

Clause 9 in Report No. 13 of Committee of the Whole was adopted, without amendment, by the Council of The Regional Municipality of York at its meeting held on September 24, 2015.

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Technical Backgrounder - Implementation of Amendment 2 (2013) to the Growth Plan for the Greater Golden Horseshoe, 2006

Committee of the Whole recommends adoption of the following recommendations contained in the report dated August 14, 2015 from the Commissioner of Corporate Services and Chief Planner:

1. Recommendations

It is recommended that:

1. Council endorse the following additional recommendation to supplement the Region's May 28, 2015 formal response to the Environmental Bill of Rights posting entitled 'Coordinated review of the Growth Plan for the Greater Golden Horseshoe, Greenbelt Plan, Oak Ridges Moraine Conservation Plan and Niagara Escarpment Plan' (EBR No. 12-3256):

Recommendation #38: To amend Growth Plan policy 2.2.8.2(b) to read "the expansion makes available sufficient lands to accommodate but not exceed the forecasts provided in Schedule 3 ~~for a time horizon not exceeding 20 years~~, based on the analysis provided for in Policy 2.2.8.2(a)"

2. The Regional Clerk forward this report and attachment to the Minister of Municipal Affairs and Housing.

2. Purpose

This report outlines potential implications of a recent Provincial Technical Backgrounder (Attachment 1) on the Regional Official Plan update and Transportation and Water and Wastewater Master Plans. This report also recommends that Council endorse an additional recommendation to supplement the Region's comments on the Coordinated review of the Growth Plan for the

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Greater Golden Horseshoe, Greenbelt Plan, Oak Ridges Moraine Conservation Plan and Niagara Escarpment Plan (EBR No. 12-3256).

3. Background

In May 2014 Council received a work plan for undertaking a Regional Municipal Comprehensive Review to conform with Amendment 2 to the Growth Plan

In early 2014, the Region initiated a Municipal Comprehensive Review (MCR) to address updated Growth Forecasts to 2041 in accordance with Schedule 3 of the Growth Plan for the Greater Golden Horseshoe (the Growth Plan), as revised by Amendment 2. The MCR, being coordinated with the Transportation and Water and Wastewater Master Plan updates, consists of reviewing and updating the York Region Official Plan - 2010 (YROP-2010) policies, population and employment forecasts by local municipality to 2041, and a Regional Land Budget which would address any urban expansion needs to 2041. An update to the Regional Official Plan, implementing the findings of the MCR, is expected to be adopted by Council later in 2016.

In May 2015 York Region submitted comprehensive comments on three Provincial Plans, including the Growth Plan, currently under review

On May 28, 2015, at a Special Council Meeting, Council endorsed a report with 37 recommendations and made a comprehensive submission to the Ministry of Municipal Affairs in response to EBR posting No. 12-3256, the Coordinated review of the Growth Plan for the Greater Golden Horseshoe, Greenbelt Plan, Oak Ridges Moraine Conservation Plan and Niagara Escarpment Plan. The Region's submission was made as part of Phase 1 of the Province's review process. According to information provided by the Province, Phase 2 will involve the release of draft modifications to the Plans. At this time, Phase 1 submissions are being considered by the Province. We are hopeful that draft plan modifications will be released early 2016.

A July 2015 Provincial guidance document states explicitly that urban settlement area boundary expansions cannot address growth beyond 20 years

On July 5, 2015, the Province released a Technical Backgrounder on "Implementation of Amendment 2 (2013) to the Growth Plan for the Greater Golden Horseshoe, 2006" (Attachment 1). The technical backgrounder, offers

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assistance in understanding Amendment 2 to the Growth Plan. Among other matters, the Backgrounder answers a number of questions regarding the timeframe for conforming to Amendment 2, and the relationship between the Growth Plan horizon and settlement area boundary expansions.

The Backgrounder specifically states that a municipality cannot expand its settlement area boundary in 2016 to make available sufficient land to 2041, as it exceeds 20 years (contrary to policy 2.2.8.2(b) of the Growth Plan).

4. Analysis and Options

Confusion regarding the appropriate planning horizon stems from Provincial Policy Statement direction and mixed messaging in Growth Plan Policies

The Provincial Policy Statement (policy 1.1.2) requires that sufficient land be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years. However, the policy also states that:

“where an alternate time period has been established for specific areas of the Province as result of a provincial planning exercise or a provincial plan, that time frame may be used for municipalities in that area”.

The Growth Plan does establish “an alternate time period” through Schedule 3 (2041, or 25 years – see Attachment 2). However, Growth Plan policy (2.2.8.2.b) also reiterates the 20 year planning horizon, in relation to settlement area boundary adjustments (see below).

“2.2.8.2 A settlement area boundary expansion may only occur as part of a municipal comprehensive review where it has been demonstrated that...–

b) the expansion makes available sufficient lands for a time horizon not exceeding 20 years, based on the analysis provided for in Policy 2.2.8.2(a)”

York Region staff has on prior occasions identified the confusion that results from the release of forecasted population and employment beyond 20 years. Some of the factors that contribute to the confusion are noted below in Table 1.

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Table 1
York Considerations Supporting a Planning Horizon Beyond 20 Years

Consideration	Source	Implied or Real Planning Horizon (years)
The 2006 Growth Plan included 2031 forecasts with conformity date of 2009	2006 Growth Plan	Minimum of 22
September 2010 Provincial approval of the ROP-2010	MMAH Approval Letter September 2010	21
Minister establishes June 2018 as date for official plans to be brought into conformity with Amendment 2 to the Growth Plan	MMAH Letter of June 17, 2013	Minimum of 23

None of the materials referenced in Table 1 explicitly support or prohibit establishing an urban expansion area which includes sufficient land to accommodate the Schedule 3 forecasts. This adds to the confusion. They include reference to conforming to the Schedule 3 forecasts which include 2031 and 2041 forecasts in 2006 and 2013 respectively.

