considered - the results of which are presented in Attachment 2.

**Table 8**

### **Proposed urban expansion land needs by municipality to 2051 (hectares)**

Municipality	Available Whitebelt	Proposed Urban Expansion	Community Land	Employment Land
East Gwillimbury	960	245	180	65
King	80	80	70	10
Markham	1,490	1,490	1,270	220
Vaughan	1,210	1,210	500	710
Whitchurch Stouffville	375	375	280	95
<b>Total</b>	<b>4,115</b>	<b>3,400</b>	<b>2,300</b>	<b>1,100</b>

Source: York Region Planning and Economic Development Branch

### **Location of urban expansion lands required by the Provincial Land Needs Assessment to meet the 2051 forecast are proposed such that potential risk to the Region is minimized**

The three potential urban expansion geographies described in the previous section were assessed using the principles outlined in Section 6.3 of this report. The proposed distribution of urban expansion lands (Table 8) reflects Growth Plan and Regional Official Plan criteria, as well as an assessment of costs, risks, and opportunities in each potential whitebelt geography. The proposed distribution:

- Maximizes urban expansion in areas with higher certainty of timing of the provision of water and wastewater infrastructure
- Provides well-located future employment lands along Highway 427, the GTA West Corridor, Highway 404 and adjacent to the ROPA 3 employment lands
- Allows for the connection of the Green Lane Corridor, and Holland Landing communities in East Gwillimbury
- Aligns growth in northern York Region with the ability to deliver the multi-phase infrastructure required to support it by providing the opportunity for growth unlocked by new infrastructure to be realized within the forecast period to reduce potential misalignment of development charges collections within and beyond the forecast period.

- Supports ongoing agricultural uses to the extent possible given that lands in northern East Gwillimbury were identified as some of the most suitable remaining whitebelt lands for agricultural uses in the Region
- Minimizes, to the extent possible, impacts on the Region's agri-food network and agricultural operations, owing to the quantum of lands required

**Timing and uncertainty of servicing in northern York Region was a key factor informing the proposed distribution of urban expansion land needs to 2051**

Growth in northern York Region is dependent on the Upper York Water Reclamation Centre. Conditional on timely provincial approvals, the Water Reclamation Centre is currently scheduled for completion in 2028 and will provide capacity for 90,000 people in East Gwillimbury and Northwest Newmarket while also freeing up capacity for growth in Newmarket and Aurora. The initial phase will service existing population as well as growth of approximately 45,000 people in East Gwillimbury's existing urban area but does not provide capacity for growth in the Town's Whitebelt lands.

An expansion of the Water Reclamation Centre is anticipated in the early 2040s and will provide capacity for growth of an additional 45,000 people in East Gwillimbury and Newmarket. The expansion is also required to provide water wastewater capacity for some Whitebelt lands. A further expansion of the plant would be required to achieve full buildout of the remaining Whitebelt lands in the Town. Timing of this expansion is not yet known but is likely to occur beyond 2051. The timing and uncertainty surrounding the initial stage of Upper York as well as future expansions present significant risks to the Region and have resulted in the proposed higher levels of Whitebelt growth in southern York Region where infrastructure is more certain and less costly to meet the amount of growth required by the Land Needs Assessment.

The proposed distribution of growth presented in Table 8 would not require the final expansion of the Upper York Water Reclamation Centre (likely beyond 2051), a project estimated at \$200 million. This distribution of growth also results in a more achievable growth outlook for the Town of East Gwillimbury with respect to annual population growth and therefore allows the Region to plan for a more accurate recovery of development charges collections both within the 2051 horizon and beyond.

**Growth Plan and Regional Official Plan urban expansion criteria are being met**

Both the Growth Plan and Regional Official Plan contain criteria related to undertaking settlement area boundary expansions and considerations for locations for expansions. Section 2.2.8.2 of the Growth Plan requires that settlement area boundary expansions only occur through a MCR subject to the following conditions which have been addressed:

- The need for a settlement area boundary expansion has been demonstrated through the forecast and land needs assessment outlined above which is consistent with the Provincial methodology. The forecast is based on the minimum intensification and reflects on the ground densities in the designated greenfield area (exceeding the minimum Growth Plan target).

- Sufficient opportunities are not available through intensification and in the current designated greenfield area to accommodate the required population and employment growth to 2051
- The proposed urban expansion will provide sufficient lands to accommodate growth not exceeding the 2051 planning horizon of the Growth Plan
- The timing of the proposed expansion and phasing of development will not affect the achievement of intensification and density targets.

The Growth Plan criteria for assessing locations for urban expansion as outlined in Section 2.2.8.3 are summarized below along with a brief description of how the recommended scenario meets each consideration.

- 1) Sufficient servicing capacity exists in existing or planned infrastructure and the expansion is financially viable
  - The planned infrastructure needed to accommodate growth in the Region to 2051 as described earlier in this report would be sufficient to service the proposed growth, including the urban expansion lands.
  - While preliminary analysis has been undertaken to assess infrastructure required to assess costs of growth, updates to the Region's Water and Wastewater and Transportation Master Plans along with a future fiscal impact analysis of the Region's growth forecast will address the financial viability of required infrastructure and public service facilities for urban expansion lands required to 2051.
- 2) Expansion is informed by the applicable water and wastewater master plans and stormwater master plans
  - The proposed forecast has been prepared in consultation with Regional staff from Environmental Services, Transportation, and Finance. As stated above, the water and wastewater master plan update process was recently initiated and will be consistent with the MCR forecast work. The Region does not prepare stormwater master plans as these are more appropriately undertaken at the secondary planning stage.
  - The Region will work in collaboration with Conservation Authorities and local municipalities to ensure the approach to Stormwater Management Plans utilizes best management practices that minimize and mitigate impacts to watersheds and water resources system.
- 3) Expansion, including the associated water, wastewater and stormwater servicing would be planned to avoid or minimize and mitigate any potential negative impacts on watershed conditions and the water resource system, including the quality and quantity of water.
  - The required water, wastewater, and stormwater servicing will be appropriately planned through the Master Plan update and the secondary planning process to avoid or minimize and mitigate any potential negative impacts on watershed

conditions and the water resource system.

- 4) Key hydrologic areas and the Natural Heritage System for the Growth Plan should be avoided where possible
  - The forecast accounts for Natural Heritage features and systems being protected from development in accordance with Provincial and Regional policies.
  - Key hydrologic areas and the Natural Heritage System for the Growth Plan will be protected in the detailed planning of urban expansion areas and will not be assumed to accommodate development.
  
- 5) Prime agricultural area should be avoided where possible
  - The majority of the Region's whitebelt areas are prime agricultural lands; thereby making it impossible to avoid these lands as part of any urban expansion. The PPS provides further direction in this regard in Policy 1.1.3.8 by stating that if prime agricultural lands cannot be avoided, lower priority lands should be considered first.
  - As part of the Region's MCR work undertaken in November 2015, a scoped agricultural assessment of the Region's whitebelt areas was prepared by Planscape consultants. A high-level Land Evaluation Area Review (LEAR) analysis was undertaken consisting of a land evaluation assessing soil capability and an area review which considered criteria related to fragmentation, lands under production, and conflicting land use. Most of the lands not proposed to be part of the distribution of urban expansion (located in northern East Gwillimbury) had LEAR scores in the highest category.
  
- 6) Urban expansion area is in compliance with minimum distance separation formulae
  - Applicable minimum distance separation formulae would be applied through the more detailed secondary planning process to ensure appropriate separation of uses from livestock facilities.
  
- 7) Any adverse impacts on the agri-food network, including agricultural operations, would be avoided or if not possible, minimize and mitigated
  - Expansion of the urban boundary to accommodate growth to 2051 will result in impacts to the Region's agri-food network and agricultural operations, owing to the quantum of lands required. Impacts, where possible, will be minimized and mitigated as determined through an agricultural impact assessment.
  
- 8) Policies in Sections 2 and 3 of the PPS are applied
  - Section 2 of the PPS deals with Building Strong Healthy Communities and contains policies related to efficient land use patterns, employment areas, housing, open space, infrastructure, energy conservation, air quality and climate change. Section 3 of the PPS addresses resource use and management including natural heritage, water, agriculture, minerals, mineral aggregate resources and cultural heritage and archaeology. Through meeting the requirements of the Growth Plan for the forecast

and lands needs assessment and the settlement area boundary expansion, many of the policy objectives of the PPS are also addressed. Other policy areas will be appropriately addressed through local municipal planning, including the secondary planning process, for the different urban expansion geographies.

- 9) Expansion would meet any applicable requirements of the Greenbelt, Oak Ridges Moraine Conservation, Niagara Escarpment, and Lake Simcoe Protection Plans and any applicable source protection plan
- Proposed distribution of urban expansion is consistent with policy directions in applicable Provincial Plans.
  - York Region's growth needs to 2051 will be accommodated without intruding on lands identified for protection by Provincial Plans.
  - Through the Regional Official Plan review and the secondary planning process for urban expansion areas, appropriate municipal policy designations will be put in place to protect the water resource system and its functions.
- 10) Criteria for lands located within the protected Countryside in the Greenbelt Area
- This requirement is not applicable as there are no lands being proposed to be brought into the Urban Area within the Protected Countryside Area of the Greenbelt.
  - The Provincial Growth Plan sets out very limited circumstances under which the Region can expand a settlement area boundary into the Protected Countryside Area of the Greenbelt Plan. In accordance with Provincial policy, the only opportunity to expand into the Protected Countryside through the MCR applies to existing Towns & Villages (i.e. not urban areas or Hamlets). In that instance, only a very limited expansion is permitted being up to 5% of the current land area of the Towns & Village's designated area to a maximum of 10 hectares.
  - Expansions to Town and Villages are not contemplated to address growth to 2051.

The Regional Official Plan also contains requirements for considering expansions of the Urban Area in Section 5.1.12. The proposed urban expansion meets these criteria as shown below:

- The Regional Greenlands system will continue to be protected and proposed urban expansion areas are outside of the Greenbelt Plan Area boundary
- Each urban expansion geography is of sufficient size and has clear and logical planning boundaries
- Urban expansion geographies being proposed are contiguous with the Region's existing Urban Area.
- The infrastructure required to service the proposed urban expansion can be provided in a financially and environmentally sustainable manner through the adoption of an integrated approach to growth management that aligns growth and infrastructure and will be determined through master plan, capital planning, annual budget, and development charge background study processes.



- Proposed urban expansion areas support the Region's urban structure in terms of the provision of well-located employment areas adjacent to 400 series highways and/or contiguity with existing designation employment areas.

## **7.0 KEY CONSIDERATIONS WHEN PLANNING TO ACHIEVE 2051 FORECASTS and MITIGATING GROWTH-RELATED RISK**

### **7.1 Balancing Council priorities, Growth Plan policy, and market objectives**

#### **Forecasts to 2051 achieve Council priorities, Growth Plan, and Regional Official Plan policy objectives, while balancing the market**

As outlined by the Land Needs Assessment Methodology, components that municipalities must consider when planning for growth include market demand, Growth Plan policy targets for intensification and density, accommodating all employment types, determining community and employment land needs based on a demand-supply analysis, and planning for infrastructure needed to build complete communities to 2051.

The York Region Official Plan provides the foundation for delivering complete communities through a network of transit supportive Centres and Corridors to accommodate intensification, a diverse supply of high-quality employment opportunities, and sustainable greenfield communities with a mix of land uses and multi-modal transportation options. These objectives are predicated on achieving Council priorities of building strong, caring, safe communities, providing a balanced housing mix with affordable housing options, supporting investment in infrastructure, supporting continued economic development success, and protecting and enhancing the natural environment.

The Region's proposed forecast supports these objectives by:

- Planning for a minimum 50% intensification to encourage a positive return on transit and water wastewater investment as well as to create high quality locations along Centres and Corridors critical for attracting talent, employment, and population growth
- Directing a significant amount of population and employment growth towards the built up area, planning to continue to realize densities consistent with what the market is already delivering in new community areas or higher, and recommending 80% of the whitebelt be identified as urban expansion to 2051 (in line with the results of the Land Needs Assessment) to continue to protect the natural environment as well as ongoing agricultural uses.
- Supporting ongoing agricultural uses to the extent possible given that the majority of the lands that are not part of the recommended allocation of urban expansion (located in northern East Gwillimbury) had LEAR scores in the highest category.
- Phasing forecast growth in line with infrastructure timing.

- Continuing to plan for a broad mix of jobs while incorporating anticipated shifts in the nature of employment – including the potential for automation.
- Planning to continue to deliver a balance of population and jobs in existing and new community areas throughout the Region.

To help understand the market and inform the land needs assessment, Watson was retained to perform a detailed assessment of the housing market. Based on Watson’s review, the Region’s forecast to 2051 appropriately balances historical market trends (including recent slower than forecast growth) with recent building permit activity, active development applications, socio-economic, demographic, and migration trends as well as the demand for both rental and ownership housing. Based on a detailed review of the Region’s draft forecast from the perspective of housing affordability, Watson has also concluded that the Region’s structure type forecast and associated minimum 50% intensification and designated greenfield area density assumptions:

- Recognize that unaffordability of housing in the GTHA relative to the GGH Outer Ring and a growing and strengthening economy across the GGH Outer Ring translates to the long-term population forecast for the GTHA being aspirational. In this context the Growth Plan 2019 population forecast for York Region of 2.02 million and 990,000 jobs is the preferred long-term growth outlook and a higher forecast is not a likely long-term outcome.
- Reflect recent and projected shifts in residential building permit activity in York Region from low-density dwellings toward medium and high-density housing forms.
- Recognize that the aging population is likely to continue to drive demand for a significant share of high-density rental and ownership housing options associated with older seniors (75+) with lower household incomes.
- Appropriately consider the need to expand the supply of affordable home ownership options in medium-density housing, particularly entry-level townhouse products geared to low- and middle-income households.

## **7.2 Integrating land use, infrastructure, and financial planning**

### **Slower than forecasted growth poses a risk to being able to afford new infrastructure**

As mentioned in Section 3.0, maintaining fiscal sustainability is a Regional priority. The Region has made significant investments in infrastructure to support growth. York Region has also entered a mature stage of growth where a slower than forecast rate of growth has resulted in the need for a Fiscal Strategy which has taken steps to mitigate the impacts of slower growth. Core to the Fiscal Strategy is the need to better align infrastructure projects with actual growth and development charges collections.

Development charges are critical to funding new infrastructure and paying down associated debt. It is important to understand that development charges fluctuate year over year as shown in Figure 16. That said, the Region is required to pay a certain amount of principal and interest

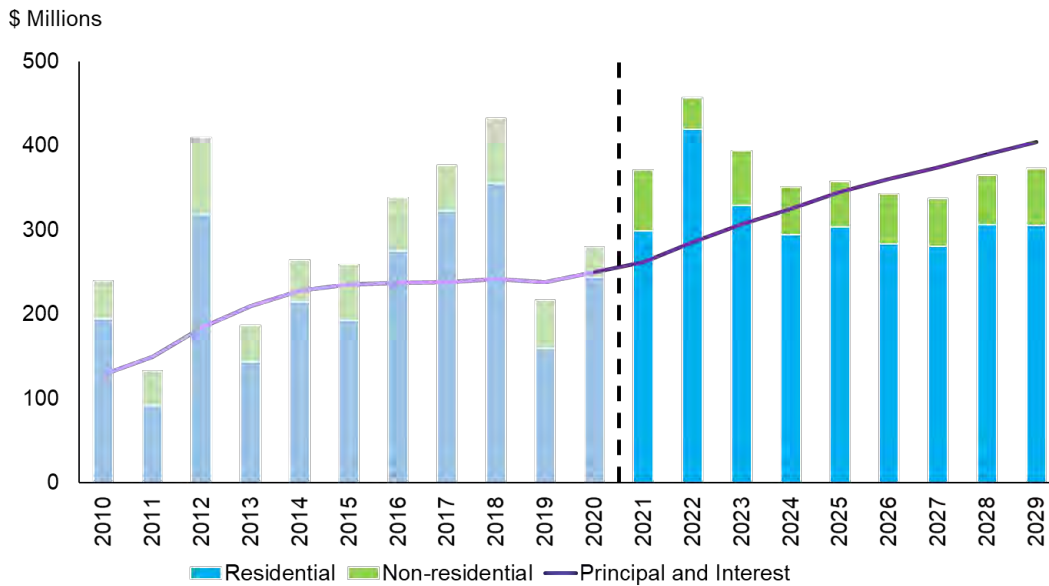
each year to pay down existing debt. The remaining amount of development charges collections is available to support new growth-related capital infrastructure.

As illustrated by Figure 16, between 2010 and 2020, development charges averaged \$285 million annually, enough to cover average annual principal and interest payments of \$213 million. There were, however, some years where development charges collections fell below the required payment for principal and interest. Looking forward, the Region’s existing 10-year Capital Plan is based on an average development charges collection forecast of \$370 million per year of which approximately 75% (or \$330 million) is required to pay for principle and interest on existing debt. Even if growth materializes as expected, this only leaves approximately \$40 million available each year to support new investments.

The development charges collections forecast also shows that starting in 2026 there are several years where development charge collections could also fall below annual principal and interest payments. If this plays out as forecast, the early 2020’s could cover for the lower development charge collection years in the latter part of the decade. The Region’s ability to continue to invest in growth related infrastructure therefore requires development charge collections to exceed debt servicing costs on a sustained basis.

**Figure 16**

**Historic and Forecast Development Charge Collections and Principal and Interest**



Source: Fiscal Sustainability: 2020 Update Report

If the existing trend of slower than projected growth continues, this poses a significant risk on the Region’s ability to afford new infrastructure. The average annual development charge collections forecast of \$370 million is based on a growth rate of approximately 7,900 new residential units or 22,000 people per year over the next ten years. If that forecast is not

achieved, new growth-related infrastructure investments will need to be deferred. The following represent potential scenarios should growth not materialize as forecast on a sustained basis:

- A sustained 10% reduction over a ten-year period could result in a need for the Region to defer new infrastructure projects in the order of \$300 million.
- A sustained 20% reduction over a ten-year period – a level of development activity consistent with that experienced in 2020 – would mean that development charges collections would not cover principle and interest payments on existing debt and development charges reserves would be required to borrow from other internal funding sources. It would also require deferring new infrastructure projects in the order of approximately \$600 million.

The risk of slower than forecast growth is therefore significant and has required careful consideration in the Region's updated forecast and distribution of growth to the nine local municipalities.

