

# IMPLEMENTING THE GROWTH PLAN

## FOR THE GREATER GOLDEN HORSESHOE

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Has the strategic regional vision been compromised?

## Implementing the Growth Plan for the Greater Golden Horseshoe

[Has the strategic regional vision been compromised?](#)

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## F O R E W A R D

Since 1999, the Neptis Foundation has supported, commissioned, and conducted research grounded in rigorous evidence and analysis to inform planning, policy-making and the management of urban growth in the Toronto region and other Canadian urban regions. As an independent, non-partisan voice in a sea of individual interests, our research program and products focus on the “big picture.”

With the release of our latest report, *Implementing the Growth Plan for the Greater Golden Horseshoe: Has the strategic regional vision been compromised?*, we have pursued this theme by examining how Toronto’s regional plan, adopted in 2006, has been implemented by municipalities over the past seven years. The researchers set out to determine just how much land would be urbanized over the life of the Plan. The information to answer that question had never been assembled, or if it had, it had not been released by the Province of Ontario, the authors of the Plan.

With the GIS assistance of As the Crow Flies cARTography, one of the co-authors, Rian Allen scoured through the 21 upper-and single-tier official plans and where necessary, certain of the 89 lower-tier official plans and background planning studies, to find the answer. It was discovered that nearly 107,100 hectares of land would be urbanized, or about 1½ times the area of the City of Toronto. This is not a change from the path that we were on which provoked concern. Instead, it is roughly the same amount of land that was predicted to be urbanized in the 2002 Neptis study entitled *Toronto-Related Region Futures Study: Implications of Business-As-Usual Development*.

The authors, Rian Allen and Philippa Campsie, also found that many of the municipalities are not fully implementing the targets established in the Growth Plan that were meant to change the predominant patterns of dispersed, low-density suburban development. Although the Plan allows for some needed flexibility, the lack of a standard approach to implementation has created a patchwork of approaches by municipalities and led to inconsistencies in the way the Growth Plan has been implemented in the Inner and Outer Rings of the Region. The report concludes by raising concerns that the Outer Ring is being planned to replicate the development patterns of the Inner Ring (and all the problems that they entail), patterns the Growth Plan was meant to change, and that the municipalities in the Inner Ring, where substantial investment in infrastructure is being contemplated, have treated the Growth Plan targets as bare minimums, making it difficult to realize significant change in their patterns of development.

The findings suggest there is still much work to be done if we want to achieve a better quality of life for present and future residents of the region – one that offers an array of housing and mobility choices, optimizes its current and future infrastructure investments, and protects agriculture land and the natural environment. It is a difficult balancing act, but it can be done.

The Province of Ontario is set to review the three regional plans in the coming years – *The Growth Plan for the Greater Golden Horseshoe*, *The Greenbelt Plan*, and *The Big Move*. The review process provides an opportunity to assess what is working and what is not working and to ensure that the vision spelled out in these Plans will one day become reality.

Marcy Burchfield

Director of Research Programming and Communications

The Neptis Foundation

## EXECUTIVE SUMMARY

In 2004, an Ontario Government discussion paper raised the alarm about the consequences of the low-density outward growth that had characterized the 1980s and 1990s in the region surrounding Toronto:

*If we continue to consume land for urban development at the rate we have been for the past three decades, we will jeopardize the financial, social and environmental factors that make the region so attractive to new residents and new economic growth. Business-as-usual development will consume 1,000 sq km of primarily agricultural land by 2031, an area twice the size of Toronto.<sup>1</sup>*

In 2006, the government introduced *Places to Grow: Growth Plan for the Greater Golden Horseshoe* to change the pattern of development in one of the fastest-growing metropolitan regions in North America. Many studies had shown that the low-density, car-oriented development that prevailed in the 1980s and 1990s would, if continued, lead to worsening traffic congestion, a widening infrastructure deficit, increasing environmental degradation, the loss of high-quality farmland, and other negative consequences. The policies of the Growth Plan were meant to prevent or mitigate these outcomes.

This study, the first comprehensive review of the Plan and its outcomes to date, paints a picture of an innovative, award-winning plan under pressure and behind schedule. There are also questions about whether the many exceptions made to the provisions of the Plan, the lack of consistent methods in municipal land budgeting, and uncoordinated implementation will, in the end, achieve the Province's original regional vision. Are there lessons to be learned from the adoption of the Growth Plan to date that can inform the ten-year review of the Plan due to take place in 2016?

## Key Questions and Findings

### ***What did the research focus on?***

When the Growth Plan became law in 2006, municipalities in the Greater Golden Horseshoe were required to bring their official plans (the policy documents that shape and control local development) into conformity with the policies, forecasts, and targets in the Growth Plan. Neptis researchers studied these official plans, focusing on the adoption of three key elements of the Growth Plan:

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1. Government of Ontario, *A Growth Plan for the Greater Golden Horseshoe: Discussion Paper*, Summer 2004, p. 5.

- **Allocation of population forecasts:** The Plan forecast growth in population and employment in the region to 2031 and allocated that growth to the 21 upper- and single-tier municipalities up to 2031; Amendment No. 2 extends those forecasts to 2041.
- **Minimum intensification targets:** The Growth Plan requires that by 2015, 40% of all new residential development occurring annually must be located within existing built-up areas; some exceptions to this requirement are allowed.
- **Designated Greenfield Area minimum density targets:** The Growth Plan requires that future development on currently undeveloped land be planned to achieve a minimum density of 50 persons and jobs per hectare combined by 2031. The density is to be determined at the level of single- and upper-tier municipalities. Again, the Plan allows for some exceptions to this requirement.

***How much land has been set aside to accommodate growth in the Greater Golden Horseshoe up to 2031 and how does that compare with what the government previously warned would be lost to urbanization?***

The report provides the first complete calculation of how much land will be urbanized throughout the region by 2031. Neptis researchers found that little has changed as far as land consumption goes since the government carried out its original studies for the Growth Plan. That is, about 436,900 hectares will be urbanized across the Greater Golden Horseshoe by 2031. This number includes 329,800 hectares that were already urbanized when the Plan was adopted. Before 2006, about 88,000 hectares of land had been designated for further urbanization. As municipalities updated their official plans to conform to the Growth Plan, an additional 19,100 hectares of land were designated for urban expansion. Together the amount of land available for new development totals 107,100 hectares or 1,071 square kilometres. *This is slightly more than the amount of land mentioned in the government's own call to action in 2004.*

***Are municipalities meeting the targets set by the provincial government to promote compact growth and complete communities? Are these targets being translated into meaningful change in the way municipalities plan for growth?***

Most municipalities have adopted the “minimum” targets of the Plan: an intensification target of 40% and a greenfield area density target of 50 people and jobs combined per hectare for undeveloped lands. Only two municipalities plan to exceed these “minimums” and many have been permitted to use even *lower* targets.

In other words, most municipalities *and the Province itself* are treating the “minimum” targets as maximum requirements. Many municipalities have set targets *below* the stated “minimum.”



Thus while some municipalities are following the requirements of the Growth Plan to promote intensification and denser development, others do not appear to be making significant changes in the way they plan for growth. Since the Plan includes neither incentives for municipalities to go beyond the minimum targets, nor penalties for those that fall short, this finding should not be surprising.

Moreover, the Plan delegates key implementation decisions to upper-tier municipalities, creating inconsistencies in the way they allocate growth and plan for infrastructure. Given the lack of clear guidelines on how municipalities should implement the Plan's policies and battles over the language of the Plan at the Ontario Municipal Board, the adoption of the Growth Plan has produced a patchwork of different approaches to growth management across the region.

Although some variation in approaches is expected and necessary, given the diversity of municipalities in the region, there is no evidence that the observed variations relate to local needs. For example, intensification rates are lower for some larger more urbanized communities and higher for smaller, more rural communities.

***Where is growth (new people and jobs) being allocated in the GGH and how does this allocation affect land consumption across the region?***

A more troubling finding emerged when Neptis researchers looked at the way growth is distributed between municipalities in the Greater Toronto and Hamilton Area (known as the Inner Ring in the Growth Plan) and the remainder of the region (the Outer Ring).

The Neptis calculations show that nearly half of the land designated for urbanization across the Greater Golden Horseshoe is in the Outer Ring, outside the Greenbelt, *even though the Outer Ring is expected to attract only one-third as many new residents and one-quarter as many jobs as the Inner Ring*. What this means is that the Outer Ring municipalities, many of which do not offer transportation alternatives to the private automobile and do not have well-developed water, sewer, and other infrastructure, will be permitted to recreate the kind of low-density, car-oriented development patterns that have led to problems in the Inner Ring.

This outcome stems from the fact that the Growth Plan's growth forecasts did not depart from prevailing historic trends in the distribution of total population and employment between the Inner and Outer Rings. (The Growth Plan does not directly allocate land for growth, but allocates population and employment forecasts to municipalities, which then translate those forecasts into land needs.) The forecasts did not direct growth away from the rural areas beyond the Greenbelt and towards the more heavily urbanized areas in the Inner Ring. Rather, the Growth Plan is allowing growth to continue outwards, at low densities, to the less urbanized parts of the region beyond the Greenbelt.

There is also the question of the Rural Settlement Areas, which requires further study. These 403 small villages and hamlets are located throughout the region, and include a total of 48,000 hectares on which development may take place. Little is known at present about how much of this total area is serviced and how much is already developed. While not intended to be a focus of development, Rural Settlement Areas will accommodate some growth, but it is not clear how this growth will be managed.

*Is the region “running out of land for development”?*

In a word, no. Since the Growth Plan and Greenbelt Plan were established, representatives of the development industry have argued that the Growth Plan has constrained the land supply and forced up housing costs. The 107,100 hectares set aside to accommodate the forecast increase in population (estimated at 3.7 million people by 2031), shows that in fact, sufficient land has been set aside to accommodate population and employment at average densities similar to those that are typical today. If those densities were to increase, the current land supply would last even longer.

This finding has implications for the fate of the “Whitebelt” – the unofficial term for the land between the outer edge of the planned urbanized area around Lake Ontario and the inner edge of the Greenbelt. The Whitebelt consists of almost 46,000 hectares at present, most of which is located in the regional municipalities surrounding the City of Toronto. Although some observers have argued that this area should be made available for urban development immediately, the findings show that it would be premature to release any additional land for development before the 2016 review of the Plan.

*Is the Growth Plan “working”?*

Since the Growth Plan is not fully in place, it would be premature to speculate on its ultimate effects on development patterns. However, at this point we can say that it has been undermined before it even has a chance to make an impact.

In its five-year (2011) review of the Growth Plan, the Province stated, “Computer modelling indicates that the Growth Plan will help to curb sprawl. Comparing two future scenarios – one that assumes that the Growth Plan **will be fully implemented** and one that does not take the Growth Plan into account – suggests that the Growth Plan could help to conserve as much as **800 square kilometres** of agricultural and rural land by 2031”<sup>2</sup> (emphasis added).

But the Growth Plan is *not* being fully implemented. Many municipalities (more than half of those in the Outer Ring, for example) are *not* intending to achieve 40% intensification or to accommodate 50 people and jobs per hectare in new developments. Certainly the Plan is not working in the sense that

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2. [https://www.placesogrow.ca/index.php?option=com\\_content&task=view&id=281&Itemid=84](https://www.placesogrow.ca/index.php?option=com_content&task=view&id=281&Itemid=84), emphasis added.

it has not protected the amount of agricultural and rural land that the government stated that it would like to conserve.

## Looking ahead

The Province is required to undertake a review of the Growth Plan in 2016, the tenth anniversary of the Plan's establishment. It is hoped that the conclusions in this Report will alert the Province and the upper-tier municipalities that there is still considerable work to be done to establish effective growth management in the region and avoid the negative consequences of dispersed, low-density development patterns.

In particular, the findings support the conclusion that more than simply land use regulation is needed to manage growth in a large and diverse city-region. At the time the Growth Plan was introduced, the Province identified fiscal tools as necessary complements to its land use policies. These included true-cost pricing for infrastructure and development charges that reflect the different costs of development in different locations. Other planning tools (such as revisions to development standards that act as a barrier to compact development) may also help ensure that the Greater Golden Horseshoe develops in a way that is consistent with the vision announced in the Growth Plan.



# 1

## INTRODUCTION

### 1.1 The Growth Plan for the Greater Golden Horseshoe

The Greater Golden Horseshoe (GGH) is one of the fastest-growing metropolitan regions in North America. Over the next 30 years, the population of the region is expected to increase by more than 4 million people. If not planned appropriately and strategically, this growth will have negative economic, environmental, health and social consequences for residents and businesses.

In 2006, through the *Places to Grow Act, 2005*, the Province of Ontario established the **Growth Plan for the Greater Golden Horseshoe**, the first regional growth management strategy of its kind in Ontario. It was considered a landmark in Ontario planning at the time and won several awards.<sup>3</sup>

The introductory section to the Growth Plan makes it clear that the purpose of growth management is to prevent what it calls “urban sprawl,” which contributes to traffic congestion, hinders the introduction of transit, adds to infrastructure costs, and degrades the natural environment.<sup>4</sup> The Plan’s growth management strategies to prevent “urban sprawl” include “directing a significant portion of new growth to the *built-up areas* of the community through *intensification*,” and “building compact, *transit-supportive* communities in *designated greenfield areas*.”<sup>5</sup>

In 2016, the Province is scheduled to conduct a 10-year review of the Growth Plan and its outcomes to date. As of 2013, much of the information necessary to conduct a review of the Growth Plan is available, although it has never previously been collected, consolidated, or published. The Neptis Foundation, which appreciates the wisdom and value of coordinated growth management in the Greater Toronto Region, has therefore compiled the available information in several key areas relating to the implementation of the Growth Plan to date and analyzed it in this report.

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3. Among other awards, the Growth Plan won the Award for Planning Excellence from the Canadian Institute of Planners and the Daniel Burnham Award from the American Planners Association.

4. Growth Plan, Section 1.1.

5. Growth Plan, Section 2.2.2. Emphasis in the original.

To provide some context to the findings, this report compares the amount of land designated for development before and after the introduction of the Growth Plan with a forecast of land consumption developed in 2002 that assumed a continuation of the development practices and patterns that prevailed in the 1980s and 1990s.<sup>6</sup> Since those past planning practices are widely considered to have contributed to “sprawl” and the inefficient use of land and infrastructure – the very situation that the Growth Plan was intended to alter – it is important to determine whether the measures now being implemented by municipalities under the Growth Plan represent a significant departure from past trends. Despite differences in the methods used to collect the data, the 2002 study represents the only estimate of land consumption in the region that offers a point of comparison to current trends.

## 1.2 Research questions and method

The Neptis Foundation began this research to answer the question:

1. ***In adopting the forecasts and targets of the Growth Plan into their official plans, are municipalities making meaningful changes in the way they plan for growth in order to prevent the continuation of low-density, car-oriented development patterns in the region?***

Neptis researchers collected data from a range of different sources, including municipal planning documents such as official plans and official plan amendments from the 110 municipalities<sup>7</sup> that are subject to the Growth Plan, as well as from census information, formal ministerial correspondence, and provincial reports and policy documents. In some cases, however, the required data, such as the mapping of settlement areas and designated greenfield areas, were not available from municipalities or the province or were not available in a format that allowed for regionwide analysis. In these cases, Neptis conducted additional research to collect the missing information. The method of data collection is described in each of the relevant sections of this report and in Appendix A. The data sources are listed in Appendix B and the land area inventory for each municipality can be found in Appendix C.

Much of the data used to track the adoption of the Growth Plan by municipalities came from upper-, single-, and lower-tier municipal planning documents that are constantly in a state of change. Nevertheless, every effort was taken to ensure that the most current and accurate data were used at the time this report was published.

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6. *Toronto-Related Region Futures Study: Implications of Business-As-Usual Development*, 2002, and *Toronto-Related Region Futures Study: Sketch Modelling of Four Alternative Development Concepts*, 2003; both prepared for the Neptis Foundation by the IBI Group in association with Metropole Consultants and Dillon Consulting Limited.

7. Where possible, planning information from the 21 upper- and single-tier was used to prepare this analysis. However, if sufficient detail was not available from an upper-tier municipality, lower-tier planning information was used.

Answering the first research question meant studying the different methods used by municipalities to adopt the Growth Plan and identifying the municipalities that have requested and been granted permission by the Province to deviate from certain requirements and targets of the Growth Plan.

In particular, Neptis researchers studied how municipalities were adopting two key components of the Plan: the **intensification rate** (that is, the requirement to direct “a significant portion of new growth to the *built-up areas* of the community”) and the **designated greenfield area density target** (that is, the provision that supports “building compact, *transit-supportive* communities in *designated greenfield areas*”).

Since lowering the intensification or greenfield density targets in certain areas has the potential to compromise the goals of the Growth Plan, Neptis researchers developed cumulative estimates of the amount of land proposed to accommodate growth under the provisions of the Growth Plan up to the year 2031 and the potential overall densities in the region when the forecast population and employment occupies the developed lands. In doing so, the researchers intended to answer the question:

2. ***What is the total amount of land designated to accommodate growth in the Greater Golden Horseshoe up to the year 2031 under the provisions of the Growth Plan, and how does that amount compare with projections for the region made before the introduction of the Growth Plan?***

In other words, has the Growth Plan succeeded in changing the status-quo development patterns in the region, as it was intended to do?

Finally, the analysis looked at the distribution of growth in the region, to answer a third question:

3. ***How are the population and employment forecasts and the associated land area required to accommodate growth distributed between the Inner Ring (the Greater Toronto and Hamilton Area) and the Outer Ring (the area outside the Greenbelt) and what are the implications of this distribution?***

## 1.3 Why now?

More than seven years have passed since the Province introduced the Growth Plan for the Greater Golden Horseshoe. This period may not seem very long in the life of a 25-year plan intended to change the direction and pattern of growth and development across a major metropolitan region of more than 9 million people. However, much has changed since 2006:

- The population of the GGH has increased by approximately 630,000 people (and by 1.3 million people since 2001).<sup>8</sup>
- One census period has passed and the Canadian 2011 Census of Population has been released.
- All single- and upper-tier municipalities in the GGH have amended their official plans to incorporate Growth Plan requirements.<sup>9</sup>
- The Growth Plan has already been amended twice. The first amendment, which came into force January 2012 (and is now part of Section 6, Schedule 7 and Schedule 8 of the Plan) contains policies specific to the “Simcoe Sub-area.” The second amendment, introduced in summer 2013, updates and extends the population and employment growth forecasts from 2031 to 2041 and replaces the original 2031 forecasts from Schedule 3 of the Plan.

## 1.4 Context of the Greater Golden Horseshoe

The Greater Golden Horseshoe (GGH), shown in Figure 1.1, the area to which the Growth Plan applies, is located in southern Ontario. Centred on the City of Toronto, the GGH covers 31,000 square kilometres and includes large cities, rapidly growing suburban municipalities, mid-sized centres, small towns and villages, and rural areas.

The GGH is Canada’s largest urbanized area and the economic engine of Ontario. In 2006, the population of the GGH was 8.4 million and home to two-thirds of the population of Ontario and nearly one-third of the total Canadian population. Economic activity in the GGH generates approximately two-thirds of Ontario’s and one-fifth of Canada’s GDP.<sup>10</sup>

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8. Statistics Canada, 2011 Census Profile, 2006 Community Profiles, and 2001 Community Profiles.

9. These amendments are at various stages of approval, review, and appeal.

10. Places to Grow website: [https://www.placestogrow.ca/index.php?option=com\\_content&task=view&id=270&Itemid=84](https://www.placestogrow.ca/index.php?option=com_content&task=view&id=270&Itemid=84)



FIGURE 1.1: THE GREATER GOLDEN HORSESHOE



The GGH contains some of the highest-quality farmland in Canada and its southern location ensures a longer growing season than in other parts of the country. The Growth Plan was developed in part as a response to the need to protect this farmland, as well as the region's water resources and natural heritage, from urban development.<sup>11</sup>

11. For example, the Growth Plan for the Greater Golden Horseshoe (2006) states in its Introduction, "Urban sprawl contributes to the degradation of our natural environment, air quality and water resources, as well as the consumption of agricultural lands and other natural resources so critical to the future economy" (Section 1.1, emphasis added).

Administratively, the GGH consists of 21 upper- and single-tier municipalities<sup>12</sup> and 89 lower-tier municipalities, for a total of 110 separate municipal jurisdictions in the GGH. These distinctions in governance structure are the source of some of the anomalies in planning the GGH. For example, Toronto is a single-tier municipality that is almost entirely built out, but Mississauga, the second-largest municipality in the region, which is also largely built out, is a lower-tier municipality within the larger Region of Peel. Toronto controls its own planning and development decisions, whereas many planning decisions for Mississauga are made by the Region of Peel, which has the authority to allocate growth or targets to Mississauga or to its other two constituent municipalities: the largely urbanized Brampton or the more rural Caledon. Other anomalies relate to the authority for creating or expanding infrastructure, which may be at the upper-tier level (as it is in Peel Region), or at the lower-tier level (as it is in the municipalities within Simcoe County).

The Growth Plan divides the region into the Inner Ring and the Outer Ring (see Figure 1.2). The Inner Ring municipalities are the Cities of Toronto and Hamilton and the Regional Municipalities of Halton, Peel, York, and Durham. These are the largest, fastest-growing and most urbanized municipalities in the GGH. The Outer Ring includes the counties of Brant, Dufferin, Haldimand, Northumberland, Peterborough, Simcoe, and Wellington, the cities of Barrie, Brantford, Guelph, Kawartha Lakes, Orillia, and Peterborough, and the regional municipalities of Niagara and Waterloo. Generally, the Outer Ring is less urban, less dense, and less populated and, with some important exceptions, is experiencing less growth pressure compared with the Inner Ring.

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12. Single-tier municipalities are typically large cities such as Toronto or Hamilton in which services are delivered by a single level of government and there is only one official plan; upper-tier municipalities are typically counties or regions such as York Region or Wellington County, within which are several lower-tier levels of municipal government; services in counties and regions are delivered by both upper-tier and lower-tier municipalities and each level of government has its own official plan.

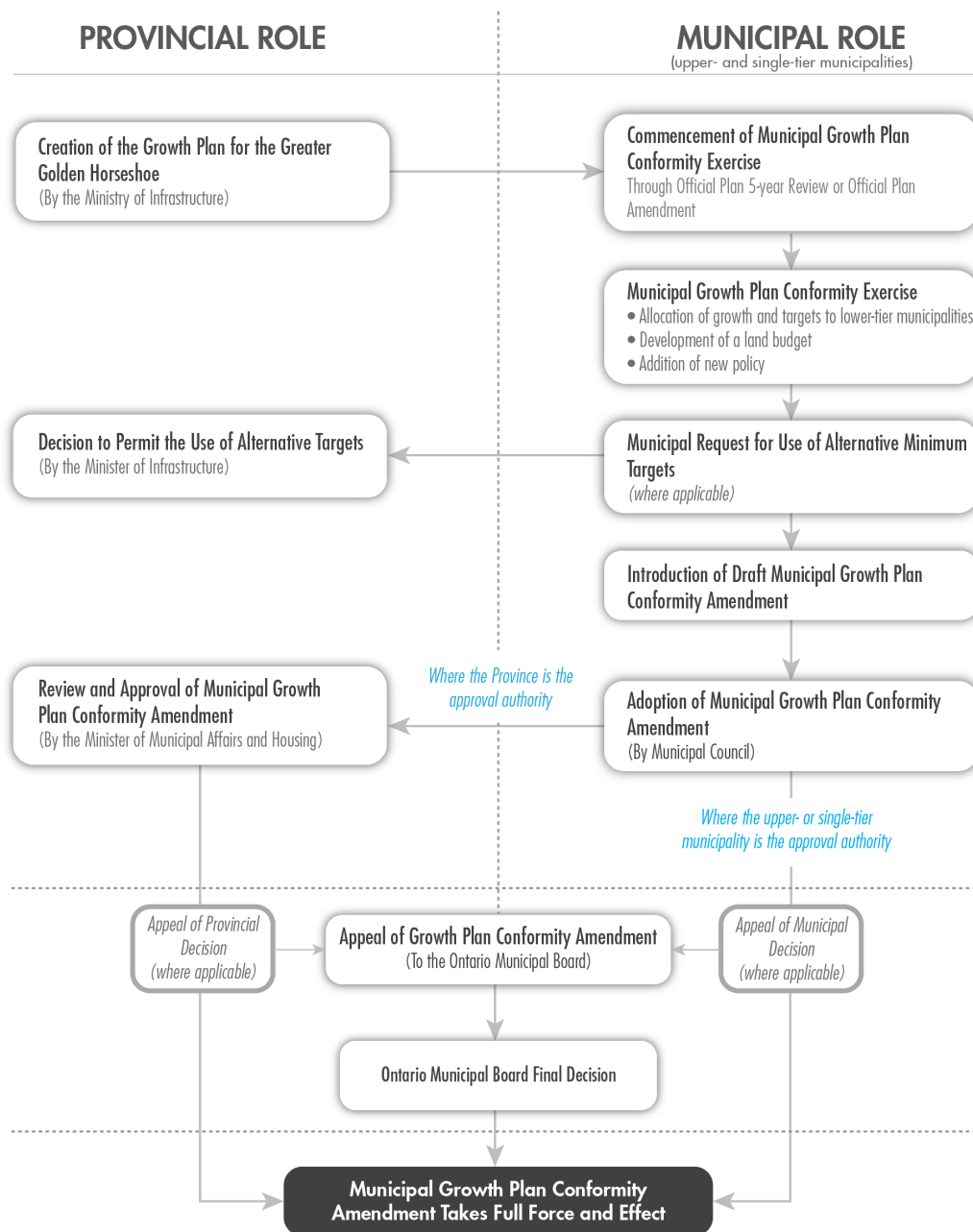
FIGURE 1.2: INNER RING AND OUTER RING SINGLE- AND UPPER-TIER MUNICIPALITIES



## 1.5 The Growth Plan implementation process

Under the *Places to Grow Act*, 2005, the Province of Ontario is responsible for developing a Growth Plan. Municipalities are responsible for implementing the Plan locally by amending their official plans and other planning documents to adopt its policies, forecasts, and targets and to ensure that all municipal decisions conform to the Growth Plan (see Figure 1.3).

FIGURE 1.3: MUNICIPAL GROWTH PLAN CONFORMITY PLANNING PROCESS



Source: The Neptis Foundation

### 1.5.1 Role of the Province

The Province (through the Ontario Growth Secretariat and the Ministry of Infrastructure) prepares population and employment growth forecasts based on demographic and economic trends. The Province distributes the forecast growth to each of the 21 upper- and single-tier municipalities; these forecasts are the basis for land use and infrastructure planning in each of these municipalities.<sup>13</sup>

The Growth Plan also contains policies and targets intended to ensure that the additional population growth is accommodated, either within existing built-up urban areas, or in compact new developments on greenfield areas that are contiguous to and integrated with existing development.