Provincial requirements for growth management forecasts and land budgeting have left municipalities in a continuous cycle of developing and defending growth management processes and official plan updates

The Growth Plan appropriately establishes a more prescriptive approach to growth management which promotes intensification, complete communities, and fiscally responsible growth management. It includes minimum intensification and density targets, as well as strict parameters when considering expansions to the urban boundary. Accommodating additional forecasted growth is addressed through a MCR which includes extensive research and analysis including, but not limited to, the following:

- Updating the Region's population and employment forecasts by local municipality, and a Regional land budget
- Review and revision (as necessary) of Official Plan policies
- Residential, Employment and Major Office land inventories
- Intensification analysis

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- Trend and needs analysis (eg. retail, employment and cemetery sectors)
- Transportation and Water and Wastewater Master Planning
- Long term fiscal impact analysis

The Region undertook its first comprehensive Growth Plan growth management process in 2008/2009, known as ‘Planning for Tomorrow’. Background work began in 2006, with the full approval not occurring until 2015 (following resolution of OMB appeals).

Table 2 outlines key dates associated with the Region’s growth planning to 2031. In addition to necessitating a longer planning process, release of the Growth Plan has resulted in an increase in appeals to growth related Official Plan Amendments. With a focus on intensification and increased densities, the addition of new designated urban land is limited. Landowners, out of concern and uncertainty regarding future planning, are eager to have their lands brought in to the urban boundary at the earliest opportunity.

**Table 2
York Region 2031 Growth Management Planning Process**

Year	Details	Years to 2031
2006	‘Planning for Tomorrow’ Process begins with the initiation of consultation and background studies	25
2009	York Region Council adopts new Official Plan and Regional Official Plan urban expansion area amendments (ROPAs 1, 2 and 3)	22
2010	Minister of Municipal Affairs and Housing approves (with modifications) the YROP-2010	21
2010	50+ Appeals to YROP-2010, ROPAs 1, 2 and 3	21
2012	Resolution of growth management appeals excluding the City of Markham (ROPA 3)	19
2015	Final resolution of all growth management appeals (ROPA 3)	16

Regional staff fully supports the objectives of the Growth Plan, and acknowledges its importance in ensuring that rapid growth in the Greater Golden Horseshoe is properly managed resulting in strong, prosperous communities. That said, implementation of the Growth Plan has resulted in a costly and endless cycle of developing or defending growth management updates both at the Regional and local levels.

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The result is limited staff resources available for other essential aspects of proactive planning for complete communities and cities. Maximizing the amount of time between Growth Plan conformity updates will reduce costs, and the diversion of resources, associated with their development and defence at lengthy and costly OMB hearings.

There are additional, and potentially better means to ensure intensification and density objectives are not compromised by urban expansion land development

One of the key objectives of the maximum 20 year planning horizon established by the Province is to manage the amount of greenfield land available and shift the development industry (and the market) towards more intensification. In that regard the Growth Plan sets a minimum intensification target of 40% of all new growth, and sets the density of greenfield development at a minimum of 50 people and jobs per hectare.

Stronger Provincial direction and municipal support for the phasing of development is required. Specifically, policies requiring certain levels of intensification before greenfield lands are made available are key. It is important to ensure that intensification and growth patterns continue to generate the funds required to support investments made in infrastructure, essential to delivering complete communities, and urban centres and corridors.

While shifting the market away from traditional ground related, greenfield development is challenging, York Region's intensification levels exceed the 40% minimum requirement, and the industry in York Region is responding reasonably well. Since the early 90's intensification and high density development have been, and continue to be, a significant component of the Region's growth. The Region's proximity to the City of the Toronto and access to rapid transit (including subway) supports ongoing success in meeting intensification targets, particularly in the south.

Council adoption of an Official Plan Amendment reflecting the current MCR work is scheduled for Q4 2016. While that timeline now represents a 25 year planning horizon, Minister approval is not expected before 2017 and will likely be followed by appeals. Table 3 provides examples of upper tier Growth Plan conformity processes, specifically the length of time from adoption to approval.

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**Table 3
Upper/Single Tier Growth Plan Conformity Process**

Municipality	Year of Adoption	Year of Minister Approval	Year of Final Approval*	Planning Horizon
York Region	2009	2010	2015	2031
Halton Region	2009	2011	2014	2031
Durham Region	2009	2010	2012	2031
Peel Region	2010	2012	2012	2031

* following final resolution of all growth related appeals

In light of the data provided in Tables 2 and 3, regional staff is confident that final approval of the Region’s Growth Plan conformity to 2041 forecasts will not significantly exceed a 20 year planning horizon.

It is recommended that the Province amend the Growth Plan to explicitly allow municipalities to comprehensively plan for all Schedule 3 forecasted growth

In May 2015, Council endorsed 37 recommendations to be provided to the Province in response to Environmental Bill of Rights posting 12-3256 entitled “Coordinated review of the Growth Plan for the Greater Golden Horseshoe, Greenbelt Plan, Oak Ridges Moraine Conservation Plan and Niagara Escarpment Plan”. At that time, staff felt that the Province would be amending policy 2.2.8.2 (b) to reflect the longer planning horizon reflected in Schedule 3 and therefore did not comment. It is recommended that Council endorse the following additional recommendation pertaining to the Growth Plan:

Recommendation #38: To amend Growth Plan policy 2.2.8.2(b) to read “the expansion makes available sufficient lands to accommodate but not exceed the forecasts provided in Schedule 3 ~~for a time horizon not exceeding 20 years~~, based on the analysis provided for in Policy 2.2.8.2(a)”

Amending the Growth Plan in this regard would help minimize the costly and endless cycle of preparing and defending growth management updates.

Ongoing MCR and Infrastructure Master Plan work will continue to plan to 2041

In April 2015 Council endorsed, in principle, three draft growth scenarios for further refinement through Phase 2 of the MCR.

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The draft growth scenarios addressed Growth Plan forecasted growth to 2041. These draft scenarios are the basis for further analysis through the MCR and Infrastructure Master Planning processes. Regional staff is committed to bringing a preferred growth scenario to Council in November of this year. The preferred growth scenario will include the identification of urban expansion land (if any) to accommodate forecasted growth. Regional staff recommends that the preferred growth scenario, all ongoing MCR work, and the Transportation and Water and Wastewater Master Plans continue to plan for 2041 growth.

Regional staff will continue to discuss the planning horizon, accommodation of forecasted growth and pending Regional Official Plan Amendment with Provincial staff, prior to adoption of the Regional Official Plan update.

Link to key Council-approved plans

Growth management planning is essential to delivering all aspects of the Region's 2015 to 2019 Strategic Plan as articulated through the priority areas of Strengthening the Region's Economy, Supporting Community Health and Well-being and Managing Environmentally Sustainable Growth. Having the ability to address growth management comprehensively, with the appropriate planning horizons, is essential to addressing the final Strategic Priority Area, Providing Responsive and Efficient Public Service.