### **Significant investment in new infrastructure is required to support growth to 2051 and beyond**

As indicated in Section 6.4 above, to assess the impacts of the results of the land needs assessment and provide input to the proposed distribution of urban expansion lands for 80% of the whitebelt required to 2051, an exercise was completed to assess costs for building out all the whitebelt lands. The remaining 20% of the whitebelt lands not required by 2051 can accommodate an additional 75,000-100,000 people above and beyond the 2.02 million required by the Growth Plan. Assuming the full build out of all the whitebelt lands requires over \$12 billion in new infrastructure based on a preliminary analysis.

Included in this figure are projects identified in Table 9. While additional water and wastewater and transportation projects will be required, this table includes significant infrastructure investments required to support the next generation of growth in the Region over the 30-year planning horizon and beyond. A number of these projects are already in the Region's Capital Plan, totaling approximately \$4 billion.

It should be noted that these are preliminary projects and costs based on best available data from the 2016 Water Wastewater Master Plan and the York Region Rapid Transit Corporation and are subject to change through updates to both the Water and Wastewater and Transportation Master Plans in late 2021/ 2022. That said, the relative expense of the various projects will not change significantly, and it was that relativity and the overall magnitude which were important considerations supporting the proposed forecast and urban expansion locations.

**Table 9**  
**Next Generation of Infrastructure Projects Needed to Service Growth**

<b>Project</b>	<b>Estimated Completion Date</b>	<b>Preliminary Cost (\$ millions)</b>
<b>Water and Wastewater</b>		
Duffin Creek Outfall Expansion	2021-2026	\$15
Primary Trunk Twinning	2026-2031	\$200
Duffin Creek Plant Expansion	Unknown	\$700
Upper York Water Reclamation Centre	2026-2031	\$640
Upper York Water Reclamation Centre Expansion	Post 2041	\$190
Upper York Water Reclamation Centre Final Expansion	Unknown	\$200M
Northeast Vaughan Servicing	2021-2026	\$265
West Vaughan/ Peel Diversion Servicing	2026-2031	\$310
North Markham Servicing	2031-2036	\$90
New 14 <sup>th</sup> Avenue sewer	Unknown	\$240
<b>Transit</b>		
Yonge North Subway Extension	2026-2031	\$5,600 (Total) \$1,300 (Regional*)
Highway 7 East Bus Rapid Transit Corridor	Unfunded	\$437 (Total) \$118 (Regional*)
Highway 7 West Bus Rapid Transit Corridor	Unfunded	\$297 (Total) \$80 (Regional*)
Jane Street Bus Rapid Transit Corridor	Unfunded	\$313 (Total) \$85 (Regional*)
Leslie Street Bus Rapid Transit Corridor	Unfunded	\$470 (Total) \$127 (Regional*)
Major Mackenzie Bus Rapid Transit Corridor	Unfunded	\$1,250 (Total) \$338 (Regional*)
Yonge Street Bus Rapid Transit (Central York)	Unfunded	\$713 (Total) \$193 (Regional*)
Yonge Street Bus Rapid Transit (North of Davis Drive)	Unfunded	\$184 (Total) \$50 (Regional*)
Other Future BRT	Unfunded	\$1,690 (Total) \$455 (Regional*)

\*Regional share based on preliminary estimated 27% share of total cost – for discussion purposes at this time.

Source: 2016 Water and Wastewater Plan and [York Region Rapid Transit Corporation](#)

In addition to the \$5.6 billion Yonge North Subway Extension, approximately \$5.4 billion in bus rapid transit investment is required to accommodate growth to 2051. Successful implementation of these projects will require funding from senior levels of government. Further expansions and

upgrades to the GO rail network will also be important both in supporting urban expansion as well as accommodating growth in greenfield and whitebelt areas. The Regional contribution, if any, to bus rapid transit projects and to GO rail improvements such as grade separated road-rail crossings at Regional roads is unknown at this time. Assuming, on a preliminary basis, an estimated Regional contribution of 27% (based on the Yonge North Subway Extension and existing Public Transit Infrastructure Fund agreements in Ontario), approximately \$1.4 billion of future Bus Rapid Transit costs is likely to be incurred by the Region. The Region should continue to advocate to senior levels of government for funding to enhance the Region's Bus Rapid Transit system through the projects listed above.

**50% intensification and proposed distribution of urban expansion results in cost savings and improves alignment of infrastructure delivery with anticipated return on investment**

The minimum 50% intensification assumption for growth to 2051 required by the Growth Plan and the pace of growth assumed in the Region's proposed forecast support the principles in the Region's [Growth and Infrastructure Alignment report](#) in that existing transit and water wastewater infrastructure is optimized, setting the stage for financially sustainable growth. The proposed forecast by five-year period considers recent infrastructure delays and trends in slower than previously forecasted growth and accordingly assumes a slower pace of growth in the short and medium-term. The pace of growth then increases over the medium-to long term as major infrastructure projects are anticipated to come online and unlock future growth potential. For example, anticipated delivery of the Upper York Water Reclamation Centre, northeast and northwest Vaughan projects, and the Yonge North Subway Extension within the next 10 years informed a forecast increase in both the pace of growth overall as well as in the affected municipalities in the late 2020s. Until such time, existing capacity for growth through existing infrastructure investments was an important consideration when allocating growth to the nine local municipalities to optimize return on past investments and recover development charges.

The 50% intensification assumption required by the provincial land needs assessment also plays an important role in improving alignment with infrastructure and financial sustainability. Significant investments in both water and wastewater infrastructure have been made to support growth in the Region's built-up area and more specifically in Centres and Corridors. Directing a significant share of growth to these areas through the draft forecast supports a positive return on this investment. It also positions the Region well to provide further opportunities for talent attraction in the Region. Particularly with the millennial workforce, access to transit and other amenities are critical to attracting and maintaining talent.

Finally, with respect to allocation of urban expansion, the timing and uncertainty surrounding both for the initial stage of Upper York Water Reclamation Centre as well as future expansions present significant risks to the Region and have resulted in the proposed distribution for higher levels of Whitebelt growth in southern York Region where infrastructure is both more certain and less costly. The proposed distribution of growth presented in Table 8 would not require the final expansion of the Water Reclamation Centre (likely beyond 2051), a project estimated at \$200 million, and would reduce the number of transportation projects required by 2051. Rather than

the over \$12 billion referred to above, it is estimated that growth to 2051 could carry a preliminary cost of \$11.6 billion.

This distribution of growth also protects highly productive agricultural lands and results in a more achievable growth outlook for the Town of East Gwillimbury with respect to annual population growth. It therefore allows the Region to plan for a more accurate recovery of development charges collections both within the 2051 horizon and beyond.

### **7.3 Market considerations**

#### **Shift in housing mix toward higher density housing forms reflects a continuation of recently observed shifts**

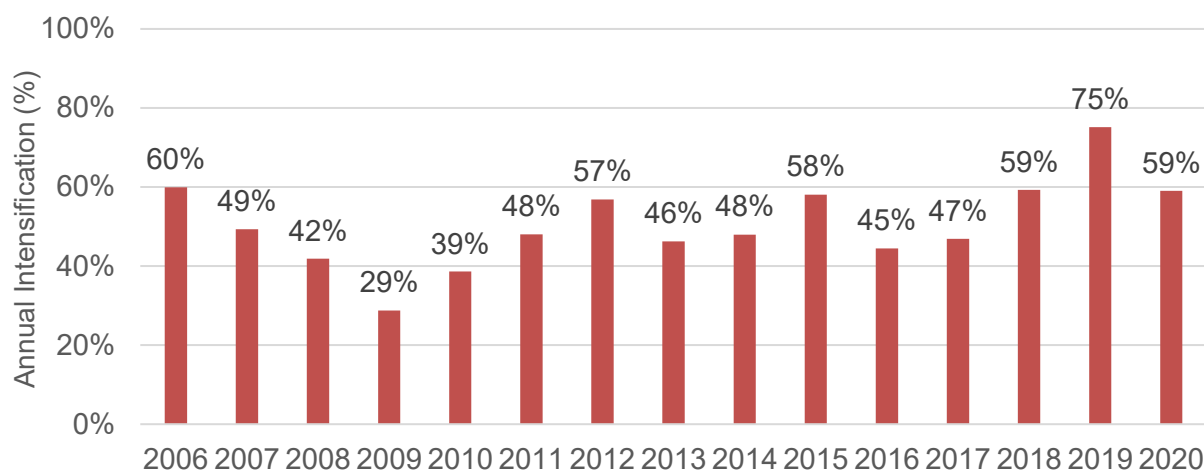
Inherent in the Region's housing forecast to 2051 is a continued shift from low density to medium and high-density housing forms. While this shift considers recent trends over the past 15 years and existing applications in the development pipeline, it also reflects changing demographics throughout the Region. According to Watson, over the 2021 to 2051 forecast period, approximately two-thirds (55%) of future high-density housing demand in York Region is anticipated to be generated from households maintained by persons aged 75 years of age and older who typically have less disposable income compared to other segments of the working-age population.

Despite the projected shift, ground-related units continue to be the dominant form of housing growth to 2051 and are anticipated to account for 74% of total units in 2051 compared to 87% in 2016.

#### **Intensification rate of 50% reflects recently observed trends and is aligned with recommendations from Watson**

As mentioned above and as shown in Figure 17, York Region is well positioned to meet or exceed its 50% intensification target to 2051. Since 2006, the Region has been averaging approximately 50% intensification, with rates averaging 55% over the last five years.

**Figure 17**  
**York Region historical intensification, 2006-2020**



Source: York Region Planning and Economic Development Branch

As shown in Table 9, the significant investments in water and wastewater and transit infrastructure anticipated over the forecast horizon also position the Region well for continued success. In addition to the \$5.6 billion Yonge North Subway Extension, approximately \$5.4 billion in total investment for additional Bus Rapid Transit has been identified on a preliminary basis to support growth to 2051. Federal and/or provincial funding will be required to support this investment. These investments are anticipated to act as significant catalysts for high density growth. In turn, planning to achieve intensification in these locations is critical to supporting these investments and recovering associated development charges infrastructure.

Both the Growth Plan and Land Needs Assessment require that the ability to accommodate growth through intensification be identified in relation to the 50% intensification target. York Region has significant potential to accommodate growth in the built-up area to meet or exceed the minimum 50% target. In planning for 78 Major Transit Station Areas, York Region has the potential to accommodate minimum growth of 505,000 people and 195,000 jobs. While achievement of these targets is permitted to occur beyond 2051, the potential for growth in these areas significantly exceeds the forecast demand in the built-up area by 2051. Further, as of mid-2020, York Region had an estimated supply of 70,000 units under application in the built-up area. If built, these units would account for approximately 50% of the total forecast to 2051.

Further, according to Watson, recent trends regarding residential building permit activity and active residential plans support the appropriateness of the York Region draft intensification forecast by structure type. Watson anticipates that the Region could exceed its 50% residential intensification target in the near to medium-term (i.e. next 5 to 10 years) based on the current supply of active development applications in registered unbuilt, draft approved and proposed plans. Watson does; however, note that as servicing constraints in the designated greenfield area, particularly across northern York Region, are addressed, a greater share of greenfield



housing development is anticipated. Over the long term, Watson identifies that a 50% allocation of housing growth to the built-up area is appropriate.

An intensification rate of 50% is also supported from an affordability perspective. The price of housing is expected to continue to present affordability challenges for York Region residents – particularly for non-family households, young families, and seniors. Providing a more diverse range of medium and high density options in the Region’s built-up area, particularly in areas supported by transit and with access to amenities, will help support increasing demand likely to be driven by the growing number of seniors in the Region over the 30-year planning horizon.

### **A balance of small and family sized high density units will be required to accommodate growth to 2051**

In order to accommodate the growing shift toward high density structure types to 2051, the Region will need to work with the development community and local municipal partners to promote the development of both small (bachelor and 1-bedroom) and large (2+ bedroom units) condominium units. While smaller units will be important to accommodate non-family households, the growing seniors’ population, and low- to moderate- income households, larger units will be required to accommodate a growing number of families. As mentioned above, achieving 50% requires a modest shift in families into higher density structure types relative to the distribution today. Working with partners and building on existing financial incentives to build these units will be important to adequately house future residents in a manner which balances the market, policy objectives of the Growth Plan, as well as existing and planned investments in transit.

## **7.4 Housing affordability**

### **More affordable home ownership options, particularly in the form of medium density structure types, will be required to 2051**

From a built-form perspective, while the forecast provides for a broader range of what are considered more affordable products through increased housing options anticipated in medium and high density structure types, Watson identifies that affordability is expected to remain a significant challenge for the Region to 2051. Based on a review of the Region’s draft forecast, Watson notes the following with respect to housing affordability:

- While the potential supply of low-density housing is generally well-aligned with anticipated demand, low density ownership housing options are highly concentrated in high-income households that can afford premium priced homes priced above an average of \$950,000. With respect to more affordable low-density housing needs, more market choice of housing will be needed for low-density units in the \$650,000 to \$950,000 price point to accommodate anticipated demand.
- Relative to low-density households, York Region offers a greater supply of medium-density housing to accommodate anticipated demand associated with high-income households. That said, the Region has experienced a significant price appreciation in medium-density housing, making them increasingly unaffordable to middle-income families – the demographic in which the demand is greatest.

- While the need for condominium units is anticipated to be driven by a significant share of high-density ownership housing demand associated with older seniors (75+) with lower household incomes seeking smaller, traditionally more affordable units, condominium units are not anticipated to provide an affordable alternative for larger households seeking 3- to 4- bedroom units.
- Without further initiatives to address housing affordability, the Region may have difficulty meeting its long-term population and housing forecast to 2051.

Watson's recommended actions are as follows:

- Expand the supply of purpose-built rental housing across the Region. This includes a provision for affordable rental units catering to lower-income households.
- Expand the supply of affordable home ownership in the medium-density market, targeting units priced below \$650,000. This includes expanding the supply of smaller, more compact grade-oriented housing including entry level townhouses in both the built-up area and greenfield locations.
- Expand the supply of low-density home ownership options priced between \$650,000 and \$950,000 by encouraging smaller detached homes.

Following the MCR and building on the [Housing Opportunities and Challenges](#) report from January 2021, options to address housing affordability will continue to be explored with public and private partners.

**The need for rental, including purpose built rental, is expected to be significant to 2051**

As shown in Figure 18, as of 2016, the share of rental housing in York Region was 14%, significantly lower than the GTHA average, excluding the City of Toronto, at 21%. According to Watson, York Region's rental housing propensity rates (by age group) are expected to increase over the forecast period from 14% in 2016 to 22% in 2051. This assumption builds on the broader regional growth trends in the GTHA rental market as well as demographic and socio-economic trends.

Figure 18

## Share of rental housing by GTHA municipality, 1991-2016

Upper/Single-Tier Municipality	1991	2016	1991-2016
Toronto	63%	47%	42%
Peel	32%	24%	15%
Hamilton	45%	32%	15%
York	18%	14%	12%
Halton	26%	19%	11%
Durham	25%	19%	9%
<b>GTHA</b>	<b>38%</b>	<b>33%</b>	<b>29%</b>
<b>GTHA Excl. Toronto</b>	<b>29%</b>	<b>21%</b>	<b>13%</b>

Source: Watson and Associates

Based on Watson's analysis, rental housing growth in York Region is expected to increase from 59,000 units in 2021 to 145,000 units in 2051. This represents growth of approximately 86,000 units, accounting for an estimated 32% of total housing growth over the forecast period. Rental housing need in the Region is expected to average 2,700 units per year over the 2021 to 2051 period, notably higher than the 1,800 units averaged over the 2006 to 2016 period.

Watson further identifies that an increasing share of renter household growth, particularly in high density dwellings, will need to be accommodated through the primary rental market in the form of purpose-built rental. It is recommended that 40% of overall renter household growth over the 2021 to 2051 period be accommodated through the primary rental market including half (50%) of the high-density renter-occupied unit demand and 20% of the medium-density renter-occupied unit demand. This will require approximately 33,000 additional purpose-built rental units to be constructed over the 2021 to 2051 period to meet forecast demand representing an average annual increase of approximately 1,100 per year. To meet anticipated needs, purpose-built rental housing development activity across York Region will need to be approximately seven times greater over the next 30 years when compared to what has been provided across the Region over the past decade.

Working with public and private partners to provide opportunities for rental housing, particularly in the form of purpose build rental, will therefore have a significant impact on the achievability of the Region's forecast. Watson recognizes that significantly increasing the supply of rental housing in the market will likely require greater participation by the private-sector development community and non-profit organizations to construct purpose-built rental housing.

**Affordability presents a significant risk to the Region's ability to achieve its 2051 forecast** Watson have identified several potential risks if York Region's housing supply is not well aligned with anticipated affordability needs of existing and future residents. If the Region is unable to address the housing affordability gaps, including satisfying the need for increased rental housing, the following outcomes are likely:

- An increasing share of lower-and middle-income households will need to spend greater than 30% of household income on shelter costs in York Region
- Households may need to settle for housing arrangements that meet their affordability needs but do not necessarily meet their functional needs which may impact quality of life. This could include living arrangements in smaller than desired dwellings
- An increased percentage of young adults would be expected to defer entry into the rental or ownership housing market, combined with an overall increase in multiple family/multi-generation living arrangements
- A greater share of lower- and middle-income households will likely rent and not purchase, placing greater pressure on both the primary and secondary rental markets
- An increasing share of lower-and middle- income households will need to spend a greater than 30% share of household income on shelter costs in York Region.
- Households may consider less expensive housing options in other locations within the broader regional market area outside York Region. If the Region is unable to attract target market segments such as young families and seniors, the Region will have difficulty in meeting its long-term population and housing forecast to 2051.

## **8.0 LOCAL MUNICIPAL POPULATION AND EMPLOYMENT FORECASTS TO 2051**

### **8.1 Population forecasts to 2051**

#### **York Region housing growth is distributed to nine local municipalities**

Population growth is distributed to the nine local municipalities by structure type and policy area. Built-up area housing growth is distributed based on each local municipality's intensification target (discussed in Section 9 of this report) as well as considerations related to historic and anticipated Regional market shares by housing type. Designated greenfield area and rural housing growth is distributed based on housing supply estimates and forecasts for rural growth by local municipality. Housing supply estimates are derived from planning applications and estimates of remaining development potential based on secondary plans.

#### **Population by local municipality is generated based on applying persons per unit assumption to forecast local municipal housing growth**

Consistent with the approach for the Region, local municipal population growth is determined by applying persons per unit assumptions against forecast housing growth by type. Persons per unit assumptions for ground-related housing growth are generally based on observed persons per unit in new units by local municipality over the last 35 years while high density persons per unit estimates are assumed to increase over time. The 2016 population base for each local municipality is declined at the same rate as the Regional assumption.