The key Growth Plan targets are:

- **Minimum Intensification Targets:** The Growth Plan requires that by 2015, 40% of all new residential development constructed annually must be located within existing built-up areas. Municipalities in the Outer Ring may be exempted from this requirement, under certain conditions.
- **Designated Greenfield Area Minimum Density Targets:** The Growth Plan requires that future development on Designated Greenfield Areas achieve a minimum density of 50 people and jobs per hectare combined by 2031. The density is to be determined at the level of single- and upper-tier municipalities only. Again, municipalities in the Outer Ring may be exempted from this requirement, under certain conditions.
- **Urban Growth Centres Minimum Density Targets:** The Growth Plan identifies 25 urban growth centres, most of which are historic downtowns or emerging centres in suburban municipalities. These centres have been assigned minimum density targets that vary from 150 to 400 people and jobs per hectare, depending on their context, location, current density, and potential for growth.

The province requires all municipalities in the GGH to adopt the Growth Plan's policies, targets, and forecasts through amendments to their official plans.<sup>14</sup> Where applicable, the Minister of Infrastructure may review and permit the use of alternative minimum targets.<sup>15</sup> Once municipalities have updated their official plans to conform to the Growth Plan, the Province, as the approval authority in most cases,<sup>16</sup> reviews (and modifies if necessary) each updated municipal official plan. However, its

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13. Growth Plan, Section 2.2.1.1.

14. Section 12(2) of the *Places to Grow Act, 2005*, requires municipalities to amend their official plan to conform to the Growth Plan before the third anniversary of the date on which the Growth Plan comes into effect.

15. Growth Plan, Sections 2.2.3.4 and 2.2.7.5.

16. *Planning Act* applications made under Section 26 require approval from the province. Upper-and single-tier municipalities are the approval authority for amendments made under Section 17.

decisions may be appealed to the Ontario Municipal Board (OMB) by developers, other stakeholders, or the municipality itself.<sup>17</sup>

The Growth Plan requires the Minister of Infrastructure to periodically review the Plan and its forecasts and allows for the Plan to be amended accordingly.<sup>18</sup>

### 1.5.2 Role of Municipalities

Municipalities have a key role in implementing the Growth Plan, because they control local planning decisions and the use and development of land.<sup>19</sup> Upper tiers are responsible for allocating population and employment growth forecasts as well as minimum greenfield area density and intensification targets among their constituent lower-tier municipalities.<sup>20</sup>

Each municipality must prepare a growth management strategy, which includes a land budget.<sup>21</sup> The growth management strategy forms the foundation for decisions regarding the location and form of new development. In essence, the land budget assesses the existing land supply and converts municipal population and employment growth forecasts to the land area (hectares) required to accommodate additional people and jobs over time (see Figure 1.4).

More specifically, municipalities use the land budgets to demonstrate how they plan to:

- Accommodate the population and employment growth forecasts
- Achieve the minimum residential intensification target
- Achieve the minimum designated greenfield area density target
- Achieve any applicable Urban Growth Centre minimum density target
- Justify any proposed expansions to the settlement area boundary

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17. As a quasi-judicial provincial body, the Ontario Municipal Board has the authority to rule on the disputed portions of an amendment. A decision by the OMB is final except in the event of an error in law, at which point the OMB decision may be appealed to Ontario Divisional Court.

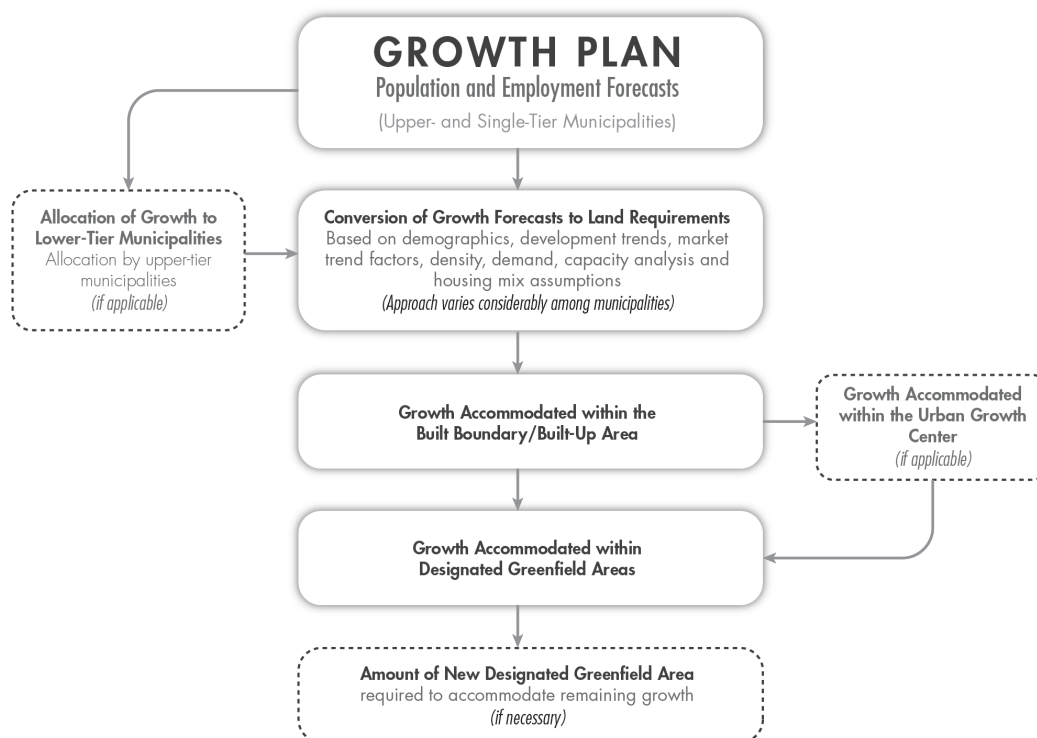
18. Growth Plan, Sections 2.2.1.2; 5.2; 5.4.3.2; 6.2.3; and 6.4.4.

19. Municipalities have local planning authority provided by the province through the *Planning Act*. The Act requires municipalities to (among other things) develop an Official Plan in consultation with the community to control land use and to guide growth and development within the municipality. The *Planning Act* also requires municipalities to review their Official Plan every five years to make sure that it is consistent with provincial legislation, policies and plans. If the Official Plan does not conform to provincial policy, it must be amended and updated to conform.

20. Growth Plan, Section 5.4.2.2.

21. The method of converting growth forecasts to land needs is not specified in the Growth Plan and therefore municipalities may use a number of different approaches to convert growth forecasts to land requirements. This point is explained further in Chapter 3, section 3.2.5 of this report.

FIGURE 1.4: GENERALIZED LAND BUDGET PROCESS



Source: The Neptis Foundation

The land budget process includes defining a *built boundary* (that is, the extent of the built-up area).<sup>22</sup> Residential development within this area is considered *intensification* under the policies of the Plan. Growth that cannot be accommodated inside the built boundary is to occur on *designated greenfield areas*, that is, undeveloped areas within the limits of the settlement area boundary. (Note that the *built boundary* defines the limits of land developed up to 2006; the *settlement area boundary* defines the limits of the entire settlement area; land between the built boundary and the settlement area boundary is known as the *designated greenfield area* and is set aside in municipal plans for development, but was not developed as of 2006. See Figure 1.5.)

22. Growth Plan, Section 5.3.1.



FIGURE 1.5: BUILT BOUNDARY AND SETTLEMENT AREA BOUNDARY



Finally, if the land budget indicates that the forecast population and employment growth will exceed the capacity of both the built-up area *and* the existing supply of designated greenfield area lands (provided that the minimum intensification and greenfield density targets are planned to be achieved), the municipality may add additional lands to the designated greenfield area through an expansion of the settlement area boundary. This expansion requires municipalities to carry out a comprehensive review<sup>23</sup> to justify the need for additional land. The review must demonstrate, among other things, that the municipality cannot accommodate the allocated growth through intensification or in existing designated greenfield areas.

## 1.6 Amendments, reviews, and updates

The Growth Plan is not intended to be a static document. Provisions in the Growth Plan<sup>24</sup> and the *Places to Grow Act*<sup>25</sup> indicate the need to review, update, and amend the Growth Plan over time. The Minister of Infrastructure has the authority to initiate a review of the Growth Plan and the decision-making authority related to the approval of any updates or amendments. As of late 2013, two amendments have been made.

23. Growth Plan, Section 2.2.8.2.

24. Growth Plan, Section 2.2.1.2.

25. Places to Grow Act, 2005, Sections 9(1) and 10(2).



### 1.6.1 Amendment 1: Simcoe Sub-area

The first amendment to the Growth Plan came into effect on January 19, 2012, and applies to the Simcoe Sub-area. The Places to Grow website states that the Amendment 1 “provides more specific direction for municipalities in Simcoe County and the cities of Barrie and Orillia to implement the Growth Plan.”<sup>26</sup>

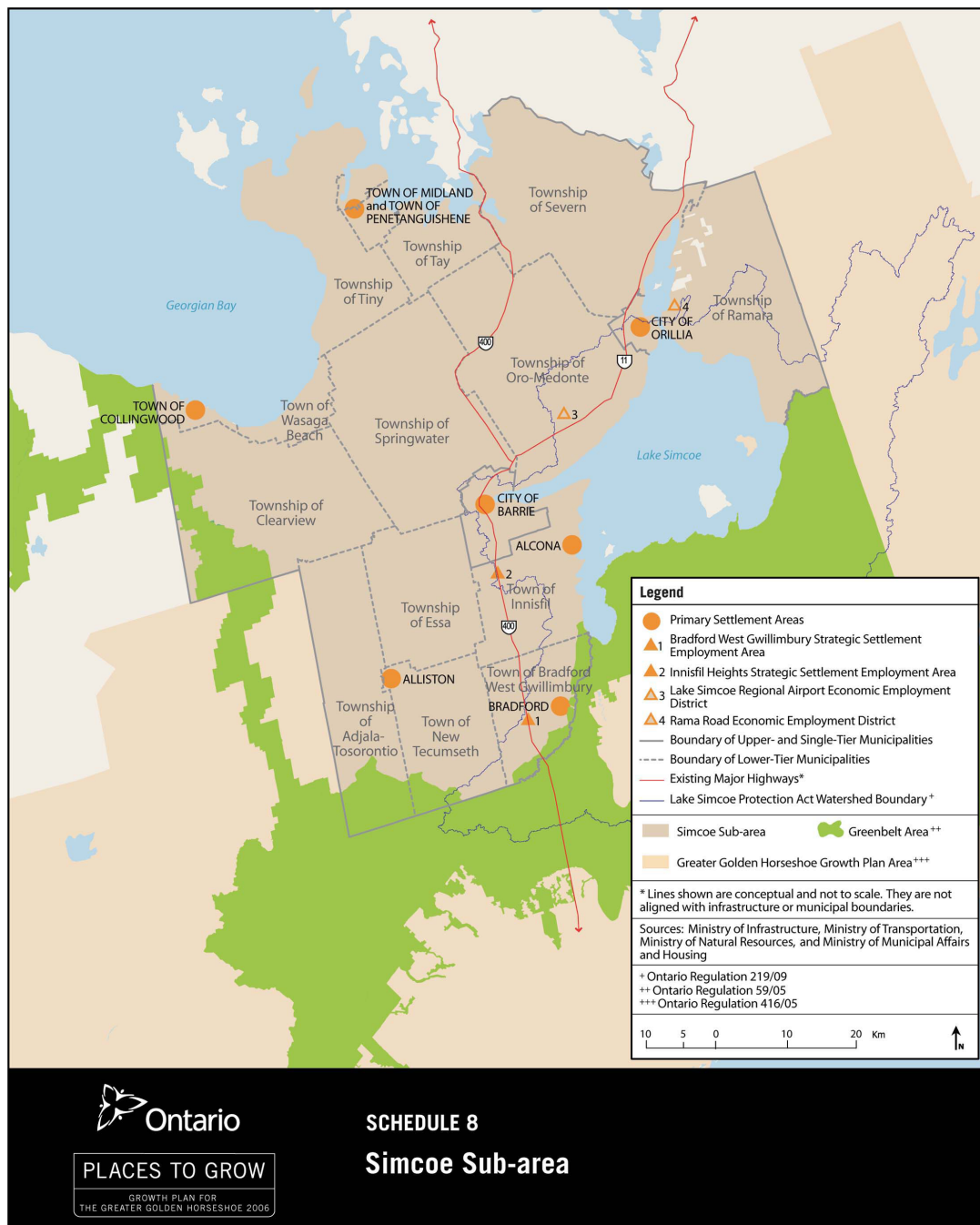
Amendment 1 added one new section (Section 6), two new schedules (Schedules 7 and 8) and new definitions to the Growth Plan. It introduced population and employment forecasts (Schedule 7) for the City of Barrie, City of Orillia, and County of Simcoe, including each of the lower-tier municipalities, to 2031. The amendment also identified seven Primary Settlement Areas and four employment areas totalling 1,860 hectares (Schedule 8).<sup>27</sup> The location of each of the primary settlement areas and employment areas are shown in Figure 1.6.

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26. Places to Grow website: [https://www.placestogrow.ca/index.php?option=com\\_content&task=view&id=336&Itemid=15](https://www.placestogrow.ca/index.php?option=com_content&task=view&id=336&Itemid=15)

27. The Bradford-West Gwillimbury Strategic Settlement Employment Area (740 ha), the Innisfil Heights Strategic Settlement Employment Area (410 ha), the Lake Simcoe Regional Airport Economic Employment District (350 ha), and the Rama Road Economic Employment District (360 ha), as calculated by the Neptis Foundation using mapping of the Simcoe Sub-area employment areas from the Ministry of Infrastructure.

FIGURE 1.6: SIMCOE SUB-AREA



Source: Growth Plan for the Greater Golden Horseshoe, 2006

### 1.6.2 Amendment 2: 2041 population and employment forecasts

The second amendment to the Growth Plan came into effect June 17, 2013, and applies to all municipalities in the GGH. The amendment updates and extends the population and employment growth forecasts to 2041 and replaces Schedule 3 of the Growth Plan (see section 2.2.1 for more information on the 2031 forecasts). The amendment includes two sets of forecasts for 2031 (existing forecasts and updated forecasts) to avoid disrupting ongoing Growth Plan conformity work by municipalities.

Amendment 2 was made possible by a provision in the Growth Plan that allows the Minister of Infrastructure to review the forecasts contained in Schedule 3 at least every five years and to revise them if necessary.<sup>28</sup> Municipalities are required to update their official plans to conform with Amendment 2 by June 17, 2018. The Places to Grow website states that Amendment 2 was necessary to provide “forecasts for long-term planning for the right infrastructure, including transit, water and wastewater systems, transportation corridors and community infrastructure, for the future.”<sup>29</sup>

Although some observers have argued that the new forecasts are premature, they do ensure a longer planning horizon. Since the *Provincial Policy Statement, 2005*, requires municipalities to maintain a 20-year supply of land,<sup>30</sup> which as of 2013 means planning to 2033, the extension of the forecasts to 2041 allows municipalities to comply with this requirement. Moreover, infrastructure planning requires very long lead times; some have suggested that even the 28-year period to 2041 is a fairly short time in which to plan important infrastructure for such a rapidly growing region.

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28. Growth Plan, Section 2.2.1.2.

29. Places to Grow website: [https://www.placestogrow.ca/index.php?option=com\\_content&task=view&id=402&Itemid=14](https://www.placestogrow.ca/index.php?option=com_content&task=view&id=402&Itemid=14)

30. Provincial Policy Statement, 2005, Policy 1.1.2.



# 2

## THE GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE – WHY IT WAS CREATED AND HOW IT IS SUPPOSED TO ACHIEVE ITS GOALS

### 2.1 The Growth Plan was created to change the status quo

The Growth Plan for the Greater Golden Horseshoe states, “Without properly managing growth, communities will continue to experience the negative aspects associated with rapid growth, such as increased traffic congestion, deteriorating air and water quality, and the loss of prime agricultural lands and important natural areas and resources.”<sup>31</sup>

The Growth Plan is also intended to address the region’s “infrastructure deficit,”<sup>32</sup> estimated at “tens of billions of dollars”<sup>33</sup> for repairing existing roads, bridges, water and wastewater systems, and other critical infrastructure elements. Indeed, the Growth Plan was an initiative of the Ministry of Infrastructure (formerly the Ministry of Infrastructure Renewal), and has a clear focus on the need to make efficient use of existing infrastructure and avoid costly and unnecessary infrastructure investments.<sup>34</sup> There is also a large body of research that indicates that compact development can reduce infrastructure costs relative to those for lower-density developments.<sup>35</sup>

The Growth Plan was to some extent a response to reports published early in the first decade of the 21<sup>st</sup> century<sup>36</sup> that warned of negative consequences if the planning and development trends that prevailed in the 1980s and 1990s continued unchanged. In this report, we will compare the Growth Plan for the GGH, and the way in which it has been adopted by municipalities, to the 2002 report called

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31. Growth Plan, Section 1.1.

32. “Increasing demand, low-density land-use patterns and historic underinvestment have resulted in a substantial infrastructure deficit to meet the needs of current residents as well as those of future Ontarians” (Growth Plan, Section 3.1).

33. Growth Plan, Section 1.1.

34. For example, in its section on infrastructure policies, the Growth Plan for the Greater Golden Horseshoe (2006) notes, “The policy directions for *intensification and compact urban form* in this Plan guide many of the infrastructure priorities in this section. It is estimated that over 20 per cent of infrastructure capital costs could be saved by moving from lower density development to more efficient and *compact urban form*” (Growth Plan, Section 3.1).

35. Some of the main arguments are summarized by Pamela Blais in *Perverse Cities* (UBC Press, 2010), pp. 31-32.

36. For example, Gladki Planning Associates, *Growing Together: Prospects for Renewal in the Toronto Region*, 2002.

*Toronto-Related Region Futures Study: Implications of Business-As-Usual Development*, produced for the Neptis Foundation by IBI Group in association with Dillon Consulting Limited and in consultation with Metropole Consulting.<sup>37</sup>

The study area of the 2002 report was somewhat smaller than the Greater Golden Horseshoe.<sup>38</sup> Nevertheless, it covered the most rapidly growing areas in the Greater Toronto Region, and used computer modelling to project existing development trends out to 2031, the same time horizon as the Growth Plan. Its assumptions included strong employment growth, gradually decreasing average household size, the continuation of intensification at historic levels, and the protection of environmentally sensitive areas.<sup>39</sup> This influential report was cited in discussion papers that were produced by the Province as the Growth Plan was being prepared.<sup>40</sup> The “Business-as-Usual study” concluded, “Over the 31-year timeframe an estimated 264,000 acres (1,070 km<sup>2</sup>) of land will be urbanized. This is almost double the area of the City of Toronto.”<sup>41</sup>

These two sentences attracted considerable attention in government circles and in the press.<sup>42</sup> The urbanization of more than 1,000 km<sup>2</sup> in the region over three decades would represent a huge expansion of infrastructure and a considerable loss of agricultural land, among other consequences. In this analysis, we will compare that figure to the amount of land municipalities are proposing to urbanize by 2031 under the policies of the Growth Plan.

## 2.2 The crucial policies in the Growth Plan intended to bring about change

This analysis focuses mainly on three elements in the Growth Plan: population and employment forecasts, intensification rates (including those for Urban Growth Centres), and designated greenfield area density targets. Among the provisions of the Growth Plan, these three contain “hard numbers” and have the greatest potential to affect growth patterns. For the Plan to “work,” these numbers must be set at levels that will prevent the poor outcomes associated with “business-as-usual” development.

37. This was one of a series of reports: *Toronto-Related Region Futures Study, Interim Report: Implications of Business-As-Usual Development*, August 2002; *Toronto-Related Region Futures Study: Implications of Business-As-Usual Development*, 2002; and *Toronto-Related Region Futures Study: Sketch Modelling of Four Alternative Development Concepts*, 2003. All three were prepared for the Neptis Foundation by IBI Group in association with Metropole Consultants and Dillon Consulting Limited.

38. It omitted Brant County and the City of Brantford, and the northern parts of Wellington (Minto, North Wellington, Mapleton) and Peterborough (Galway-Cavendish-Harvey, North Kawartha, Havelock-Belmont-Methuen) counties (see Figure 4.1).

39. These assumptions were intended to represent a continuation of the trends of the 1990s, and took into account the fact that residential densities had been rising slightly over time, despite some offsetting factors. See *Toronto-Related Region Futures Study: Implications of Business-As-Usual Development*, 2002, p. E9.

40. See, for example, *A Growth Plan for the Greater Golden Horseshoe*, Discussion Paper, July 2004, p. 5, available on the Ministry of Infrastructure website at: [https://www.placestogrow.ca/images/pdfs/PTG\\_DiscussionPaper.pdf](https://www.placestogrow.ca/images/pdfs/PTG_DiscussionPaper.pdf)

41. *Toronto-Related Region Futures Study: Implications of Business-As-Usual Development*, 2002, pp. E17-E18.

42. See, for example, Wallace Immen, “Urban sprawl devouring farm land, study warns,” *Globe and Mail*, May 14, 2002; “Existing growth patterns lead to bleak future,” *Novae Res Urbis*, September 18, 2002.

The Growth Plan states that the targets should be treated as *minimums*; municipalities are encouraged to go beyond the minimum targets where possible.<sup>43</sup>

### 2.2.1 Population and employment forecasts

The population and employment forecasts contained in Schedule 3 of the Growth Plan are important because they are the basis for, among other things, calculating the amount of land required to accommodate people and jobs and making infrastructure decisions related to services such as transportation, energy, waste, and water.

Most growth forecasts are **predictive** in that they are based on calculations that incorporate the economic outlook for the region, immigration levels, demographic trend analysis, and existing patterns of development. This information indicates where people are *most likely* to live and work in the coming decades, based on past trends.

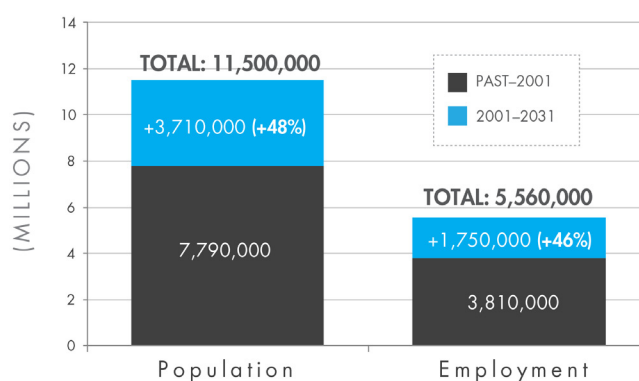
However, the forecasts in the Growth Plan are to some extent **directive** in that they allocate the overall expected population and employment increase in the Greater Golden Horseshoe to the 21 upper- and single-tier municipalities in a way that is intended to meet the goals of the Growth Plan.

Appendix D details the 2001-2031 growth forecasts for each municipality.

The population and employment forecasts in the Growth Plan were developed for the Province by Hemson Consulting in January 2005 (mainly using census information from 2001).<sup>44</sup>

As shown in Figure 2.1, the forecasts projected an increase of 3,710,000 people and 1,750,000 jobs in the region between 2001 and 2031. The total combined increase is 5,460,000 people and jobs.

FIGURE 2.1: FORECAST POPULATION AND EMPLOYMENT AND GROWTH IN THE GREATER GOLDEN HORSESHOE



43. Growth Plan, Section 5.4.1.5.

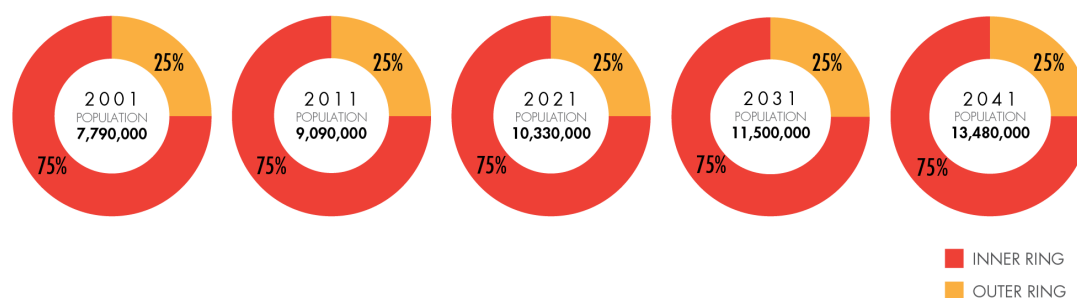
44. Hemson Consulting Ltd., *The Growth Outlook for the Greater Golden Horseshoe*, January 2005. The Ministry of Infrastructure has removed this document from its website, but it is still available on the Hemson website at: <http://www.hemson.com/downloads/GrowthOutlookForGGH%2017Jan2005.pdf>. The forecasts are shown in Appendix D below.

The consultants also forecast how this growth would be distributed across the region if development proceeded as it had in the past. This was known as the “current trends” forecast. Two additional growth scenarios were also considered: “compact” and “more compact.” The first reflected a weak level of policy intervention; the second a stronger intervention to direct more growth away from previously undeveloped areas. The scenario chosen for the Growth Plan was the “compact” scenario, which presupposes a weaker level of policy intervention compared to the “more compact” scenario.

Despite their names, the “compact” and “more compact” scenarios are not markedly different from “current trends” in one important way: the overall amount of growth allocated to the Inner Ring relative to the Outer Ring is the same in all cases. The “compact” and “more compact” forecasts merely suggest a higher allocation of growth to already urbanized municipalities within those two parts of the GGH.

Because they did not reduce the amount of growth distributed to the Outer Ring, the forecasts themselves act as something of a brake on change. If the purpose of the Growth Plan is, as it states, “to make better use of land and infrastructure...by directing growth of existing urban areas,”<sup>45</sup> then it would be logical to focus population and employment growth in areas that already have well-developed infrastructure systems: that is, the largely urbanized areas in the Inner Ring. Figure 2.2 indicates that the forecast population of the Inner Ring versus the Outer Ring remains unchanged over the 2001–2031 forecast period. The same breakdown applies if the 2041 forecasts from Amendment no. 2 are used.

FIGURE 2.2: DISTRIBUTION OF POPULATION IN THE GREATER GOLDEN HORSESHOE, INNER RING AND OUTER RING, 2001–2041



Furthermore, the forecasts for the Inner Ring reduce the proportion of the population for the City of Toronto and increase the proportion in surrounding municipalities that have a supply of designated greenfield area lands. Figure 2.3 indicates that between 2001 and 2031, Toronto’s population as a proportion of the total Inner Ring population is expected to decline by 8% (and by 11% if the 2041

45. Growth Plan, Section 2.1.



forecasts are used). The proportion of population in the Regional Municipalities of York, Halton, and Durham in the Inner Ring, however, will increase over time.