The MCR work will be reflected in an update to the Regional Official Plan, keeping up-to-date with current Provincial direction.

5. Financial Implications

Fully planning for growth to 2041 through the current MCR process will be less costly than planning and defending the Region's 2041 growth through two official plan update processes

Based on the position taken by the Province in the Backgrounder, in 2016 the Region would only be able to introduce an expansion area which addressed growth to 2036. A subsequent amendment would be required prior to 2021, and potentially prior to 2018. Both amendments would be subject to potential appeal and a second amendment to address 2041 growth may require updating the current MCR. The lengthy Municipal comprehensive review process (development, updating and defence) is extremely costly, diverts resources away from other Regional priorities, and puts added pressure on staff resources.

There may be implications to the Development Charges Bylaw of updating the Official Plan to 2036, while planning for infrastructure based on growth

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projections (geographically based) to 2041. Those potential implications are not fully known at this time.

6. Local Municipal Impact

Local municipalities sit on the Regional MCR technical advisory committee and have also been engaged in the MCR process through one-on-one meetings. Planning and Economic Development staff has been working closely with local municipal staff through development of the draft scenarios, and refinement of them as a preferred growth scenario is finalized. Local municipalities are in the same situation of constantly preparing or defending official plan updates and would also benefit from the longer planning horizon to 2041.

7. Conclusion

Regional staff understands the interest of the Province in preventing the expansion of urban designated lands to accommodate growth beyond a reasonable timeframe, generally 20 years. That said, there are a number of reasons to permit municipalities to fully plan for the entirety of the growth forecasted in Schedule 3 of the Growth Plan, as outlined in this report. Staff is recommending that the Province modify the Growth Plan to allow municipalities to adopt urban boundary expansions that account for the entirety of the growth forecasted in Schedule 3 of the Growth Plan. At minimum, staff is suggesting that the risks associated with approving a York Region urban expansion boundary in 2017 which addresses 2041 population forecasts are low, and the benefits substantial. Regional staff will continue to discuss the planning horizon for the Regional Official Plan update with Provincial staff in the interest of ensuring efficient and cost effective growth management processes.

For more information on this report, please contact Sandra Malcic, Manager, Policy and Environment at ext. 75274.

The Senior Management Group has reviewed this report.

August 14, 2015

Attachments (2)

#6304795

Accessible formats or communication supports are available upon request

IMPLEMENTATION OF AMENDMENT 2 (2013) TO THE GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE, 2006

On June 16, 2006, the Government of Ontario released the Growth Plan for the Greater Golden Horseshoe, 2006 (the Growth Plan). It was prepared under the *Places to Grow Act, 2005*, as a part of the Places to Grow initiative to plan for healthy and prosperous growth throughout Ontario.

The Growth Plan is a framework for managing the population and employment growth that is projected in the *Greater Golden Horseshoe*. It aims to:

- Revitalize downtowns to become vibrant and convenient centres
- Create *complete communities* that offer more options for living, working, shopping and playing
- Provide greater choice in housing types to meet the needs of people at all stages of life
- Curb sprawl and protect farmland and greenspace
- Reduce traffic gridlock by improving access to a greater range of transportation choices.

The Growth Plan has been amended twice. Amendment 1 came into effect on January 19, 2012 and applies to the *Simcoe Sub-area*. Amendment 2 came into effect on June 17, 2013, and updates the population and employment forecasts and extends the horizon of the Growth Plan to 2041.

This technical backgrounder may assist with the implementation of Amendment 2 to the Growth Plan.

This technical backgrounder was developed by the Ministry of Municipal Affairs and Housing. It may offer assistance understanding Amendment 2 (2013) to the Growth Plan for the Greater Golden Horseshoe, 2006. For the exact wording of policies, please refer to the Growth Plan for the Greater Golden Horseshoe, 2006, as amended by Amendment 1 (2012) and Amendment 2 (2013). A consolidation of these three documents is available. The Growth Plan should be read in its entirety and all relevant policies applied to each situation. Nothing in this document should be interpreted as deviating from or modifying Growth Plan policies or the requirement in S.3 (5) of the Planning Act and S.14 (1) of the Places to Grow Act, 2005 to make land use planning decisions that conform with the Growth Plan. This information sheet should not be relied on in place of specialized legal or professional advice regarding a particular matter.

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Population and employment forecasts are a key component of the Growth Plan and are set out in Schedule 3 for all upper- and single-tier municipalities. Growth Plan policy 2.2.1.1 requires that these forecasts be used for planning and managing growth in the *Greater Golden Horseshoe*.

The forecasts in Schedule 3 are evidence-based projections of what population and employment numbers are expected to be in various municipalities. Using these forecasts ensures a consistent and co-ordinated approach to planning for infrastructure and development across the region and helps communities plan for long-term growth.

Growth Plan policy 2.2.1.2 requires the review of the forecasts contained in Schedule 3 at least every five years in consultation with municipalities. The growth forecasts in the Growth Plan were reviewed over 2012-2013 to fulfill this requirement.

The forecast review highlighted the need to update the growth forecasts in the Growth Plan. A key finding of the review was that the *Greater Golden Horseshoe* will continue to experience steady growth to, and beyond, 2031. Although immigration will continue to be the main driver of population growth in the *Greater Golden Horseshoe*, at the time of the review demographic data indicated that people in the *Greater Golden Horseshoe* are living longer and having more children than previously anticipated. These trends will also be important drivers of population growth in the *Greater Golden Horseshoe*. Another key finding of the review was that despite an aging trend in the *Greater Golden Horseshoe* population, the region will continue to have a healthy ratio of working age to non-working age people to 2041. This is due to higher immigration than previously expected and people living longer than previously expected, with a moderate increase in the participation of seniors in the workplace.

Amendment 2 resulted in four key changes to the Growth Plan:

- It extended the horizon of the Growth Plan to 2041
- It included two forecasts for 2031 for upper- and single-tier municipalities (a forecast identified as 2031A that is the forecast for 2031 in the 2006 Growth Plan but disaggregated for the separated cities where applicable, and a forecast identified as 2031B that is an updated forecast for 2031 based on the results of the review)
- It included forecasts for 2036 and 2041 for upper- and single-tier municipalities
- It provided policy direction on how to apply the forecasts.