### Infrastructure timing and market factors affect the timing of local municipal forecasts

The capacity and timing associated with new infrastructure projects is a key input to forecast growth by local municipality. For example, anticipated timing for the Upper York Water Reclamation Centre, northeast and northwest Vaughan projects, and the Yonge North Subway Extension informed an anticipated increase in the pace of growth in affected municipalities in the late 2020s. This is particularly true for Newmarket, Aurora, and East Gwillimbury where capacity for growth is currently limited in advance of the Upper York Water Reclamation Centre, currently scheduled for completion in 2028.

### Majority of Region's population growth forecasted for Markham, Vaughan, and Richmond Hill

Table 10 provides a summary of York Region's proposed forecast by local municipality.

**Table 10**

#### Proposed York Region Population Forecast by Local Municipality

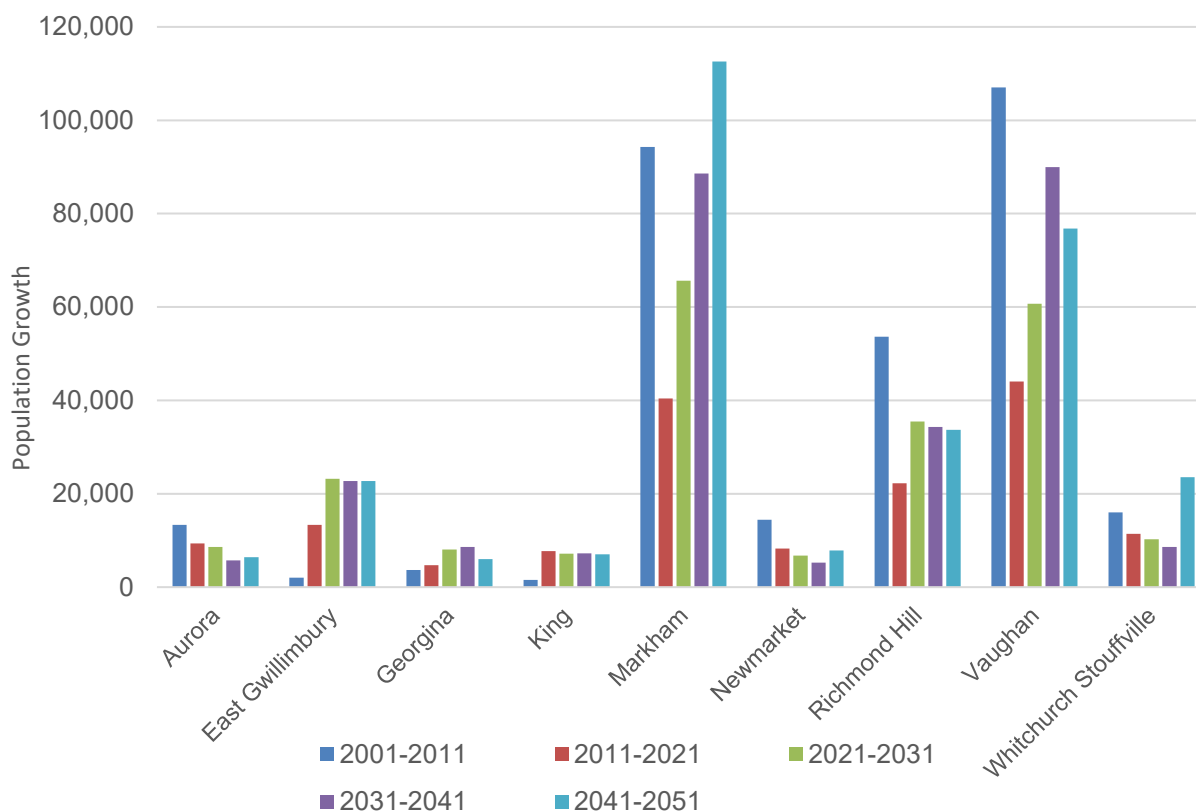
Municipality	2016 Population	2051 Population	Growth	Share of York Region Growth	Average Annual Growth Rate
Aurora	57,200	84,900	27,700	3%	1.1%
East Gwillimbury	24,700	105,100	80,400	9%	4.2%
Georgina	46,800	71,900	25,100	3%	1.2%
King	25,300	49,600	24,300	3%	1.9%
Markham	339,100	619,200	280,100	32%	1.7%
Newmarket	86,800	110,700	23,900	3%	0.7%
Richmond Hill	201,000	317,000	116,000	13%	1.3%
Vaughan	315,700	568,700	253,000	29%	1.7%
Whitchurch-Stouffville	47,300	92,900	45,600	5%	1.9%
<b>York Region</b>	<b>1,143,900</b>	<b>2,020,000</b>	<b>876,100</b>	<b>100%</b>	<b>1.6%</b>

Source: York Region Planning and Economic Development Branch

Similar to historic trends (Figure 19), the majority of the Region's population growth is forecast to be accommodated in Markham, Vaughan and Richmond Hill. This growth is assumed to include intensification in the Region's Centres and Corridors and other intensification areas along with the build-out of major greenfield areas including ROPA 3 in Markham, ROPA 2 in Vaughan, and North Leslie in Richmond Hill, among other areas. East Gwillimbury will play a more significant role in accommodating population growth once the Upper York Water Reclamation Centre is completed.

Figure 19

## Historic vs forecast growth by local municipality, 2001 - 2051



Source: York Region Planning and Economic Development Branch

By 2051, all municipalities will experience growth beyond their 2031 Regional Official Plan forecast (Table 11). Overall, the updated 2031 population is lower than the current Regional Official Plan 2031 forecast. Consequently, a number of municipalities have lower 2031 population forecasts than the current ROP due recent levels of relatively slower growth and delays in the timing of servicing infrastructure.

Table 11

## York Region Population Forecast Comparison

Municipality	2051 Population	2031 Population	2031 Population (ROP)	Difference (2051 vs. 2031 ROP)
Aurora	84,900	72,700	70,200	14,700
East Gwillimbury	105,100	59,300	86,500	18,600
Georgina	71,900	57,200	70,300	1,600
King	49,600	35,300	34,900	14,700

<b>Municipality</b>	<b>2051 Population</b>	<b>2031 Population</b>	<b>2031 Population (ROP)</b>	<b>Difference (2051 vs. 2031 ROP)</b>
Markham	619,200	416,100	421,600	197,600
Newmarket	110,700	97,400	97,100	13,600
Richmond Hill	317,000	248,500	242,200	74,800
Vaughan	568,700	401,000	416,600	152,100
Whitchurch-Stouffville	92,900	60,300	60,600	32,300
<b>York Region</b>	<b>2,020,000</b>	<b>1,447,800</b>	<b>1,500,000</b>	<b>520,000</b>

Source: York Region Planning and Economic Development Branch

The following is a summary of the highlights of the local municipal population forecasts.

### **Aurora**

Aurora is forecast to reach a population of 84,900 by 2051. Primary sources of greenfield residential growth will be the build-out of the Aurora 2C and Aurora South secondary plan areas along with the anticipated development of the Aurora 2A secondary plan area in the longer term. Intensification is planned to occur within the Aurora Promenade, along the Yonge and Wellington Street corridors, including the Aurora GO Station.

### **East Gwillimbury**

With the completion of the Upper York Water Reclamation Centre, East Gwillimbury is forecast to grow to a population of 105,100 by 2051. Population growth is anticipated through the development of the Green Lane secondary plan and designated residential areas in Sharon, Queensville, and Holland Landing. As part of the proposed forecast there is also urban expansion in whitebelt areas adjacent to ROPA 1, south of Mount Albert Road and east of Highway 11. East Gwillimbury's 2031 population is significantly lower than the current Regional Official Plan forecast due to the delay in the Upper York Water Reclamation Centre.

### **Georgina**

Georgina is forecast to reach a population of 71,900 by 2051 with most of the growth occurring in the communities of Keswick and Sutton. The forecast for Sutton is based on the capacity of the planned expansion to the Sutton sewage treatment facility. Georgina's 2031 forecast population is lower than the current Regional Official Plan 2031 forecast due to recent slower levels of growth than previously anticipated.

### **King**

The population forecast of 49,600 for King Township is based on growth assumptions for the communities of Nobleton, King City, and Schomberg. The forecast assumes the current Environmental Assessment for water and wastewater servicing capacity expansion will be approved to allow Nobleton to reach a population of approximately 10,800. Growth beyond this figure in Nobleton was not contemplated in the Region's MCR work because of the significant

cost (minimum \$100 - \$200 million) that would be required in addition to a number of environmental constraints. King City is forecast to grow to a population of approximately 20,000, which will require water and wastewater upgrades to Regional infrastructure to accommodate growth beyond the current limit of 15,000 people and would be contingent on addressing constraints in the York Durham Sewage System. Schomberg is forecast to experience modest growth to reach its servicing capacity of approximately 3,600 people.

### **Markham**

Markham is forecast to accommodate the largest share of the Region's population growth between 2016 and 2051. The ROPA 3 new community area along with Markham's remaining whitebelt lands will be the primary locations for greenfield ground-related housing growth in the City. Significant levels of intensification are anticipated in Markham Centre and the Langstaff Gateway, along the Yonge corridor where the future Yonge North Subway Extension is being planned, the redevelopment of the York Downs golf course, and along other intensification corridors in the City. Markham's population is forecast to reach over 619,200 by 2051, an increase of 280,100 from 2016.

### **Newmarket**

Newmarket's population growth will be increasingly achieved through intensification as the last remaining greenfield areas are built out in Northwest and Southeast Newmarket. Newmarket is forecast to reach a population of 110,700 by 2051. Most of the intensification growth is planned within the Newmarket Urban Centre secondary plan area along Yonge St and Davis Drive, including the Newmarket Urban Growth Centre. In the short term, growth in Newmarket will be constrained until completion of Phase 1 of the Upper York Water Reclamation Centre.

### **Richmond Hill**

The North Leslie and West Gormley areas along with the build-out of the Oak Ridges community will be the source of most of Richmond Hill's remaining greenfield growth. A significant share of Richmond Hill's population growth will be intensification, concentrated along the Yonge Corridor, including Richmond Hill Centre which is planned to be the terminal station for the Yonge Street subway extension. Richmond Hill is forecast to reach a population of 317,000 by 2051, up from 201,000 in 2016.

### **Vaughan**

Vaughan is forecast to accommodate the second highest share of population growth in the Region (29%) with a 2051 population of 568,700. With the opening of the Toronto-York Spadina Subway Extension in late 2017, Vaughan Metropolitan Centre has been experiencing high levels of development activity with significant additional planned development. The future Yonge North Subway Extension is anticipated to contribute further to intensification growth in Vaughan along with areas of Highway 7 already served by bus rapid transit. The completion of the Northeast and West Vaughan wastewater servicing projects anticipated in the mid to late 2020's will enable the full development of Blocks 27 and 41, increase capacity for growth in Kleinburg-



Nashville, and open up new areas in the Vaughan whitebelt for both community and employment purposes.

### **Whitchurch-Stouffville**

Whitchurch-Stouffville is forecast to reach a population of 92,900 by 2051 with the majority of this growth occurring in the community of Stouffville. The development of the Phase 3 lands in Stouffville will be the main source of future greenfield housing supply, including the proposed Lincolnville MTSA along with proposed community urban expansion lands. The forecast takes account of two Minister's Zoning Orders in the whitebelt, just west of the community of Stouffville which are proposed for a mix of low, medium, and high-density units. Requests to expand the settlement area boundary into the protected countryside of the Greenbelt have not been incorporated because growth there is restricted by Provincial plans. The community of Stouffville will continue to be the source of intensification growth, primarily along the Main Street corridor and the Stouffville GO MTSA.

## **8.2 Employment forecasts to 2051**

### **York Region employment forecast is distributed by employment type to local municipalities based on potential for major office, available employment lands, and population related employment growth consistent with the distribution of population**

Forecast employment growth by local municipality and the overall timing of employment growth throughout the Region takes into account the availability and timing of major servicing infrastructure. The York Region employment forecast by type is distributed to the nine local municipalities based on the considerations below:

- **Major office employment**

Growth in major office is forecast to continue to be predominantly concentrated in Markham, Vaughan and Richmond Hill since new office development tends to gravitate to existing concentrations. An increasing share of major office employment is anticipated in the Region's Centres and Corridors as compared to office development in employment areas, supported by recent major rapid transit investments including the Toronto-York Subway Extension to Vaughan Metropolitan Centre and the future Yonge North Subway Extension. Aurora, Newmarket, East Gwillimbury, King, and Whitchurch-Stouffville are forecast to attract smaller shares of major office growth.

- **Employment area employment**

The local municipal employment area employment forecast is based on forecast market demand and local municipal vacant employment land supply, including potential for intensification. To meet forecast Regional employment growth, 1,100 hectares of urban expansion employment lands are proposed in the locations shown in Attachment 4.

- **Population-related employment**

Population-related employment – schools, retail, services, government, other institutional employment and work-at-home – is forecast to grow in proportion to population growth. Regional serving population-related employment such as the new Vaughan hospital are allocated to the appropriate municipality.

- **Rural employment**

A small share of the Region's employment growth is forecast in rural areas. This was distributed to local municipalities based on the distribution of existing rural employment.

### **Markham and Vaughan are forecast to accommodate nearly two thirds of the Region's employment growth to 2051**

Table 12 summarizes the total employment forecast by local municipality.

**Table 12**  
**York Region Employment Forecast by Local Municipality**

<b>Municipality</b>	<b>2016 Employment</b>	<b>2051 Employment</b>	<b>Growth</b>	<b>Share</b>	<b>Average Annual Growth Rate</b>
Aurora	27,300	41,000	13,700	4%	1.2%
East Gwillimbury	9,500	37,400	27,900	7%	4.0%
Georgina	9,300	21,900	12,600	3%	2.5%
King	9,600	16,400	6,800	2%	1.5%
Markham	182,000	309,200	127,200	33%	1.5%
Newmarket	45,000	57,600	12,600	3%	0.7%
Richmond Hill	78,800	122,600	43,800	11%	1.3%
Vaughan	223,200	352,000	129,800	33%	1.3%
Whitchurch-Stouffville	15,400	31,900	16,500	4%	2.1%
<b>York Region</b>	<b>599,100</b>	<b>990,000</b>	<b>390,900</b>	<b>100%</b>	<b>1.4%</b>

Source: Planning and Economic Development Branch

Markham and Vaughan are forecast to accommodate nearly two thirds of the Region's employment growth to 2051 which is related to the large existing vacant employment land base in Vaughan, proposed urban expansion employment lands in Vaughan and Markham, the strong office market in both Markham and Vaughan, and the population-related employment growth that will accompany significant population growth.

Table 13 compares forecast employment in 2031 and 2051 with the Regional Official Plan 2031 forecast by local municipality. A number of municipalities have lower 2031 employment forecasts compared to the current Regional Official Plan due to delays in the timing of infrastructure delivery and slower than anticipated population growth. All municipalities have higher 2051 employment figures than the Regional Official Plan employment forecast for 2031.

**Table 13**  
**York Region Employment Forecast Comparison**

<b>Municipality</b>	<b>2051 Employment</b>	<b>2031 Employment</b>	<b>2031 Employment (ROP)</b>	<b>Difference (2051 vs. 2031 ROP)</b>
Aurora	41,000	33,800	34,200	6,800
East Gwillimbury	37,400	16,800	34,400	3,000
Georgina	21,900	13,100	21,200	700
King	16,400	11,700	11,900	4,500
Markham	309,200	224,000	240,400	68,800
Newmarket	57,600	51,800	49,400	8,200
Richmond Hill	122,600	97,000	99,400	23,200
Vaughan	352,000	277,900	266,100	85,900
Whitchurch-Stouffville	31,900	20,300	23,000	8,900
<b>York Region</b>	<b>990,000</b>	<b>746,400</b>	<b>780,000</b>	<b>210,000</b>

Source: Planning and Economic Development Branch

The following is a summary of the highlights of the employment forecast by local municipality.

### **Aurora**

Aurora's employment is forecast to grow by nearly 14,000 jobs from 2016 to 2051. Just over half of Aurora's employment growth during this period is anticipated to be in employment areas, primarily in employment areas along the Highway 404 corridor. Population-related employment growth accounts for just over 30% of employment growth. New major office development comprises the remainder the Town's employment growth and is expected to locate near the Highway 404 and Wellington area.

### **East Gwillimbury**

Employment in East Gwillimbury is forecast to grow by nearly four times its 2016 level of approximately 9,500, reaching 37,400 by 2051, representing an average annual growth rate of 4%. Over half of East Gwillimbury's employment growth is anticipated to be in employment areas, mainly in the ROPA 1 and Queensville employment areas along Highway 404 along with urban expansion employment lands. The majority of the remaining employment growth will be through population-related employment to serve the anticipated growth in population through development along Green Lane, in Queensville, Sharon, Holland Landing, and proposed urban expansion community lands.

### **Georgina**

Employment in Georgina is forecast to grow by about 12,600 jobs with total employment projected at 21,900 by 2051. Nearly 70% of Georgina's employment growth is anticipated to be

in employment areas, mainly in the Keswick Business Park. The remainder of Georgina's employment growth will be through population-related employment.

### **King**

King's employment is projected to grow by nearly 6,800 jobs with nearly half of this growth through growth in employment areas in King City, Nobleton, and Schomberg, as well as a small area proposed urban expansion. Just over 40% of King's employment growth is forecast to be in population-related employment which will serve the growing communities of King City and Nobleton.

### **Markham**

Markham is forecast to continue to accommodate a significant share of York Region employment, accounting for approximately 33% of the Region's growth from 2016 to 2051. Markham has traditionally been the primary centre for major office businesses in York Region and is projected to continue to play a major role in accommodating office employment. Major office employment is forecast to grow by just under 45,000 jobs from 2016 to 2051, representing a 44% share of the Region's total major office growth. In addition to continuing to accommodate office employment growth in business parks along Highway 404; Markham Centre, Langstaff Gateway, and the Yonge corridor are anticipated to attract increasing shares of new office development, supported by recent and planned major transit investments including the Yonge North Subway Extension. Approximately 29% of Markham's employment growth is forecast to be in employment areas, with a large share of this growth in the ROPA 3 employment area and proposed urban expansion area. The remaining employment growth in Markham will be population-related, a large share of which will be in centres and corridors to serve intensification residential development and in the proposed urban expansion community area in Northeast Markham.