FIGURE 2.3: DISTRIBUTION OF POPULATION, INNER RING MUNICIPALITIES, 2001–2041

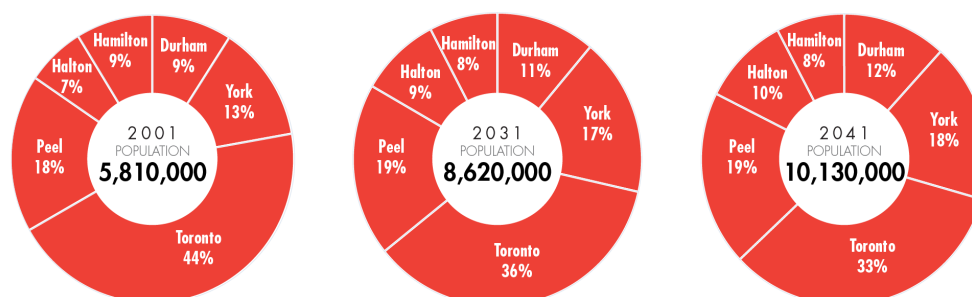


Figure 2.4 shows the distribution of population in the Outer Ring. The change in the proportion of population for the municipalities in the Outer Ring is limited compared changes in the Inner Ring.

FIGURE 2.4: DISTRIBUTION OF POPULATION, OUTER RING MUNICIPALITIES, 2001-2041

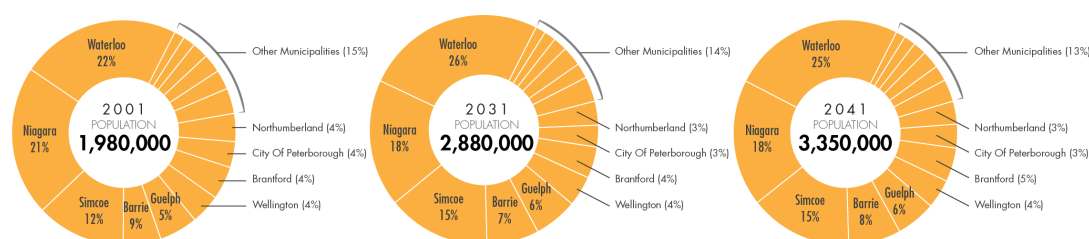


Table 2.1 indicates the distribution of population and employment growth between the Inner and Outer Rings of the Greater Golden Horseshoe. From 2006 to 2031, 76% of population growth and 79% of employment growth is expected to occur within the Inner Ring.

TABLE 2.1: GROWTH PLAN POPULATION AND EMPLOYMENT GROWTH FORECASTS

Location	Population Growth (2001–2031) <sup>1</sup>		Employment Growth (2001–2031) <sup>1</sup>	
	Number	Percentage	Number	Percentage
Inner Ring	2,810,000	76	1,380,000	79
Outer Ring	900,000	24	370,000	21
GGH TOTAL	3,710,000	100	1,750,000	100

<sup>1</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012.

Within the Inner and Outer Rings, there is also variation in the amount of growth distributed to each municipality. York Region is forecast to accommodate the largest proportion of growth of all muni-

palties in the Greater Golden Horseshoe. Of the Outer Ring municipalities, Waterloo Region is forecast to accommodate the largest proportion of the population growth. Figure 2.5 indicates the population growth allocated to each municipality in the GGH for the periods 2001–2031 and 2001–2041. Figure 2.6 indicates the growth forecast distributed to the Inner vs. Outer Ring municipalities. Figures 2.7 and 2.8 indicate the distribution of growth for the Inner Ring and Outer Ring municipalities.

FIGURE 2.5: DISTRIBUTION OF POPULATION GROWTH IN THE GREATER GOLDEN HORSESHOE, 2001–2041

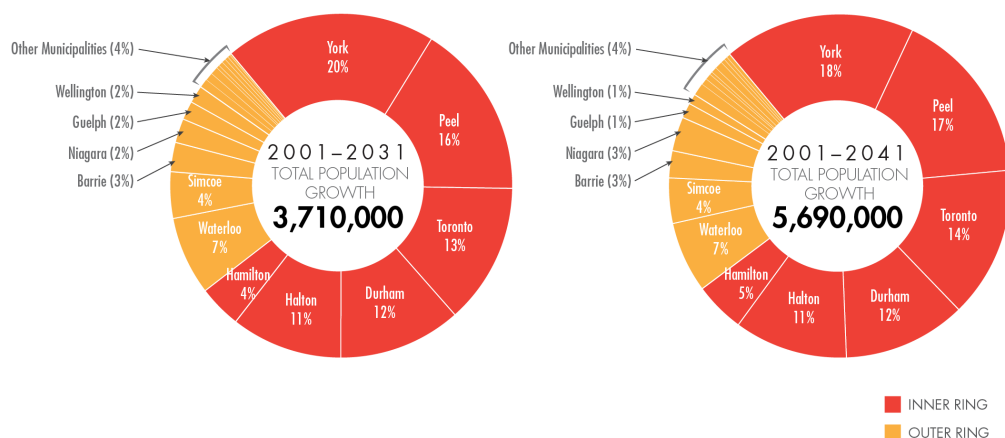


FIGURE 2.6: DISTRIBUTION OF POPULATION GROWTH 2001–2041, INNER AND OUTER RING

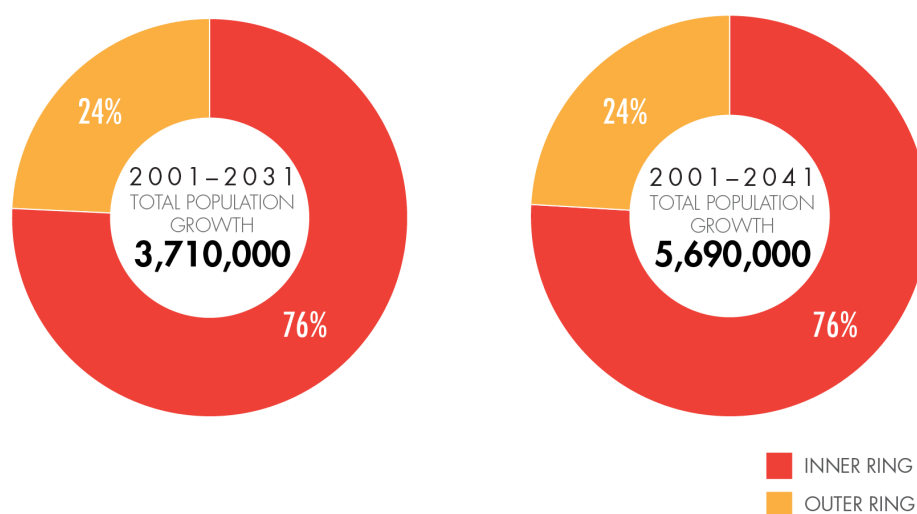


FIGURE 2.7: DISTRIBUTION OF POPULATION GROWTH 2001–2041, INNER RING MUNICIPALITIES

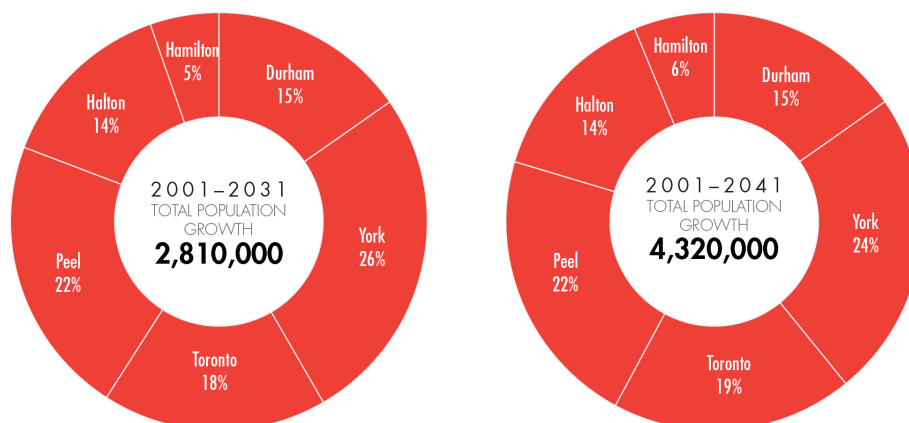
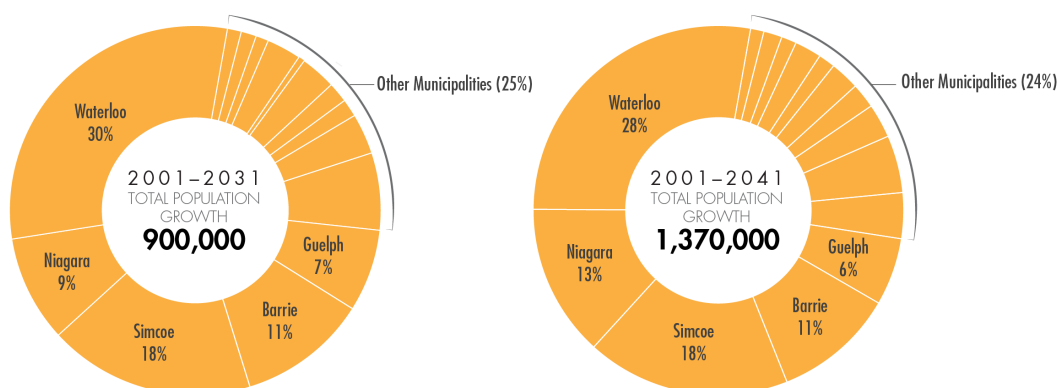


FIGURE 2.8: DISTRIBUTION OF POPULATION GROWTH, 2001–2041, OUTER RING MUNICIPALITIES



The population and employment forecasts in the Growth Plan apply at the level of upper- and single-tier municipalities.<sup>46</sup> Upper-tier municipalities have the responsibility of allocating a percentage of their total population and employment growth to their constituent lower-tier municipalities.<sup>47</sup> This provision of the Plan allows for wide variations between municipalities, as illustrated in Figure 2.9. Provided the required average minimum densities and targets across the upper-tier municipality as

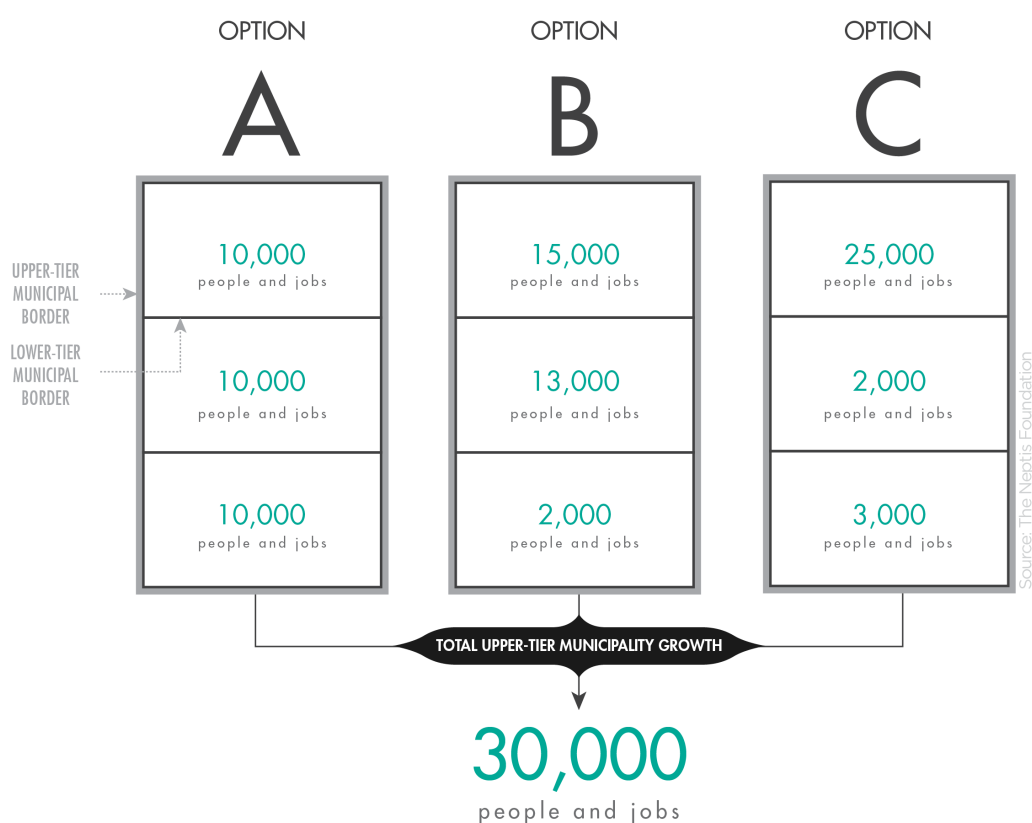
46. With the exception of Schedule 6, added through Growth Plan Amendment No. 1, which allocates growth to the lower-tier municipalities in Simcoe County and for the Cities of Barrie and Orillia.

47. Growth Plan, Section 5.4.2.2.a.

a whole are achieved, upper-tier municipalities may choose to allocate people and jobs to lower-tier municipalities as they see fit.

This authority allows upper-tier municipalities to direct growth equally to all lower-tier municipalities, or disproportionately to some. By delegating these decisions (without no conditions or performance requirements) to upper-tier municipalities, the Growth Plan allows for intraregional and intermunicipal disparities in allocating growth across the Greater Golden Horseshoe.

FIGURE 2.9: EXAMPLES OF UPPER-TIER MUNICIPAL OPTIONS FOR ALLOCATING GROWTH TO LOWER-TIER MUNICIPALITIES



### 2.2.2 Intensification rates

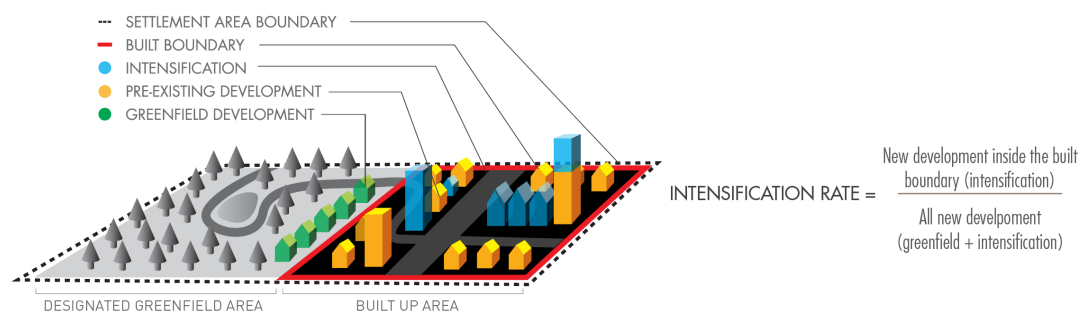
The Growth Plan states that “a minimum of 40 percent of all residential development occurring annually within each upper- and single-tier municipality will be within the built-up area.”<sup>48</sup> Note that the

48. Growth Plan, Section 2.2.3.

Plan specifies that intensification applies to residential *development*, rather than residential units; the way in which this “development” will be measured is not specified.<sup>49</sup>

This policy requires that the province, in consultation with each municipality, determine a built boundary for each municipality. The built boundary separates the existing built-up area within which new development is considered intensification from the area in which development is considered greenfield area development. Figure 2.10 illustrates this distinction.

FIGURE 2.10 CALCULATING INTENSIFICATION



Source: The Neptis Foundation

**Why a 40% intensification rate?** A 2005 paper prepared for the Province<sup>50</sup> noted that although “other jurisdictions in Canada, the UK, and Australia aim for 60-80% intensification,” a target of 40% “does represent a higher level of intensification than is currently being achieved in the GGH (excepting the City of Toronto).” The report recommended gradually increasing the target over time.

The Neptis Foundation conducted its own study of intensification rates between 1991 and 2006.<sup>51</sup> Since this study was carried out before municipalities had defined the built boundary, the researchers determined the boundary using remote sensing techniques. For a number of reasons (for example, the fact that municipalities may include land at the urban edge for which development approvals are in place as part of the Built-Up Area), the urban footprints are probably smaller than those determined for the purposes of the Growth Plan. Thus the results can be considered conservative.

49. Region of Niagara’s Growth Plan conformity amendment states that the residential intensification target will be measured by total number of residential units created. Region of Niagara Sustainable Community Policies Policy Plan Amendment 2-2009 Section 4.3.3.2.

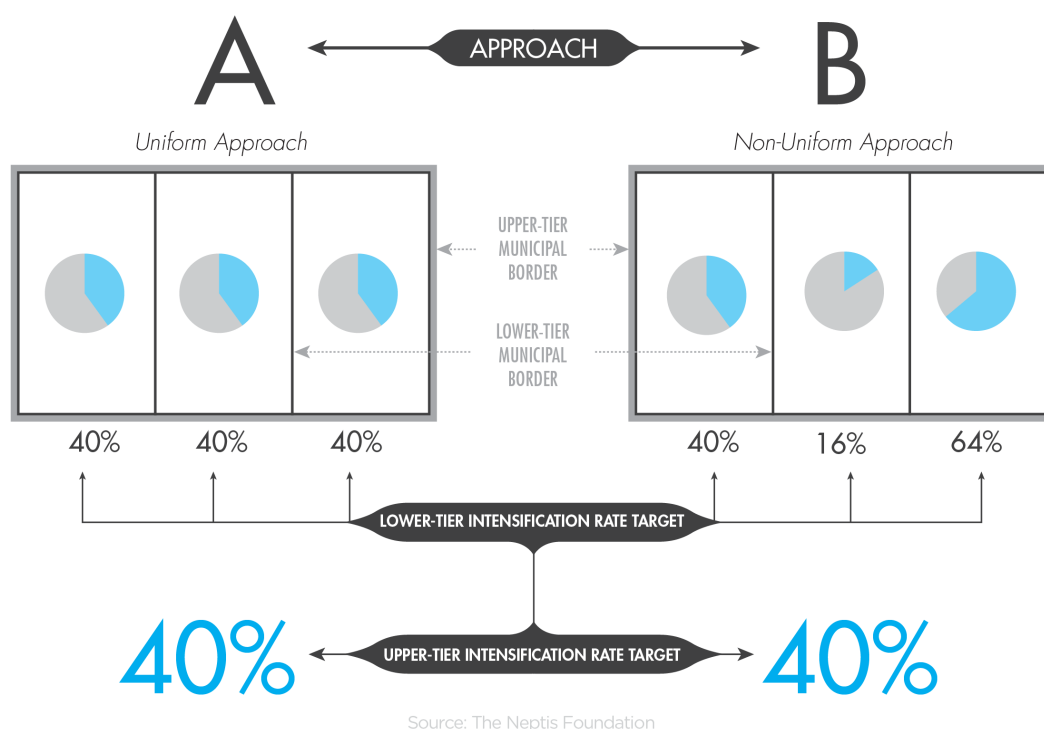
50. Urban Strategies Inc., *Application of a Land-Use Intensification Target for the Greater Golden Horseshoe*, prepared for the Ontario Growth Secretariat and the Ministry of Public Infrastructure Renewal, 2005, p. 2.

51. Marcy Burchfield et al., *Implementing Residential Intensification Targets: Lessons from Research on Intensification Rates in Ontario*, Neptis Foundation, 2010.

Using these methods, the Neptis Foundation found that the average intensification rate achieved between 1991 and 2001 for the region as a whole was already 38%; when Toronto was excluded, the regional intensification rate dropped to 26%. In the Outer Ring, intensification represented 20% of new growth. If the 40% figure were to be used uniformly across the region, it would represent a distinct change from the status quo in the Outer Ring.

A recent unpublished report presented at a symposium on Urban Growth and Finance organized by the School of Public Policy at the University of Calgary provides some context for the importance of intensification. The study shows that housing growth has outpaced population growth in many Canadian cities, reflecting the trend of increasing numbers of one-person households.<sup>52</sup> This is particularly the case in older urbanized areas with an aging population. Intensification may not *increase* population growth in these areas, but it can help ensure a range of housing types that better align with changing demographics and household composition.

FIGURE 2.11: EXAMPLES OF UPPER-TIER MUNICIPAL APPROACHES TO ALLOCATING INTENSIFICATION TARGETS FOR LOWER-TIER MUNICIPALITIES



52. Zack Taylor and Marcy Burchfield, *Urban Development Policies and Outcomes in Canadian Cities: Calgary in Comparative Perspective*. Presented on October 10, 2013, at the Urban Growth and Finance Symposium, Walton Consortium Taxation and Economic Growth Program, Fourth Symposium in Tax and Economic Growth, School of Public Policy, University of Calgary.

Under the provisions of the Growth Plan, upper-tier municipalities have the authority to set the minimum intensification rates for their lower-tier municipalities.<sup>53</sup> Provided the target is achieved at the upper-tier level, upper-tier municipalities may use a uniform level of intensification for all their lower-tier municipalities, or set different targets that direct more intensification to some lower-tier municipalities than to others. Figure 2.11 shows how different upper-tier municipalities may approach the allocation of the intensification targets.

As Figure 2.11 indicates, upper-tier municipalities may apply quite low intensification targets to lower-tier municipalities. Moreover, the figure does not illustrate the results for upper-tier municipalities that have been given permission by the Minister of Infrastructure to use an overall alternative target that is *lower* than the 40% intensification rate stated in the Growth Plan.

A further area in which upper-tier municipalities may vary their approaches to intensification is in the treatment of rural settlement areas, such as small towns, hamlets, and villages. Most of the 403 rural communities in the region consist of a small number of homes and businesses that are not fully serviced (that is, they do not have both municipal piped water and sewer systems). Rural settlement areas have limited capacity to accommodate growth and are not expected to be a focus for intensification; therefore the built boundary/built-up area is considered “undelineated.” The Growth Plan provides no guidance on managing growth in these communities and little information is available on their current levels of development.

### 2.2.3 Greenfield density targets

The Growth Plan states that “the designated greenfield area of each upper- or single-tier municipality will be planned to achieve a minimum density target that is not less than 50 residents and jobs combined per hectare.”<sup>54</sup> In the Outer Ring, this target may be lowered for certain municipalities.

**Why 50 people and jobs per hectare?** This standard is mentioned in a Technical Backgrounder<sup>55</sup> titled “Intensification and Density Targets,” which states: “Many developments built in the past have not been planned at transit-supportive densities and do not support complete communities. By establishing a minimum density target of 50 people and jobs per hectare for upper- and single-tier municipalities, the Growth Plan will influence development patterns at the inception of these communities.”<sup>56</sup>

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53. Growth Plan, Section 5.4.2.2.b.

54. Growth Plan, Section 2.2.7.2.

55. Places to Grow website: [https://www.placestogrow.ca/index.php?option=com\\_content&task=view&id=385&Itemid=15](https://www.placestogrow.ca/index.php?option=com_content&task=view&id=385&Itemid=15)

56. Posted online, but undated, on the Ministry of Infrastructure website at: [https://www.placestogrow.ca/index.php?option=com\\_content&task=view&id=385&Itemid=15](https://www.placestogrow.ca/index.php?option=com_content&task=view&id=385&Itemid=15)

The implication is that 50 people and jobs per hectare will support some level of transit service. In fact, the Ontario Ministry of Transportation's *Transit-Supportive Guidelines*, published in 2012, suggests that 50 people and jobs combined can support only "basic transit service," not frequent service or rapid transit service. The document states that these levels are a guide, and are "not be applied as standards."<sup>57</sup> The word of caution is appropriate, since documentation for this threshold density level is sparse and obscure, dating back to studies published in the 1970s. It appears to be more in the nature of a "rule of thumb" in Ontario planning than a verifiable research conclusion based on solid evidence.<sup>58</sup> It is also interesting to compare the target with that of the City of Calgary, which is now planning for 60 people and jobs per hectare in greenfield areas.<sup>59</sup>

The Growth Plan's designated greenfield area density target,<sup>60</sup> like that for intensification, is measured over an entire upper-tier municipality, allowing for higher densities in some lower-tier municipalities and lower densities in others. Figure 2.12 indicates how different upper-tier municipalities may approach the allocation of the minimum designated greenfield area density targets.

57. Ministry of Transportation, *Transit-Supportive Guidelines*: <http://www.mto.gov.on.ca/english/transit/supportive-guideline/transit-supportive-guidelines-2012-en.pdf>. See p. 24.

58. The Province's earlier *Transit-Supportive Land Use Guidelines* (1992) used residential units per hectare to determine levels of service. For example, a density of 17 residential units per hectare (depending on household size, this might represent about 50 residents) was expected to support half-hour bus service on routes spaced 1 km apart. These guidelines, described as "commonly accepted standards" were taken from Boris S. Pushkarev and Jeffrey M. Zupan (1977), *Public Transportation and Land Use Policy* (Bloomington: Indiana University Press). The first study to express density as population and employment combined appears to be *Study of the Reurbanisation of Metropolitan Toronto* (1991), prepared for Metro Toronto by Berridge Lewinberg Greenberg. That study cited Peter Newman and Jeffrey Kenworthy (1989), *Cities and Automobile Dependence* (Aldershot: Gower), an international study that found that below 30 to 40 persons per hectare, "transit use tends to be minimal or low." In *Guidelines for the Reurbanisation of Metropolitan Toronto* (1991), Berridge Lewinberg Greenberg proposed an overall gross density of 80 people and jobs per hectare in the City of Toronto "to support the possibility of transit and to support walking and cycling" (p. 33).

59. "New communities in Future Greenfield Areas will achieve a minimum intensity threshold of 60 people and jobs per gross developable hectare." City of Calgary, *Municipal Development Plan, Office Consolidation 2010*.