For more information about the methodology used to develop the forecasts in Amendment 2, please read the following reports:

- “Greater Golden Horseshoe Growth Forecasts to 2041 Technical Report November 2012;” and
- “Greater Golden Horseshoe Growth Forecasts to 2041 Technical Addendum, June 2013”.

These documents can be accessed from the Ministry of Municipal Affairs and Housing website at placestogrow.ca

This document may provide assistance regarding the implementation of Amendment 2. Information is provided regarding the following questions:

1. What is the timeframe for municipalities to conform with Amendment 2?
2. Are municipalities required to conform with Amendment 2 in a single official plan amendment?
3. Should municipalities include the population and employment forecasts in Schedule 3 for 2031B, 2036 and 2041 in their official plans?
4. What is the relationship between the Growth Plan horizon and *settlement area* boundary expansions?
5. How are municipalities to apply the growth forecasts to *settlement area* boundary decisions?
6. If a municipality is considering a *settlement area* boundary expansion for a time horizon of up to 20 years that does not coincide with a year for which population and employment forecasts are provided in Schedule 3, how should an appropriate growth forecast for that year be determined?
7. How can municipalities plan and manage growth to 2041 when they can expand their *settlement area* only to make available sufficient lands for a time horizon not exceeding 20 years?
8. How does the extension of the Growth Plan horizon to 2041 impact the *intensification target and density targets*?
9. How does the extension of the Growth Plan horizon to 2041 impact alternative *intensification targets* and alternative *density targets*?
10. What is the relationship between an upper-tier municipal official plan amendment to conform with Amendment 2, and those being made by a lower-tier municipality to conform with Amendment 2?
11. What decisions on *planning matters* are required to conform with the 2031A Forecasts, the Schedule 7 Forecasts, and the Updated Forecasts in the Growth Plan as set out in Amendment 2?

Throughout this document some words are italicized. The *italicized* words are terms that are defined in the Definitions section of the Growth Plan.

Some of the comments in this document may not apply to the County of Simcoe, and cities of Barrie and Orillia. Section 6 of the Growth Plan (*Simcoe Sub-area*) may need to be consulted.

1. What is the timeframe for municipalities to conform with Amendment 2?

Amendment 2 came into effect on June 17, 2013. The *Places to Grow Act, 2005* provides that official plans must be amended to conform with a growth plan within three years of the effective date. This includes amendments to a growth plan, such as Amendment 2.

The Act also provides that the Minister can establish an alternative timeframe for conformity.

The Minister directed that official plans be brought into conformity with Amendment 2 by the alternative date of June 17, 2018. The Minister provided this direction to each affected municipality and municipal planning authority via letters dated June 17, 2013. All municipalities (upper-, single-, and lower-tiers) and municipal planning authorities in the *Greater Golden Horseshoe* therefore must bring their official plans into conformity with Amendment 2 by June 17, 2018.

The Minister set this alternate date for conformity to generally enable municipalities to coordinate their Growth Plan conformity work with the next scheduled review of their official plans.

Please see Growth Plan policy 5.4.5 and Question 11 below for specific dates and conformity requirements for upper- and lower-tier municipalities.

2. Are municipalities required to conform with Amendment 2 in a single official plan amendment?

Municipalities may conform with Amendment 2 through one or more amendments to their official plan so long as municipalities bring their official plans into conformity with Amendment 2 by June 17, 2018.

It is recommended that municipalities that choose to make more than one amendment to their official plan to achieve conformity communicate a commitment to bring their official plans into conformity by June 17, 2018 in conjunction with any decision to adopt an official plan amendment for conformity purposes. Further, it is recommended that municipalities contact their local Ministry of Municipal Affairs and Housing Municipal Services Office to discuss options for communicating this commitment.

To conform with Amendment 2, could municipality A adopt one official plan amendment that addresses some of the required Growth Plan conformity elements, and then adopt another amendment that addresses the remaining required elements for conformity?

Municipality A may adopt one or more amendments to its official plan to conform with Amendment 2, so long as municipality A brings their official plan into conformity with Amendment 2 by June 17, 2018.

3. Should municipalities include the population and employment forecasts in Schedule 3 for 2031B, 2036 and 2041 in their official plans?

For transparency, upper- and single-tier municipalities should include in their official plans all of the applicable population and employment forecasts in Schedule 3 for the municipality. Likewise, for transparency, lower-tier municipalities should also include the forecasts as allocated to them by the applicable upper-tier municipality.

Should municipality A include the population and employment forecasts for 2031B, 2036 and 2041 in Schedule 3 for municipality A in its official plan to conform with Amendment 2?

- If municipality A is an upper- or single-tier municipality, it should include in its official plan all of the population and employment forecasts contained in Schedule 3 for municipality A
- If municipality A is lower-tier municipality, it should include in its official plan all of the population and employment forecasts as allocated to it by the applicable upper-tier municipality.

4. What is the relationship between the Growth Plan horizon and *settlement area* boundary expansions?

The Growth Plan horizon is the time span to which the Growth Plan applies, and the policies of the Plan are to be used for planning and managing growth for this horizon.

When the Growth Plan first came into effect in 2006, the horizon of the Plan was 2031. The Plan provided population and employment forecasts to 2031 and a set of policies for managing growth and development to 2031.

It is 2016, and municipality A wants to expand its *settlement area* boundary. Can municipality A expand its *settlement area* boundary to make available sufficient lands for 2041?

No. Municipalities may expand their *settlement area* only to provide what is needed to accommodate the growth forecasts for a time horizon of up to 20 years. *Settlement area* boundary expansions may be done only as a part of a *municipal comprehensive review*, that meets all of the tests established in Growth Plan Policy 2.2.8.2. If municipality A expanded its *settlement area* boundary to make available land to accommodate the needs of the population and employment forecast for 2041 they would be making available land needed to accommodate the population for a time horizon of up to 25 years, which is beyond the time horizon of 20 years permitted by the Growth Plan.

On June 17, 2013, when Amendment 2 to the Growth Plan came into effect, the horizon of the Plan was extended to 2041. The Growth Plan now provides population and employment forecasts to 2041 and a set of policies for managing growth and development to 2041.