### **Newmarket**

Employment in Newmarket is forecast to increase by approximately 12,600 jobs between 2016 and 2051. Newmarket is anticipated to attract growth of just over 4,000 major office jobs over the forecast period, accommodated mainly in the Yonge Street and Davis Drive corridors. As Newmarket's remaining vacant employment area supply is limited, employment area employment growth is projected to be approximately 3,500 jobs through development on vacant lands and intensification. The largest share of employment growth is anticipated to be population-related (40%), in step with projected growth in population.

### **Richmond Hill**

Richmond Hill is forecast to continue to experience strong employment growth with total jobs anticipated to increase by approximately 43,800 jobs between 2016 and 2051. The Beaver Creek employment area currently forms part of the Region's major office node at Highways 7 and 404. Major office will continue to account for significant employment growth in Richmond Hill, accounting for just under 16,000 new jobs. With the anticipated completion of the Yonge North Subway Extension in 2030, it is anticipated that a significant share of this growth will be

within Richmond Hill Centre. The largest share of employment growth (47%) is forecast to be population-related which will serve growth in population through intensification and remaining residential greenfield areas. Employment area employment growth is a relatively small share of Richmond Hill's total employment growth (17%) as the remaining vacant employment area supply is largely consumed over the first half of the forecast period.

### **Vaughan**

Vaughan is forecast to continue to accommodate a significant share of employment growth in the Region, accounting for 33% of total growth. Vaughan has traditionally accommodated the largest share of employment land employment in the Region, having an ample supply of well-located employment lands close to 400 series highways along with the CN Macmillan freight classification yard and CP Intermodal facility. Between 2016 and 2051, Vaughan is forecast to accommodate just under 40% of the Region's total employment area employment growth through development of existing vacant lands and urban expansion lands in West Vaughan and along the future GTA West corridor. The Toronto-York Spadina Subway Extension to the Vaughan Metropolitan Centre in 2017 has attracted new office development. Vaughan's major office market is anticipated to continue to strengthen both in the Vaughn Metropolitan Centre and other transit supportive locations as well as in employment areas. Vaughan is second only to Markham in forecast major office employment growth, accommodating nearly one third of the Regional growth total. Vaughan's remaining employment growth will be through population-related employment, including the new Vaughan hospital as well as education, retail, service and other institutional uses to serve intensification as well as greenfield areas.

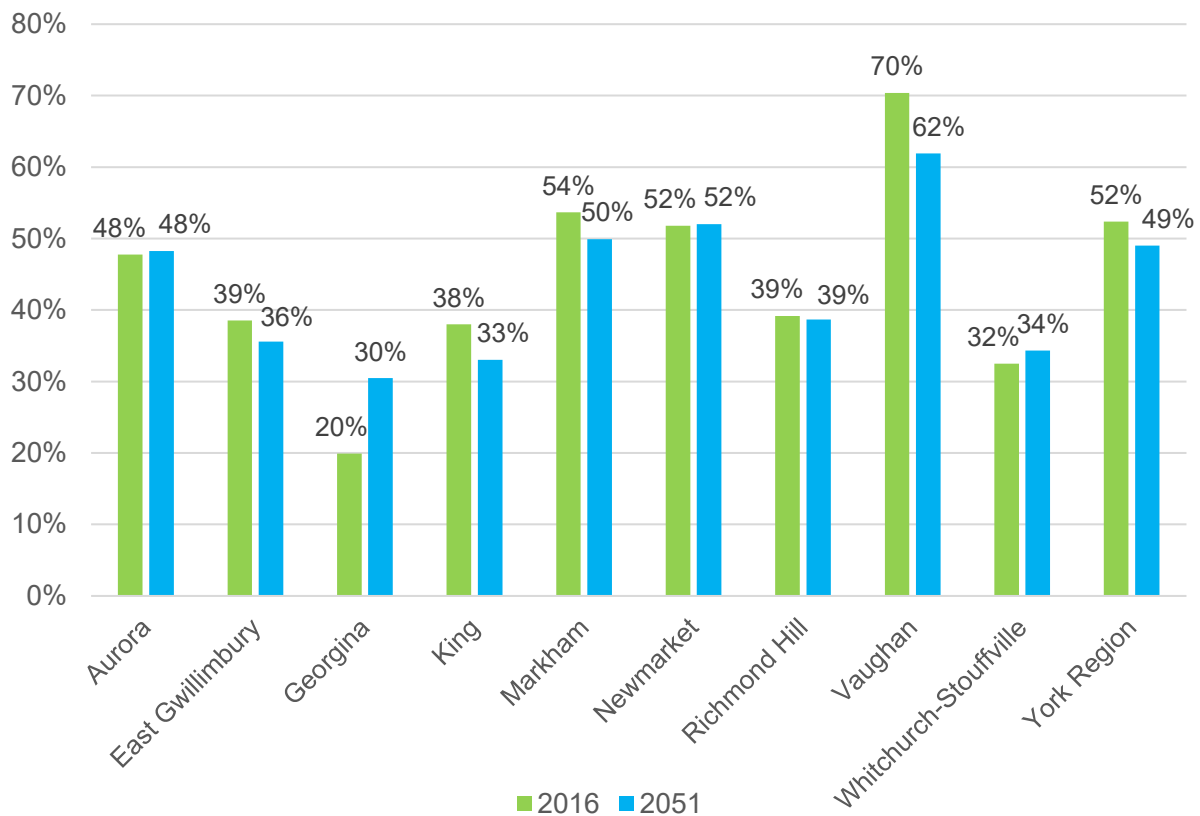
### **Whitchurch-Stouffville**

Employment in Whitchurch-Stouffville is forecast to grow by approximately 16,500 jobs between 2016 and 2051 with just under half of this growth in employment areas. The majority of the Town's forecast employment area growth is anticipated to be through proposed urban expansion lands. Approximately 45% of the Town's employment growth is anticipated to be through population-related employment, as a result of population growth in intensification areas and greenfield areas in the Community of Stouffville as well as the proposed community urban expansion area. Smaller shares of the Town's employment growth are forecast through major office and rural employment.

### **Local Municipal Activity Rates to remain fairly constant to 2051**

An activity rate is the ratio of employment to residents. It provides a measure of economic sustainability by looking at the provision of employment opportunities in relation to the population of a community. The current Regional Official Plan has a policy goal of providing 1 job for every 2 residents, which equates to an activity rate of 50%. The Growth Plan forecast for York Region results in a Regional activity rate of 49% by 2051. Figure 20 compares local municipal activity rates in 2016 and at 2051.

**Figure 20**  
**Local Municipal Activity Rate Comparison**



Source: Planning and Economic Development Branch

## 9.0 INTENSIFICATION AND DENSITY TARGETS BY LOCAL MUNICIPALITY

### 9.1 Intensification Targets

**A York Region intensification framework was presented to Regional Council in April 2019 and is being through the Regional Official Plan update**

The Growth Plan requires municipalities to prepare an intensification strategy to set out how the Growth Plan minimum intensification target will be met. The April 2019 [Planning for Intensification](#) report presented a draft framework for intensification in York Region. The framework is based on existing Centres and Corridors policies in the Regional Official Plan along with local municipal intensification strategies and policies. Intensification is planned for strategic locations within the built-up area to optimize efficiencies in infrastructure and services delivery, including transit services. The current Regional Official Plan includes an intensification matrix that supports a hierarchy of appropriate density ranges by intensification type. As part of

the Regional Official Plan review process, a more simplified intensification hierarchy is being developed that proposes the following components:

1. Regional Centres/ subway stations
2. Major Transit Stations Areas
3. Regional Corridors
4. Local centres and corridors

**A range of factors were considered in developing local municipal intensification targets**

Under the Growth Plan, York Region is required to meet a minimum 50% intensification target. Each local municipality will play a unique role in supporting the achievement of the overall Regional intensification target. Markham, Vaughan and Richmond Hill have the largest built-up areas and contain three of the four Regional Centres as well as extensive intensification corridors. They also benefit from having the most existing and planned transit infrastructure. A number of factors were considered in developing the proposed local municipal intensification targets including:

- Current planning applications in the built-up area
- Extent of planned local municipal intensification areas – Regional Centres and Corridors, Major Transit Station Areas, local centres and corridors, and infill potential
- Current Regional Official Plan local municipal intensification targets
- Infrastructure capacity and timing

The extent and presence of Major Transit Station Areas was considered in developing intensification targets but were not a determining factor since Major Transit Station Areas are not obligated to meet their minimum density targets by 2051.

The amount of vacant designated greenfield area land and distribution of urban expansion also impacts a municipalities intensification rate. For example, a municipality such as Markham, while allocated a significant share of the Region's total intensification units also has a large amount of designated greenfield area and whitebelt growth proposed to 2051 which results in a lower intensification percentage than a municipality such as Newmarket that has very little remaining designated greenfield area potential. Table 14 presents proposed intensification targets by local municipality.

**Table 14**  
**Proposed Local Municipal Intensification Targets**

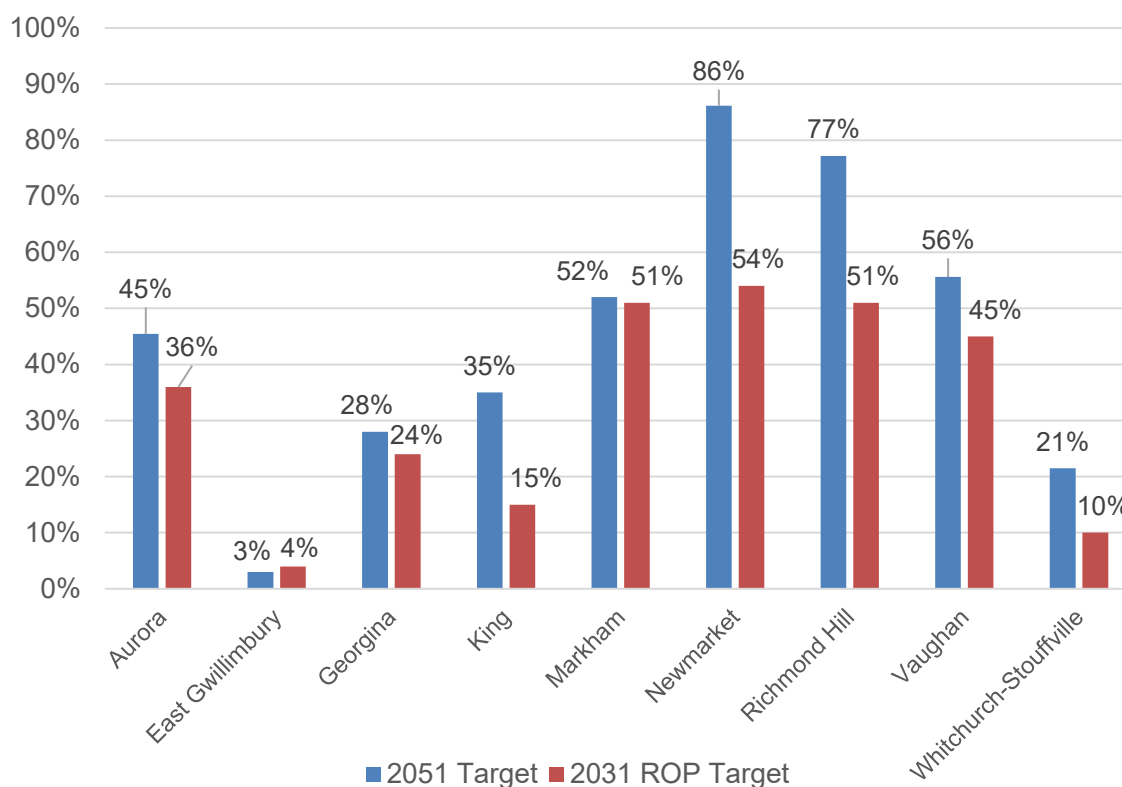
<b>Municipality</b>	<b>2016-2051 Intensification Target (units)</b>	<b>Intensification Percentage</b>
Aurora	4,600	45%
East Gwillimbury	800	3%
Georgina	2,500	28%
King	2,800	35%
Markham	50,300	52%
Newmarket	8,700	86%
Richmond Hill	33,100	77%
Vaughan	49,100	56%
Whitchurch-Stouffville	3,600	21%
<b>York Region</b>	<b>155,500</b>	<b>50%</b>

Source: Planning and Economic Development Branch

As shown in Figure 21, compared to the 2031 targets in the 2010 Regional Official Plan, most local municipal targets are higher in order to achieve the 50% Regional intensification target. Given that the market is currently delivering over 50% Region-wide, these increases are reasonable. The draft intensification targets for King, Newmarket, Richmond Hill and Whitchurch-Stouffville are noticeably higher than the current Regional Official Plan due to less available greenfield growth.



**Figure 21**  
**Comparison of Local Municipal Intensification Targets**



Source: Planning and Economic Development Branch

## 9.2 Designated Greenfield Area Density Targets

### Local municipal designated greenfield area density targets reflect existing and planned development

As part of the land needs assessment process, the Growth Plan requires that the Region develop local municipal designated greenfield area density targets. The targets are expressed as minimum densities in residents and jobs per hectare that are planned to be achieved by 2051. The designated greenfield area targets reflect existing development in the designated greenfield area along with planned residential and non-residential uses and are to be applied across the entire designated greenfield area within each local municipality. This includes any proposed urban expansion lands required to accommodate growth to 2051.

Local municipal designated greenfield area minimum density targets are calculated in the same way as the Regional total – considering built, under construction, under application, and planned development in the designated greenfield area. As discussed earlier in this report, a density of 60 residents and jobs per hectare was assumed for urban expansion purposes in community areas. Local municipal designated greenfield area minimum density targets are shown in Table 15.

**Table 15****Proposed Local Municipal Designated Greenfield Area Density Targets**

<b>Municipality</b>	<b>2051 DGA Density Targets (residents and jobs per ha)</b>
Aurora	55
East Gwillimbury	55
Georgina	35
King	30
Markham	70
Newmarket	40
Richmond Hill	70
Vaughan	70
Whitchurch-Stouffville	50
<b>York Region</b>	<b>60</b>

Source: Planning and Economic Development Branch

In the case of many municipalities, designated greenfield area density targets are heavily influenced by existing areas that have already been built at low densities. Density targets in Table 15 should therefore be treated as minimums. Local municipalities are encouraged to plan for higher densities in appropriate locations, especially in areas with higher order transit.

## 10.0 INTEGRATED APPROACH TO GROWTH MANAGEMENT

### 10.1 Managing growth-related risks

#### **Integrated growth management will be important in mitigating growth-related risk**

Planning for growth of over 800,000 people and 345,000 jobs over a 30-year planning horizon will require an integrated and agile approach to growth management. Achieving provincial forecasts requires average annual growth of 26,100 people per year. As shown in Table 16, this figure exceeds short term historical average annual growth (2010-2020) in York Region and is slightly above longer-term averages over the past 35 years.

**Table 16****Comparison of Local Municipal Intensification Targets**

Historical short term	Historical long term	2051 forecast
16,500	24,900	26,100

Source: York Region Planning and Economic Development Branch

The Region's fiscal capacity is strongly tied to the pace of growth. As a result, there are financial risks associated with planning for growth and paying for required infrastructure. Slower than anticipated growth could have the following impacts:

- Slower cost recovery through development charges to pay down outstanding development charges debt and reduction in the amount of development charges revenue available to fund new infrastructure – for example a sustained 10% reduction in collections versus the forecast could require capital deferral of up to \$300 million
- Increased costs for operating infrastructure put in place too early to operate efficiently
- Tax levy or rate increases for existing residents and businesses to support ongoing operation and maintain service levels
- Reduction in contributions to asset management reserves and insufficient funds for the Region's future capital replacement and rehabilitation.

### **An agile approach to growth management will help maintain financial sustainability**

The Region has been planning in an integrated manner since the 1994 Regional Official Plan with the current MCR providing an opportunity to re-assess and recalibrate the distribution of growth based on updated policy objectives, recent growth trends, and the actual pace and location of growth observed since the 2010 Regional Official Plan. Core to the Region's integrated approach to growth management are the objectives in Figure 22.

**Figure 22**

#### **Integrating infrastructure and financial planning with land use planning**



Source: York Region Planning and Economic Development Branch

A more agile approach involves regularly re-aligning Regional plans, programs, and processes with the Region's fiscal reality. Through municipal comprehensive reviews, master plan updates, Capital Plan updates, and annual budget reviews there are opportunities to re-calibrate Regional plans and strategies with actual growth and development charges collections. While the current MCR and master plan process will provide the foundation for planning for growth to 2051, annual updates to Capital Plans through the annual budget process will be important in responding to the changing nature and pace of growth to ensure growth remains fiscally sustainable. Future municipal comprehensive reviews (approximately every 5-10 years) will re-assess the distribution and pace of growth as well as future urban expansion needs.

Analyzing the full costs and debt implications of land use decisions and understanding associated risks and opportunities has been and will continue to be important. While planning to achieve the Region's long term vision of building strong, caring, safe, complete communities will ultimately require 100% of the remaining whitebelt lands, applying the land needs assessment identified that only 80% of these lands are required to accommodate the 2051 forecast. An assessment of the full costs and debt implications of land use decisions therefore becomes of paramount importance when recommending a distribution of urban expansion lands. As shown in Section 6, based on an assessment of risks, opportunities, and costs associated with each geographic option, the proposed distribution of urban expansion in Table 8 more closely aligns infrastructure investment required to support growth with the ability to recover it through development charges. It also reduces the costs of new infrastructure relative to other geographic distributions by not requiring the final expansion of the Upper York Water Reclamation Centre.

Phasing is another key component to managing growth, particularly over the extensive 30-year planning horizon. Based on the allocation of growth in Table 8, and an estimated 33% share of anticipated Regional rapid transit costs to 2051, an estimated \$11.6 billion in new infrastructure is required to accommodate growth to 2051. The significant investments required to accommodate growth to 2051 mean that growth cannot happen everywhere at once so mechanisms to implement phasing at the Regional and local municipal levels will be incorporated into the Regional Official Plan update.

Finally, it's important to recognize the role of the Region's partners in building communities. Greater coordination and information exchange particularly with local municipalities and the development community will be critical to a successful integrated growth management strategy.

**It will be important for public agency partners to support growth to ensure complete communities**

Cooperation by other public agencies and the private sector will be necessary to achieve the 2051 forecast. The Province, local municipalities, the development industry, Metrolinx, conservation authorities, and the public are important stakeholders in supporting and managing growth. Fast-tracking critical infrastructure to support growth in the Region will require action by the Province. The overdue approval of the Upper York Water Reclamation Centre is necessary to unlock population growth potential in northern York Region and required to accommodate the assigned growth to 2051. Continued funding for planned Bus Rapid Transit and Yonge-North

Subway Extension projects are necessary to accommodate high-density growth in the Region's urbanizing areas.