60. Growth Plan, Section 5.4.2.2.c.



FIGURE 2.12: UPPER-TIER MUNICIPAL APPROACHES FOR ALLOCATING MINIMUM DESIGNATED GREENFIELD AREA DENSITY TARGETS TO LOWER-TIER MUNICIPALITIES

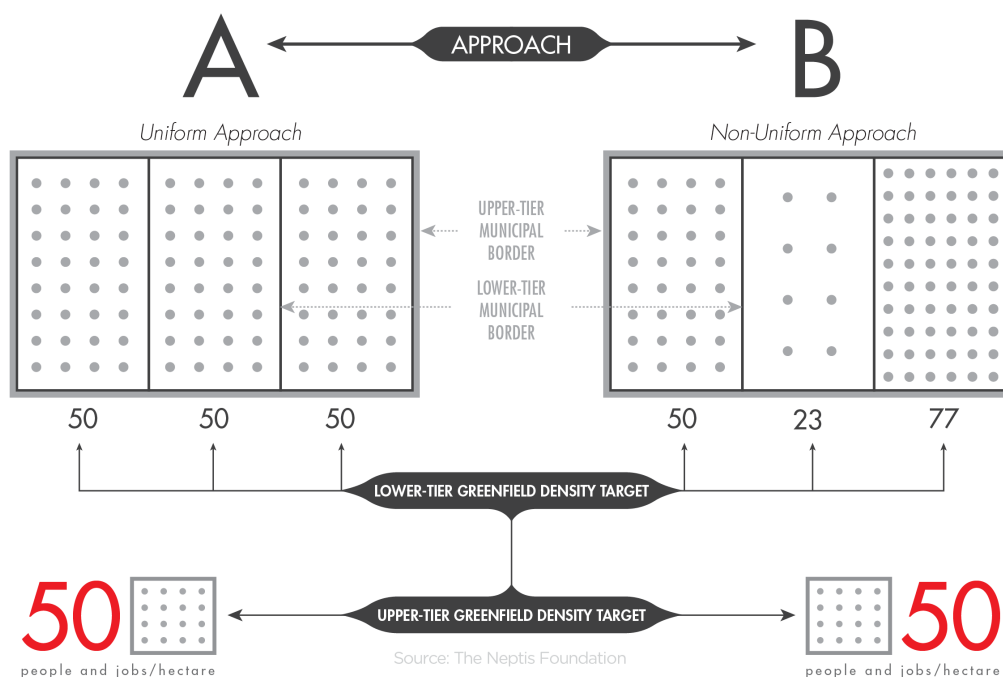


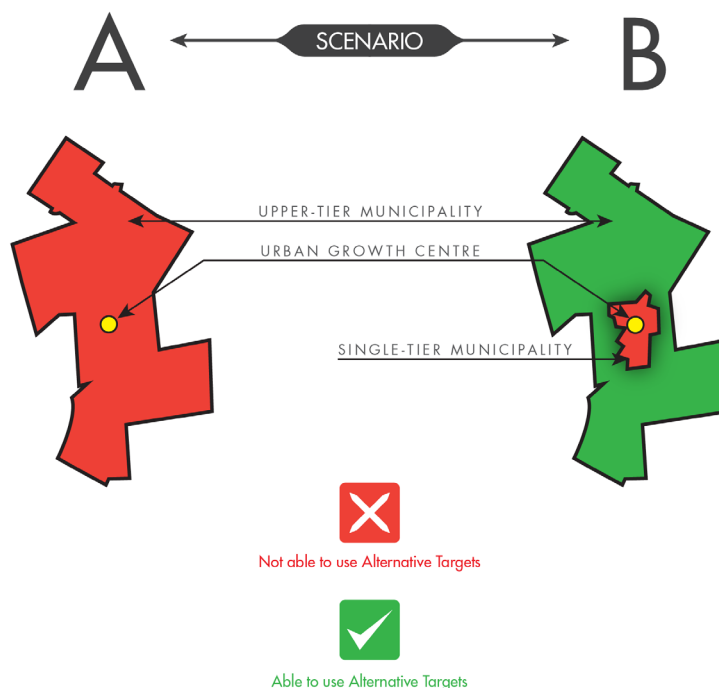
Figure 2.12 indicates that lower designated greenfield area density targets may be applied to any lower-tier municipality – there is no requirement to match the targets to lower-tier municipalities where higher minimum greenfield area densities might be appropriate. Moreover, some upper-tier municipalities in the Outer Ring have been given permission to use an alternative minimum target that is lower than 50 people and jobs per hectare for the upper tier as a whole.

Even in a municipality that is planning to achieve 50 people and jobs per hectare overall, there is no requirement in the Growth Plan that *every* new development meet this standard. Some developments can be planned at a higher density, some can be lower. Furthermore, there is no requirement to mix people and jobs in any given development, allowing for residential-only subdivisions or employment-only business parks, rather than a mix of uses in all developments.

In permitting alternative minimum density targets in Outer Ring municipalities, the Growth Plan makes one proviso: the minimum designated greenfield area density targets cannot be lowered for upper- and single-tier municipalities in the Outer Ring that contain an Urban Growth Centre. However, this requirement does not affect counties in which there is a separated city (a city with a separate municipal government from that of the county), even if the city is entirely surrounded by the county (this difference is illustrated in Figure 2.13). Thus the counties of Brant, Peterborough, Simcoe, and

Wellington may use lower minimum designated greenfield area density targets, since the Urban Growth Centres in these counties are in the separated cities of Brantford, Peterborough, Barrie, and Guelph, respectively.

FIGURE 2.13: SEPARATED CITIES AND USE OF ALTERNATIVE MINIMUM DESIGNATED GREENFIELD AREA DENSITY TARGET



Source: The Neptis Foundation

The minimum designated greenfield area density target is not as stringent a requirement as the intensification target for two reasons. First, it does not have to be measured and achieved every year. Second, the Growth Plan states that new greenfield developments must be *planned to achieve* the 50 people and jobs per hectare density target, but not that these densities *will be achieved*, meaning that municipalities are not required to demonstrate that the target has actually been achieved, only that development at the required minimum density has been planned for in official documents. This wording reflects the fact that the *actual* density of a new greenfield development, once it is constructed and occupied, can be affected by factors outside the jurisdiction or control of a municipality, such as a decline in household size, or changes in the economy that affect employment levels and locations.

The Ontario Municipal Board (OMB) has confirmed the difference between planning for a certain density and achieving that density. In a recent OMB case, in which representatives of Waterloo Region argued that the minimum designated greenfield area density target must be met by 2031, the OMB

ruled that “section 2.2.7.2 indicates... it was not the Province’s intent that density actually be achieved by a specific date.”<sup>61</sup>

## 2.3 Other policies in the Growth Plan

The Plan contains more than population and employment forecasts, intensification rate targets, and greenfield area density targets. There are provisions for Urban Growth Centres, major office employment, and environmental protection, among other important matters.

The Urban Growth Centres are a notable element of the Plan, and this report considers them in the context of intensification, because development in the Urban Growth Centres contributes towards meeting the intensification target. However, this report does not analyse the many other elements in the Growth Plan, and is focused on the policies relating directly to land consumption.

## 2.4 What is not in the Growth Plan

The Growth Plan is notable for some of the things it does *not* contain.

The Plan contains no clear requirements for reporting on the targets by municipalities. It merely states, “Municipalities will monitor and report on the implementation of this Plan’s policies within their municipality, in accordance with guidelines developed by the Minister of Infrastructure.”<sup>62</sup> There are no incentives for municipalities to achieve the minimum targets and no stated penalties for those that do not, nor are there any incentives for municipalities to exceed the minimum requirements of the Plan (although they are “encouraged” to do so<sup>63</sup>). There is no minimum required ratio of jobs to people for development in greenfield areas or in the Urban Growth Centres. There is no standardized method for developing a land budget – the calculation required of each municipality to determine its future land needs, and no requirement to direct larger amounts of growth within each upper-tier municipality to already urbanized areas or more urban municipalities.

The Growth Plan also does not include a requirement that, before they expand existing water and wastewater systems or build new systems, municipalities should implement water conservation and demand management strategies.<sup>64</sup> Nor is there any requirement to stage urban boundary expansions

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61. Ontario Municipal Board, Decision PL110080, January 21, 2013, <http://www.omb.gov.on.ca/e-decisions/pl110080-Jan-21-2013.pdf>. Furthermore, the OMB expressed the view that the “vast majority of these increased apartment units [which were required to achieve the minimum greenfield density] would not be built within the planning horizon.”

62. Growth Plan, Section 5.4.3.3.

63. Growth Plan, Section 5.4.1.5.

64. Environmental Commissioner of Ontario. 2007. *Irreconcilable Priorities: The Challenge of Creating Sustainable Communities in Southern Ontario*, in *Reconciling our Priorities*, ECO Annual Report, 2006-07. Toronto, ON: Environmental Commissioner of Ontario, pp. 49-51.

based on the achievement of the minimum intensification or greenfield development density targets, even though such a provision could have contributed to the achievement of the goals of the Plan.

## 2.5 The pace of change

The Growth Plan was introduced in 2006 and the Province required municipalities to make the necessary changes by amending or updating their official plans within three years (that is, by June 2009).<sup>65</sup> This process is not yet complete. Given its complexity, summarized in Figure 2.14, this is not surprising.<sup>66</sup>

FIGURE 2.14: GENERALIZED MUNICIPAL OFFICIAL PLAN REVIEW AND GROWTH PLAN CONFORMITY PROCESS



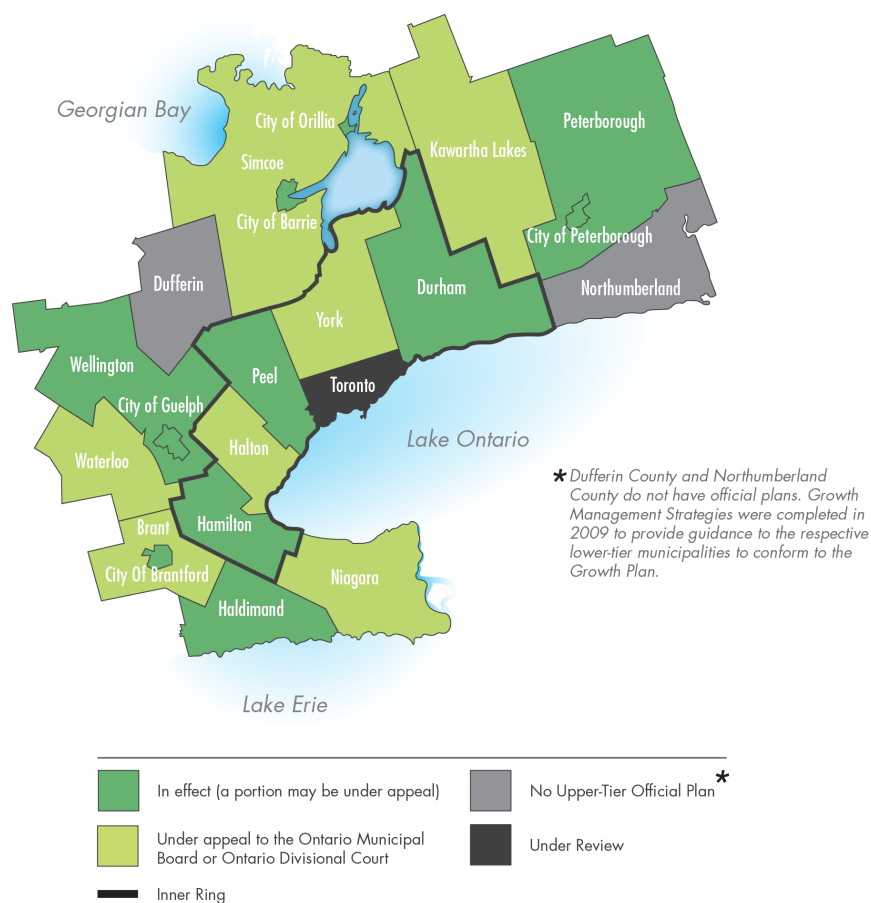
65. Section 11.12(2) of the *Places to Grow Act*, 2005 requires municipalities make amendments to their official plan to conform to the Growth Plan before the third anniversary of the date on which the Growth Plan comes into effect.

66. Figure 2.9 shows how the process works in principle. In practice, the Province may allow some deviations from this process.

Figure 2.15 indicates the current status of official plans in terms of conformity to the Growth Plan. As of October 2013, of the 20 upper- and single-tier municipalities outside the City of Toronto<sup>67</sup>:

- 11 municipalities have policies in full effect (although some portions may be under appeal)
- 7 municipalities have adopted and approved Growth Plan amendments, but amendments are currently under appeal at the Ontario Municipal Board or Ontario Divisional Court
- 2 municipalities do not have official plans<sup>68</sup>

**FIGURE 2.15: STATUS OF SINGLE- AND UPPER-TIER MUNICIPAL WORK TO AMEND OFFICIAL PLANS TO CONFORM TO THE GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE AS OF OCTOBER 2013**



Source: The Neptis Foundation

<sup>67</sup>. A representative of the Ontario Growth Secretariat, at a presentation to the Society for American City and Regional Planning History, October 4, 2013, explained that Toronto is considered separately for the purposes of Growth Plan conformity.

<sup>68</sup>. The municipalities without an official plan are Northumberland County and Dufferin County. For these municipalities, the lower tiers and the upper tier work together to implement the requirements of the Growth Plan.

As for the 89 lower-tier municipalities, as of October 2013, about 60% have adopted an official plan amendment to conform to the Growth Plan.<sup>69</sup> This means that in more than a third of the lower-tier municipalities, the official plan is awaiting approval or is under appeal. In the meantime, the municipality is required to approve development using official plans and zoning by-laws that predate the Growth Plan and in some cases are decades old. Even in municipalities that have amended their official plans, many developments are proceeding that were approved before the establishment of the Growth Plan, or the adoption of Growth Plan conformity amendments.<sup>70</sup>

## 2.6 The 10-year review

The Minister of Infrastructure is required to review the Growth Plan at least every 10 years after the plan comes into force.<sup>71</sup> Given the delays in adopting the provisions of the Growth Plan into the official plans of all 110 municipalities, at the time of the 2016 review, some municipalities may have had fewer than three years' experience in implementing its requirements – or none at all. Complicating matters, the Minister of Infrastructure has given the upper- and single-tier municipalities until June 17, 2018, to incorporate the growth forecasts to 2041, introduced through Growth Plan Amendment No. 2 in 2013. Nevertheless, it is hoped that the review may address some of the concerns raised in this report.

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69. Estimate provided by a representative of the Ontario Growth Secretariat at a presentation to the Society for American City and Regional Planning History, October 4, 2013, in Toronto.

70. For example, the development of 3,400 hectares in North Oakville is proceeding under regulations that predate the Growth Plan. Although construction has not yet started, the comprehensive planning process began in 2003 and the development has been approved for 50,000 people and 35,200 jobs, which, when the 900 hectares of land designated as Natural Heritage System is subtracted, represents a density of 34.1 people and jobs per hectare. (<http://www.oakville.ca/assets/2011%20planning/nco-OPA306.pdf>; <http://www.oakville.ca/assets/2011%20planning/nco-EastPlan.pdf>; <http://www.oakville.ca/assets/2011%20planning/nco-WestPlan.pdf>)

71. Growth Plan, Section 5.2, and *Places to Grow Act*, Section 9(1).

# 3

## THE STORY SO FAR

### 3.1 Comparing the original population and employment forecasts with the 2011 census

The 2001–2031 growth forecasts in the Growth Plan were developed in 2005 using information from 2001 census figures<sup>72</sup> (taken a few months before the economic downturn that followed the events of September 11, 2001), since the 2006 census figures were unavailable when the Plan was prepared. Now that 2011 census figures are available, it is possible to compare the first forecast period in the Plan with actual growth experienced by municipalities. Table 3.1 shows the results of this comparison.

TABLE 3.1: COMPARISON OF GROWTH PLAN POPULATION FORECASTS, 2001–11, AND 2011 CENSUS POPULATION

Upper- and Single-Tier Municipalities	2011 Population <sup>1</sup>	2011 Population Forecast <sup>2</sup>	Difference Between Actual 2011 Population vs. 2011 Forecast Population	Difference Between Actual 2011 Population vs. 2011 Forecast Population (%)
City of Toronto	2,725,000	2,760,000	-35,000	-1%
Region of Durham	631,000	660,000	-29,000	-4%
Region of York	1,072,000	1,060,000	12,000	1%
Region of Peel	1,350,000	1,320,000	30,000	2%
Region of Halton	520,000	520,000	0	0%
City of Hamilton	540,000	540,000	0	0%
<b>INNER RING TOTAL</b>	<b>6,838,000</b>	<b>6,860,000</b>	<b>-22,000</b>	<b>0%</b>
County of Northumberland	85,000	87,000	-2,000	-2%
County of Peterborough	57,000	58,000	-1,000	-2%
City of Peterborough	82,000	79,000	3,000	4%
City of Kawartha Lakes	75,000	80,000	-5,000	-6%
County of Simcoe	288,000	294,000	-6,000	-2%
City of Barrie	141,000	157,000	-16,000	-10%
City of Orillia	32,000	33,000	-1,000	-3%
County of Dufferin	59,000	62,000	-3,000	-5%
County of Wellington	90,000	91,000	-1,000	-1%
City of Guelph	126,000	132,000	-6,000	-5%

72. Hemson Consulting Ltd., Greater Golden Horseshoe Growth Forecasts to 2041, Technical Report, November 2012.

Region of Waterloo	528,000	526,000	2,000	0%
County of Brant	37,000	39,000	-2,000	-5%
City of Brantford	96,000	102,000	-6,000	-6%
County of Haldimand	46,000	49,000	-3,000	-6%
Region of Niagara	446,000	442,000	4,000	1%
<b>OUTER RING TOTAL</b>	<b>2,188,000</b>	<b>2,231,000</b>	<b>-43,000</b>	<b>-2%</b>
<b>GGH TOTAL</b>	<b>9,026,000</b>	<b>9,091,000</b>	<b>-65,000</b>	<b>-1%</b>

<sup>1</sup> Greater Golden Horseshoe Growth Forecasts to 2041, Technical Report, November 2012, Hemson Consulting Ltd.

<sup>2</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012, Ontario Ministry of Infrastructure.

Note: 2011 Population and 2011 Growth Plan Population Forecasts include an undercount, which adjusts the population to account for people who were not enumerated.

Table 3.1 indicates that in 2011 the total population of the GGH was only slightly less than the level predicted by the growth forecasts, but the location of the total population varied considerably, in some cases by as much as 10%. In the Inner Ring, the forecasts underestimated growth in York and Peel Regions and overestimated growth in the City of Toronto and Durham Region. In the Outer Ring, the most notable discrepancy is that for Barrie, which in 2011 had 16,000 fewer people than the forecast had predicted.

A more revealing method of assessing the accuracy of the Growth Plan forecast, however, is to compare the amount of *growth* experienced with the amount of growth forecast, rather than comparing the total population forecast with the actual total population.

Table 3.2 compares the actual amount of growth as recorded in census counts to the forecast amount of population growth in the Growth Plan. The results are revealing. The differences in growth are much greater compared with the differences in total population shown in Table 3.1. For example, the City of Brantford had a difference of -5% when comparing total population but a -75% difference when compared to the forecast growth, and the City of Toronto 1% versus -21%. More than half of municipalities in the GGH missed their growth forecast by +/- 25%. The County of Haldimand missed the growth forecast by -100%, the City of Peterborough exceeded its forecast by 60%.

The differences between the actual growth and forecast growth are more notable in the Outer Ring compared with the Inner Ring. The Region of Waterloo had the most accurate growth forecast in the Outer Ring, exceeding the forecast by only 3%.



TABLE 3.2: COMPARISON OF GROWTH PLAN FORECAST POPULATION GROWTH, 2001-2011, AND CENSUS COUNTS

Upper- and Single-Tier Municipalities	2001 Population Forecast <sup>1</sup>	2011 Population Forecast <sup>1</sup>	Forecast Population Growth 2001-2011	2011 Population <sup>2</sup>	Actual Population Growth 2001-2011	Difference Between Actual Population Growth 2001-2011 vs. Forecast Population Growth 2001-2011	Difference Between Actual Population Growth vs. Forecast Population Growth 2001-2011 (%)
City of Toronto	2,590,000	2,760,000	170,000	2,725,000	135,000	-35,000	-21%
Region of Durham	530,000	660,000	130,000	631,000	101,000	-29,000	-22%
Region of York	760,000	1,060,000	300,000	1,072,000	312,000	12,000	4%
Region of Peel	1,030,000	1,320,000	290,000	1,350,000	320,000	30,000	10%
Region of Halton	390,000	520,000	130,000	520,000	130,000	0	0%
City of Hamilton	510,000	540,000	30,000	540,000	30,000	0	0%
<b>INNER RING TOTAL</b>	<b>5,810,000</b>	<b>6,860,000</b>	<b>1,050,000</b>	<b>6,838,000</b>	<b>1,028,000</b>	<b>-22,000</b>	<b>-2%</b>
County of Northumberland	80,000	87,000	7,000	85,000	5,000	-2,000	-29%
County of Peterborough	56,000	58,000	2,000	57,000	1,000	-1,000	-50%
City of Peterborough	74,000	79,000	5,000	82,000	8,000	3,000	60%
City of Kawartha Lakes	72,000	80,000	8,000	75,000	3,000	-5,000	-63%
County of Simcoe	254,000	294,000	40,000	288,000	34,000	-6,000	-15%
City of Barrie	108,000	157,000	49,000	141,000	33,000	-16,000	-33%
City of Orillia	30,000	33,000	3,000	32,000	2,000	-1,000	-33%
County of Dufferin	53,000	62,000	9,000	59,000	6,000	-3,000	-33%
County of Wellington	85,000	91,000	6,000	90,000	5,000	-1,000	-17%
City of Guelph	110,000	132,000	22,000	126,000	16,000	-6,000	-27%
Region of Waterloo	456,000	526,000	70,000	528,000	72,000	2,000	3%
County of Brant	35,000	39,000	4,000	37,000	2,000	-2,000	-50%
City of Brantford	94,000	102,000	8,000	96,000	2,000	-6,000	-75%
County of Haldimand	46,000	49,000	3,000	46,000	0	-3,000	-100%
Region of Niagara	427,000	442,000	15,000	446,000	19,000	4,000	27%
<b>OUTER RING TOTAL</b>	<b>1,980,000</b>	<b>2,231,000</b>	<b>251,000</b>	<b>2,188,000</b>	<b>208,000</b>	<b>-43,000</b>	<b>-17%</b>
<b>GGH TOTAL</b>	<b>7,790,000</b>	<b>9,091,000</b>	<b>1,301,000</b>	<b>9,026,000</b>	<b>1,236,000</b>	<b>-65,000</b>	<b>-5%</b>

<sup>1</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012, Ontario Ministry of Infrastructure.

<sup>2</sup> Hemson Consulting Ltd., Greater Golden Horseshoe Growth Forecasts to 2041, Technical Report, November 2012.

Note: 2011 Population and 2001 and 2011 Growth Plan Population Forecasts include an undercount, which adjusts the population to account for people who were not enumerated.

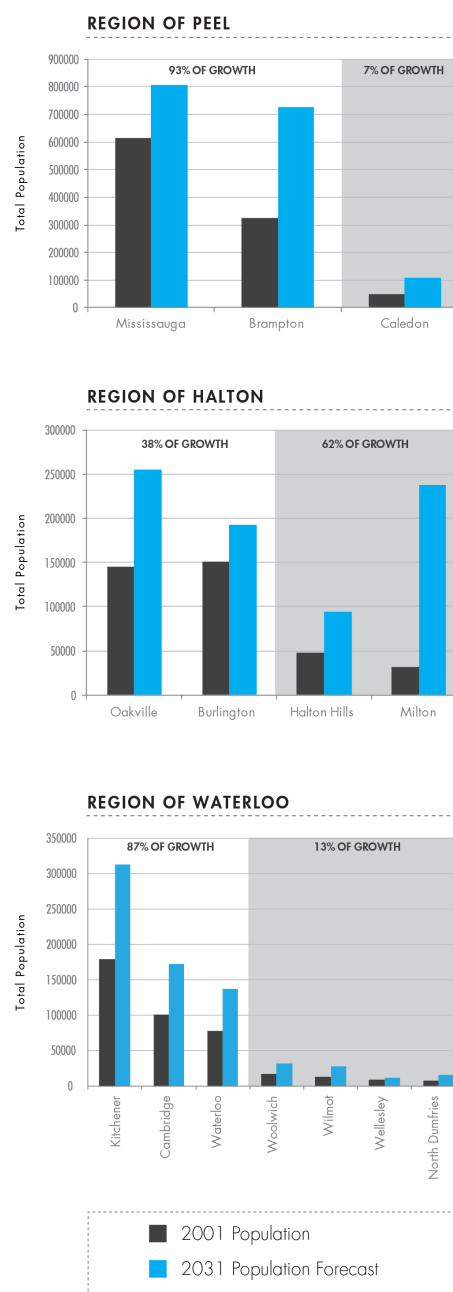
The amount of growth allocated to each lower-tier is at the discretion of the upper-tier municipalities, and different upper tiers have taken different approaches to this allocation exercise. Appendix D shows the allocation of growth by all upper-tier municipalities to all lower-tier municipalities. Figure 3.1 shows the allocation of growth for three regional municipalities: Waterloo, Halton, and Peel.

In Waterloo and Peel Regions, most growth is allocated to historically urbanized areas. In Halton, by comparison, growth allocated to the well-established communities of Oakville and Burlington is far surpassed by that allocated to the town of Milton (its population is planned to increase by 600%). This growth allocation in Halton Region does not appear to reflect the goals of the Growth Plan, since it requires the creation of new infrastructure to serve the additional population in Milton, rather than making more effective use of infrastructure available in the already urbanized areas of Oakville and Burlington.

The Environmental Commissioner of Ontario has noted that the “Growth Plan allows growth and intensification to take place in watersheds where communities are already struggling with water supply and wastewater treatment issues. These communities will eventually require major upgrades to their water and wastewater infrastructure to accommodate the projected population growth.”<sup>73</sup> Such upgrades would perpetuate the problems identified in the introduction to the Growth Plan. “New infrastructure is being built to service lower-density areas, while existing infrastructure in the older parts of our communities remains underutilized.”<sup>74</sup> The Growth Plan was developed to prevent this unnecessary expansion of infrastructure.

In 2013, Growth Plan Amendment no. 2 removed the original 2001–2031 growth forecasts of the Growth Plan released in 2006 and replaced them with forecasts for the 2031–2041 period. The new forecasts also included transitional forecasts,

**FIGURE 3.1: ALLOCATION OF POPULATION GROWTH BY UPPER-TIER MUNICIPALITIES TO LOWER-TIER MUNICIPALITIES: WATERLOO, HALTON, AND PEEL REGIONS, 2001–2031**



73. Environmental Commissioner of Ontario, ECO Issues: [http://www.ecoissues.ca/index.php/Category:Places\\_to\\_Grow\\_Act](http://www.ecoissues.ca/index.php/Category:Places_to_Grow_Act)

74. Growth Plan, Section 1.1.

which acknowledge the original 2031 forecasts adopted by municipalities over the past seven years through conformity amendments.