Although the Growth Plan now requires municipalities to plan and manage growth to 2041, a *settlement area* boundary may be expanded only to make available sufficient lands for a time horizon not exceeding 20 years in accordance with policy 2.2.8.2 of the Growth Plan.

5. How are municipalities to apply the growth forecasts to *settlement area* boundary expansions?

A *settlement area* boundary expansion may occur only as a part of a *municipal comprehensive review* that meets all of the tests required by Growth Plan policy 2.2.8.2. This policy provides that a *settlement area* expansion may occur only when required to accommodate forecasted growth and may make available only sufficient land for a time horizon not exceeding 20 years. This means that while the Growth Plan's population and employment forecasts extend to 2041, municipalities may amend their official plans only to expand their *settlement area* boundaries only to make land available for a time horizon of up to 20 years.

Municipality A is amending its official plan to conform with Amendment 2. Does municipality A have to designate land to accommodate the population and employment identified for municipality A up to 20 years or to 2041?

To conform with the Growth Plan including Amendment 2, if municipality A is an upper- or single-tier municipality, it must plan and manage growth using the population and employment forecasts for 2031B, 2036 and 2041 for municipality A in Schedule 3 of the Growth Plan. To conform with Amendment 2, if municipality A is a lower-tier municipality it must plan and manage growth using the forecasts allocated to it by the applicable upper-tier municipality.

However, municipality A may designate new land for urban development through a *settlement area* boundary expansion only to accommodate the needs of growth forecast for a time horizon of up to 20 years. This can be done only as a part of a *municipal comprehensive review* that meets all of the tests established in Growth Plan policy 2.2.8.2.

Some municipalities may have more lands designated for urban development prior to the effective date of the Growth Plan than necessary to accommodate the forecasted growth. If this is the case for municipality A, it should develop a phasing policy and other strategies for these lands, particularly the land that remains undeveloped, to manage development while achieving the Growth Plan *density targets* and *intensification target*.

Any official plan amendment by a lower-tier municipality to approve a *settlement area* boundary expansion must be in conformity with the upper-tier official plan that is in effect. This means that if a lower-tier municipality is implementing a *settlement area* boundary expansion concurrent with the applicable upper-tier *municipal comprehensive review*, the lower-tier municipality approval of the *settlement area* boundary expansion must not precede the decision of the applicable upper-tier municipality on the *municipal comprehensive review* concerning the matter. As a result of the staggered nature of the process for a *settlement area* boundary expansion, lower-tier municipal implementation of a *settlement area* boundary expansion may end up being for a period less than 20 years.

6. If a municipality is considering a *settlement area* boundary expansion for a time horizon of up to 20 years that does not coincide with a year for which population and employment forecasts are provided in Schedule 3, how should an appropriate growth forecast for that year be determined?

Municipalities considering a *settlement area* boundary expansion for a time horizon that does not coincide with a year for which population and employment forecasts are provided in Schedule 3 must interpolate the forecasted population and employment growth in Schedule 3 for the year chosen by the municipality.

It is 2015, and upper-tier municipality B wants to expand its *settlement area* boundaries to make available sufficient land for 2035. How should upper-tier municipality B determine an appropriate population and employment forecasts for 2035?

The population and employment forecasts for upper-tier municipality B for 2035 are between the respective population and employment forecasts for upper-tier municipality B for 2031B and 2036 in Schedule 3.

Upper-tier municipality B must interpolate the forecast population and employment growth in Schedule 3 for 2035 by identifying population and employment forecasts that are between the applicable forecasts for Schedule 3 forecast years (i.e. 2031B and 2036).

The interpolated forecast should be based on average annual growth rates forecast for the municipality in their Schedule 3 growth forecasts.

Upper-tier municipality B should also allocate the interpolated forecasts to the applicable lower-tier municipalities.

Upper-tier municipalities should identify a growth forecast that is between the applicable forecasts for Schedule 3 forecast years based on average annual growth rates forecast for the upper-tier municipality in their Schedule 3 growth forecasts.

Upper-tier municipalities should also allocate the interpolated forecasts for the upper-tier municipality to the applicable lower-tier municipalities, and lower-tier municipalities should apply the interpolated forecasts as allocated.

7. How can municipalities plan and manage growth to 2041 when they can expand their *settlement area* only to make available sufficient lands for a time horizon not exceeding 20 years?

Amendment 2 requires municipalities to use the population and employment forecasts to 2041 in Schedule 3 of the Growth Plan for planning and managing growth.

Using the population and employment forecasts to 2041 in Schedule 3 of the Growth Plan for planning and managing growth may include, but is not limited to the following activities:

- *Intensification Analysis*

Municipalities should examine and assess the amount of population and employment growth that can be accommodated through *intensification* of the *built-up area* of the municipality. This analysis should take into consideration targets for any *urban growth centres* and other *intensification areas*.

As a best practice, municipalities should set higher *intensification targets* if they find that more growth has been happening in the *built-up area* than originally anticipated, and or that there is more potential to accommodate growth in the *built-up area* than originally anticipated.

Likewise, lower alternative minimum *intensification targets* may warrant consideration for some upper- or single-tier municipalities located within the outer-ring to ensure the *intensification target* is appropriate given the size, location and capacity of the *built-up area*.

Also, upper-tier municipalities may wish to consider identifying different *intensification targets* for their lower-tier municipalities to better reflect potential to accommodate growth in the *built-up area* in order to achieve the *intensification target* within the *built-up area* of the upper-tier municipality and to achieve the *density target* for *urban growth centres* where applicable.

- *Designated Greenfield Area Analysis*

Municipalities should examine and assess the amount of population and employment growth that can be accommodated in the *designated greenfield area*.

As a best practice, municipalities should set higher *density targets* if they find that more growth has been happening in the *designated greenfield area* than originally anticipated, and or that there is more potential to accommodate growth in the *designated greenfield area* than originally anticipated.

Likewise, lower alternative *density targets* may warrant consideration for some upper-and single-tier municipalities in the *outer-ring* that do not have an *urban growth centre* to ensure the *density target* is appropriate given the characteristics of the municipality and adjacent communities.

Also, upper-tier municipalities may wish to consider identifying different *density targets* for their lower-tier municipalities to better reflect potential to accommodate growth in the *designated greenfield areas* of each lower-tier municipality in order to achieve the *density target* for the *designated greenfield area* of the upper-tier municipality.