The development industry can play an important role in mitigating financial risks to the Region by entering into prepaid development charges credit agreements in advance of Regional infrastructure in exchange for a development charges credit at the time of registration/site plan approval. This is one example of risk sharing the Region will consider moving forward.

## 10.2 Phasing and staging of growth

### **Phasing strategies for urban expansion areas will be enhanced in the draft Regional Official Plan and coordinated with infrastructure Master Plans**

The amount of urban expansion and associated population and employment growth to 2051 is unprecedented. To achieve its 2051 forecasts, York Region will be required to accommodate over 130,000 people and 50,000 jobs in new whitebelt areas. This is in addition to growth of 115,000 and 35,000 jobs in the Region's 2031 new community areas that were brought into the urban boundary through the 2010 ROP for which construction is just starting. Together, these growth areas consist of almost one third of the Region's total growth to 2051 with most of these areas being dependent on new infrastructure. Ensuring this growth materializes in a controlled and phased manner will be critical to deliver complete communities for new residents with timely provision of services such as schools, libraries, community centres, and other personal services, in addition to roads, transit, and pipe infrastructure. This will also be important to support a return on previous infrastructure investments in the Region's intensification areas.

To properly manage this amount of growth across diverse geographies of the Region will require strong phasing policies in both Regional and local municipal Official Plans.

A phased approach to growth management will consider:

- Optimizing growth in areas with existing water and wastewater capacity in order to recover development charges collections prior to making new investments
- Giving special consideration to projects which support broader geographic areas (including supporting intensification) and/or enhance the existing transportation network and water/ wastewater system rather than result in extensions to those systems
- Phasing policies for urban expansion areas based on:
  - Alignment with capital spending
  - Achievement of population thresholds
  - Prioritizing areas that are lower risk (higher level of certainty), lower costs, lower costs per capital, and greater potential return on investment
  - Tying the timing of growth in intensification areas to the sustained achievement of the Region's annual intensification target
  - A requirement to provide a logical progression of development

**Designating 80% of the whitebelt provides certainty, focus, and stronger alignment with the ability to recover growth-related investments through development charges**

As mentioned, 100% of the whitebelt will be required at some point in time to accommodate Regional growth. Planning for 80% of the whitebelt allows the Region to take a more focused approach to planning for growth to 2051 and to better leverage existing and planned infrastructure investments. Planning for growth as allocated in Table 8 of this report also acknowledges that the final phase of the Upper York Water Reclamation Centre is likely to be built post 2051, thereby reducing the amount of new infrastructure that is planned for through master plans and Capital Plans. Planning for 80% of the whitebelt also provides more certainty and focus for the Region by creating a closer alignment between the infrastructure required to support growth to 2051, the cost of that infrastructure, and the ability to recover costs through development charges collections.

Finally, 80% of the whitebelt minimizes, to the extent possible, impacts on the Region's agri-food network and supports ongoing agricultural uses given that the majority of the lands not proposed for urban expansion (located in northern East Gwillimbury) had LEAR scores in the highest category.

**Identifying the remaining Whitebelt as Future Urban beyond 2051 is a consideration**

With the Provincial Land Needs Assessment requiring 80% of the Region's Whitebelt to accommodate growth to 2051, it may be appropriate to clarify that the remaining 20% of Whitebelt lands will likely be needed for future growth beyond 2051. Eighty percent to 2051 can be supplied by existing and planned infrastructure investments, and more closely matches the ability to recover growth-related costs through development charges in the future. This also acknowledges the final phase of the Upper York Water Reclamation Centre is likely to be post 2051. Identifying the remaining 20% of the Whitebelt lands as "Future Urban" beyond 2051 acknowledges the reality of the future long-term function of these lands.

It should be noted that in January 2021, concern was expressed with the identification of whitebelt lands not required to 2051 as a result of the provincial land needs assessment as 'Future Urban'. Local municipal staff identified that a 30-year planning horizon provided ample land to accommodate growth to 2051 and that planning communities beyond that horizon was premature. They also indicated the desire to capitalize on technological advancements as well as inevitable changes to demographic, housing, and consumer preferences as well as the nature of work.

## 11.0 CONCLUSIONS AND NEXT STEPS


Planning for and managing growth is a complex process that involves many considerations. Growth forecasts are developed and distributed to the Region's nine local municipalities based on Provincial growth targets, planning policy, demographic factors, market trends, financial, and servicing factors. Results of the Provincial land needs assessment methodology produce a need for 2,300 hectares of community land and 1,100 hectares of employment lands to accommodate growth to 2051 – equating to 80% of the Region's available Whitebelt lands. The proposed distribution of urban expansion lands in Table 7 is based on a thorough review of opportunities, costs, and potential risks in each geographic area of the whitebelt. Timing and uncertainty of servicing in northern York Region is a key factor informing the distribution of urban expansion land needs to 2051. Proposed forecasts meet the requirements of the Provincial Policy Statement, Growth Plan, and Regional Official Plan with respect to criteria for assessing locations for urban expansion while also minimizing growth-related risks to the Region.

The proposed forecast distribution by local municipality is based on recent growth trends, Land Need Assessment urban expansion needs, vacant greenfield areas, and market demand for intensification.


While 100% of the Whitebelt will be required in time, planning for 80% to 2051 will require a more focused and financially sustainable approach to managing growth and infrastructure delivery. Identifying the remaining 20% of the Whitebelt lands as "Future Urban" would reflect the reality of future long-term growth beyond 2051 and encourage comprehensive long-term visioning for those lands. Further, staging and phasing of capital investments in line with actual rather than forecast growth will be necessary for a more agile and coordinated approach to achieving the Region's long-term vision of building strong, caring, safe complete communities in a financially sustainable manner.


# YORK REGION REGIONAL MAP

## Landowner/Municipal Requests for Urban Expansion


 Urban Expansion Request

## Land Use Category

 Built-up Area

 Designated Greenfield Area

 Greenbelt

 Hamlet

 2010 Urban Expansion

 Designated Greenfield Area - Agriculture

## Base Map

 Municipal Boundary

 Other Municipal Boundaries

 Roads

 400-Series Highways

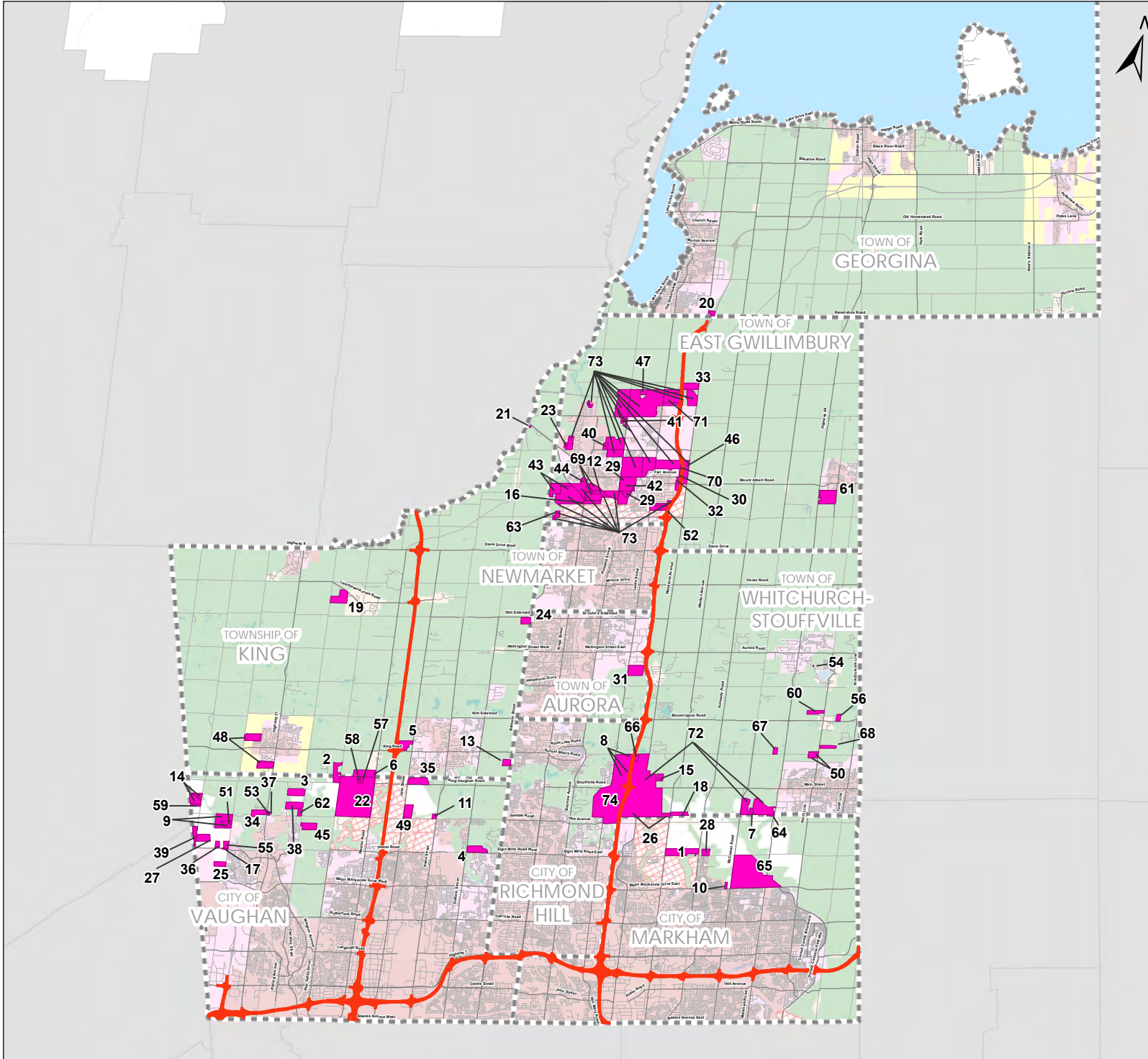
 Waterbodies

\*Areas are draft and are awaiting approval through the Municipal Comprehensive Review and are subject to change.



Produced by:  
The Regional Municipality of York  
Planning and Economic  
Development, Corporate Services  
March 2021

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2003-2021





**York Region Official Plan Review  
Landowner and Municipal Submissions for Urban Expansion for the Municipal Comprehensive Review**

**Table 1: Landowner Requests**

*Note: Any lands ultimately identified for urban expansion would be subject to further studies to determine the extent of developable area.*

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
1	RJ Forhan & Associates	Romandale Farms Ltd.	4044 Elgin Mills Road East, Markham	Request for lands to be brought into the Urban Area through the MCR, should the Region determine a need for additional 'Whitebelt' land.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
2	Weston Consulting	1606620 Ontario Inc.	12700 7th Concession, King	The portion of the lands in Vaughan currently designated 'Whitebelt' maintain the designation and this portion of the property be added to the Urban Area should the Region determine a need for additional 'Whitebelt' land.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
3	Weston Consulting	Mrs. Orah Buck	5511 King Vaughan Road, Vaughan	The portion of the lands in Vaughan currently designated 'Whitebelt' maintain the designation and this portion of the property be added to the Urban Area should the Region determine a need for additional 'Whitebelt' land.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
4	Cam Milani	Milani Group	1136 Teston Road, Vaughan	Remove lands from ORMCP Countryside and Natural Linkage and bring them into the Settlement Area. Consider property for inclusion in the Urban Area should the Region determine a need for additional 'Whitebelt' land.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
5	IBI Group	Toromont Industries Limited	3230 King Road, King	Remove lands from Protected Countryside and Natural Heritage System designations in Greenbelt Plan and remove lands from Greenbelt and Agricultural designations in YROP and re-designate land for Employment Use.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
6	M.A.M Group Inc (including subsidiary Trinistar Corporation) and SGL	Westlin Farms Incline Home Corporation, Trinison Management Corp., Trinistar Corporation	12470 Weston Road, King	Include the subject lands within the urban area expansion.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
7	Sorensen Gravely Lowes Planning & Design Inc.	Willowgrove	11737 McCowan Road, Whitchurch-Stouffville	Request that the Willowgrove lands not be considered for any "land swap" to redesignate the lands from 'Whitebelt' to greenbelt in the Greenbelt Plan. Request that this portion of the "Whitebelt lands" should remain as such to allow for the possibility of a logical urban boundary expansion of the Community of Stouffville, to accommodate Provincial growth projections.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
8	Evans Planning Inc.	Ms. Asha Rani Batra	1775 Bethesda Road, 12471 Leslie Street, 1700 Stouffville Road, Richmond Hill	Remove lands from the Greenbelt Plan and modify ORMCP designation to permit employment uses. Consider adding these lands to Urban Area through the MCR and redesignate to permit employment uses.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
9	Weston Consulting	Vinnie Ussia, 1116941 Ontario Ltd.	11180 Huntington Road, 6901 Kirby Road, 7001 Kirby Road, and 7055 Kirby Road, Vaughan	Include subject lands in the Urban Area through the MCR to permit low-rise residential use on the east side and commercial/industrial uses to the west of the railway tracks.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
10	Patrick Cheng	Peoples Gospel Church	5172 Major Mackenzie Drive East, Markham	Include subject lands in Urban Area through the MCR to permit construction of the Peoples Gospel Church.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
11	Humphries Planning Group Inc.	K & K Holdings Ltd.	11600 Keele Street, Vaughan	Include subject lands in urban area to align ROP with Vaughan OMB approved Official Plan.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
12	Michael Smith Planning Consultants	1334618 Ontario Inc.	18823 Old Yonge Street, East Gwillimbury	Request to include subject lands (part of the 'Whitebelt') in the Urban Area through the MCR to permit low-density development of the lands.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
13	Barbir and Associates	18823 Old Yonge Street	12820 Bathurst Street, King	Include subject lands in the Township of King settlement area.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
14	Pamela Tang and Peter Chang Sing	Pamela Tang and Peter Chang Sing	11871 Albion Vaughan Road, Vaughan	Redesignate Greenbelt portion of the lands and bring entire property from 'Whitebelt' into Urban Area. Introduce a new GO station on property.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
15	Dillon Consulting	Mr. Edmund Moss	12441 Woodbine Avenue, Whitchurch-Stouffville	Request for an expansion of the Gormley Secondary Plan Area to include the subject lands to be developed as General Commercial and Light Employment.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
16	Bousfields Inc.	Living Life (Greenwich Inc.)	18618 Yonge Street, East Gwillimbury	Request for lands to be brought into the Urban Boundary for East Gwillimbury to permit the development of commercial and residential uses, including affordable, rental and seniors housing.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
17	Bousfields Inc.	Ms. Lesa Cozzi	1070 Nashville Road, Vaughan	Request for Whitebelt lands to be brought into the Urban Boundary through the MCR.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
18	Davies Howe Partners LLP	Warden North GP Inc.	11691 Warden Avenue, Whitchurch-Stouffville	Request for lands to be brought into the urban boundary through the MCR.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
19	Humphries Planning Group Inc.	1453941 Ontario Ltd.	4995-5015 Lloydtown/ Aurora Road and 16425 8th Concession, King	Request for lands to be brought into Pottageville Hamlet Plan boundary through the MCR. Property is currently designated as Protected Countryside and Natural Heritage System in the Greenbelt Plan.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
20	MMM Group Ltd.	Nizza Enterprises	2354 Ravenshoe Road, Georgina	Request the subject lands and the lands to the north be included into the Urban Area as well as re-designate the lands from Agricultural Protection Area to Employment as part of the Town's Official Plan review.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
21	Owners of the Bradford Inn (Sia and Frank)	Owners of the Bradford Inn (Sia and Frank)	20590 Highway 11, King	Request for additional permissions under the Greenbelt Plan to permit the development of a seniors housing complex or an expansion to the existing hotel use.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
22	KLM Planning Partners Inc.	Block 42 landowners: Melrose Properties Inc., Ironrose Investments Inc., MCN (Pinevalley) Inc., Mel-Terra Investments Inc., Azure Woods Home Corp., Lazio Farms Holdings Inc., Mastro Capital Partners Inc., Mastro Investments Inc., and Intu Developments Corporation	12011 Pine Valley Drive, Vaughan	Request for an expansion of the urban boundary to include the lands within Block 42 for urban uses through the MCR.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
23	Biddington Homes/ Bousfields Inc.	Owners of 198 Oriole Drive, East Gwillimbury	198 Oriole Drive, East Gwillimbury	Request for lands to be brought into the urban boundary through the MCR.	A number of considerations informed the identification of preliminary urban expansion areas. Staff are not recommending these lands be included in the preliminary urban boundary expansion. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
24	KLM Planning Partners Inc.	2154000 Ontario Inc.	15940 Bathurst Street, King	Request for lands to be removed from Oak Ridges Moraine Conservation Area and Greenbelt Plan Area. Request for lands to be brought into the urban boundary through the MCR.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
25	Humphries Planning Inc	Owners of 10436, 10450 Huntington Road	10436, 10450 Huntington Road, Vaughan	Request for lands to be brought into the urban boundary through the MCR. Property is currently within the 'Whitebelt' in Block 66E in Vaughan.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
26	Weston Consulting	P. Campagna Investments Ltd.	12162 Woodbine Avenue, 11670 Woodbine Avenue, 11851 Woodbine Avenue, 11767 Woodbine Avenue, 11674 Warden Avenue, Whitchurch-Stouffville	Request for lands to be brought into the urban boundary through the MCR for employment purposes. The properties are primarily within the Oak Ridges Moraine Conservation Plan and Greenbelt Plan areas. A small portion of land is 'Whitebelt'.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
27	Weston Consulting	Laurentel Developments	10961 Cold Creek Road, Vaughan	Request for lands to be brought into the urban boundary through the MCR for employment purposes. The property is currently within the 'Whitebelt' lands in north west Vaughan.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.