It remains to be seen what will happen at the time of the 10-year review of the Growth Plan. As the Environmental Commissioner of Ontario notes, “It is unclear whether the GGH Plan will allow for radical reductions in growth allocations if major shortcomings in water and wastewater servicing emerge in communities targeted for growth.”<sup>75</sup>

### 3.2 How will growth be accommodated?

The Growth Plan states: “Population and employment growth will be accommodated by ... directing a significant portion of new growth to the built-up areas of the community through intensification ... [and] building compact, transit-supportive communities in designated greenfield areas.”<sup>76</sup> As explained in Chapter 2, the following policies are key in determining the location and form of growth:

- “A minimum of 40 percent of all residential development occurring annually within each upper- and single-tier municipality will be within the built-up area.”<sup>77</sup>
- “The designated greenfield area of each upper- or single-tier municipality will be planned to achieve a minimum density target that is not less than 50 residents and jobs combined per hectare.”<sup>78</sup>
- Municipalities in the Outer Ring may request the use of an alternative minimum intensification target that is lower than 40%,<sup>79</sup> given the size, location, and capacity of the built-up areas.
- The Plan also allows<sup>80</sup> for minimum greenfield density targets that are lower than 50 people and jobs per hectare combined in the Outer Ring, in order to respect “the characteristics of the municipality and adjacent communities.”
- Municipalities may choose to (and are encouraged to) set higher targets and, if they are already achieving higher levels of intensification, those higher levels are required to be maintained.<sup>81</sup>

In the seven years since the introduction of the Growth Plan, municipalities have updated or are in the process of updating their official planning documents to incorporate these new policies, targets, and forecasts. Many municipalities in the Outer Ring have received permission from the Minister of

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75. Environmental Commissioner of Ontario, ECO Issues: [http://www.ecoissues.ca/index.php/Category:Places\\_to\\_Grow\\_Act](http://www.ecoissues.ca/index.php/Category:Places_to_Grow_Act)

76. Growth Plan, Section 2.2.2.1.

77. Growth Plan, Section 2.2.3.1.

78. Growth Plan, Section 2.2.7.2.

79. Growth Plan, Section 2.2.3.4.

80. Growth Plan, Section 2.2.7.5.

81. Growth Plan, Section 2.2.3.3.

Infrastructure to use alternative targets for intensification and greenfield area densities that are lower than the minimums stated in the Growth Plan. In this section, we will summarize the variations across the region and the potential impact on growth management in the Greater Golden Horseshoe.

This may appear to be a dry exercise in numbers, but the numbers ultimately have implications for the way in which the region develops and how municipalities plan for growth, because the numbers eventually become communities where people live and work. The purpose of setting a minimum target for intensification is to limit the amount of greenfield land needed to accommodate population and employment growth and the need to expand the urban boundary. The purpose of setting a minimum target for designated greenfield area densities is to ensure that new communities can be served by transit and that infrastructure can be provided efficiently and cost-effectively, and to limit the need for the designation of new greenfield lands for growth. The numbers really do matter.

### 3.2.1 Intensification

Table 3.5 at the end of this section details the municipal intensification rates across the Region. Three trends are clear.

First, in the Inner Ring, all municipalities have adopted the 40% intensification figure, with two exceptions. Since the City of Toronto's municipal jurisdiction is entirely built out, all development there can be considered intensification, and the minimum target is therefore irrelevant. And the Region of Peel has proposed to increase the intensification target over time to 50% by 2026. The remaining Inner Ring municipalities do not appear to be promoting intensification beyond the required minimum rate required by the Growth Plan. That is, what was intended to be a *minimum* requirement is apparently being treated as a *maximum* by most municipalities.

Second, in the Outer Ring, of the upper- and single-tier municipalities, nine have adopted the 40% target, five have set lower targets (ranging from 15 to 32%), and only one (Waterloo Region) has opted to set a higher target (45%). Interestingly, those municipalities that have chosen lower targets are not necessarily the most rural or slowest-growing municipalities in the region. Table 3.3 compares the growth rate of each municipality to its intensification rate. Figure 3.2 shows the variation of targets at the level of single- and upper-tier municipalities.

Third, upper-tier municipalities, which have the authority to set minimum intensification targets for their constituent municipalities,<sup>82</sup> have done so in a variety of ways. Some have set the same target rate for all lower-tier municipalities, and some have assigned individual rates for individual lower-tier municipalities, ranging from a low of zero to a high of 95%.

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<sup>82</sup> Growth Plan, Section 5.4.2.2.b.

TABLE 3.3: INTENSIFICATION RATES AND POPULATION GROWTH FORECASTS FOR SINGLE- AND UPPER-TIER MUNICIPALITIES

Municipalities	2001 Population Forecast <sup>1</sup>	2031 Population Forecast <sup>1</sup>	Forecast Population Increase 2001-2031	Forecast Population Increase 2001-2031 (%)	2041 Population Forecast <sup>2</sup>	Forecast Population Increase 2001-2041	Forecast Population Increase 2001-2041 (%)	Minimum Intensification Rate Target (%) <sup>3</sup>
City of Toronto	2,590,000	3,080,000	490,000	19%	3,400,000	810,000	31%	N/A <sup>4</sup>
Region of Durham	530,000	960,000	430,000	81%	1,190,000	660,000	125%	40%
Region of York	760,000	1,500,000	740,000	97%	1,790,000	1,030,000	136%	40%
Region of Peel	1,030,000	1,640,000	610,000	59%	1,970,000	940,000	91%	40% (50% in 2026)
Region of Halton	390,000	780,000	390,000	100%	1,000,000	610,000	156%	40%
City of Hamilton	510,000	660,000	150,000	29%	780,000	270,000	53%	40%
County of Northumberland	80,000	96,000	16,000	20%	110,000	30,000	38%	40%
County of Peterborough	56,000	61,000	5,000	9%	76,000	20,000	36%	40%
City of Peterborough	74,000	88,000	14,000	19%	115,000	41,000	55%	40%
City of Kawartha Lakes	72,000	100,000	28,000	39%	107,000	35,000	49%	30%
County of Simcoe	254,000	416,000	162,000	64%	497,000	243,000	96%	32%
City of Barrie	108,000	210,000	102,000	94%	253,000	145,000	134%	40%
City of Orillia	30,000	41,000	11,000	37%	46,000	16,000	53%	40%
County of Dufferin	53,000	80,000	27,000	51%	85,000	32,000	60%	40%
County of Wellington	85,000	122,000	37,000	44%	140,000	55,000	65%	20%
City of Guelph	110,000	175,000	65,000	59%	191,000	81,000	74%	40%
Region of Waterloo	456,000	729,000	273,000	60%	835,000	379,000	83%	45%
County of Brant	35,000	47,000	12,000	34%	57,000	22,000	63%	15%
City of Brantford	94,000	126,000	32,000	34%	163,000	69,000	73%	40%
County of Haldimand	46,000	56,000	10,000	22%	64,000	18,000	39%	32%
Region of Niagara	427,000	511,000	84,000	20%	610,000	183,000	43%	40%

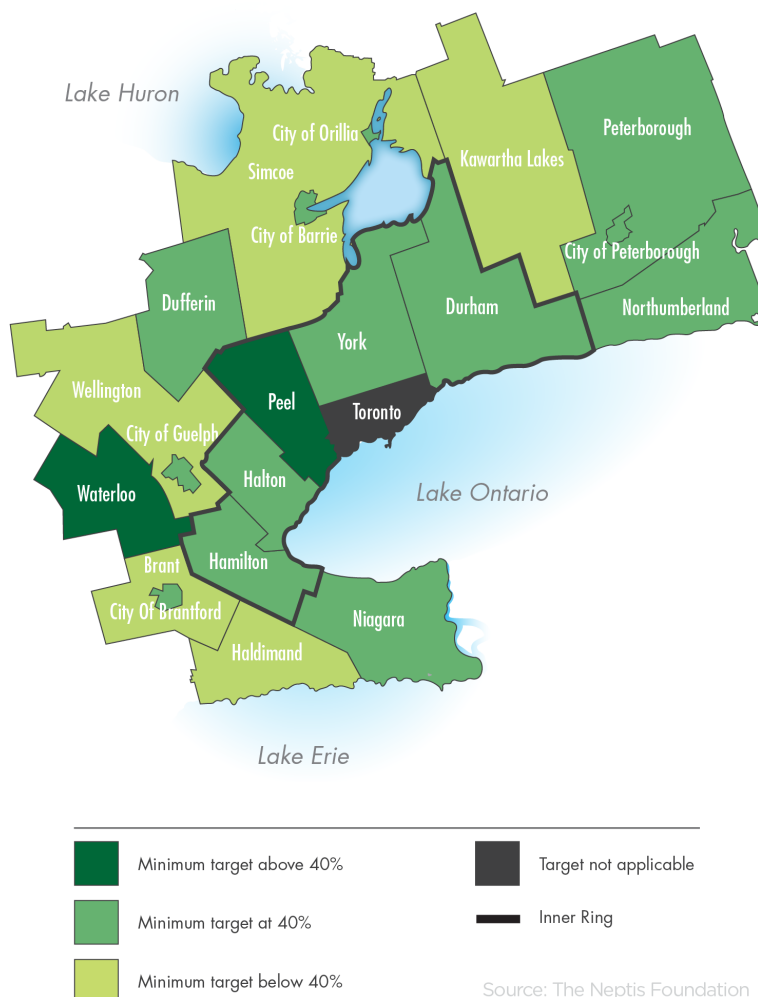
<sup>1</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012, Ontario Ministry of Infrastructure.

<sup>2</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, June 2013, Ontario Ministry of Infrastructure.

<sup>3</sup> Upper- and single-tier municipal official plans and correspondence between the Minister of Infrastructure and upper- and single-tier municipalities, See Table 3.5

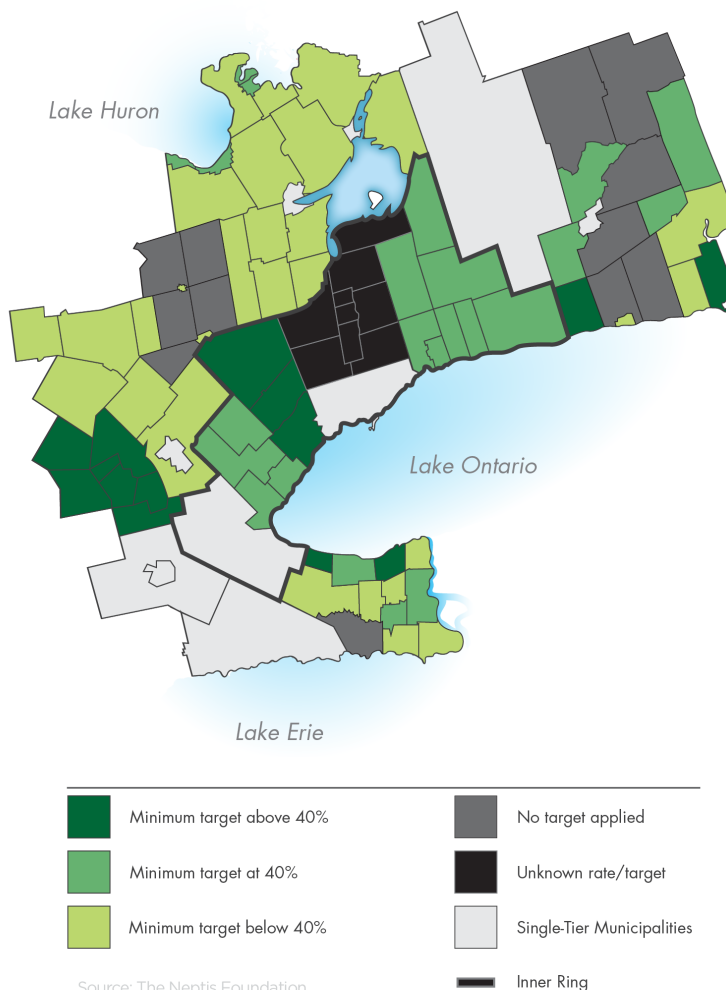
<sup>4</sup> The City of Toronto is fully built out, therefore all development can be considered intensification.

FIGURE 3.2: ADOPTION OF MINIMUM INTENSIFICATION TARGETS BY UPPER- AND SINGLE-TIER MUNICIPALITIES



**What does this patchwork of different rates mean?** For one thing, it suggests a somewhat arbitrary and inconsistent distribution of minimum intensification targets across the Region. Waterloo Region, which is planning to achieve a 45% intensification rate at both the upper-tier level and for each of its lower tiers, shares a border with Wellington County, which plans to achieve a 20% intensification rate, and with Brant County, which is using a 15% intensification target.

For another, it means that decisions about growth at the lower-tier level are very much in the hands of upper-tier municipalities, and those municipalities appear to have a range of attitudes towards intensification. Some municipalities appear to have a greater willingness or desire to intensify than others.

**FIGURE 3.3: MINIMUM INTENSIFICATION TARGETS ASSIGNED TO LOWER-TIER MUNICIPALITIES**

Third, although the basis for lowering the minimum intensification rate is the “size, location, and capacity” of the municipality in question, there appears to be no clear relationship between a municipality’s “size, location, and capacity” and its assigned intensification rate. For example, Niagara-on-the-Lake (pop. 15,400) and Port Colborne (pop. 18,400) in Niagara Region are sizable, well-established lakefront communities without obvious servicing constraints, and both have an intensification rate of 15%. By comparison, the small and largely rural communities of North Dumfries (pop. 9,300) or the Township of Havelock-Belmont-Methuen (pop. 4,500) are assigned minimum intensification rates of 45 and 40%, respectively.

A policy in the Growth Plan requires municipalities that were already achieving rates of intensification higher than 40% to maintain those levels.<sup>83</sup> However, this policy would be difficult to implement, because there is no official record of earlier intensification rates that could be used to support this requirement.

Finally, 12 (or 15%) of the 89 lower-tier municipalities in the GGH have been exempted from the minimum intensification target (see Table 3.4). These 12 lower-tier municipalities were considered to have no delineated built-up area (the area to which intensification must be directed) in their municipality. That is, they had only undelineated built-up areas that include rural settlement areas without full municipal services and no development that could be considered a consolidated “urbanized” area.

Interestingly, five other lower-tier municipalities that have undelineated built-up areas (also listed in Table 3.4) have been assigned a 20% intensification target. These municipalities have a higher 2031 population forecast and a higher population growth rate compared with the municipalities using a 0% intensification target. Presumably the intent is to ensure that the existing towns and villages in these municipalities start to develop as more compact communities as they grow over the coming years.

TABLE 3.4: MINIMUM INTENSIFICATION RATES FOR LOWER-TIER MUNICIPALITIES WITHOUT A DELINEATED BUILT BOUNDARY

Upper-tier Municipality	Lower-tier Municipality	Intensification Rate Target <sup>1</sup>	Built-Up Area <sup>2</sup>	2001 Census Population <sup>3</sup>	2001 Adjusted Population <sup>4</sup>	2031 Population Forecast <sup>5</sup>	Population Growth Forecast 2001-2031 <sup>6</sup>	Population Growth Forecast 2001-2031 (%) <sup>6</sup>
County of Northumberland	Township of Alnwick/Haldimand	0%	0 ha	5,846	6,092	7,200	1,108	18%
	Township of Hamilton	0%	0 ha	10,785	11,238	12,080	842	7%
County of Peterborough	Township of Douro-Dummer	0%	0 ha	6,652	6,931	7,397	466	7%
	Township of Galway-Cavendish and Harvey	0%	0 ha	4,372	4,556	4,919	363	8%
	Township of North Kawartha	0%	0 ha	2,144	2,234	2,348	114	5%
	Township of Otonabee-South Monaghan	0%	0 ha	6,669	6,949	7,407	458	7%
County of Dufferin	Town of Mono	0%	0 ha	6,922	7,213	9,770	2,557	35%
	Township of Amaranth	0%	0 ha	3,770	3,928	4,680	752	19%
	Township of East Garafraxa	0%	0 ha	2,214	2,307	3,150	843	37%
	Township of Melancthon	0%	0 ha	2,796	2,913	3,410	497	17%
	Township of Mulmur	0%	0 ha	3,099	3,229	4,290	1,061	33%
Region of Niagara	Township of Wainfleet	0%	0 ha	6,258	6,521	8,200	1,679	26%
County of Wellington	Town of Puslinch	20%	0 ha	5,885	6,132	8,200	2,068	34%

83. Growth Plan, Section 2.2.3.2.



County of Simcoe	<i>Township of Tiny</i>	20%	0 ha	9,035	9,414	12,500	3,086	33%
	<i>Township of Ramara</i>	20%	0 ha	8,615	8,977	13,000	4,023	45%
	<i>Township of Oro-Medonte</i>	20%	0 ha	18,315	19,084	27,000	7,916	41%
	<i>Township of Adjala-Tosorontio</i>	20%	0 ha	10,082	10,505	13,000	2,495	24%

<sup>1</sup> Upper- and single-tier municipal official plans and correspondence between the Minister of Infrastructure and upper- and single-tier municipalities, See Table 3.5.

<sup>2</sup> Ontario Ministry of Infrastructure, *Built Boundary for the Growth Plan for the Greater Golden Horseshoe*, 2006 (2008).

<sup>3</sup> Statistics Canada, 2001 Community Profiles.

<sup>4</sup> The Growth Plan forecasts include an undercount, which adjusts the population to account for people who were not enumerated; therefore to make a valid comparison, the population counts from the 2001 census have been adjusted to include a 4.2% undercount.

<sup>5</sup> Lower-tier population allocations in upper-tier municipal official plans. See Appendix D.

<sup>6</sup> Calculated using the 2001 Adjusted Population and the 2031 Population Forecast.

**TABLE 3.5: MINIMUM INTENSIFICATION RATE TARGETS, BY MUNICIPALITY**

Municipalities	Minimum Intensification Rate Target	Source
City of Toronto	Not Applicable	-
Region of Durham	40%	Regional Official Plan Amendment No. 128, Annotated Consolidation (as approved by the OMB on January 9, 2013 Board Order)
City of Pickering	40%	
City of Ajax	40%	
City of Whitby	40%	
City of Oshawa	40%	
Town of Clarington	40%	
Township of Uxbridge	40%	
Township of Brock	40%	
Township of Scugog	40%	
Region of York	40%	York Region Official Plan, 2010, Annotated Version Showing Policy Status, Office Consolidation January 14, 2013
City of Vaughan	Lower-tier municipal minimum intensification target rate is unknown – intensification was reported in number of residential units only.	
Town of Richmond Hill		
Town of Aurora		
City of Markham		
City of Newmarket		
Township of King		
Town of Whitchurch-Stouffville		
Town of East Gwillimbury		
Town of Georgina		
Region of Peel	40% (50% in 2026)	Peel Region Official Plan, Working Draft Office Consolidation, February 2013
Town of Caledon	40% (50% in 2026)	
City of Brampton	40% (50% in 2026)	
City of Mississauga	40% (50% in 2026)	
Region of Halton	40%	Halton Official Plan (2009), ROPA 38, December 16, 2009
Town of Halton Hills	40%	
Town of Milton	40%	
City of Oakville	40%	
City of Burlington	40%	
City of Hamilton	40%	Urban Hamilton Official Plan, March 16, 2011

<b>County of Northumberland</b>	<b>40%</b>	Letter from Minister of Energy and Infrastructure, Brad Duguid to County of Northumberland Warden, Peter Celanty, August 13, 2010
<i>Town of Brighton</i>	42%	
<i>Town of Cobourg</i>	39%	
<i>Municipality of Port Hope</i>	50%	
<i>Town of Trent Hills</i>	31%	
<i>Township of Alnwick/Haldimand</i>	Not Applicable	
<i>Township of Cramahe</i>	31%	
<i>Township of Hamilton</i>	Not Applicable	
<b>County of Peterborough</b>	<b>40%</b>	Peterborough County Official Plan February 28, 2013
<i>Township of Asphodel-Norwood</i>	40%	
<i>Township of Cavan-Monaghan</i>	40%	
<i>Township of Douro-Dummer</i>	Not Applicable	
<i>Township of Galway-Cavendish and Harvey</i>	Not Applicable	
<i>Township of Havelock-Belmont-Methuen</i>	40%	
<i>Township of North Kawartha</i>	Not Applicable	
<i>Township of Otonabee-South Monaghan</i>	Not Applicable	
<i>Township of Smith-Ennismore-Lakefield</i>	40%	
<b>City of Peterborough</b>	<b>40%</b>	City of Peterborough OP, Office Consolidation Dec. 31, 2009
<b>Kawartha Lakes</b>	<b>30%</b>	Letter from Minister of Infrastructure, Bob Chiarelli to City of Kawartha Lakes Mayor, Ric McGee, March 30, 2011
<b>County of Simcoe</b>	<b>32%</b>	Letter from Minister of Infrastructure and Minister of Transportation, Bob Chiarelli to County of Simcoe Warden, Cal Patterson, July 9, 2012
<i>Town of Bradford West Gwillimbury</i>	20%	
<i>Town of Collingwood</i>	40%	
<i>Town of Innisfil</i>	33%	
<i>Town of Midland</i>	40%	
<i>Town of New Tecumseth</i>	40%	
<i>Town of Penetanguishene</i>	40%	
<i>Town of Wasaga Beach</i>	20%	
<i>Township of Adjala-Tosorontio</i>	20%	
<i>Township of Clearview</i>	20%	
<i>Township of Essa</i>	20%	
<i>Township of Oro-Medonte</i>	20%	
<i>Township of Severn</i>	20%	
<i>Township of Springwater</i>	15%	
<i>Township of Ramara</i>	20%	
<i>Township of Tay</i>	20%	
<i>Township of Tiny</i>	20%	
<b>City of Barrie</b>	<b>40%</b>	City of Barrie OP, Apr. 2010, Office Consolidation March 2011
<b>City of Orillia</b>	<b>40%</b>	Official Plan of the City of Orillia, March 9, 2010
<b>County of Dufferin</b>	<b>40%</b>	Letter from Minister of Energy and Infrastructure, Brad Duguid to County of Dufferin Warden, Allen Taylor, August 13, 2010
<i>Town of Mono</i>	Not Applicable	
<i>Town of Orangeville</i>	50%	
<i>Town of Shelburne</i>	38%	
<i>Township of Amaranth</i>	Not Applicable	
<i>Township of East Garafraxa</i>	Not Applicable	
<i>Township of East Luther-Grand Valley</i>	12%	
<i>Township of Melancthon</i>	Not Applicable	
<i>Township of Mulmur</i>	Not Applicable	

<b>County of Wellington</b>	<b>20%</b>	Letter from Deputy Premier, George Smitherman to County of Wellington Warden, Joanne Ross-Zuj, August 21, 2009
<i>Township of Centre Wellington</i>	20%	
<i>Township of Erin</i>	20%	
<i>Town of Guelph/Eramosa</i>	20%	
<i>Township of Mapleton</i>	20%	
<i>Township of Minto</i>	20%	
<i>Town of Puslinch</i>	20%	
<i>Township of Wellington North</i>	20%	
<b>City of Guelph</b>	<b>40%</b>	Official Plan Amendment 39: Conformity with the Planning Framework of the Growth Plan for the GGH, March 17, 2010
<b>Region of Waterloo</b>	<b>45%</b>	Waterloo Region Official Plan, January 24, 2011
<i>City of Waterloo</i>	45%	
<i>City of Kitchener</i>	45%	
<i>City of Cambridge</i>	45%	
<i>Township of Woolwich</i>	45%	
<i>Township of Wellesley</i>	45%	
<i>Township of Wilmot</i>	45%	
<i>Township of North Dumfries</i>	45%	
<b>County of Brant</b>	<b>15%</b>	Letter from Minister of Infrastructure, Bob Chiarelli to County of Brant Mayor, Ron Eddy, March 31, 2011
<b>City of Brantford</b>	<b>40%</b>	City of Brantford Official Plan, Consolidation September 2011
<b>County of Haldimand</b>	<b>32%</b>	Letter from Minister of Infrastructure, Bob Chiarelli to County of Haldimand Warden, Ken Hewitt, March 20, 2011
<b>Region of Niagara</b>	<b>40%</b>	Region of Niagara Sustainable Community Policies: Places to Grow/2005 Provincial Policy Statement Conformity and Niagara 2031 Amendment, Amendment 2-2009 of the Official Plan for the Niagara Planning Area as approved on May 28, 2009 by Regional Council and amended through the addition of Policy 4.6.6
<i>City of Niagara Falls</i>	40%	
<i>City of Port Colborne</i>	15%	
<i>City of St. Catharines</i>	95%	
<i>City of Thorold</i>	15%	
<i>City of Welland</i>	40%	
<i>Town of Fort Erie</i>	15%	
<i>Town of Grimsby</i>	80%	
<i>Town of Lincoln</i>	40%	
<i>Town of Niagara-on-the-Lake</i>	15%	
<i>Town of Pelham</i>	15%	
<i>Township of Wainfleet</i>	Not Applicable	
<i>Township of West Lincoln</i>	15%	

### 3.2.2 Designated greenfield areas

The minimum density target of 50 people and jobs per hectare combined for development in designated greenfield areas may be difficult to monitor. There is no requirement to achieve the target annually, and the Growth Plan states that new developments “will be planned to achieve”<sup>84</sup> the minimum density. In other words, municipalities do not need to demonstrate that the intended densities have actually *been* achieved.

<sup>84</sup> Growth Plan, Section 2.2.7.2.

Since the target is measured over the entire designated greenfield area of each upper- or single-tier municipality, some greenfield areas may be planned for densities higher than 50 people and jobs per hectare, and some will have lower densities.<sup>85</sup> Moreover, lower minimum density targets are permitted in Outer Ring municipalities that do not contain an Urban Growth Centre.<sup>86</sup>

Table 3.7 at the end of this section lists the minimum designated greenfield area density targets for municipalities across the Greater Golden Horseshoe. The following observations summarize the main points.

First, all Inner Ring municipalities (upper- and single-tier) have adopted the 50 people and jobs per hectare minimum target. As with the intensification targets, the minimum greenfield area density target is irrelevant in the City of Toronto because there is no remaining supply of greenfield land (see Figure 3.4).

Second, of the 15 upper- or single-tier municipalities in the Outer Ring, five have adopted the required minimum, nine have chosen to use lower alternative density targets (ranging from 29 to 39 people and jobs per hectare), and only one (Waterloo Region) has proposed to exceed the minimum requirements of the Growth Plan (55 people and jobs per hectare), the only municipality to do so.

Third, as with intensification targets, there is no obvious connection between the minimum designated greenfield area density targets and growth rates or population and employment forecasts (see Table 3.6). For example, Simcoe County is forecast to add 162,000 people by 2031 and has set a greenfield area density target of 39 people and jobs per hectare, even though Simcoe County has similar growth characteristics to Hamilton, Barrie, Waterloo, and Niagara, each of which used the 50 people-and-jobs-per-hectare target.

Fourth, decisions about targets at the lower-tier level are very much controlled by upper-tier municipalities, and those municipalities exhibit a range of perspectives and attitudes toward the density of greenfield area development. The differences result in a patchwork of targets. Figure 3.5 summarizes the differences among the lower-tier municipalities.

85. For example, the densities planned for designated greenfield areas in Brampton range from a low of 3.8 p+j/ha to a high of 93.3 p+j/ha. The *combined average density* planned for all designated greenfield areas across Brampton is 54.5 p+j/ha. Hemson Consulting Ltd., Assessment of Planned and Potential Growth in Designated greenfield Areas, Discussion Paper for Public Review, City of Brampton, February 2009.