- **Growth Forecast Allocation**

Upper-tier municipalities, in consultation with lower-tier municipalities, are to allocate the population and employment forecasts to 2041.

As a best practice, upper-tier municipalities should take into consideration the above-noted *intensification* and *designated greenfield area* analyses in determining suitable growth forecast allocations and necessary land requirements for each lower-tier municipality within their jurisdiction. Please see Question 3 for additional information about the inclusion of the forecasts in Schedule 3 in municipal official plans.

- **Infrastructure Planning**

Municipalities are to use the 2041 population and employment forecasts to identify requirements for infrastructure, including water and wastewater systems, waste management systems, transportation, and *community infrastructure*, and where it exists, take into account planned and approved infrastructure capacity.

As a best practice, municipalities should consider how to accommodate growth every five years when they review their official plans. As a part of these official plan reviews municipalities should complete the above-noted *intensification* and *designated greenfield area* analyses, and consider reallocating growth accordingly.

In some cases, municipalities will be able to accommodate all of the growth forecast for the municipality to 2041 within their existing *settlement area*. These municipalities should consider whether the lands in the existing *settlement area* are appropriately designated, and whether additional direction should be provided on the phasing of the development of this land to achieve the Growth Plan *intensification target* and *density targets*.

In other cases, municipalities may not be able to accommodate all of the growth forecast for the municipality to 2041 within their existing *settlement area*. These municipalities may consider a *settlement area* boundary expansion as a part of a *municipal comprehensive review* that meets the tests established in Growth Plan policy 2.2.8.2. Of particular note, municipal *settlement area*

boundaries may be expanded only to make available sufficient lands for a time horizon not exceeding 20 years and this time horizon may be less than the Growth Plan 2041 horizon.

8. How does the extension of the Growth Plan horizon to 2041 impact the *intensification target* and *density targets*?

The Growth Plan for the Greater Golden Horseshoe, 2006 establishes a requirement for a minimum of 40 per cent of all residential development occurring annually within each upper- and single-tier municipality to be within the *built-up area* by the year 2015 and for each year thereafter. Amendment 2 now extends this obligation to 2041.

The Growth Plan for the Greater Golden Horseshoe, 2006 establishes a requirement for *urban growth centres* to be planned to achieve, by 2031 or earlier, a minimum gross *density target* of 400, 200 or 150 residents and jobs combined per hectare, as specified for each *urban growth centre*, in accordance with policy 2.2.4.5. Amendment 2 did not change this requirement. The Growth Plan continues to require *urban growth centres* to be planned to achieve these specific minimum *density targets* by 2031, or earlier.

The Growth Plan for the Greater Golden Horseshoe, 2006 establishes a requirement that the *designated greenfield area* of each upper- and single-tier municipality will be planned to achieve a minimum *density target* that is not less than 50 residents and jobs combined per hectare, in accordance with Growth Plan policies 2.2.7.2 and 2.2.7.3. Amendment 2 did not change this requirement. This means that this obligation must be met within the applicable planning horizon (i.e. 2031, 2041).

These *intensification* and *density targets* continue to represent minimum standards. Planning authorities and decision-makers are encouraged to go beyond these minimum standards, unless doing so would conflict with any policy of the Growth Plan, the applicable Provincial Policy Statement, or any other provincial plan.

9. How does the extension of the Growth Plan horizon to 2041 impact alternative *intensification targets* and alternative *density targets*?

The Growth Plan enables the Minister of Municipal Affairs and Housing to review and permit an alternative minimum *intensification target* (policy 2.2.3.4) for an upper- or single-tier municipality located within the *outer ring* to ensure the *intensification target* is appropriate given the size, location and capacity of the *built-up area*. The Growth Plan also enables the Minister to review and permit alternative minimum *density targets* (policy 2.2.7.5) for an upper- and single-tier municipality that is in the *outer ring*, and that does not have an *urban growth centre*, to ensure the *density target* is appropriate given the characteristics of the municipality and adjacent communities.

The alternative *intensification targets* and *density targets* issued by the Minister to specific municipalities prior to the effective date of Amendment 2 continue to apply to these municipalities unless changed by the Minister.

Upper- and single-tier municipalities may submit requests for an alternative *intensification target* or an alternative *density target* to the Minister. For clarity, these requests should explain and substantiate the need for the requested alternative target.

The Minister may also set alternative *intensification targets* and *density targets* for an upper- and single-tier municipality without a request.

Alternative targets must be issued by the Minister before they are used by the municipality. Municipalities with alternative *intensification targets* or *density targets* are permitted—and in fact, encouraged—to exceed the alternative targets.

10. What is the relationship between an upper-tier municipal official plan amendment to conform with Amendment 2 and those being made by a lower-tier municipality to conform with Amendment 2?

Upper-tier municipal official plan amendments to bring an official plan into conformity with Amendment 2 inform and provide direction to lower-tier municipalities. Specifically, they provide direction on the following matters:

- The allocation of the growth forecasts provided in Schedule 3 of the Growth Plan to lower-tier municipalities
- The *intensification targets* for lower-tier municipalities, to achieve the *intensification target* and *density targets* for *urban growth centres* where applicable
- The *density targets* for the *designated greenfield areas* of lower-tier municipalities, to achieve the *density target* for *designated greenfield areas*
- Sufficient lands to accommodate forecasted growth for a time horizon not exceeding 20 years.

A lower-tier municipality may be able to carry out certain official plan amendments only after the applicable upper-tier municipality has updated its official plan. For example, if an upper-tier municipality has allocated the Growth Plan population and employment forecasts to 2036 (and not to 2041) to its lower-tier municipalities in its official plan, the lower-tier municipalities may include those 2036 forecasts only as allocated in their official plans.

Lower-tier municipality A has not yet completed its work to conform with the Growth Plan for the Greater Golden Horseshoe as released in 2006, and is beginning an official plan review. Lower-tier municipality A is within upper-tier municipality B. The official plan for upper-tier municipality B has been *amended to conform* with the Growth Plan for the Greater Golden Horseshoe, 2006 but has not been *amended to conform* with Amendment 2. What time horizon is applicable for lower-tier municipality A's official plan review?