#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
28	Devine Park LLP	Elgin Mills Markham Ltd.	4716 Elgin Mills Road East, Markham	Request to include identified property in urban expansion area.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
29	Evans Planning Inc.	Sharon Road Holding Company (857 Mount Albert Road); Oxford Developments (18839 2nd Concession Road)	857 Mount Albert Road and 18839 2nd Concession Road, East Gwillimbury	Request to include lands in urban area.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
30	Arshia Delfani & Roya Rezaee	Arshia Delfani & Roya Rezaee	1915 Farr Avenue, East Gwillimbury	Request to redesignate land as urban based on nature of surrounding land, freeway, etc.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
31	Harper Dell & Associates		14897 and 14773 Leslie Street, Aurora	Request to redesignate Part W 1/2 Lots 17 and 18, Cons 3 EYS from ORMCP Countryside to Settlement Area	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
32	Weston Consulting	Marino D'Allesandro	2062 Farr Avenue, East Gwillimbury	Request to include whitebelt lands in urban boundary (extending urban boundary slightly west from adjacent parcels in the Sharon Community)	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
33	Kian Kashani	Kashani & Co. Investment Inc., Kashani & Kashani Inc.	21170 Woodbine Avenue, East Gwillimbury	Consider lands for site specific zoning or inclusion within future expansions to the urban area to support the ongoing growth of York Region.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
34	Weston Consulting	Di Poce Real Estate Holdings Limited	11720 Highway 27, Vaughan	Request for Urban boundary expansion on the eastern portion of the lands outside of the Greenbelt.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Although the subject property is within the urban expansion area, a preliminary review indicates little to no developable area.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
35	KLM Planning Partnership	Robintide Farms Limited	2720 King-Vaughan Road, Vaughan	Request for removal of the ORMCP/redesignation portion of the west lands; the appropriate long-term use of the west lands will be for urban uses.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
36	Weston Consulting		6990 Nashville Road, Vaughan	The subject property is currently located approximately 2 kilometers north of the City of Vaughan's Urban Boundary. Request for staff to consider potential future development of these lands in its growth management analysis.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
37	Armstrong Planning	Vanda Buttarazzi and Kalid Yusuf	5920 Kirby Road and 11561 Highway 27, Vaughan	Request for a minor expansion of the Urban Boundary up to the Greenbelt Boundary to accommodate future residential uses.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Although the subject property is within the urban expansion area, a preliminary review indicates little to no developable area.
38	Premier Realty Consulting Limited	Di Poce Real Estate Limited	11720 Kipling Avenue, Vaughan	Applicant requests that as part of the Region's MCR and the City's Official Plan Review process to consider lands outside the Greenbelt for future community area development.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Although the subject property is within the urban expansion area, a preliminary review indicates little to no developable area.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
39	Weston Consulting	Sarai Trucking Limited	11151 Highway 50, 11050 Cold Creek Road, 11065 Highway 50, Vaughan	Request for subject property to be included in the Urban Area designation.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
40	Thorstone Consulting Services	685109 Ontario Ltd. (Geo A. Kelson Company)	236 Doane Road, East Gwillimbury	That the land at 236 Doane Road, in the Town of East Gwillimbury, be identified as a "Future Urban Area".	A number of considerations informed the identification of preliminary urban expansion areas. Staff are not recommending these lands be included in the preliminary urban boundary expansion. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
41	Evans Planning	Ann Lee Chong and Teddy Chong	641 Queensville Sideroad, East Gwillimbury	Request to update the Region's Greenbelt protected countryside layer and to request including the lands within the urban boundary to allow for urban expansion.	A number of considerations informed the identification of preliminary urban expansion areas. Staff are not recommending these lands be included in the preliminary urban boundary expansion. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
42	Evans Planning Inc.	2nd Concession Landowners Group	18899, 18839 2nd Concession Road, 893, 857 Mount Albert Road, East Gwillimbury	Applicant requests to bring the subject lands (agricultural area) into the urban area.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
43	Groundswell Urban Planners Inc.	Marianneville Stonehaven Developments Limited (Kerbel Group)	18813, 18881 and 18737 Bathurst Street, and 356 Morning Sideroad, East Gwillimbury	Request for urban expansion northward to include the subject lands with the development of Whitebelt lands to occur north of Green Lane.	A number of considerations informed the identification of preliminary urban expansion areas. Staff are not recommending these lands be included in the preliminary urban boundary expansion. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
44	The Biglieri Group Ltd.	Holland Green Developments Inc.	Part of Lot 106, Concession 1, West of Yonge Street, East Gwillimbury	A request to re-designate the lands from Agriculture to future Settlement Area.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
45	Weston Consulting	Paul and Doris Nessim	PT LT 29 CON 7 PTS 1, 2 & 3 65R11933, Vaughan	The purpose of this submission is to formally request consideration for an Urban Area Boundary Expansion through the Region's MCR.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
46	MHBC Planning, Urban Design & Landscape Architecture	Liberty Development Corporation (1596630 Ontario Ltd.)	19350 Woodbine Avenue, East Gwillimbury	Requesting that the York Region expands the Queensville settlement through the MCR process to accommodate employment purposes on Whitebelt lands.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
47	Thorstone Consulting Services	Thomas & Martin Pick	21045 2nd Concession Road, East Gwillimbury	Requesting that mostly Whitebelt lands be considered for future urban expansion employment lands.	A number of considerations informed the identification of preliminary urban expansion areas. Staff are not recommending these lands be included in the preliminary urban boundary expansion. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
48	Dentons Canada LLP	Flato Developments and Wyview Group	12650 Highway 27 & 13235 10th Concession, King	Request for lands to be considered for inclusion in the Nobleton Community settlement area.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas). Additional growth beyond the serviced capacity limit in the current environmental assessment is not being proposed based on preliminary financial assessments for the community of Nobleton.
49	KLM Planning Properties Inc.	Yarmosh Holdings Inc. c/o DG Group	11665 Jane Street, Vaughan	Request for lands to be included within the Urban Boundary for the City of Vaughan through the MCRP process.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
50	Margaret Orsi and Domenic & Pina Greco	Margaret Orsi and Domenic & Pina Greco	13044 Ninth Line (Margaret Orsi) and 12958 Ninth Line (Domenic & Pina Greco), Whitchurch-Stouffville	Urban Area Expansion (York Region) and inclusion into the official plan and secondary plan area (Town of Whitchurch- Stouffville).	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
51	MHBC Planning	DiBattista Farms Ltd/Signature Communities	11180, 11300, 11340 Huntington Road, Vaughan	Request that the lands be included in the urban boundary expansion as "future urban area."	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Although the subject properties are within the urban expansion area, a preliminary review indicates little to no developable area.
52	Dr. Keith Watson	Dr. Keith Watson	18004 Leslie Street, East Gwillimbury	Seeking to have Whitebelt land included in the Settlement Area of East Gwillimbury.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.



#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
53	Weston Consulting		11561 Highway 27, Vaughan	Request consideration of the southern portion of the subject lands (currently white belt) for inclusion within the Urban Area limits of the City of Vaughan in the Region of York Official Plan.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas). For the 'Whitebelt' portion of the lands, a number of considerations informed the identification of preliminary urban expansion areas. Staff are not recommending these lands be included in the preliminary urban boundary expansion.
54	Groundswell Urban Planners Inc.	2561371 Ontario Inc.	5612 Lakeshore Road, Whitchurch-Stouffville	The subject property is designated ORM Countryside Area. The request for consideration to include the subject property into the urban boundary.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
55	Weston Consulting	Laurentel Developments	6910 Roe Road, Vaughan	Formally request consideration for the inclusion of the subject properties within the Urban Area through the Region's MCR.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
56	SOL-Arch	Jerry Xu	6336 Bloomington Road, Whitchurch-Stouffville	Interested to be included in the York Region's Boundary Expansion Plan for Hamlet of Bloomington	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
57	CBRE Limited	Mary Friedrich	4050 King-Vaughan Road, Vaughan	Client seeks that an expansion of the urban boundary includes the subject lands within Block 42 for future urban uses, and that property is included in budgetary discussions for the expansion of the Urban Area	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
58	Stella Ventura	Antonio and Antoinietta Guida (parents of Stella Ventura)	4100 King-Vaughan Road, Vaughan	Submission to support that the current MCR review include subject lands located within Block 42 in the proposed urban expansion boundary.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
59	WSP	1860938 Ontario Ltd. (Sam Morra)	Pt of Lot 32, Concession 11, Vaughan	Applicant is requesting that the Subject Area, including the Subject Property, be included within York Region's Urban Area Boundary for use as a mix of affordable residential and employment uses.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
60	Henry Li, Representative of Centraland	Jerry Xu	13962 Ninth Line, Whitchurch-Stouffville	Interested to be included in the York Region's Boundary Expansion Plan for Hamlet of Bloomington	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
61	Weston Consulting		18609A Highway 48 & 18784 Centre Street, East Gwillimbury	Formally request consideration for the subject properties for inclusion in the Town and Villages designation of the York Region OP.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
62	Weston Consulting		(Pt Lot 31 Con 8 VAUGHN) or 00 Kirby Road, Vaughan	Formally request consideration for the subject property to be included in the Urban Area limits of the Region of York OP.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
63	Macaulay Shiomi Howson Ltd.	Sundial Homes (Green Lane) Limited	22 Green Lane West, East Gwillimbury	Requests the inclusion of a small, isolated piece of land currently used for agriculture in the urban boundary.	A number of considerations informed the identification of preliminary urban expansion areas. Staff are not recommending these lands be included in the preliminary urban boundary expansion. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
64	Dentons Canada LLP	Flato Developments Inc., Wyview Group	Highway 48 and Dickson Hill Road, Markham	Request the Region include these lands as part of a settlement area expansion. Clients intend to develop a full mixed use community focused on age-friendly development, including seniors housing.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. Subject to Provincial MZO.
65	SGL Planning & Design Inc.	Northeast Markham Landowners Group (NEMLG)	North of Major Mackenzie Drive East and east of McCowan Road, Markham	NEMLG respectfully requests that their lands be included within an expansion to the City of Markham urban boundary through the MCR process.	The lands outside of the Greenbelt Plan area are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
66	MGP	Vianova Group Inc.	2005 Bethesda Side Road, Whitchurch-Stouffville	Request of Vianova Group Inc. to the Minister of Municipal Affairs and Housing for a Minister's Zoning Order to permit Light Employment and industrial development on a site outside the Town's settlement area boundary; site is designated Oak Ridges Moraine Countryside where Light Employment industrial development is not permitted in the Town and Region's Official Plans.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
67	Tagrid Rokan	Tagrid Rokan	5026 Bethesda Road, Whitchurch-Stouffville	Inquiring about urban boundary expansion and the possibility of future development.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).
68	Ashish Patel	Ashish Patel	13187 Ninth Line, Whitchurch-Stouffville	Inquiring for future potential boundary expansion of Stouffville	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
69	Thorstone Consulting Services, Inc.	1324534 Ontario Inc (Thomas and Martin Pick)	18733, 18719, 18645 Old Yonge Street, East Gwillimbury	That the area generally described as the lands east of Old Yonge Road north of Green Lane East, be identified as a "Future Urban Area" within the draft land budget for 2041 and the Region's Municipal Comprehensive Review.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.
70	MHBC Planning, Urban Design & Landscape Architecture	Liberty Development Corporation (1596630 Ontario Ltd.)	Part Lot 13 &14, Conc 3, East Gwillimbury	Expand the Sharon settlement area to permit a mix of residential and population-related employment on Whitebelt land.	The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
71	Prudence Management Inc.	1078703 Ontario Limited	20913 Leslie Street, East Gwillimbury	Applicant requests that the subject lands be included in the Urban Boundary with the new Official Plan.	A number of considerations informed the identification of preliminary urban expansion areas. Staff are not recommending these lands be included in the preliminary urban boundary expansion. *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.

**Table 2: Municipal Requests**

*Note: Any lands ultimately identified for urban expansion would be subject to further studies to determine the extent of developable area.*

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
72	Town of Whitchurch-Stouffville	Town of Whitchurch-Stouffville	1) Areas east of Highway 404, between the southern boundary of the Town of Whitchurch-Stouffville and Bethesda Sideroad. 2) Area between the southern boundary of the Town of Whitchurch-Stouffville and west of McCowan Road	That the subject lands be included into the Provincially Significant Employment Zones. The Town of Whitchurch-Stouffville also endorsed an expansion of the urban settlement boundary.	1) In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas). 2) The lands are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.
73	Town of East Gwillimbury	Town of East Gwillimbury	Various parcels in the central and western sections of East Gwillimbury	THAT Council endorses the need to include the "Whitebelt" lands within the Town as part of the "Urban Area" in the Regional Official Plan (ROP) through the Region's current Municipal Comprehensive Review (MCR) process in order to create complete communities, coordinate infrastructure planning and accommodate residential and employment growth to the year 2041 and beyond.	A portion of the lands outside of the Greenbelt Plan are included within the preliminary urban boundary expansion based on the Province's mandated land needs assessment.  *Preliminary distribution of the quantum of urban expansion required based on the proposed forecast for the Town of East Gwillimbury is subject to ongoing discussions between York Region and Town of East Gwillimbury staff.

#	Submitted by	On Behalf of	Location or Address	Nature of Request	Comments
74	MPlan Inc., City of Richmond Hill	Leslie Stouffville Landowners Association	Northeast Richmond Hill, surrounding the Gormley GO Station	Request that Countryside designated area be redesignated to settlement area, and that lands south of Bethesda Road are not to be considered within a prime agricultural area.	In accordance with Provincial policies, urban uses are not being proposed within the Greenbelt Plan or Oak Ridges Moraine Conservation Plan (beyond existing settlement areas).





# Foundational Housing Analysis

York Region

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Final Report (Executive Summary)

March 2021

Watson & Associates Economists Ltd.  
905-272-3600  
info@watsonecon.ca

# Executive Summary



## Executive Summary

With an estimated population of 1,227,000 as of 2021,<sup>1</sup> York Region is expected to grow to approximately 2 million people by the year 2051, in accordance with the Growth Plan for the Greater Golden Horseshoe (GGH) – A Place to Grow, hereinafter referred to as the Growth Plan, 2019.<sup>2</sup> As the Region’s population grows, providing affordable and appropriate housing for residents across all life stages will be an ongoing challenge. Between 2021 and 2051, it is estimated that over 273,000 new households will be required across the Region, largely within existing and future urban areas.<sup>3</sup>

To better understand how macro-economic conditions, as well as regional and local real estate development trends, are influencing current housing trends across the Region, York Region is embarking on the development of a Foundational Housing Analysis. This analysis will help inform the definition of market demand as well as provide an assessment of the various other supply and policy-based factors that are likely to impact York Region’s updated Regional Official Plan (ROP) population and housing forecast. A critical consideration in the development of the 2051 housing forecast will be the need to strike the right balance between market demand, Growth Plan, 2019 targets and policy objectives, housing supply and housing affordability.

The York Region Foundational Housing Analysis is being prepared in two phases:

- **Phase 1 – York Region Foundational Housing Brief** (December 2020) – This Brief provided the preliminary findings of the Foundational Housing Analysis, largely as it related to:
  - The rate of recent population and housing growth relative to current estimates, as well as to York Region’s regional competitors within the broader regional market area;<sup>4</sup> and

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<sup>1</sup> 2021 population estimate, York Region. Adjusted for net Census population undercount.

<sup>2</sup> A Place to Grow: Growth Plan for the Greater Golden Horseshoe. Office Consolidation. August 2020. Ontario.

<sup>3</sup> York Region, Preliminary Draft Forecast to 2051, September 2020.

<sup>4</sup> For the purpose of this study, the broader regional market area is defined as the neighbouring upper-tier and single-tier municipalities of the Greater Toronto Hamilton Area as well as the Simcoe Area and Dufferin County.



- The reasons for estimated population and housing shortfalls relative to current estimates, as well as preliminary considerations of where on-going unmet housing needs are likely to persist and need to be further examined.

The Phase 1 report also provided a closer examination of anticipated residential real estate market demand, including potential barriers to housing choice, within the context of available housing supply.

- **Phase 2 – York Region Foundational Housing Report** – This report provides an assessment of the York Region long-term housing forecast to the year 2051, prepared by York Region as part of its current Municipal Comprehensive Review (MCR) and ROP Review. As part of this review, specific attention has been given to housing demand by structure type, tenure, planning policy area, and rate of development. In providing this assessment, a detailed examination has also been provided with respect to current conditions and future trends in housing affordability, and the influence of these trends on future housing needs by structure type and tenure.

Core to this analysis is an examination of the following key themes regarding the Region's 2051 population forecast and housing needs over the next 30 years:

1. **What are the broader trends regarding long-term population for York Region within the GTHA and GGH context?**
2. **What are the key factors that need to be considered in assessing the appropriateness of the long-term housing forecast by structure type prepared as part of the York Region draft MCR?**
3. **Is the York Region long-term housing forecast by structure type prepared as part of the York Region draft MCR appropriate?**
4. **Is a minimum 50% residential intensification target for York Region from 2021 to 2051 appropriate? Should York Region consider a higher residential intensification target?**



5. **How are future trends regarding housing affordability in York Region anticipated to impact demand for rental and ownership housing? Are there particular types of rental and ownership housing where supply is needed to accommodate anticipated demand?**
  6. **Are there potential risks for York Region if the housing supply is not well-aligned with the anticipated long-term needs of existing and future residents?**
  7. **What recommended actions should York Region and its partners take to help ensure that housing supply in York Region is aligned with the anticipated needs of the Region's existing and future residents to the year 2051?**
- Q1. What are the broader trends regarding long-term population for York Region within the GTHA and GGH context?**
- A1. The growth outlook for York Region remains very positive; however, it is anticipated that the rate of future population and employment across the Region will gradually decline over the long term.**
- Population and employment growth within York Region is strongly correlated with the growth outlook and competitiveness of the broader regional economy of Central Ontario, which is commonly referred to as the Greater Golden Horseshoe (GGH). The economic growth potential and increasing global presence of the GGH City/Region presents a tremendous opportunity to leverage York Region's economic profile at the international level.
  - Notwithstanding the strong economic and population growth potential of the Greater Toronto and Hamilton Area (GTHA), it is important to recognize that the GGH Outer Ring economy is anticipated to grow at a relatively faster rate than the GTHA over the next three decades. This forecast shift in population growth from the GTHA to the GGH Outer Ring is anticipated to be largely driven by two key factors: 1) the relative affordability of housing in the GTHA compared to the GGH Outer Ring; and 2) a growing and strengthening economy across the GGH Outer Ring.