86. Growth Plan, Section 2.2.7.5.

FIGURE 3.4: ADOPTION OF MINIMUM DESIGNATED GREENFIELD AREA DENSITY TARGETS BY UPPER- AND SINGLE-TIER MUNICIPALITIES

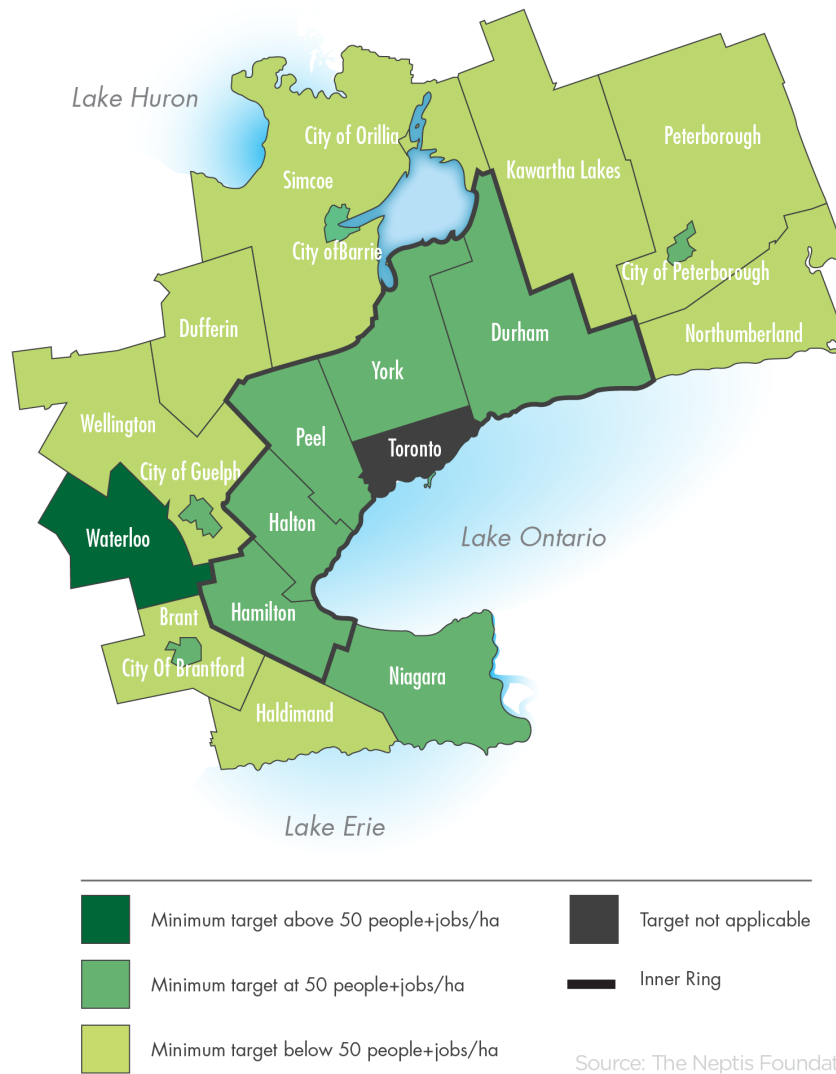


TABLE 3.6: MINIMUM DESIGNATED GREENFIELD AREA DENSITY TARGETS AND POPULATION AND EMPLOYMENT FORECASTS FOR SINGLE- AND UPPER-TIER MUNICIPALITIES

Upper- and Single-Tier Municipalities	2001 Population Forecast <sup>1</sup>	2031 Population Forecast <sup>1</sup>	Forecast Population Increase 2001-2031	Forecast Population Increase 2001-2031 (%)	2041 Population Forecast <sup>2</sup>	Forecast Population Increase 2001-2041	Forecast Population Increase 2001-2041 (%)	Minimum Greenfield Area Density Target <sup>3</sup>
City of Toronto	2,590,000	3,080,000	490,000	19%	3,400,000	810,000	31%	Not Applicable <sup>4</sup>
Region of Durham	530,000	960,000	430,000	81%	1,190,000	660,000	125%	50 p+j/ha
Region of York	760,000	1,500,000	740,000	97%	1,790,000	1,030,000	136%	50 p+j/ha
Region of Peel	1,030,000	1,640,000	610,000	59%	1,970,000	940,000	91%	50 p+j/ha
Region of Halton	390,000	780,000	390,000	100%	1,000,000	610,000	156%	50 p+j/ha
City of Hamilton	510,000	660,000	150,000	29%	780,000	270,000	53%	50 p+j/ha
County of Northumberland	80,000	96,000	16,000	20%	110,000	30,000	38%	30 p+j/ha
County of Peterborough	56,000	61,000	5,000	9%	76,000	20,000	36%	35 p+j/ha (40 p+j/ha by 2015)
City of Peterborough	74,000	88,000	14,000	19%	115,000	41,000	55%	50 p+j/ha
City of Kawartha Lakes	72,000	100,000	28,000	39%	107,000	35,000	49%	40 p+j/ha
County of Simcoe	254,000	416,000	162,000	64%	497,000	243,000	96%	39 p+j/ha
City of Barrie	108,000	210,000	102,000	94%	253,000	145,000	134%	50 p+j/ha
City of Orillia	30,000	41,000	11,000	37%	46,000	16,000	53%	42 p+j/ha
County of Dufferin	53,000	80,000	27,000	51%	85,000	32,000	60%	44 p+j/ha
County of Wellington	85,000	122,000	37,000	44%	140,000	55,000	65%	40 p+j/ha
City of Guelph	110,000	175,000	65,000	59%	191,000	81,000	74%	50 p+j/ha
Region of Waterloo	456,000	729,000	273,000	60%	835,000	379,000	83%	55 p+j/ha
County of Brant	35,000	47,000	12,000	34%	57,000	22,000	63%	35 p+j/ha (40 p+j/ha by 2021)
City of Brantford	94,000	126,000	32,000	34%	163,000	69,000	73%	50 p+j/ha
County of Haldimand	46,000	56,000	10,000	22%	64,000	18,000	39%	29 p+j/ha
Region of Niagara	427,000	511,000	84,000	20%	610,000	183,000	43%	50 p+j/ha

<sup>1</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012, Ontario Ministry of Infrastructure.

<sup>2</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, June 2013, Ontario Ministry of Infrastructure.

<sup>3</sup> Upper- and single-tier municipal official plans and correspondence between the Minister of Infrastructure and upper- and single-tier municipalities, See Table 3.7

<sup>4</sup> The City of Toronto contains no designated greenfield area lands.

In the Inner Ring, York and Durham Regions, and in the Outer Ring, Waterloo Region and Wellington and Peterborough Counties have elected to apply a uniform density target across all their constituent lower-tier municipalities that is identical to the upper-tier target. All other upper-tier municipalities in the Inner and Outer Rings have elected to apply non-uniform targets to their lower-tier municipalities.

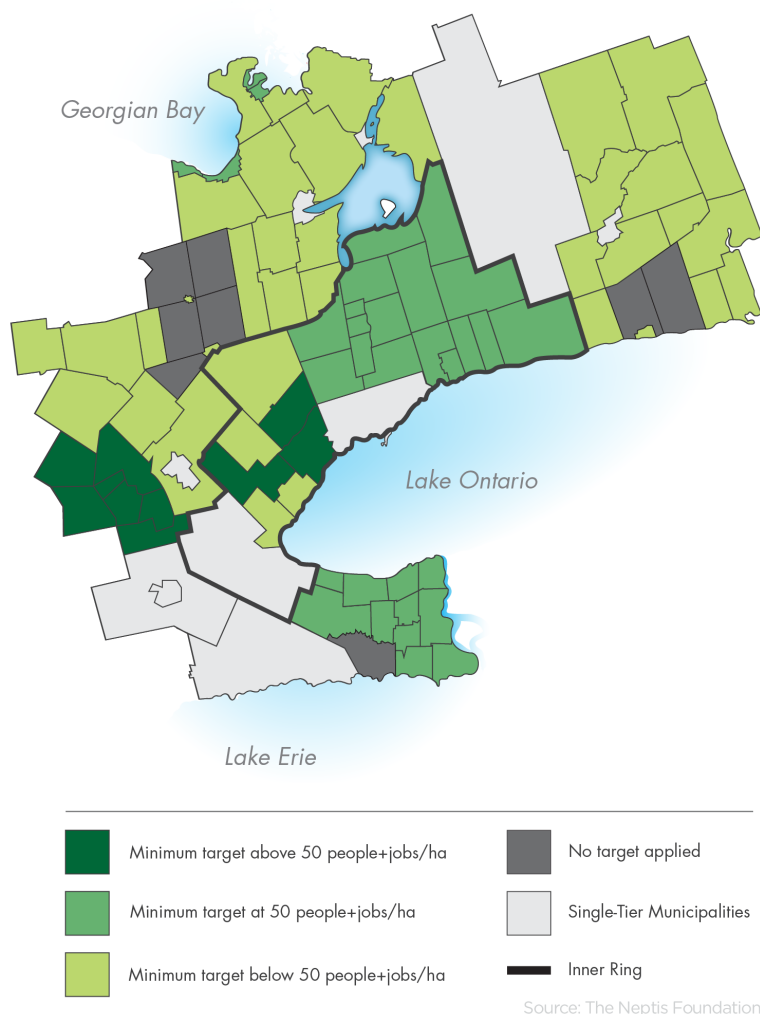
**FIGURE 3.5: MINIMUM DESIGNATED GREENFIELD AREA DENSITY TARGETS ASSIGNED TO LOWER-TIER MUNICIPALITIES**

Table 3.7 illustrates some anomalies in the targets assigned to lower-tier municipalities. For example, within Peel and Halton, different density targets have been determined for each of the lower tiers. Peel has set the highest target for its largest and most developed municipality, Mississauga, which seems logical, even though its designated greenfield area is only 189 hectares. Halton has set the highest density for its second-smallest municipality (Milton), which is surprising, given the small size, low density of historical development, and more rural character of the community. Also surprising is the fact that the well-established Inner Ring cities of Oakville and Burlington in Halton Region are permitted to grow on designated greenfield lands at levels below the stated minimum of 50 people and jobs per hectare, while the more rural Townships of Wainfleet and West Lincoln in Niagara Region in the Outer Ring are expected to achieve the minimum of 50 people and jobs per hectare. Taken together, these upper-tier decisions do not constitute a consistent approach to regional growth management.

It is not clear what factors the Minister used to justify the decision to permit lower minimum designated greenfield area density targets for certain municipalities. The correspondence from the Ministry of Infrastructure to the affected municipalities provides no explanation or justification.

**TABLE 3.7: MINIMUM DESIGNATED GREENFIELD AREA DENSITY TARGETS, BY MUNICIPALITY**

<b>Municipalities</b>	<b>Minimum Designated Greenfield Area Density Target (people + jobs per hectare)</b>	<b>Source</b>
<b>City of Toronto</b>	Not Applicable	-
<b>Region of Durham</b>	<b>50</b>	Regional Official Plan Amendment No. 128, Annotated Consolidation (as approved by the OMB on January 9, 2013 Board Order)
<i>City of Pickering</i>	50	
<i>City of Ajax</i>	50	
<i>City of Whitby</i>	50	
<i>City of Oshawa</i>	50	
<i>Town of Clarington</i>	50	
<i>Township of Uxbridge</i>	50	
<i>Township of Brock</i>	50	
<i>Township of Scugog</i>	50	
<b>Region of York</b>	<b>50</b>	York Region Official Plan, 2010, Annotated Version Showing Policy Status, Office Consolidation January 14, 2013
<i>City of Vaughan</i>	50	
<i>Town of Richmond Hill</i>	50	
<i>Town of Aurora</i>	50	
<i>City of Markham</i>	50	
<i>City of Newmarket</i>	50	
<i>Township of King</i>	50	
<i>Town of Whitchurch-Stouffville</i>	50	
<i>Town of East Gwillimbury</i>	50	
<i>Town of Georgina</i>	50	
<b>Region of Peel</b>	<b>50</b>	Peel Region Official Plan, Working Draft Office Consolidation, February 2013
<i>Town of Caledon</i>	42	
<i>City of Brampton</i>	51	
<i>City of Mississauga</i>	77	
<b>Region of Halton</b>	<b>50</b>	Halton Official Plan (2009), ROPA 38, December 16, 2009
<i>Town of Halton Hills</i>	39	
<i>Town of Milton</i>	58	
<i>City of Oakville</i>	46	
<i>City of Burlington</i>	45	
<b>City of Hamilton</b>	<b>50</b>	Urban Hamilton Official Plan, March 16, 2011
<b>County of Northumberland</b>	<b>30</b>	Letter from Minister of Energy and Infrastructure, Brad Duguid to County of Northumberland Warden, Peter Celanty, August 13, 2010
<i>Town of Brighton</i>	25	
<i>Town of Cobourg</i>	35	
<i>Municipality of Port Hope</i>	35	
<i>Town of Trent Hills</i>	25	
<i>Township of Alnwick/Haldimand</i>	Not Applicable	
<i>Township of Cramahe</i>	25	
<i>Township of Hamilton</i>	Not Applicable	

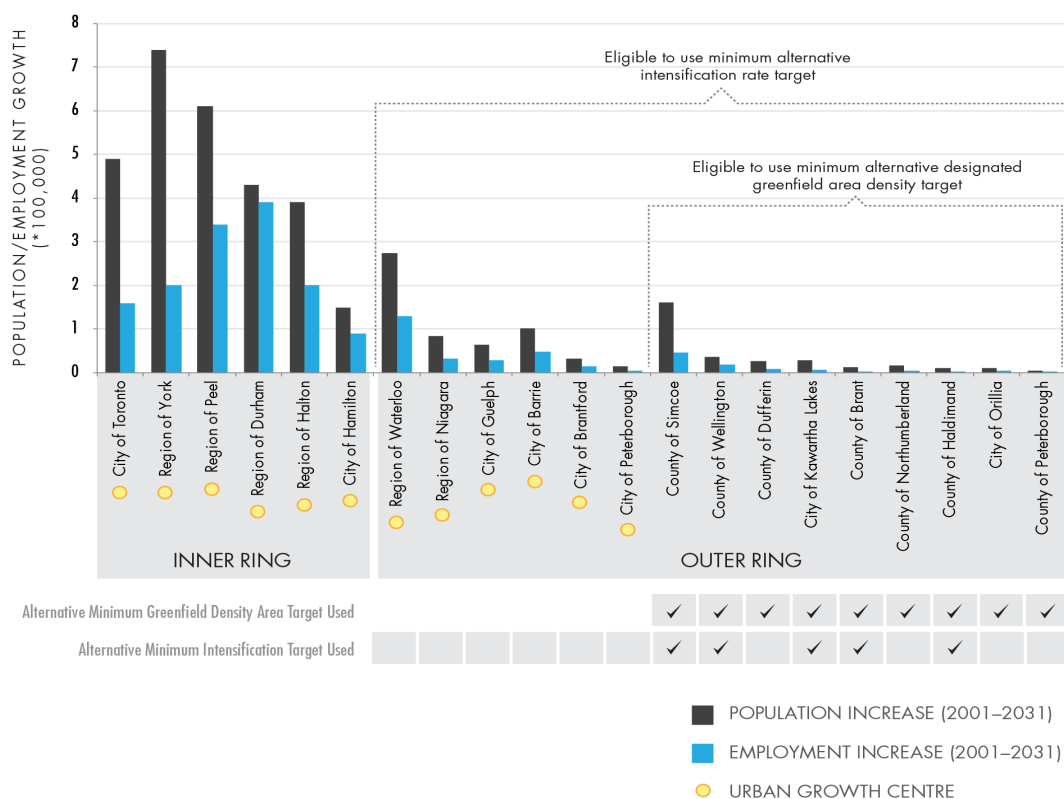


<b>County of Peterborough</b>	<b>35 (40 in 2015)</b>	Letter from Minister of Energy and Infrastructure, Gerry Phillips to County of Peterborough Warden, Ronald Gerow, November 12, 2009
<i>Township of Asphodel-Norwood</i>	35 (40 in 2015)	
<i>Township of Cavan-Monaghan</i>	35 (40 in 2015)	
<i>Township of Douro-Dummer</i>	35 (40 in 2015)	
<i>Township of Galway-Cavendish and Harvey</i>	35 (40 in 2015)	
<i>Township of Havelock-Belmont-Methuen</i>	35 (40 in 2015)	
<i>Township of North Kawartha</i>	35 (40 in 2015)	
<i>Township of Otonabee-South Monaghan</i>	35 (40 in 2015)	
<i>Township of Smith-Ennismore-Lakefield</i>	35 (40 in 2015)	
<b>City of Peterborough</b>	<b>50</b>	City of Peterborough Official Plan, Office Consolidation December 31, 2009
<b>City of Kawartha Lakes</b>	<b>40</b>	Letter from Minister of Infrastructure, Bob Chiarelli, to City of Kawartha Lakes Mayor, Ric McGee, Mar. 30, 2011
<b>County of Simcoe</b>	<b>39</b>	Letter from Minister of Infrastructure and Minister of Transportation, Bob Chiarelli to County of Simcoe Warden, Cal Patterson, July 9, 2012
<i>Town of Bradford West Gwillimbury</i>	35	
<i>Town of Collingwood</i>	50	
<i>Town of Innisfil</i>	32	
<i>Town of Midland</i>	50	
<i>Town of New Tecumseth</i>	50	
<i>Town of Penetanguishene</i>	50	
<i>Town of Wasaga Beach</i>	32	
<i>Township of Adjala-Tosorontio</i>	32	
<i>Township of Clearview</i>	32	
<i>Township of Essa</i>	32	
<i>Township of Oro-Medonte</i>	32	
<i>Township of Severn</i>	32	
<i>Township of Springwater</i>	32	
<i>Township of Ramara</i>	32	
<i>Township of Tay</i>	32	
<i>Township of Tiny</i>	32	
<b>City of Barrie</b>	<b>50</b>	City of Barrie Official Plan, April 2010, Office Consolidation March 2011
<b>City of Orillia</b>	<b>42</b>	Letter from Minister of Energy & Infrastructure, Brad Duguid to City of Orillia Mayor, Ron Stevens, Apr. 20, 2010
<b>County of Dufferin</b>	<b>44</b>	Letter from Minister of Energy and Infrastructure, Brad Duguid to County of Dufferin Warden, Allen Taylor, August 13, 2010
<i>Town of Mono</i>	Not Applicable	
<i>Town of Orangeville</i>	46	
<i>Town of Shelburne</i>	41	
<i>Township of Amaranth</i>	Not Applicable	
<i>Township of East Garafraxa</i>	Not Applicable	
<i>Township of East Luther-Grand Valley</i>	44	
<i>Township of Melancthon</i>	Not Applicable	
<i>Township of Mulmur</i>	Not Applicable	
<b>County of Wellington</b>	<b>40</b>	Letter from Deputy Premier, George Smitherman to County of Wellington Warden, Joanne Ross-Zuj, Aug. 21, 2009
<b>Township of Centre Wellington</b>	<b>40</b>	Wellington County Official Plan, February 24, 2011
<i>Township of Erin</i>	40	
<i>Town of Guelph/Eramosa</i>	40	
<i>Township of Mapleton</i>	40	
<i>Township of Minto</i>	40	
<i>Town of Puslinch</i>	40	
<i>Township of Wellington North</i>	40	

<b>City of Guelph</b>	<b>50</b>	Official Plan Amendment 39: Conformity with the Planning Framework of the Growth Plan for the Greater Golden Horseshoe, March 17, 2010
<b>Region of Waterloo</b>	<b>55</b>	Waterloo Region Official Plan, January 24, 2011
<i>City of Waterloo</i>	55	
<i>City of Kitchener</i>	55	
<i>City of Cambridge</i>	55	
<i>Township of Woolwich</i>	55	
<i>Township of Wellesley</i>	55	
<i>Township of Wilmot</i>	55	
<i>Township of North Dumfries</i>	55	
<b>County of Brant</b>	<b>35 by 2012 (40 in 2021)</b>	Letter from Minister of Infrastructure, Bob Chiarelli to County of Brant Mayor, Ron Eddy, March 31, 2011
<b>City of Brantford</b>	<b>50</b>	City of Brantford Official Plan, Consolidation Sept. 2011
<b>County of Haldimand</b>	<b>29</b>	Letter from Minister of Infrastructure, Bob Chiarelli to County of Haldimand Warden, Ken Hewitt, Mar. 20, 2011
<b>Region of Niagara</b>	<b>50</b>	Region of Niagara Sustainable Community Policies: Places to Grow/2005 Provincial Policy Statement Conformity and Niagara 2031 Amendment, Amendment 2-2009 of the Official Plan for the Niagara Planning Area as approved on May 28, 2009 by Regional Council and amended through the addition of Policy 4.6.6.
<i>City of Niagara Falls</i>	50	
<i>City of Port Colborne</i>	50	
<i>City of St. Catharines</i>	50	
<i>City of Thorold</i>	50	
<i>City of Welland</i>	50	
<i>Town of Fort Erie</i>	50	
<i>Town of Grimsby</i>	50	
<i>Town of Lincoln</i>	50	
<i>Town of Niagara-on-the-Lake</i>	50	
<i>Town of Pelham</i>	50	
<i>Township of Wainfleet</i>	Not Applicable	
<i>Township of West Lincoln</i>	50	

Figure 3.6 indicates those municipalities that were *eligible* to use alternative minimum intensification and greenfield area density targets and those that have requested and been permitted to do so. The figure also indicates the forecasted population and employment growth (2001–2031) for each municipality.

FIGURE 3.6: UPPER- AND SINGLE-TIER MUNICIPALITIES ELIGIBLE TO USE ALTERNATIVE TARGETS AND USING ALTERNATIVE TARGETS



### 3.2.3 Calculating designated greenfield area densities

The calculation of designated greenfield area densities, a challenging task at best, is further complicated by the different methods used by each upper- and single-tier municipality. The Province has not stipulated a standardized method for these calculations.

What is meant by 50 people and jobs combined per hectare (p+j/ha)? It is not simply a matter of dividing the number of people and jobs in a given area by the total land base. Rather, the Growth Plan specifies certain areas and features on which development is not permitted, and requires municipalities to exclude these areas from the density calculation.<sup>87</sup> These areas and features (sometimes

87. Growth Plan, Section 2.2.7.3.

called “takeouts”) include provincially significant woodlands, wetlands, valley lands, fish and wildlife habitat, and areas of natural and scientific interest. So, for example, an area of 10 hectares that contains a 3-hectare provincially significant wetland is considered as 7 hectares of greenfield land for the purposes of the density calculation. If 300 people and jobs occupy this area, the density is calculated as 300 divided by 7, or 42.8 people and jobs per hectare.

In addition to the features specified in the Growth Plan, there are many other types of land and features on which development is not feasible or permitted, ranging from railways easements and hydro corridors to cemeteries, golf courses, and buffer areas around significant natural features. If those other areas are *also* excluded from the calculation, the *apparent* greenfield area density level rises. For example, if in addition to a 3-hectare wetland, the greenfield area mentioned in the previous paragraph contains a 1-hectare cemetery and a 2-hectare hydro corridor, the area of designated greenfield area for the purposes of the density calculation is considered to be only 4 hectares. If 300 people and jobs occupy this area, the density can now be calculated as 300 divided by 4 or 75 p+j/ha, instead of 42.8 p+j/ha.

Figure 3.7 shows how, using one method of calculating greenfield density, accommodating 15,000 people and jobs on 1,000 total hectares leads to a calculated density of 23 p+j/ha, while another method yields a density figure of 50 p+j/ha. Yet the same number of people are accommodated on the same amount of land in both cases. The difference lies in how much designated greenfield area land is excluded from the density *calculation*.<sup>88</sup>

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<sup>88</sup>. The amount of land excluded can be considerable. For example, a study of the City of Brampton in Peel Region found that only about 50% of the total land area is used for employment and residential uses. Open space, utilities, and institutional uses make up the other half. Hemson Consulting Ltd., Assessment of Planned and Potential Growth in Designated Greenfield Areas, Discussion Paper for Public Review, City of Brampton, February 2009.

FIGURE 3.7: CALCULATING DESIGNATED GREENFIELD AREA DENSITY



This is not an academic exercise; these “takeout” numbers matter. Consider the example in Figure 3.7 above. Municipality B, represented by the right side of the figure, uses the density calculation to demonstrate that it has achieved the requirement of 50 p+j/ha. Municipality A, however, would have to increase the number of people and jobs that are planned in the area in order to meet the same requirement. To achieve a density of 50 p+j/ha on 650 hectares of land, it would need to plan for 33,000 people and jobs in the overall area – more than twice as many people and jobs as Municipality B.

Furthermore, if Municipality B needs to plan for a forecast population of more than 15,000, it may use these figures to argue for an expansion to the urban boundary to increase the amount of land designated for development. The municipality could justify the expansion on the basis of having met the requirement for accommodating 50 people and jobs on the available greenfield land. Therefore the method of calculating designated greenfield area densities has important implications for the amount of land that will be urbanized to accommodate forecasted growth.

Municipalities that exclude more land from the density calculation are effectively able to develop designated greenfield area land at overall lower densities compared with municipalities that exclude only the areas and features specified in the Growth Plan. The four regional municipalities in the Inner Ring have all elected to use more “takeouts” than those specified in the Growth Plan. In the Outer Ring, Waterloo Region has chosen to use only those “takeouts” identified in the Growth Plan, while Niagara is using some additional “takeouts” beyond those in the Plan. The approaches taken by the other upper-tier municipalities are not known at this time.

Unless the Province sets a standardized approach for this calculation, designated greenfield area densities calculated by municipalities across the GGH will not be comparable to each other due to the differences in takeouts. It is also possible that the municipalities that originally chose not to take out more land than was permitted under the Growth Plan may choose to do so in the next review of their official plan. If this occurs, a municipality might be able to justify a boundary expansion for additional land to accommodate growth, even though the growth forecasts may not have changed.

#### 3.2.4 Urban Growth Centres

The Growth Plan identifies 25 Urban Growth Centres across the region and sets density targets for each one: these historic downtowns and emerging suburban centres are to achieve a density of between 150 and 400 people and jobs per hectare by 2031, depending on their growth potential, development opportunities, and surrounding context. Two-thirds of the Urban Growth Centres are located in the GTHA (Inner Ring). Of the eight Urban Growth Centres in the Outer Ring, four are in Waterloo and Niagara Regions. Figure 3.8 indicates the location of the Urban Growth Centres in the GGH.

Urban Growth Centres are to be “planned as focal areas for investment in institutional and region-wide public services, as well as [other] uses...to accommodate and support major transit infrastructure, to...attract provincially, nationally or internationally significant employment uses...[and] to accommodate a significant share of population and employment growth.”<sup>89</sup>

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89. Growth Plan, Section 2.2.4.4.