An overall timeframe of 2031 would be applicable to lower-tier municipality A's work to conform with the Growth Plan for the Greater Golden Horseshoe, 2006. Lower-tier municipality A's Official Plan must conform with the official plan of upper-tier municipality B. The Growth Plan requires upper-tier municipality B to provide direction to lower-tier municipality A about various aspects of Growth Plan conformity work, including growth forecasts, *density targets* and *intensification targets*. As such, the lower-tier municipality A can update its official plan only to conform with the in effect Official Plan for upper-tier municipality B (to the 2031 horizon).

11. What decisions on *planning matters* are required to conform with the 2031A forecasts, the Schedule 7 forecasts and the Updated Forecasts in the Growth Plan as set out in Amendment 2?

Policy 5.4.5.1 provides direction implementing Schedule 3. All decisions on *planning matters* are required to conform with the Updated Forecasts in Schedule 3 with the exceptions discussed below.

The 2031A forecasts in Schedule 3 of the Growth Plan and the 2031 planning horizon are to be applied to decisions on the following *planning matters*:

- All upper- and single-tier municipal official plans, including amendments or requests for an amendment, *commenced* on or after June 16, 2006 but before June 17, 2013
- All official plans, including amendments or requests for an amendment, *commenced* before June 16, 2006 and required to be continued and disposed in accordance with the Plan
- All lower-tier municipal official plans, including amendments or requests for an amendment, *commenced* before the applicable upper-tier municipality official plan is *amended to conform* with the Updated Forecasts
- All zoning bylaws, including amendments, applications for an amendment to a zoning bylaw, applications for approval of a plan of subdivision, applications for the approval of, or an exemption from an approval of, a condominium, *commenced* before all official plans applicable to the lands affected by these matters are *amended to conform* with the Updated Forecasts.

Schedule 7 – which contains forecasts to 2031 for the cities of Barrie and Orillia and all of the lower-tier municipalities in Simcoe County — and the 2031 planning horizon apply to decisions on the following *planning matters* in the *Simcoe Sub-area*:

- All upper- and single-tier municipal official plans, including amendments or requests for an amendment, *commenced* on or after June 16, 2006 but before June 17, 2013
- All official plans, including amendments or requests for an amendment, *commenced* on or before June 16, 2006 and required to be continued and disposed of in accordance with the Growth Plan
- All lower-tier municipal official plans, including amendments or requests for an amendment, *commenced* before the Simcoe County official plan is *amended to conform* with the Updated Forecasts
- All zoning by-laws, including amendments, applications for an amendment to a zoning by-law, applications for approval of a plan of subdivision, and applications for an approval of, or an exemption from an approval of, a condominium *commenced* before all official plans applicable to the lands affected by these matters are *amended to conform* with the Updated Forecasts.

Upper-tier municipality A is commencing its work to conform with Amendment 2. What time horizons are applicable for upper-tier municipality A's Growth Plan conformity work?

A time horizon of 2041 is applicable to upper-tier municipality A's work to conform with Amendment 2.

For more information, please contact:

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02/15

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Ontario
Executive Council
Conseil exécutif

Order in Council
Décret

On the recommendation of the undersigned, the Lieutenant Governor, by and with the advice and concurrence of the Executive Council, orders that:

Sur la recommandation de la personne soussignée, le lieutenant-gouverneur, sur l'avis et avec le consentement du Conseil exécutif, décrète ce qui suit :

WHEREAS the Lieutenant Governor in Council approved the Growth Plan for the Greater Golden Horseshoe, 2006 (the Growth Plan) by Order in Council 1221/2006;

AND WHEREAS the Minister of Infrastructure (the Minister) considered it necessary to prepare and propose an amendment to the Growth Plan to update and extend the population and employment forecasts, pursuant to subsection 10(2) of the *Places to Grow Act, 2005* (the Act);

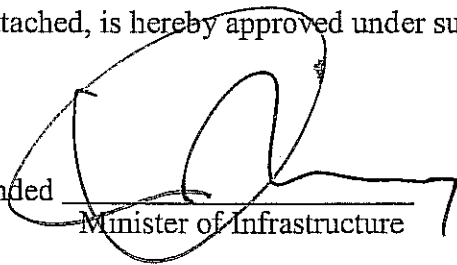
AND WHEREAS the Minister consulted interested parties, municipalities and Aboriginal communities in 2010 through to 2012 on population and employment forecasts to assist in the preparation of a proposed amendment and consulted in 2012 and 2013 on Proposed Amendment 2 to the Growth Plan for the Greater Golden Horseshoe, 2006 (the Proposed Amendment);

AND WHEREAS the Minister conferred and considered the submissions and recommendations on the Proposed Amendment and has complied with all the requirements of the Act and Ontario Regulation 520/10, made under the Act, regarding the preparation, consultation and modification of the Proposed Amendment;

AND WHEREAS the Minister, under subsection 7(5) of the Act recommends that the Lieutenant Governor in Council approve the attached Proposed Amendment as modified, as Amendment 2 to the Growth Plan;

NOW THEREFORE Amendment 2 (2013) to the Growth Plan for the Greater Golden Horseshoe, 2006, as attached, is hereby approved under subsection 7(6) of the Act, to take effect on June 17, 2013.

Recommended



Minister of Infrastructure

Concurred



Chair of Cabinet

Approved and Ordered

MAY 29 2013

Date



Lieutenant Governor

AMENDMENT 2 (2013) TO THE GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE, 2006

1. Introduction

1.1 is amended by deleting "to 2031" in the second sentence of the third paragraph.

1.2 is amended by replacing "2031" with "2041" in the title.

1.2.1 is amended by replacing "2031" with "2041" in the first sentence of the first paragraph.

1.4 is amended by replacing "2031" with "2041" in the second sentence of the second paragraph.

5. Implementation and Interpretation

5.3 is amended by inserting the following after 4 f):

"5. Development of a new methodology for measuring and forecasting employment."