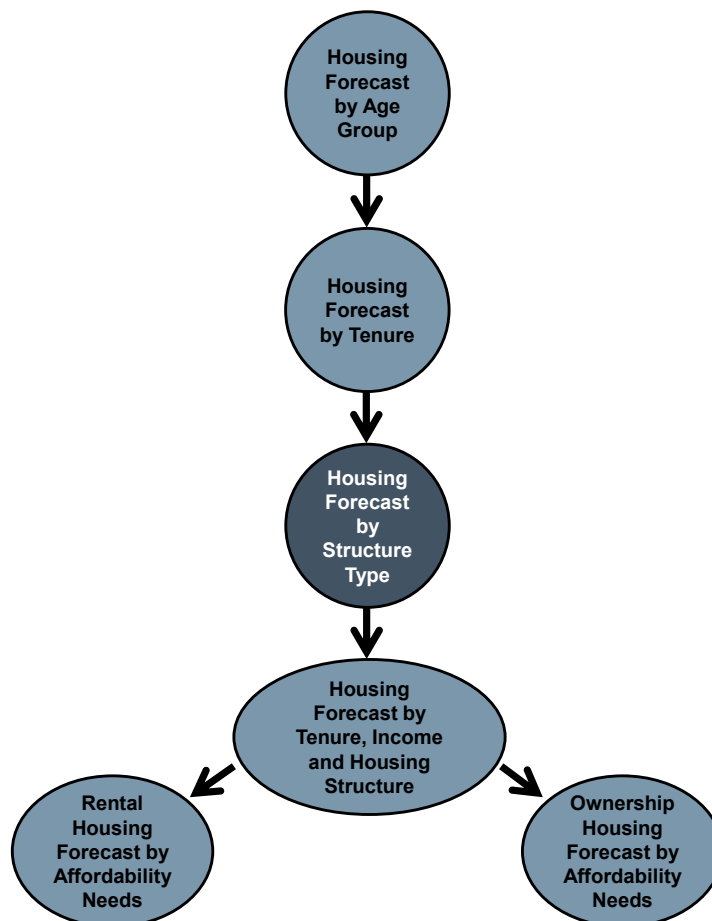
- It is recognized that the long-term population forecast for the GTHA as set out in the Growth Plan, 2019 is aspirational. This conclusion also applies to York Region. While it is recognized that the Growth Plan, 2019 population and employment forecasts are to be treated as minimums, a higher 2051 population forecast for York Region is not considered to be a likely long-term growth scenario. Accordingly, the Growth Plan, 2019 population forecast for York Region is recommended as the preferred long-term growth forecast.

**Q2. What are the key factors that need to be considered in assessing the appropriateness of the long-term housing forecast by structure type prepared as part of the York Region draft MCR?**

**A2. The appropriateness of the York Region MCR housing forecast by structure type was tested through this Foundational Housing Analysis using a customized housing forecast modelling framework, which assesses future trends in age structure, housing demand by tenure (i.e. ownership vs. rental) and housing affordability. Figure ES-1 summarizes the adopted housing forecast modelling framework.**



Figure ES-1  
York Region Foundational Housing Study  
Household Forecast Modelling Framework



- Using this modelling framework, a household forecast by structure type by population age group was generated over the 2021 to 2051 planning horizon. Key observations regarding housing demand by structure type and major age group are summarized below and illustrated in Figure ES-2.



## **York Region's Aging Population is one of the Key Drivers of Increased Demand for High-Density Housing**

- The average age of the population base in York Region is getting older, due to the concentration of Baby Boomers within the Region.<sup>1</sup> In 2021, the oldest of the Region's Baby Boomers will turn 75 years of age.
- The percentage of the population in the 75+ age group (older seniors) is forecast to more than double over the 25-year period, from 6% in 2016 to 14% by 2051. The 75+ age group is anticipated to represent the fastest growing demographic group in York Region, increasing at two and a half times the rate of the Region's total population.
- The aging of the Region's population is anticipated to place increasing demand on the need for a range of new housing options by type and built form, largely geared towards condominiums, rental apartments, seniors' housing, affordable housing and social housing products.
- Over the 2021 to 2051 forecast period, over half (55%) of future high-density housing demand in York Region is anticipated to be generated from households maintained by persons aged 75 years of age and older.
- As York Region's Baby Boomers continue to age, an increasing number of grade-related households are anticipated to "turn-over" to new buyers. In total, approximately 40,000 grade-related households are anticipated to be circulated back into the residential real estate market between 2016 and 2051, representing 13% of the Region's entire stock of grade-related households in 2016.

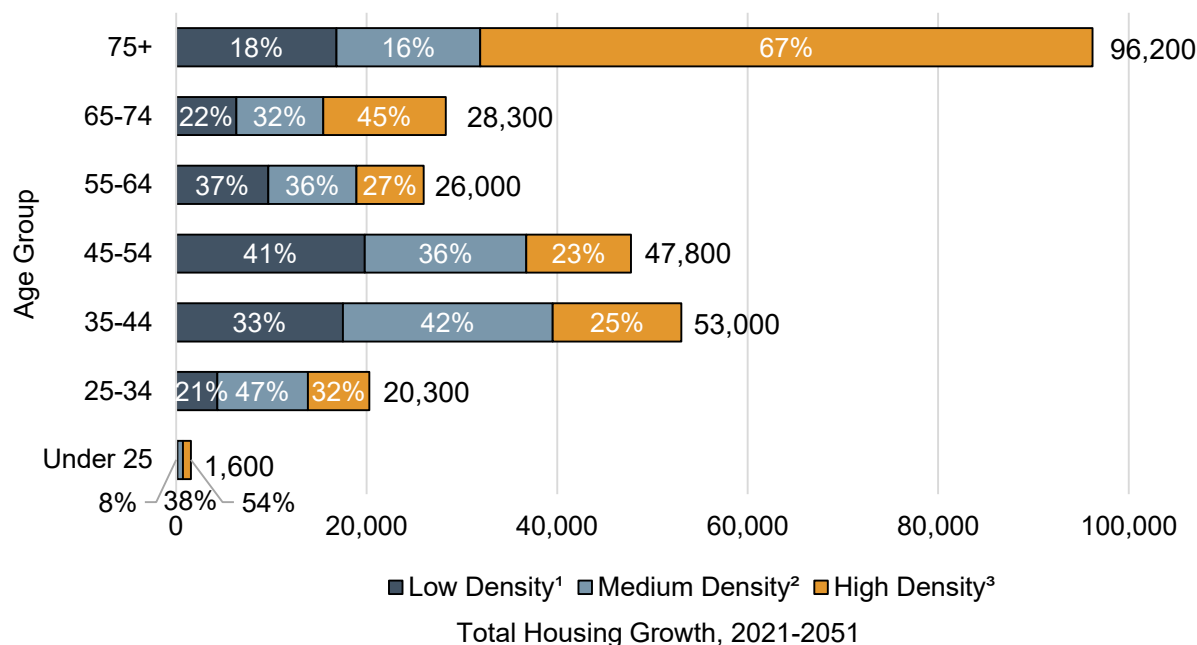
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<sup>1</sup> Defined as those born between 1946 and 1964.





Figure ES-2  
York Region  
Housing Forecast by Structure Type by Age Group, 2021 to 2051



<sup>1</sup> Low density represents singles and semi-detached.

<sup>2</sup> Medium density includes townhouses (including back-to-back and stacked townhouses) and duplexes.

<sup>3</sup> High density includes all apartments.

Source: Watson & Associates Economists Ltd. derived from York Region Draft Municipal Comprehensive Review Housing Forecast, 2020.

- The housing forecast by structure type was then further summarized by tenure. These results were also assessed against historical trends as well as active development applications in the planning approvals process. Key observations regarding housing demand by structure type and tenure group are summarized below and illustrated in Figure ES-3.

### Ownership Housing Forecast

- Ownership housing in York Region is forecast to increase by 186,900 households, which represents approximately 68% of total forecast demand for new households over the forecast period.
- Just over two-thirds of projected ownership housing growth is anticipated to be grade related, while the remaining 32% is anticipated to be in high-



density forms. Demand for high-density ownership housing is largely anticipated to be generated from persons 75+ years of age.

### Rental Housing Forecast

- Rental housing demand in York Region is projected to total 82,600 households, which represents approximately one-third of housing growth in York Region over the forecast period. At this rate of growth, rental housing would represent approximately 22% of total housing in York Region by the year 2051, which is similar to the ratio of rental to total housing for the GTHA, excluding the City of Toronto, as of 2016.
- Just under two-thirds of forecast rental housing demand is anticipated to be in the form of high-density households. Rental housing is anticipated to represent close to half the Region's total high-density housing demand over the next 30 years, equally driven by demand from both the primary and secondary rental housing market.
- Forecast demand for rental housing is expected across a broad range of age groups but is anticipated to be highest amongst adults between 25 and 54 years of age and older seniors in the 75+ age group.

Figure ES-3  
York Region  
Housing Growth Forecast by Structure Type and Tenure, 2021 to 2051

	Low Density <sup>1</sup>	Medium Density <sup>2</sup>	High Density <sup>3</sup>	Total	Percentage Housing Share
<b>Total Renter-Occupied Housing Forecast</b>	<b>7,500</b>	<b>22,600</b>	<b>56,100</b>	<b>86,200</b>	<b>32%</b>
<b>Renter-Occupied Housing Forecast by Structure Type</b>	<b>9%</b>	<b>26%</b>	<b>65%</b>	<b>100%</b>	
<b>Total Owner-Occupied Housing Forecast<sup>4</sup></b>	<b>66,300</b>	<b>59,900</b>	<b>60,700</b>	<b>186,900</b>	<b>68%</b>
<b>Owner-Occupied Housing Forecast by Structure Type</b>	<b>35%</b>	<b>32%</b>	<b>32%</b>	<b>100%</b>	
<b>Total Household Forecast<sup>5</sup></b>	<b>73,800</b>	<b>82,500</b>	<b>116,800</b>	<b>273,100</b>	<b>100%</b>
<b>Total Household Forecast by Structure Type</b>	<b>27%</b>	<b>30%</b>	<b>43%</b>	<b>100%</b>	

Source: Watson & Associates Economists Ltd., 2021.

<sup>1</sup> Low density represents singles and semi-detached.

<sup>2</sup> Medium density includes townhouses (including back-to-back and stacked townhouses) and duplexes.

<sup>3</sup> High density includes all apartments.

<sup>4</sup> Includes freehold and condominium units.

<sup>5</sup> Based on York Region draft MCR Housing Forecast.



**Q3. Is the York Region long-term housing forecast by structure type prepared as part of the York Region draft MCR appropriate?**

**A3. Yes, the analysis prepared as part of this Foundational Housing Report supports the findings of the draft York Region MCR with respect to forecast long-term housing demand by structure type.**

- In accordance with the York Region draft MCR housing forecast, the York Region 2021 to 2051 percentage housing forecast by structure type is 27% for low-density, 30% for medium-density and 43% for high-density dwellings.<sup>1</sup> The York Region draft MCR housing forecast by structure type:
  - Appropriately recognizes recent shifts in residential building permit activity in York Region from low-density dwellings toward medium- and high-density housing forms;
  - Recognizes further anticipated shifts toward medium- and high-density residential development which are exhibited in active residential plans; and
  - Anticipates a more balanced mix of ownership and rental housing demand relative to recent trends.

As York Region Continues to Mature and Urbanize the Composition of its Households are Anticipated to Diversify

- Demand for grade-related housing will largely be driven by Census families, which are relatively large with respect to average household size or persons per unit (PPU).
- It is important to note, however, that the share of Census non-family households, which typically have lower household sizes, has been recently increasing across York Region. This emphasizes the importance of providing a range of households by structure type and building size.

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<sup>1</sup> For the purposes of this analysis, low-density housing includes singles and semis, medium-density housing includes townhouses (including stacked townhouses) and duplexes, and high-density housing includes all other apartment units.



**Q4. Is a minimum 50% residential intensification target for York Region from 2021 to 2051 appropriate? Should York Region target a higher residential intensification target?**

**A4. Yes, a minimum 50% residential intensification target is recommended as the preferred long-term residential intensification scenario for the Region. This intensification target appropriately considers recent residential housing development patterns by geographic area as well as anticipated near-term and longer-term housing demand within the BUA and DGA.**

A 50% Residential Intensification Target would Represent an Increase in the Absolute Amount of Housing Growth within the York Region BUA Relative to Recent Historical Trends

- Between 2006 and 2020, approximately 4,000 housing residential building permits were issued annually within the York Region BUA. Since 2006, the Region's share of residential development activity within the BUA has steadily increased, from 45% during the 2006 to 2010 period, to 54% from 2016 to 2019. During this same time period, the share of new residential development within the BUA has steadily shifted towards high-density housing types, as remaining vacant lands available to accommodate low-density housing have been absorbed.
- Under a 50% residential intensification target, approximately 4,600 new households would be required to be built on an annual basis within the BUA between 2021 and 2051. Relative to the amount of residential intensification achieved between 2006 and 2021, a 50% residential intensification target would represent a 15% increase in the annual level of housing growth allocated to the BUA. At this time, a higher residential intensification target beyond 50% is not considered a likely scenario.
- As previously noted in the York Region Foundational Housing Brief, York Region has recently made significant transit infrastructure investments within the BUA. These investments have played, and will continue to play, a key role in the Region's recent success regarding residential intensification over the next 30 years.



- Q5. How are future trends regarding housing affordability in York Region anticipated to impact demand for rental and ownership housing? Are there particular types of rental and ownership housing for which more supply is needed to accommodate demand?**
- A5. Housing affordability represents a key driver behind the need for a broader range of ownership and rental housing products geared toward medium- and high-density households.**

#### Housing Demand for Ownership Housing is Anticipated to Remain Strong Across York Region

- The home ownership market in York Region is expected to remain strong over the long term. Owner-occupied housing growth is expected to be comprised of a mix of freehold and condominium development with a range of low-, medium- and high-density dwellings. Demand for grade-related ownership housing is anticipated to be largely driven by middle- and high-income Census families.

#### Low-Density Ownership Housing Needs

- Forecast demand for low-density ownership housing in York Region will continue to be strongest amongst **high-income** households that can afford premium-priced homes above an average price point of \$950,000; however, minimal market choice exists for homes priced under this average.

#### Medium-Density Ownership Housing Needs

- Relative to low-density housing, York Region offers a greater supply of medium-density housing to accommodate anticipated demand associated with **high-income** households across York Region.
- Over the past decade, however, York Region has experienced significant price appreciation in medium-density housing which has eroded housing affordability for this form of housing to **middle-income** households.



- **Middle-income**, working-age families represent the largest market for medium-density ownership housing across York Region; however, few **middle-income** households can afford to purchase a medium-density home in York Region.<sup>2</sup>

### High-Density Ownership Housing Needs

- York Region is anticipated to require a greater share of smaller condominium units in the market over the next three decades than what has been constructed over the past 10 years.
- This need for smaller condominium units (studio) is anticipated to be significant, representing approximately 53% of high-density ownership housing demand. Demand for smaller condominium units is expected to be largely driven by **low-income** households in the 75+ age group.
- Demand for larger (2 bedroom+) condominium units is projected to make up approximately 23% of the demand for high-density ownership households. Demand for larger apartments is anticipated to be comprised primarily from **high-income** households.

### Continue to Explore Opportunities to Increase the Supply of Purpose-Built Rental Housing

- In recent years, demand for rental housing in York Region has largely been satisfied by the secondary rental market. This includes condominium units rented by owners and second suites as well as non-profit housing development. The secondary rental market is expected to continue to supply the majority of ground-oriented rental housing.
- Based on the findings of this study, it is projected that just under 40% of overall renter household growth during the 2021 to 2051 period will need to be accommodated through the primary rental market, totalling approximately 32,800 new purpose-built rental households.

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<sup>2</sup> For the purposes of this report, **low-income** households are defined as those that earn an annual household income of less than \$65,000 per year, **middle-income** households are defined as those that earn an annual household income between \$65,000 and under \$104,000, while **high-income** households are defined as those that earn an annual household income of \$104,000 or more per year.



- Q6. Are there potential risks for York Region if the housing supply is not well-aligned with the anticipated long-term needs of existing and future residents?**
- A6. Improving the alignment of the housing stock by type, location, tenure, and affordability against the needs of the population by age and income level is a fundamental long-term goal for York Region. Improved alignment between housing supply and demand is essential for York Region to achieve its long-term population and employment allocation to the year 2051. Ultimately, if mismatches persist between housing supply and demand, existing residents and potential new home buyers may consider alternative housing options within the broader regional market area outside York Region.**

Continue to Address Gaps in Housing Affordability to Better Align Housing Demand and Supply across York Region

- If York Region is unable to address the housing affordability gaps identified herein, the following combination of outcomes are likely:
  - An increasing share of lower- and middle-income households will need to spend a greater than 30% share of household income on shelter costs in York Region.
  - Households may need to settle for housing arrangements that meet their affordability needs but do not necessarily meet their functional needs which may impact quality of life. This could include living arrangements in smaller than desired dwellings.
  - An increased percentage of young adults would be expected to defer entry into the rental or ownership housing market, combined with an overall increase in multiple family/multi-generation living arrangements.
  - A greater share of lower- and middle-income households than what has been presented herein will likely rent and not purchase, placing greater pressure on both the primary and secondary rental markets.
  - Households may consider less-expensive housing options in other locations within the broader regional market area outside York Region. If York Region is unable to attract the target market segments identified in



the forecast presented herein, the Region will have difficulty in meeting its long-term population and housing forecast to 2051.