FIGURE 3.8: LOCATION OF URBAN GROWTH CENTRES

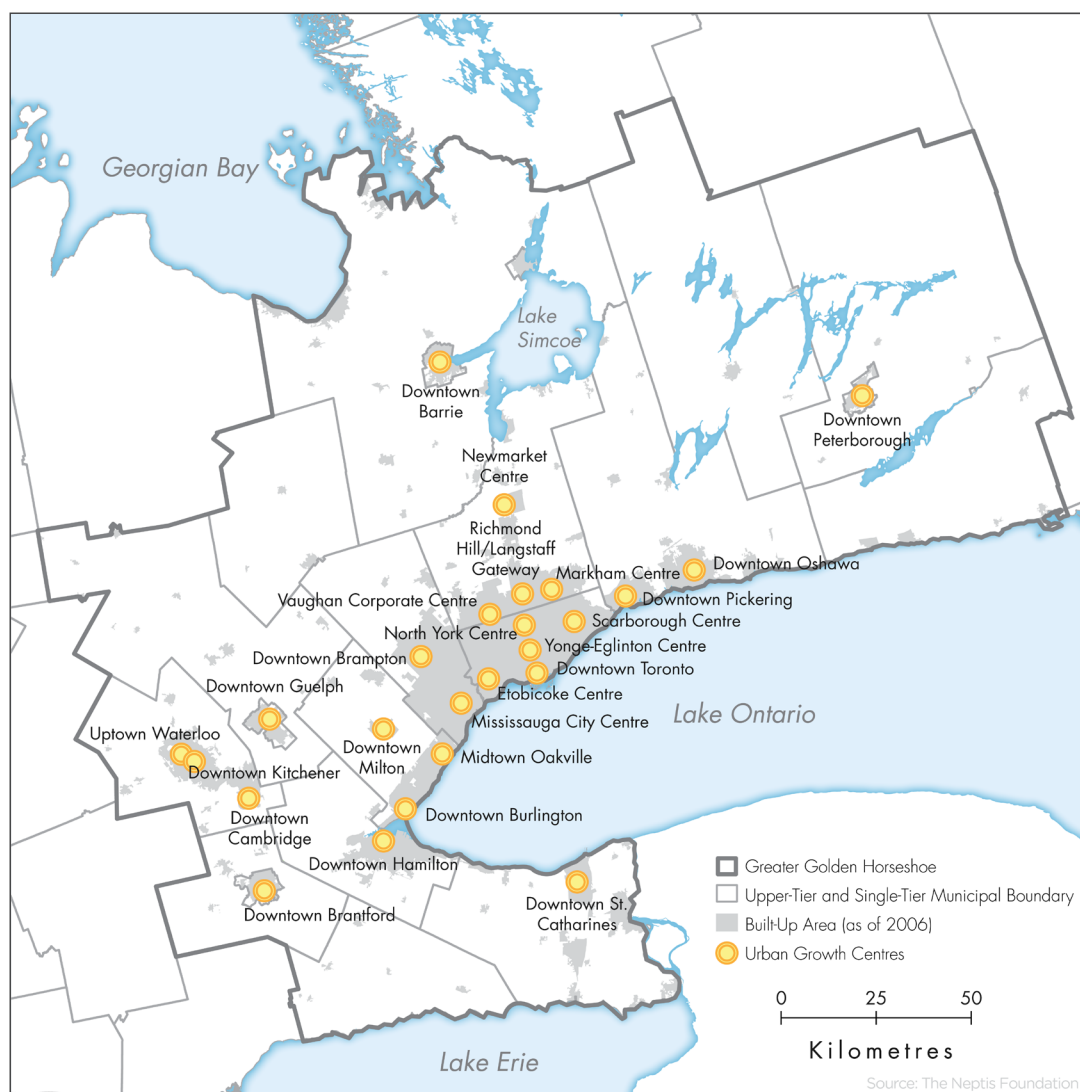


Table 3.8 lists the Urban Growth Centres, their density in 2006, the minimum target density specified by the Growth Plan, and the minimum target density target set by each municipality. The growth required to meet the target for each Urban Growth Centre was determined by calculating the difference between the actual 2006 density and the 2031 targeted density based on the geographic area of each Urban Growth Centre.

Some Urban Growth Centres have already met or exceeded the minimum target set by the Growth Plan, while others must substantially increase density and attract considerable new development to achieve the target. There is also wide variation in the geographic area covered by each Urban Growth Centre, which influences the amount of growth required to meet the density target. For example,

Downtown Toronto is the largest Urban Growth Centre at 2,120 ha and Newmarket is the smallest at 47 ha, which is 45 times smaller than the Downtown Toronto area. Combined, the five urban growth centres in Toronto require 345,000 new people and jobs to meet their minimum density targets, representing 50% of the total growth in the 25 Urban Growth Centres across the GGH to 2031.

Five of the 25 Urban Growth Centres must increase their density by at least 400%, and 15 must increase the density by at least 100% to meet the minimum target. The Vaughan Metropolitan Centre is required to increase the number of people and jobs in its Urban Growth Centre by 900% (18,720) to achieve the minimum density target (200 people and jobs per hectare), the greatest increase among all 25 Urban Growth Centres. By comparison, Downtown Kitchener needs to increase the number of people and jobs by only 48% (5,980) between now and 2031 to achieve the same target.

**TABLE 3.8: URBAN GROWTH CENTRE MINIMUM DENSITY TARGETS**

Urban Growth Centre Name	Area (ha)	2006 Density (people + jobs/ha)	2031 Growth Plan Density Target (p+j/ha)	2031 Municipal Density Target (p+j/ha)	2006 Population and Jobs (Census)	2031 Population and Jobs (Forecast)	Increase in Population and Jobs (2006-2031) Required to Meet the Minimum Density Target <sup>1</sup>	Increase in Population and Jobs (2006-2031) Required to Meet the Minimum Density Target (%) <sup>1</sup>
<b>Inner Ring</b>								
Toronto: Downtown	2,120	280	400	400	593,600	848,000	254,400	43%
Toronto: Yonge-Eglinton Centre	61	483	400	483	29,463	24,400	0	0%
Toronto: North York Centre	191	391	400	400	74,681	76,400	1,719	2%
Toronto: Scarborough Centre	174	143	400	400	24,882	69,600	44,718	180%
Toronto: Etobicoke Centre	165	131	400	400	21,615	66,000	44,385	205%
Downtown Hamilton	141	202	200	250	28,482	28,200	6,768	24%
Mississauga City Centre	598	131	200	200	78,338	119,600	41,262	53%
Downtown Brampton	224	68	200	200	15,232	44,800	29,568	194%
Vaughan Metropolitan Centre	104	20	200	200	2,080	20,800	18,720	900%
Richmond Hill/Langstaff Gateway	101	30	200	200	3,030	20,200	17,170	567%
Newmarket Centre	47	86	200	200	4,042	9,400	5,358	133%
Markham Centre	384	26	200	200	9,984	76,800	66,816	669%
Downtown Burlington	117	120	200	200	14,040	23,400	9,360	67%
Midtown Oakville	111	25	200	200	2,775	22,200	19,425	700%
Downtown Milton	138	34	200	200	4,692	27,600	22,908	488%
Downtown Pickering	160	56	200	200	8,960	32,000	23,040	257%
Downtown Oshawa	106	100	200	200	10,600	21,200	10,600	100%
<b>Outer Ring</b>								
Downtown Kitchener	92	135	200	200	12,420	18,400	5,980	48%
Uptown Waterloo	88	99	200	200	8,712	17,600	8,888	102%
Downtown Cambridge	48	71	150	150	3,408	7,200	3,792	111%



<i>Downtown Peterborough</i>	100	116	150	150	11,600	15,000	3,400	29%
<i>Downtown St. Catharines</i>	110	109	150	150	11,990	16,500	4,510	38%
<i>Downtown Guelph</i>	105	92	150	150	9,660	15,750	6,090	63%
<i>Downtown Brantford</i>	138	61	150	150	8,418	20,700	12,282	146%
<i>Downtown Barrie</i>	200	50	150	150	10,000	30,000	20,000	200%

**Source:** Ontario Ministry of Infrastructure, How is the Growth Plan Working so Far? Revitalizing Downtowns – Urban Growth Centre Progress, February 14, 2013, [https://www.placestogrow.ca/index.php?option=com\\_content&task=view&id=256&Itemid=84](https://www.placestogrow.ca/index.php?option=com_content&task=view&id=256&Itemid=84), retrieved October 1, 2013.

<sup>1</sup> The increase in population and jobs (2006-2031) required for each Urban Growth Centre to achieve its minimum density target was calculated by the Neptis Foundation.

**Do these numbers matter?** Certainly municipalities should, if possible, direct growth to areas in which it can contribute to transit use, support other public services, and attract major employers. However, the Urban Growth Centres, while they can contribute to strengthening downtowns, are but one of a number of areas to which intensification should be directed (along with major transit station areas and intensification corridors) and to some extent can be considered part of the general intensification target. Also, municipalities are required only to *plan* to achieve the targets by 2031, rather than to report on results each year, as with the overall intensification target, and there is no minimum ratio of people and jobs.

It is not clear how municipalities are expected to meet the minimum Urban Growth Centre density targets, particularly the smaller, slower-growing centres in the Outer Ring, where there are relatively few development applications and limited growth pressures. Nor is it entirely clear how these targets fit with other requirements of the Plan such as intensification or designated greenfield area targets. Nothing in the Growth Plan suggests that growth in other parts of a municipality should be limited or halted if the Urban Growth Centre minimum density targets are not being achieved.

### 3.2.5 The land supply question

A final, and crucial, question is how much land the GGH needs to accommodate the forecast growth.

The Growth Plan requires that the Ministry of Infrastructure, in consultation with municipalities, map the outer edge of each municipality's existing built-up area (known as the built boundary). Growth inside this boundary is considered to be intensification; growth outside (but still within the settlement area boundary) is considered greenfield area development and is to occur on "designated greenfield areas," many of which were designated for development long before the Growth Plan was put in place in 2006 (see Figure 1.5). Any further designation of land for urban uses must occur through a "settlement area boundary expansion," which requires the municipality to demonstrate

that it is not possible to accommodate further growth through intensification opportunities or on the existing designated greenfield areas.<sup>90</sup>

**To answer the land requirements question, municipalities must determine:**

- The amount of residential development that will be accommodated in the form of intensification
- The number of hectares of designated greenfield area and its capacity for development
- The number of hectares proposed to be added to the designated greenfield areas through a settlement area boundary expansion.
- In calculating these numbers, a range of factors must be considered, such as the proposed mix of housing types, the proportion of housing to employment, household size, and employment forecasts.

Each municipality has made its own calculation of land requirements, but at this point, the Province has not published overall totals for designated greenfield areas or settlement boundary expansions for the region as a whole. The Neptis Foundation therefore conducted its own research to determine the cumulative total for these numbers across each municipality in the GGH, using information from official municipal plans, official plan amendments, and other planning documents.<sup>91</sup> Tables 3.9 and 3.10 and Figure 3.9 show these totals. Figure 3.10 indicates these areas on a map of the GGH.

**TABLE 3.9: CUMULATIVE TOTALS OF LAND DESIGNATED BY MUNICIPALITIES FOR GROWTH IN THE GREATER GOLDEN HORSESHOE**

	<b>Hectares</b>	<b>Percentage</b>
Built-Up Area (as of 2006) <sup>1</sup>	329,800 ha	76
Designated Greenfield Areas (as of 2006) <sup>2</sup>	88,000 ha	20
New Designated Greenfield Areas (added since 2006) <sup>2</sup>	19,100 ha	4
<b>Total<sup>3</sup></b>	<b>436,900 ha</b>	<b>100</b>

<sup>1</sup> Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006 (2008), Ontario Ministry Infrastructure.

<sup>2</sup> Calculated by the Neptis Foundation as determined through the review of municipal official plans, official plan amendments, and other planning documents; see Appendix A for methodology, Appendix B for sources, and Appendix C for the land area inventory by municipality.

<sup>3</sup> The Simcoe Sub-area employment areas (1,860 ha) and the rural settlement areas (47,900 ha) were not included in the total.

**90.** For Settlement Areas where a built boundary is undelineated, the entire settlement is considered to be built up. For Settlement Areas without a built boundary, the entire settlement is considered to be designated greenfield area.

**91.** Due to the status of municipal Growth Plan conformity amendments, the new designated greenfield areas include both approved and proposed areas.

FIGURE 3.9: LAND DESIGNATED FOR GROWTH IN THE GREATER GOLDEN HORSESHOE

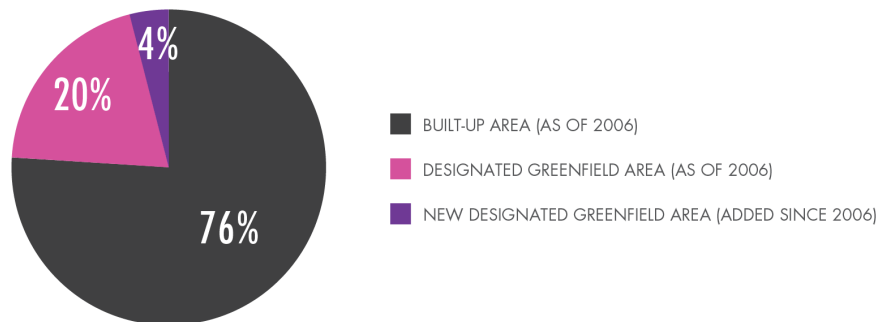


FIGURE 3.10: LOCATION OF LAND DESIGNATED FOR GROWTH IN THE GREATER GOLDEN HORSESHOE

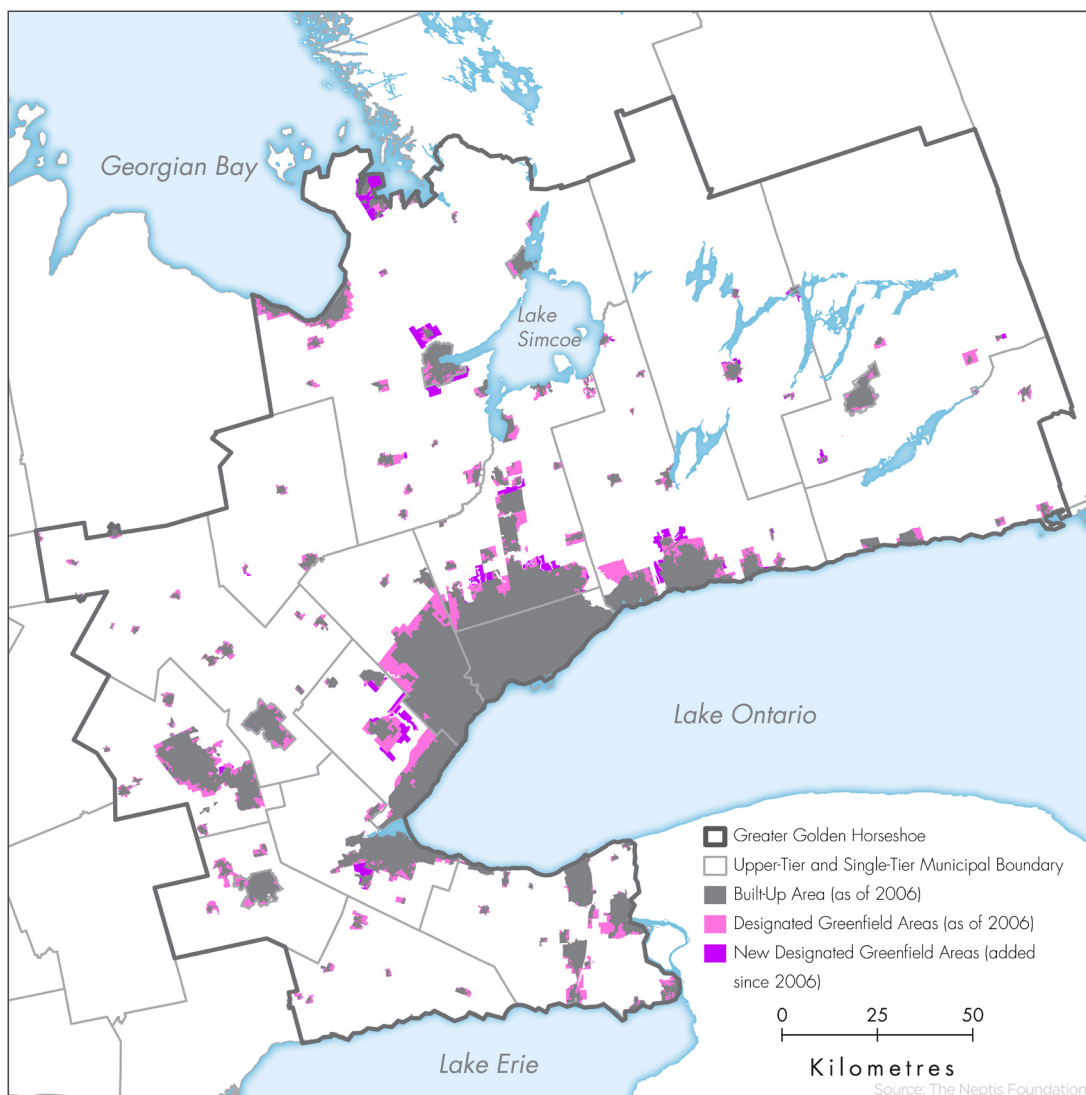


TABLE 3.10: CUMULATIVE TOTALS OF LAND DESIGNATED BY MUNICIPALITIES FOR GROWTH, BY INNER AND OUTER RING

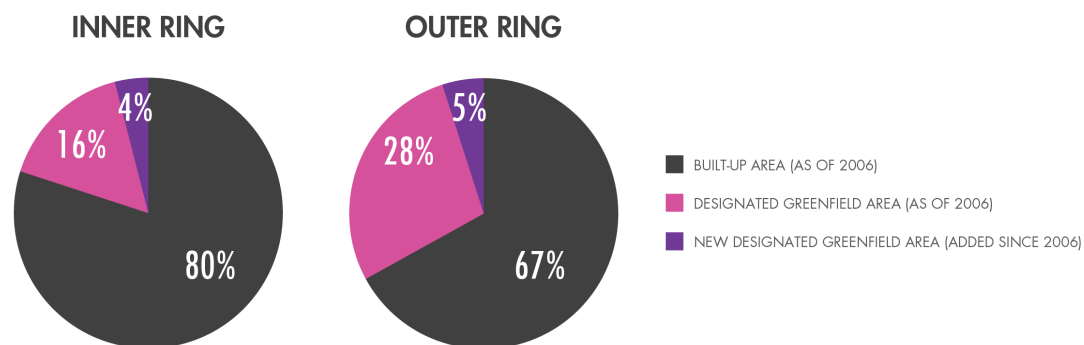
	Inner Ring	Outer Ring	GGH TOTAL
Built-Up Area (as of 2006) <sup>1</sup>	225,000 ha	104,800 ha	329,800 ha
Designated Greenfield Areas (as of 2006) <sup>2</sup>	45,200 ha	42,800 ha	88,000 ha
New Designated Greenfield Areas (added since 2006) <sup>2</sup>	11,000 ha	8,100 ha	19,100 ha
<b>Total Area<sup>3</sup></b>	<b>281,200 ha</b>	<b>155,700 ha</b>	<b>436,900 ha</b>

<sup>1</sup> Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006 (2008), Ontario Ministry Infrastructure.

<sup>2</sup> Calculated by the Neptis Foundation as determined through the review of municipal official plans, official plan amendments, and other planning documents; see Appendix A for methodology, Appendix B for sources, and Appendix C for the land area inventory by municipality.

<sup>3</sup> The Simcoe Sub-area employment areas (1,860 ha) and the rural settlement areas (47,900 ha) were not included in the total.

FIGURE 3.11: COMPARISON OF LAND DESIGNATED FOR GROWTH, INNER AND OUTER RING



By comparing the land totals with the growth forecasts (see Table 3.11), we can see that the Inner Ring will be adding more than three times the number of people and almost four times as many jobs as the Outer Ring. Yet the Outer Ring is adding an area of land to the built-up area that is only 10% less than the amount to be added in the Inner Ring.

Table 3.11 also indicates that according to current municipal plans, 107,100 hectares of land are expected to be urbanized in the GGH by 2031. When compared to the existing urbanized area (Built-Up Area) as delineated in 2006, the new urbanized area represents a 33% increase in size of the built-up urban footprint of the region, roughly four times the size of the City of Mississauga or one and a half times the City of Toronto.

TABLE 3.11: COMPARISON OF INNER AND OUTER RINGS IN THE AMOUNT OF LAND REQUIRED TO ACCOMMODATE GROWTH

	Inner Ring	Outer Ring	GGH TOTAL
Forecast Population growth 2001 to 2031 <sup>1</sup>	2,810,000 people	900,000 people	3,710,000 people
Forecast Employment growth 2001 to 2031 <sup>1</sup>	1,380,000 jobs	370,000 jobs	1,750,000 jobs
<b>Total forecast growth 2001 to 2031 (people and jobs)</b>	<b>4,190,000</b>	<b>1,270,000</b>	<b>5,460,000</b>
Designated Greenfield Areas (as of 2006) <sup>2</sup>	45,200 ha	42,800 ha	88,000 ha
New Designated Greenfield Areas (added since 2006) <sup>2</sup>	11,000 ha	8,100 ha	19,100 ha
<b>Total Designated Greenfield Areas</b>	<b>56,200 ha</b>	<b>50,900 ha</b>	<b>107,100 ha</b>
Built-Up Area (as of 2006) <sup>3</sup>	225,000 ha	104,800 ha	329,800 ha
<b>Total Development Area (Total Designated Greenfield Areas + Built-Up Area)</b>	<b>281,200 ha</b>	<b>155,700 ha</b>	<b>436,900 ha</b>

<sup>1</sup> Ontario Ministry of Infrastructure, Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012.

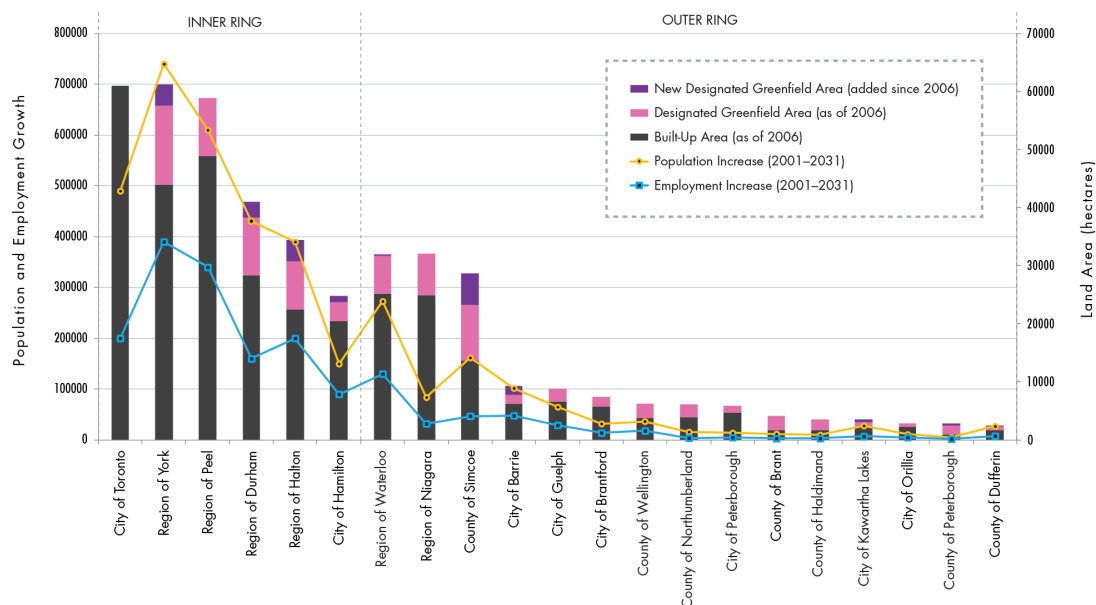
<sup>2</sup> Calculated by the Neptis Foundation as determined through the review of municipal official plans, official plan amendments, and other planning documents; see Appendix A for methodology, Appendix B for sources, and Appendix C for the land area inventory by municipality.

<sup>3</sup> Ontario Ministry of Infrastructure, Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006 (2008).

A summary of the 21 upper- and single-tier municipalities indicates the variation in land designated for growth across the GGH. Population and employment growth 2001–2031 were added as an indication of growth pressure. Figure 3.12 below indicates:

- Which municipalities have the largest amount of existing Built-Up Area (shown in grey)
- Which municipalities had the largest amounts of land designated for development before 2006 (shown in pink)
- Which municipalities have proposed urban boundary expansions since 2006 that have resulted in the designation of new greenfield area lands (shown in purple).

FIGURE 3.12: AMOUNT OF LAND DESIGNATED FOR DEVELOPMENT, BY SINGLE- AND UPPER-TIER MUNICIPALITY



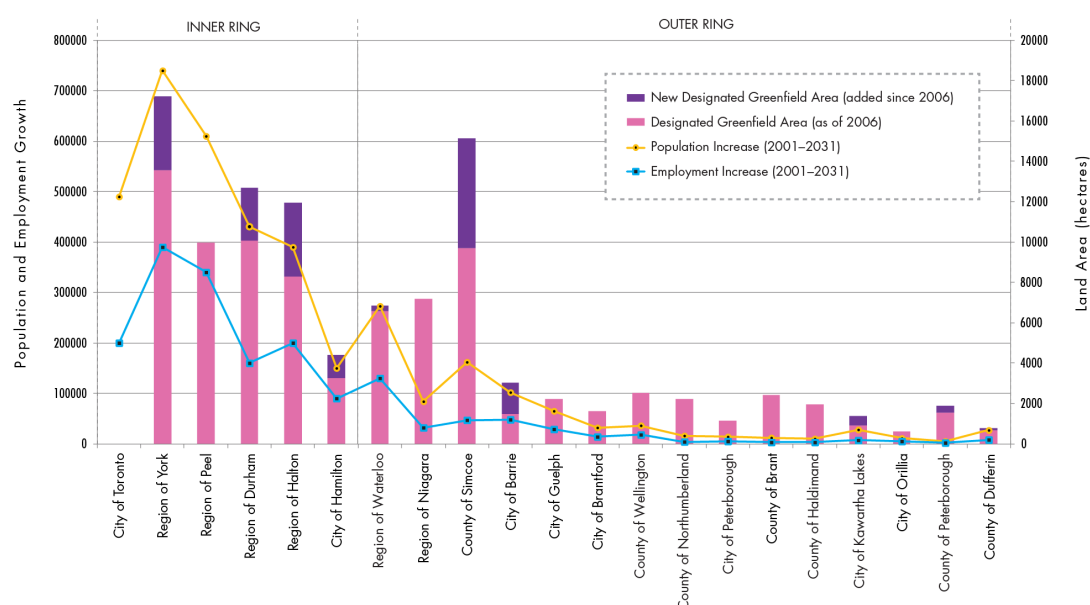
The relationship between the amount of land available and designated for growth and the increase in population is not consistent across municipalities. Compare, for example, the Region of Waterloo and the Region of Niagara: the former is accommodating much more growth, yet the land required to accommodate growth is roughly similar in both regions. Again, the amount of land planned to accommodate growth does not appear to represent a coordinated approach to growth management in the region.<sup>92</sup>

Figure 3.13 indicates the supply of land for urban growth and where urban expansion is occurring. Omitting the Built-Up Areas (the already urbanized areas as of 2006) allows for a comparison of the designated greenfield areas and new designated greenfield areas (added through settlement area boundary expansion since 2006) for each upper- and single-tier municipality. Simcoe County stands out for the amount of land to be urbanized relative to the forecast population and employment increase. The City of Barrie also stands out, as its new greenfield area is similar in size to the existing greenfield area. The City of Toronto stands out because growth is being accommodated entirely within the Built-Up Area without any additional designated greenfield areas.