5.4 is amended by inserting the following after 5.4.4.3:

"5.4.5 Transition

1. Schedule 3 forecasts shall be implemented by applying:

a) Only the 2031A forecasts to:

- i. all upper- and single-tier municipal official plans, including amendments or requests for an amendment, *commenced* on or after June 16, 2006 but before June 17, 2013; and,
- ii. all official plans, including amendments or requests for an amendment, *commenced* before June 16, 2006 and required to be continued and disposed of in accordance with this Plan;

b) Only the 2031A forecasts, as allocated by the upper-tier municipality pursuant to policy 5.4.2.2(a) or by the Minister of Infrastructure pursuant to policy 5.4.2.3, to all lower-tier municipal official plans, including amendments or requests for an amendment, *commenced* before the applicable upper-tier municipal official plan is *amended to conform* with the Updated Forecasts;

c) Only the 2031A forecasts to all zoning by-laws, including amendments, applications for an amendment to a zoning by-law, applications for approval of a plan of subdivision, and applications for the approval of, or an exemption from an approval of, a condominium, *commenced* before all official plans applicable to the lands affected by these matters are *amended to conform* with the Updated Forecasts;

d) Only the forecasts contained in Schedule 7 for the *Simcoe Sub-area* to:

- i. all upper- and single-tier municipal official plans, including amendments or requests for an amendment, *commenced* on or after June 16, 2006 but before June 17, 2013;
- ii. all official plans, including amendments or requests for an amendment, *commenced* before June 16, 2006 and required to be continued and disposed of in accordance with this Plan;
- iii. all lower-tier municipal official plans, including amendments or requests for an amendment, *commenced* before the Simcoe County official plan is *amended to conform* with the Updated Forecasts; and
- iv. all zoning by-laws, including amendments, applications for an amendment to a zoning by-law, applications for approval of a plan of subdivision, and applications for the approval of, or an exemption from an approval of, a condominium, *commenced* before all official plans applicable to the lands affected by these matters are *amended to conform* with the Updated Forecasts; and

e) The Updated Forecasts to any *planning matter* other than those listed in 5.4.5.1 a), 5.4.5.1 b), 5.4.5.1 c) and 5.4.5.1 d).

2. Notwithstanding policy 1.4, for the *planning matters* referred to in policy 5.4.5.1 a), 5.4.5.1 b), 5.4.5.1 c) and 5.4.5.1 d), the policies of this Plan are intended to be achieved by 2031."

6. Simcoe Sub-area

6.2.1 is amended by deleting "In the application of the policies of this Plan, in the *Simcoe Sub-area* Schedule 7 will be applied instead of Schedule 3".

6.2.2 is amended by deleting "in Schedule 7".

6.3.1.4 is amended by deleting "in Schedule 7" in the first sentence.

6.5.3 is amended by adding "where this Plan allocates growth forecasts to the lower-tier municipalities in the County of Simcoe," after "5.4.2.2 (c)", and by deleting "of Simcoe" in the first sentence.

7. Definitions

The list of definitions is amended by inserting the following definition after the definition of *Affordable*:

"Amended to Conform

An official plan is amended to conform to this Plan when a new official plan or an official plan amendment, being made to bring the municipal official plan into conformity with this Plan as required pursuant to section 12 of the Places to Grow Act, 2005, is final and the new official plan or the official plan amendment is in effect."

It is also amended by inserting the following definition after the definition of *Built Boundary*:

"Commenced

For the following matters, the matter was started:

- a) in the case of a request for an official plan amendment under section 22 of the Planning Act, on the day the request is received;
- b) in the case of an official plan, an amendment to it or a repeal of it, under section 17 or section 26 of the Planning Act, on the day the by-law adopting the plan, amendment or repeal is passed;
- c) in the case of a zoning by-law or an amendment to it, under section 34 of the Planning Act, on the day the by-law is passed;
- d) in the case of an application for an amendment to a zoning by-law under section 34 of the Planning Act, on the day the application is made; and
- e) in the case of an application for the approval of a plan of subdivision under section 51 of the Planning Act, or an application for the approval of, or an exemption from an approval of, a condominium under section 9 of the Condominium Act, 1998, on the day the application is made."

It is also amended by inserting the following definition after the definition of *Outer Ring*:

"Planning Matter

Any matter listed under *commenced* or:

- a) an application for an approval of development in a site plan control area under subsection 41(4) of the Planning Act;
- b) an application for a minor variance under section 45 of the Planning Act;
- c) an application to amend or revoke an order made under section 47 of the Planning Act; or
- d) an application for a consent under section 53 of the Planning Act."

8. Schedules

Schedule 3 is replaced by the following Schedule 3:

Distribution of Population and Employment for the Greater Golden Horseshoe to 2041 (figures in 000s)

	UPDATED FORECASTS							
	POPULATION	EMPLOYMENT	POPULATION			EMPLOYMENT		
	2031A	2031A	2031B	2036	2041	2031B	2036	2041
Region of Durham	960	350	970	1,080	1,190	360	390	430
Region of York	1,500	780	1,590	1,700	1,790	790	840	900
City of Toronto	3,080	1,640	3,190	3,300	3,400	1,660	1,680	1,720
Region of Peel	1,640	870	1,770	1,870	1,970	880	920	970
Region of Halton	780	390	820	910	1,000	390	430	470
City of Hamilton	660	300	680	730	780	310	330	350
GTAH TOTAL*	8,620	4,330	9,010	9,590	10,130	4,380	4,580	4,820
County of Northumberland	96	33	100	105	110	36	37	39
County of Peterborough	61	18	70	73	76	20	21	24
City of Peterborough	88	42	103	109	115	52	54	58
City of Kawartha Lakes	100	27	100	101	107	29	30	32
County of Simcoe	See Schedule 7	See Schedule 7	See Schedule 7	456	497	See Schedule 7	141	152
City of Barrie				231	253		114	129
City of Orillia				44	46		22	23
County of Dufferin	80	27	80	81	85	29	31	32
County of Wellington	122	54	122	132	140	54	57	61
City of Guelph	175	92	177	184	191	94	97	101
Region of Waterloo	729	366	742	789	835	366	383	404
County of Brant	47	19	49	53	57	22	24	26
City of Brantford	126	53	139	152	163	67	72	79
County of Haldimand	56	20	57	60	64	22	24	25
Region of Niagara	511	218	543	577	610	235	248	265
OUTER RING TOTAL*	2,880	1,240	2,940	3,150	3,350	1,280	1,360	1,450
TOTAL GGH*	11,500	5,560	11,950	12,740	13,480	5,650	5,930	6,270

Note: Numbers rounded off to nearest 10,000 for GTAH municipalities, GTAH Total and Outer Ring Total, and to nearest 1,000 for outer ring municipalities.

** Total may not add up due to rounding.*



SCHEDULE 3

PLACES TO GROW

GROWTH PLAN FOR
THE GREATER GOLDEN HORSESHOE 2006

**Distribution of Population and Employment
for the Greater Golden Horseshoe to 2041**