**Q7. Are there recommended actions that York Region and its partners should take to help ensure that housing supply in York Region is better aligned with the anticipated long-term needs of the Region's existing and future residents?**

**A7. Yes, opportunities exist through land-use planning tools and financial incentives to better align the anticipated long-term needs of the Region's existing and future residents.**

Recommended approaches to address the Region's affordable housing needs are summarized below:

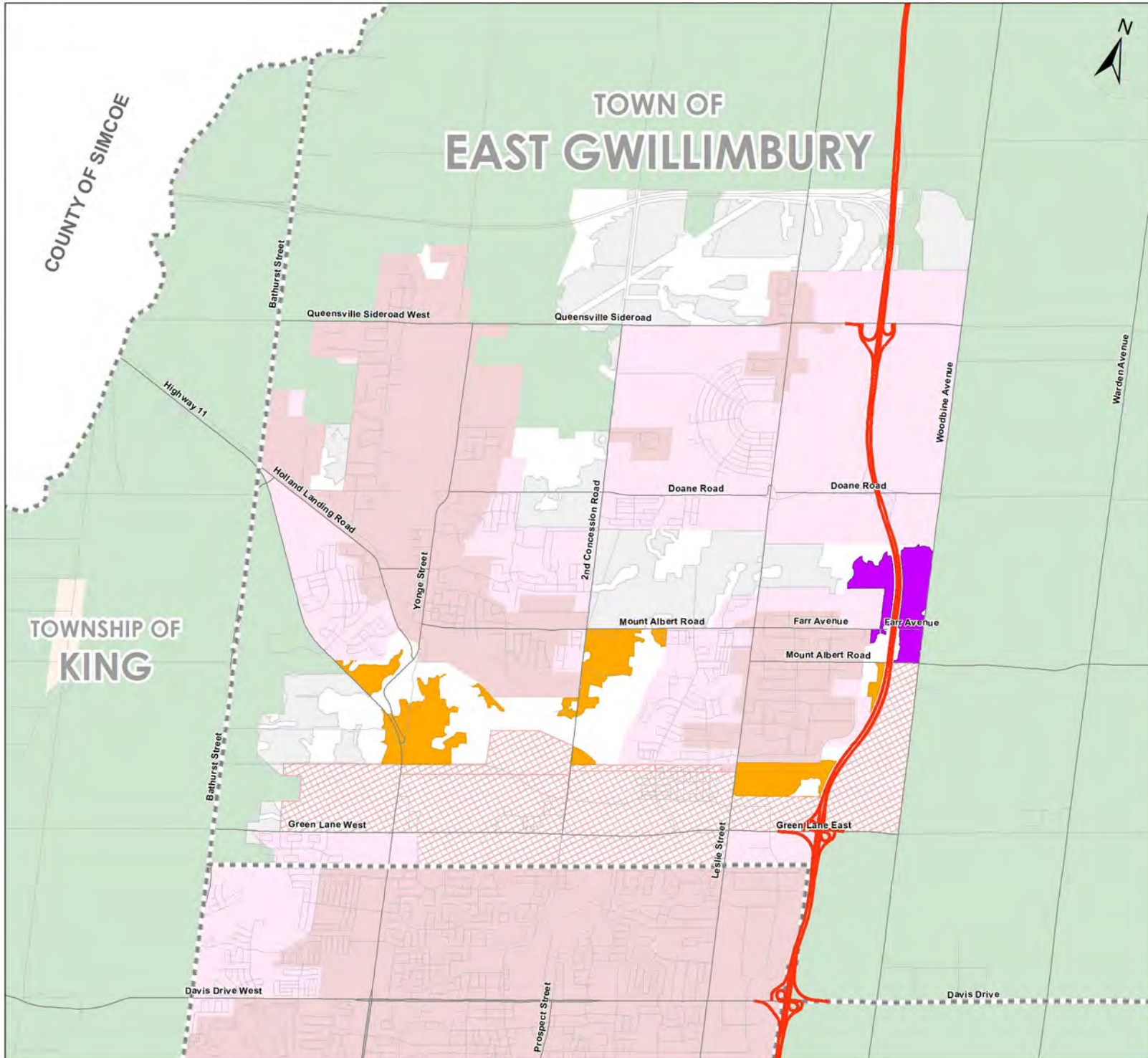
- Work with public- and private-sector partners to increase the supply of medium-density ownership housing opportunities geared toward younger families and middle-income households.
- Encourage the development of a broad range of condominium units by size and price.
- Continue to explore approaches to expand the Region's purpose-built rental housing inventory.
- Explore land-use planning tools and financial incentives to better align the anticipated long-term needs of the Region's existing and future residents, such as:
  - Municipal fee exemptions, discounting or deferrals;
  - Land donation or discounting;
  - Tax increment equivalent grants;
  - Reduced parking requirements;
  - Flexibility in building height and set back requirements; and
  - Inclusionary zoning.



MAP 1

YORK REGION

Town of East Gwillimbury



Preliminary Recommended Locations for Urban Expansion\*

- Community
- Employment
- Remaining Developable Whitebelt Areas
- Non-developable (NHS, Infrastructure)

Land Use Category

- Built-up Area
- Designated Greenfield Area
- Greenbelt
- Hamlet
- 2010 Urban Expansion
- Designated Greenfield Area - Agriculture

Base Map

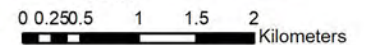
- 400-Series Highways
- Municipal Boundary
- Roads

\*Areas are draft and are awaiting approval through the Municipal Comprehensive Review and are subject to change.



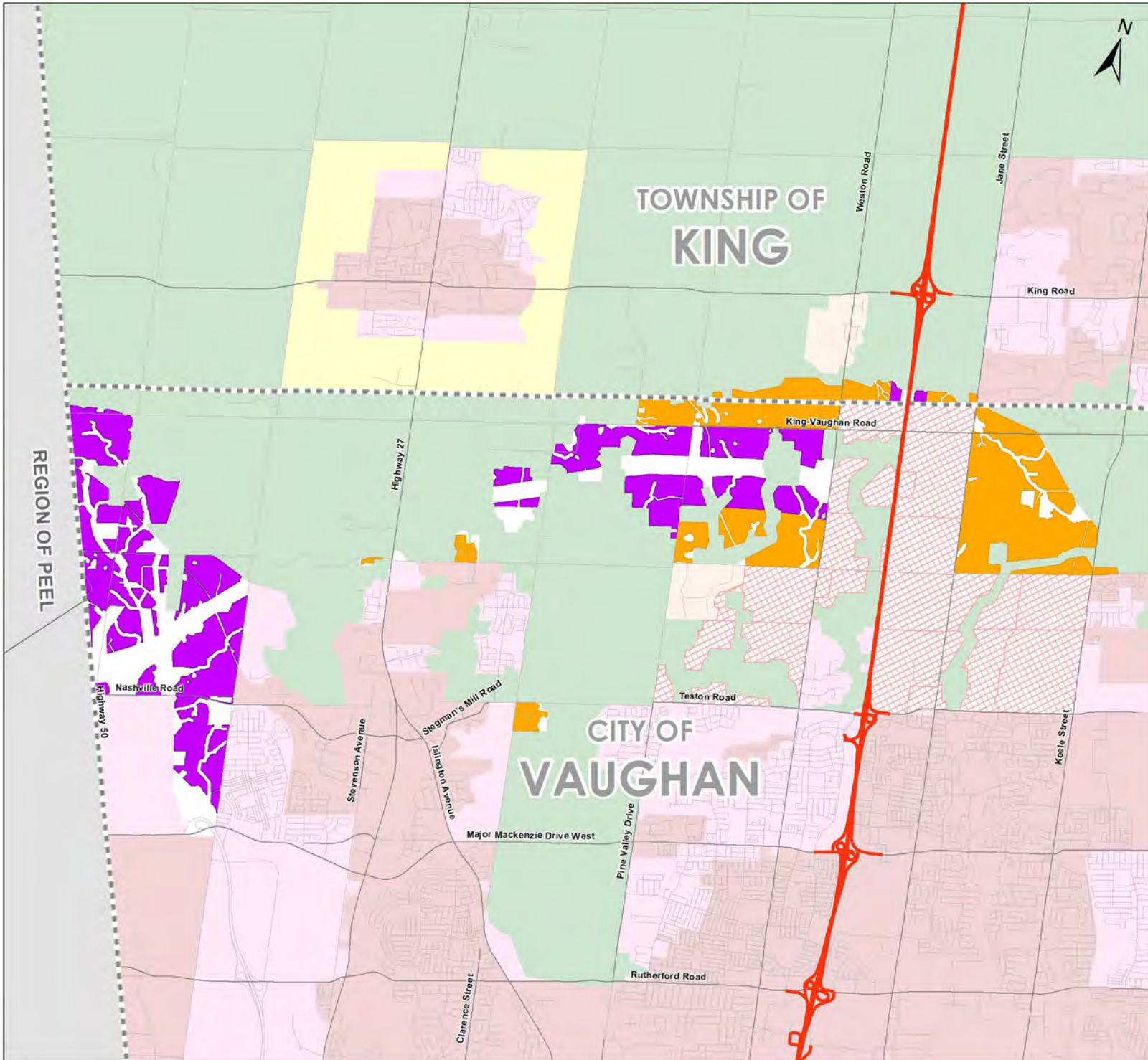
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Development, Corporate Services  
March 2021

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# MAP 2 YORK REGION

Township of King  
and  
City of Vaughan



### Preliminary Recommended Locations for Urban Expansion\*

- Community
- Employment

Non-developable (NHS, Infrastructure)

### Land Use Category

- Built-up Area
- Designated Greenfield Area
- Greenbelt
- Hamlet
- 2010 Urban Expansion
- Designated Greenfield Area - Agriculture

### Base Map

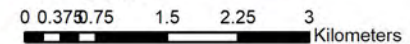
- Municipal Boundary
- Roads
- 400-Series Highways

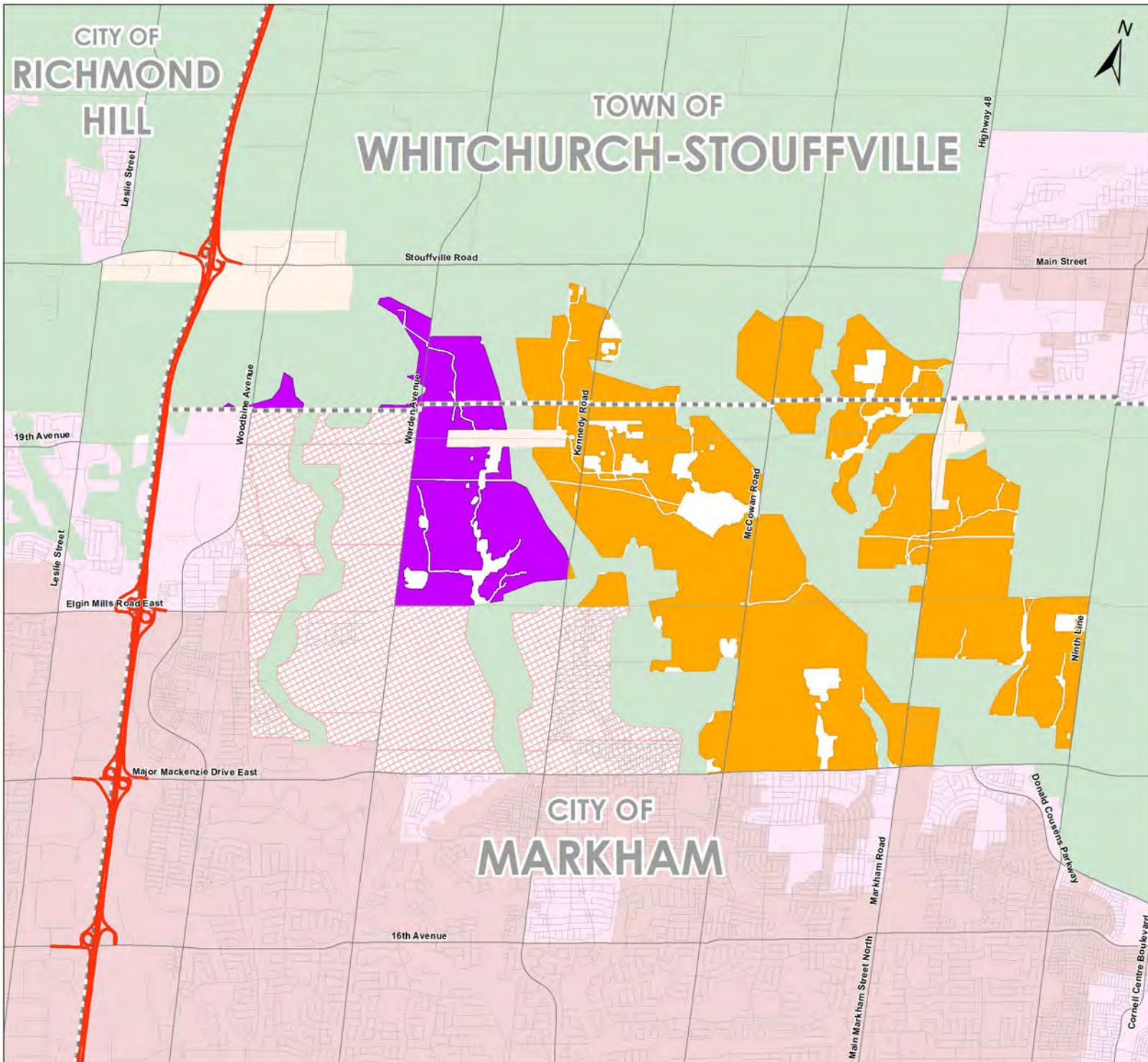
\*Areas are draft and are awaiting approval through the Municipal Comprehensive Review and are subject to change.



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# MAP 3 YORK REGION

City of Markham  
and  
Town of Whitchurch-Stouffville

## Preliminary Recommended Locations for Urban Expansion\*

- Community
- Employment
- Non-developable (NHS, Infrastructure)

## Land Use Category

- Built-up Area
- Designated Greenfield Area
- Greenbelt
- Hamlet
- 2010 Urban Expansion
- Designated Greenfield Area - Agriculture

## Base Map

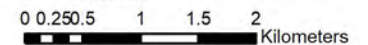
- Municipal Boundary
- Roads
- 400-Series Highways

\*Areas are draft and are awaiting approval through the Municipal Comprehensive Review and are subject to change.



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March 2021

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**Forecast and Land Needs Assessment  
Draft Consultation Approach**

<b>Type of Engagement</b>	<b>Q2/early Q3 2021</b>
Local Municipal Staff	<ul style="list-style-type: none"> <li>• 1:1 meetings - feedback on proposed forecasts and land needs</li> <li>• Local municipal working group discussions / feedback</li> </ul>
Development Industry	<ul style="list-style-type: none"> <li>• Feedback from BILD on proposed forecasts and land needs</li> </ul>
Planning Advisory Committee	<ul style="list-style-type: none"> <li>• Feedback on proposed forecasts and land needs</li> </ul>
Public Consultation	<ul style="list-style-type: none"> <li>• Inform and request feedback on proposed forecasts and land needs</li> <li>• Online engagement coordinated with consultation on Master Plans and with proposed Regional Official Plan policy directions and topic areas (e.g. Housing)</li> <li>• Online engagement through platforms such as York Region Have your say web page, social media, surveys, and/or others</li> <li>• Virtual public open house</li> </ul>
York Region staff presentations to local Councils	As requested
Local municipal Council positions on draft forecasts	Requested no later than July 15, 2021

## 2021 BeADonor Month Proclamation

**Whereas**, “BeADonor Month” supports organ and tissue donor registration; and

**Whereas**, almost 1,600 people in Ontario are on the waitlist and every three days someone dies waiting for a live-saving organ transplant; and

**Whereas**, in 2020, 314 deceased organ donors gave the gift of life, 1,135 organ transplants were performed in Ontario, and 1,709 tissue donors enhanced the lives of thousands.

**Whereas**, 90% of Ontarians support organ and tissue donation yet only one in three (35%) of eligible Ontarians have registered their consent to donate; and

**Whereas**, families almost always consent to donation when there is evidence a loved one registered their decision to donate, but in the absence of a registered donation decision, families consent only half of the time; and

**Whereas**, everyone is a potential organ and tissue donor, regardless of age, medical condition or sexual orientation; one organ donor can save up to eight lives and enhance the lives of up to 75 more through the gift of tissue; and

**Now Therefore**, I encourage all citizens to learn more about the organ and tissue donation and transplantation, and consider pledging their support to “BeADonor Month” by registering as a donor at [BeADonor.ca](https://www.beadonor.ca).

March 15, 2021



Mayor John Taylor  
Town of Newmarket  
395 Mulock Drive  
Newmarket L3Y 4X7  
[jtaylor@newmarket.ca](mailto:jtaylor@newmarket.ca)

Dear Mayor Taylor:

**Re: National Day of Mourning**

Since 1991, April 28th has been recognized nationally as the Day of Mourning. I am writing to ask that the Town of Newmarket, again, commemorate this National Day. The Labour Council is requesting that the Town:

1. Officially proclaim April 28<sup>th</sup> as a “Day of Mourning” for workers killed or injured on the job”.
2. Publicize the proclamation as widely as possible.
3. Lower the Town’s flags to half-mast.

Yours truly,

A handwritten signature in black ink that reads 'J. Cartwright'.

John Cartwright  
President

cope 343



**Kiran Saini**  
Deputy Town Clerk  
Town of Newmarket  
395 Mulock Drive  
P.O. Box 328 Station Main  
Newmarket, ON L3Y 4X7  
Email: ksaini@newmarket.ca  
Tel: 905-953-5300 ext. 2203  
Fax: 905-953-5100

April 1, 2021

Sent to: [REDACTED]

Dear Kim Angel:

**RE: Proclamation Request - May 15 - International Mucopolysaccharidoses (MPS) Awareness Day**

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I am writing to advise that your proclamation request has been approved in accordance with the Council-approved [Proclamation, Lighting Request and Community Flag Raising Policy](#), and the Town of Newmarket will proclaim May 15<sup>th</sup> as International MPS Awareness Day. Your proclamation request will be communicated on the Town's Twitter account, and on the Town's website on the Proclamation and Lighting Request page.

In addition, the Riverwalk Commons and Fred A. Lundy Bridge located on Water Street will be illuminated in blue on Friday, May 14<sup>th</sup> to recognize International MPS Awareness Day. Please note that the lighting will occur from sunset until 11:00 PM.

Yours sincerely,

A handwritten signature in black ink that reads "Kiran Saini".

Kiran Saini  
Deputy Town Clerk  
KS:jg



**Kiran Saini**  
Deputy Town Clerk  
Town of Newmarket  
395 Mulock Drive  
P.O. Box 328 Station Main  
Newmarket, ON L3Y 4X7  
Email: ksaini@newmarket.ca  
Tel: 905-953-5300 ext. 2203  
Fax: 905-953-5100

March 19, 2021

Sent to: [REDACTED]

Dear Leigh Marshall:

**RE: Proclamation Request - May 28 - Menstrual Health Day (MHD)**

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I am writing to advise that your proclamation request has been approved in accordance with the Council-approved [Proclamation, Lighting Request and Community Flag Raising Policy](#), and the Town of Newmarket will proclaim May 28, 2021 as Menstrual Health Day (MHD). Your proclamation request will be communicated on the Town's Twitter account, and on the Town's website on the Proclamation and Lighting Request page.

In addition, the community flag pole located at Peace Park on Cane Parkway will fly your flag from May 28<sup>th</sup> through the 31<sup>st</sup> to recognize Menstrual Health Day (MHD). Please note that the flag must be dropped off at the Town of Newmarket Operations Centre at 1275 Maple Hill Court by 4:30 PM on Tuesday, May 25, 2021, ATTN: Nick Evans.

If you have any questions regarding the above, please feel free to contact the undersigned.

Yours sincerely,

A handwritten signature in black ink that reads "Kiran Saini".

Kiran Saini  
Deputy Town Clerk  
KS:jg