92. All Designated Greenfield Area lands in the GGH may not be fully built out by 2031. There are some municipalities (e.g., Niagara Region and others) with more than a 25-year land supply. Presumably, however, any municipality that has made an expansion to a settlement area boundary that has resulted in the designation of new designated greenfield area lands will require all of the designated greenfield area land to accommodate the growth forecast.

Four of six municipalities in the Inner Ring and six of fifteen in the Outer Ring have undertaken urban boundary expansions that have resulted in the designation of new greenfield area lands for development. In total, about half of the upper- and single-tier municipalities in the GGH have expanded their urban boundaries to accommodate the forecast growth.

FIGURE 3.13: LAND SUPPLY FOR URBAN GROWTH, BY UPPER- AND SINGLE-TIER MUNICIPALITY, 2001-2031



### 3.2.6 Growth in rural communities

One further category of land that needs to be considered when accommodating growth are the rural settlement areas in the GGH. Rural settlement areas typically include small towns, villages, and hamlets that have limited municipal services and are not intended to be a focus of growth or intensification; a Built Boundary/Built-Up Area is not defined for these settlements. Currently it is unclear how these settlements are to be treated under the Growth Plan. The Growth Plan states that “where a settlement area does not have a built boundary, the entire settlement is considered Designated Greenfield Area,”<sup>93</sup> however a supporting implementation document released by the Minister states that “the built boundary consists of delineated built-up areas and undelineated built-up areas.”<sup>94</sup> It is unclear if the rural settlement areas contribute to meeting the overall intensification target or are considered designated greenfield areas.

93. Definition of *Designated Greenfield Area* from the Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012, Section 6.

94. Ministry of Public Infrastructure Renewal, *Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006* (2008).

Through the recent review of official plans to conform to the Growth Plan, some municipalities have expanded the boundaries of rural settlement areas, which involved a settlement boundary expansion and the designation of land as New Rural Settlement Areas; however, most remain unchanged. Figure 3.14 indicates the location of the 403 rural settlement areas in the GGH.

**FIGURE 3.14: LOCATION OF RURAL SETTLEMENT AREAS**

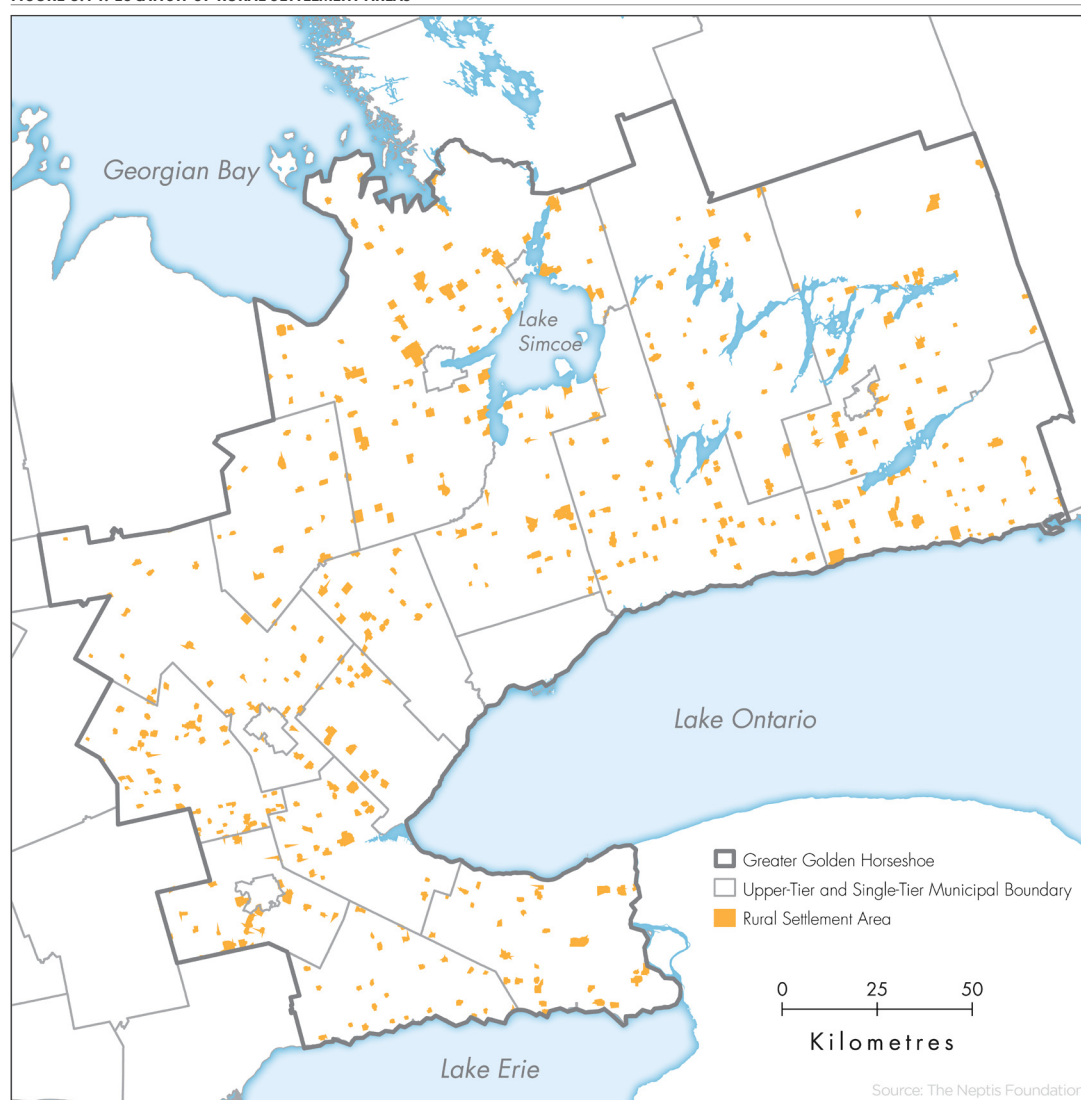


Table 3.12 summarizes the quantity of rural settlement land in the GGH and in the Inner and Outer Rings. Most (78%) of the rural settlement area land is located in the Outer Ring and 22% is located in the Inner Ring.



TABLE 3.12: CUMULATIVE TOTAL OF RURAL SETTLEMENT AREAS

	Inner Ring	Outer Ring	GGH TOTAL
Rural Settlement Area (as of 2006) <sup>1</sup>	10,600 ha	35,400	46,000 ha
New Rural Settlement Area (added since 2006) <sup>1</sup>	0 ha*	1,900	1,900 ha
<b>Total Area</b>	<b>10,600 ha</b>	<b>37,300</b>	<b>47,900 ha</b>

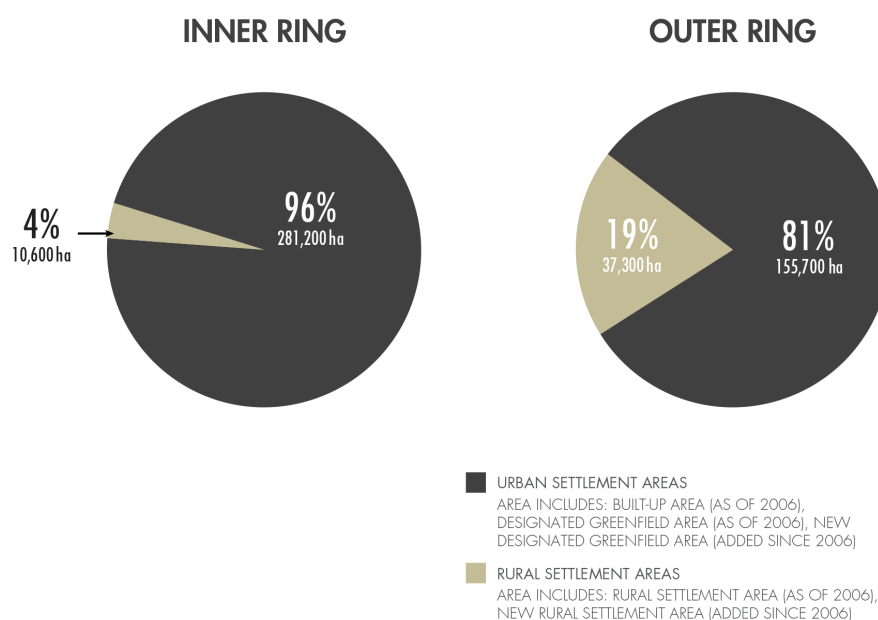
<sup>1</sup> Calculated by the Neptis Foundation as determined through the review of municipal official plans, official plan amendments, and other planning documents; see Appendix A for methodology, Appendix B for sources, and Appendix C for the land area inventory by municipality.

\*The Inner Ring added less than 50 hectares of new rural settlement area since 2006.

The amount of land included in the rural settlement areas is not insignificant: almost 48,000 hectares across the entire GGH. It is not known how much of the rural settlement areas were developed as of 2006.

If the total land area designated for rural settlement is combined with the total amount of land designated for urban settlement, the Inner and Outer Rings. Figure 3.15 indicates the differences between the Inner and Outer Rings. In the Outer Ring, rural settlement areas represent almost 20% of the settlement land area, while in the Inner Ring they represent less than 5%. One out of every five hectares of land designated for settlement uses in the Outer Ring is located in a rural community that may not have both municipal piped water and sewer services.

FIGURE 3.15: COMPARISON OF LAND AREA DESIGNATED AS URBAN OR RURAL SETTLEMENT AREAS, INNER AND OUTER RING

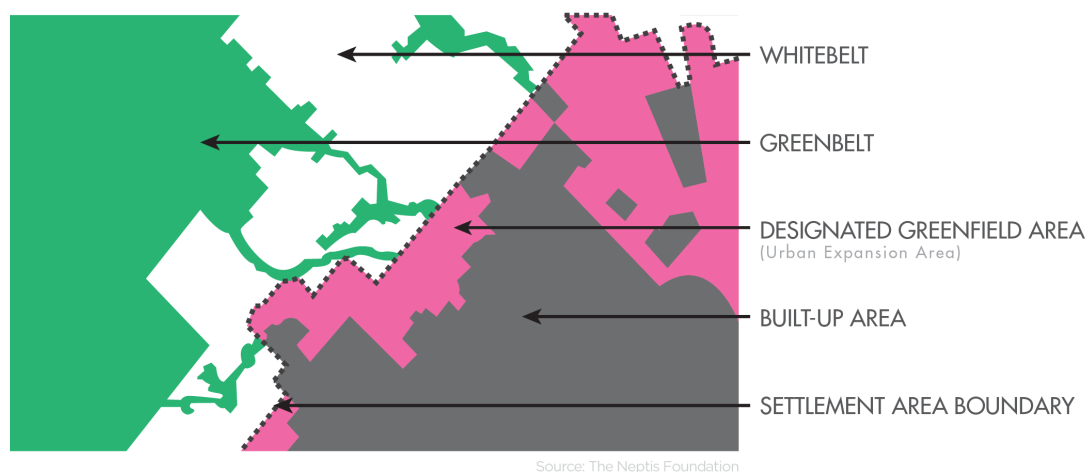


### 3.3 A note about the “Whitebelt”

The lands that lie between the outer edge of the urban settlement area boundary in the Inner Ring and the inner boundary of the Greenbelt have become known as the “Whitebelt,” because they are not subject to the policies of the Greenbelt Plan or the Growth Plan and are consequently shown as a whitish colour on the Growth Plan maps. The Whitebelt lands are indicated in Figure 3.16. These lands are currently used primarily for agricultural and rural uses.

The Whitebelt landscape is similar in appearance and land use to the Protected Countryside component of the Greenbelt, but does not have the same level of protection from urban development. At present, these lands have not been designated for urban growth. The development community would like these lands to be made available for future urbanization,<sup>95</sup> while others would prefer to add the lands to the Greenbelt, create an agricultural land reserve, or put them to other non-urban uses.<sup>96</sup>

FIGURE 3.16: LOCATION OF THE WHITEBELT

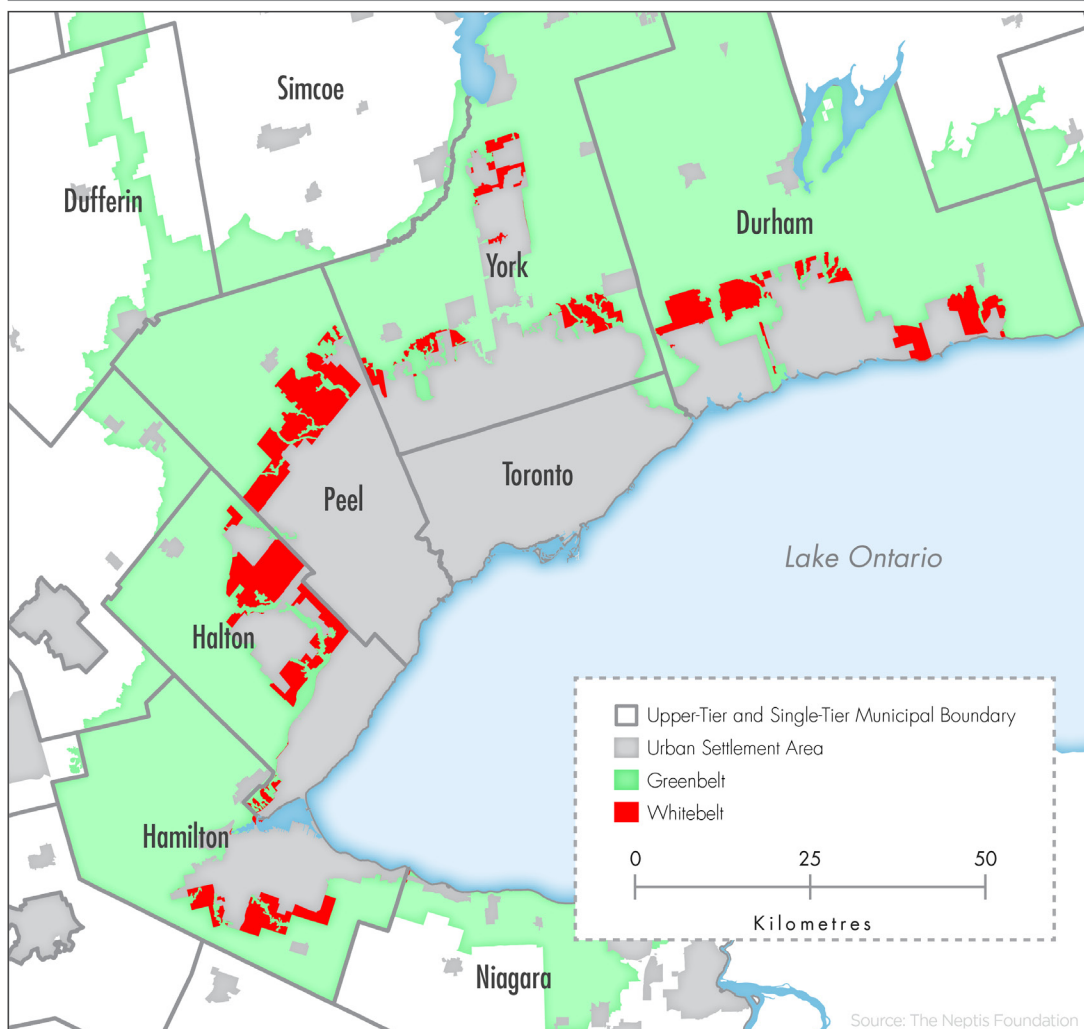


<sup>95</sup> See, for example, Ontario Home Builders Association and Building Industry and Land Development Association, EBR 011-7468 Joint Submission, February 8, 2013 (<http://www.ohba.ca/publications/328/hits>); B. Tuckey, “Places to Grow: Implementation Challenges,” *Ontario Planning Journal*, November/December 2012, vol. 27, no. 6, pp. 1-2; G. Gregoris and A. Sjogren, “Constrained Land Supply: A Community Builder’s Perspective,” *Ontario Planning Journal*, November/December 2012, vol. 27, no. 6, p. 3.

<sup>96</sup> B. Mausberg, “A Legacy Landscape: Protecting Ontario’s Greenbelt,” *Ontario Planning Journal*, January/February 2013, vol. 28, no. 1, pp. 16-18; R. Tomalty and B. Komorowski, *Inside and Out: Sustaining Ontario’s Greenbelt*, Friends of the Greenbelt Foundation, June 2011.

Figure 3.17 indicates the location of Whitebelt lands in the GGH.

FIGURE 3.17: LOCATION OF THE WHITEBELT LANDS



As Table 3.13 indicates, there are 46,000 hectares of Whitebelt lands in the GGH, primarily located in the Regional Municipalities of Peel, Halton, and Durham.<sup>97</sup>

**TABLE 3.13: INVENTORY OF WHITEBELT LANDS, BY MUNICIPALITY**

Upper- or Single-tier Municipality	Area	Lower-tier Municipality	Area
Region of Durham	11,500 ha	<i>Municipality of Clarington</i>	4,600 ha
		<i>City of Oshawa</i>	1,100 ha
		<i>City of Pickering</i>	4,700 ha
		<i>Town of Whitby</i>	1,000 ha
Region of Halton	11,700 ha	<i>City of Burlington</i>	500 ha
		<i>Town of Halton Hills</i>	6,800 ha
		<i>Town of Milton</i>	4,300 ha
		<i>Town of Oakville</i>	100 ha
Region of Peel	11,300 ha	<i>Town of Caledon</i>	11,300 ha
Region of York	6,200 ha	<i>Town of Aurora</i>	100 ha
		<i>Town of East Gwillimbury</i>	1,700 ha
		<i>Township of King</i>	100 ha
		<i>Town of Markham</i>	2,000 ha
		<i>Town of Newmarket</i>	100 ha
		<i>City of Vaughan</i>	1,800 ha
		<i>Town of Whitchurch-Stouffville</i>	400 ha
City of Hamilton	5,200 ha	-	5,200 ha
<b>Total</b>	<b>46,000 ha</b>	<b>-</b>	<b>46,000 ha</b>

<sup>1</sup> Calculated by the Neptis Foundation as determined through the review of municipal official plans, official plan amendments, and other planning documents; see Appendix A for methodology, Appendix B for sources, and Appendix C for the land area inventory by municipality, and the Greenbelt Plan Area defined through Ontario Regulation 59/05 by the Ontario Ministry of Municipal Affairs and Housing. 36 hectares in Niagara Region (Town of Grimsby) were not included in the total.

\*Numbers may not sum to total due to rounding.

If all of the remaining Whitebelt lands were to be designated for future urban development as a result of the updated 2031–2041 forecasts or at some other point, the combined area of the Whitebelt, the designated greenfield areas, and new designated greenfield areas that would be urbanized is 153,100 hectares or 1,500 square km, an area more than twice the size of the City of Toronto. This 1,500 square km would represent a 46% increase in the size of the built-up urban footprint from 2006 (see Table 3.14). Given the large quantity of land currently designated for development, there is no immediate need for the Whitebelt lands to be designated for urban development at this time.

<sup>97</sup> Note that R. Tomalty and B. Komorowski in their 2011 report for the Greenbelt Foundation used a figure of 58,696 hectares in the Whitebelt. Since then, 11,000 hectares (19% of the land area) have been removed from the total of 57,000 hectares that existed when municipal Growth Plan conformity exercises began in 2006. Tomalty and Komorowski's Whitebelt total does not exclude the New Designated Greenfield Areas that were added through settlement area expansions since 2006. The figure also differs from that in the David Suzuki Foundation report of February 2013, *Nature on the Edge: Natural Capital and Ontario Growing Golden Horseshoe*, which refers to 94,472 hectares of land in the Whitebelt. This number includes approved vacant greenfield lands already designated for urban expansion.

TABLE 3.14: SUMMARY OF LAND SUPPLY IN THE GREATER GOLDEN HORSESHOE AS OF 2006

	Area
Designated Greenfield Areas (as of 2006) <sup>1</sup>	88,000 ha
New Designated Greenfield Areas (added since 2006) <sup>1</sup>	19,100 ha
Whitebelt Lands <sup>2</sup>	46,000 ha
<b>Total</b>	<b>153,100 ha</b>
<i>Built-Up Area (as of 2006)<sup>3</sup></i>	<b>329,800 ha</b>

<sup>1</sup> Calculated by the Neptis Foundation as determined through the review of municipal official plans, official plan amendments, and other planning documents; see Appendix A for methodology, Appendix B for sources, and Appendix C for the land area inventory by municipality.

<sup>2</sup> See Table 3.13

<sup>3</sup> Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006 (2008), Ontario Ministry Infrastructure.

## 3.4 Amending the Growth Plan

The two amendments to the Growth Plan, which deal with growth in Simcoe County (an upper-tier municipality in the Outer Ring that is planned for considerable growth), and extend the population and employment forecasts to 2041, also affect growth management efforts in the region.

Amendment no. 1 was introduced in 2012 and includes lower-tier forecasts for population and employment, identifies a series of primary settlements, and designates new employment lands in Simcoe County, an area north of the Greenbelt that is, in the Ministry's own words, "facing strong development pressure."<sup>98</sup> By treating Simcoe County as a special case, the Province may have set a precedent for other municipalities wanting special policies be added to the Growth Plan. This approach could undermine the effectiveness of regional planning in the GGH.

Amendment no. 2 to the Growth Plan was introduced in 2013.<sup>99</sup> It is unclear whether the revised forecasts contained in Schedule 3 will be reviewed again in 2016. Also, some of the updated forecasts diverge considerably from past trends. The reasons for these divergent projections are apparently related to higher fertility rates, rising life expectancy, changing immigration patterns, and slower household growth, according to the background study prepared for the Amendment.<sup>100</sup> A further technical report attributes certain changes in the forecasts to "environmental constraints" in certain areas.<sup>101</sup>

98. Places to Grow website: [https://www.placestogrow.ca/index.php?option=com\\_content&task=view&id=371&Itemid=14](https://www.placestogrow.ca/index.php?option=com_content&task=view&id=371&Itemid=14)

99. The Amendment met with some opposition from planners. See, for example, the comments submitted by the Ontario Professional Planners Institute, at <http://ontarioplanners.ca/getattachment/5f769ae8-4535-4549-b7c0-7e2635afd0db/Proposed-Amendment-2-2012-to-the-Growth-Plan-for-t.aspx>

100. Hemson Consulting Ltd., *Greater Golden Horseshoe Growth Forecasts to 2041: Technical Report*, November 2012.

101. Hemson Consulting Ltd., *Greater Golden Horseshoe Growth Forecasts to 2041: Technical Report Addendum*, June 2013.

The Minister has set a date of June 17, 2018, for municipal official plans to be brought into conformity with Amendment no. 2. Until municipalities have updated their official plans to conform to the new forecasts, the original forecasts will continue to be used.

Appendix D contains some additional information about the 2041 forecasts. Although a full analysis of the new forecasts is beyond the scope of this report, the divergences introduce an element of uncertainty into the use of population and employment forecasts as a solid basis for land use planning.

# 4

## THE BIG PICTURE

### 4.1 What has the Growth Plan achieved?

This research has found that under the policies of the Growth Plan, an additional 19,100 hectares in the Greater Golden Horseshoe have been designated for urban development, in addition to the 88,000 hectares that were designated for development before the Growth Plan was introduced in 2006. In total, 107,100 hectares (1,071 square km) are planned to be urbanized by 2031.

By a remarkable coincidence, the 1,071-square-km figure (an area almost double the area of the City of Toronto) is identical to that in the conclusion of a 2002 study that forecast the extent of urbanization in the Toronto-Related Region between 2000 and 2031.

That 2002 study differs in many important ways from the research conducted for this report. It was “not a planning study but rather a ‘What if’ assessment of the urban structure and major infrastructure implications 30 years from now under particular assumptions.”<sup>102</sup> The study focused on a slightly smaller land area, omitting some of the rural outlying areas that are included in the Greater Golden Horseshoe (see Figure 4.1). It used remote sensing techniques to determine the boundaries of the built-up area. The population and employment forecasts were lower than those used for the Growth Plan. It was based on straight-line forecasts for demographic change, employment growth, land and development economics, and consumer preferences. It cannot in any way be considered an “apples-to-apples” comparison.

Nevertheless, what is striking is the response to the study’s finding that under current or “business-as-usual” development patterns, an area almost twice the size of the City of Toronto would be urbanized between 2000 and 2031. The 1,071-sq-km figure concerned planners and decision makers alike, and was among the motivators for creating the Growth Plan in the first place. The Province cited the study in background documents prepared as the Growth Plan was being developed. To quote from *A Growth Plan for the Greater Golden Horseshoe*, a discussion paper published by the Government of Ontario in 2004:

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<sup>102</sup> Neptis Foundation, *Toronto-Related Region Futures Study: Implications of Business-as-Usual Development*, prepared by the IBI Group in association with Dillon Consulting, 2002, p. E.2.

*If we continue to consume land for urban development at the rate we have been for the past three decades, we will jeopardize the financial, social and environmental factors that make the region so attractive to new residents and new economic growth. Business-as-usual development will consume 1,000 sq km [sic] of primarily agricultural land by 2031, an area twice the size of Toronto.<sup>103</sup>*

And yet, as this report shows, what was considered an unacceptable level of urbanization for the region in 2004 has now become entrenched in municipal official plans.

**FIGURE 4.1: COMPARISON BETWEEN THE BAU STUDY AREA AND THE GREATER GOLDEN HORSESHOE GROWTH PLAN AREA**



<sup>103</sup>. Government of Ontario, *A Growth Plan for the Greater Golden Horseshoe: Discussion Paper*, Summer 2004, p. 5. In fact, the comparison is slightly exaggerated: Toronto covers 641 sq. km, so 1,000 is less than twice the size of the city.



In fact, the BAU study estimated that **106,900 hectares** would be urbanized between 2000 and 2031, for a total of 343,900 urbanized hectares in its study area. The amount of land proposed for new growth under the Growth Plan is **107,100 hectares**. If that number is adjusted to reflect the smaller study area used in the Business-as-Usual study, the total is **99,600 hectares** (see Table 4.1).

Table 4.2 compares the population and employment forecasts under the Growth Plan and compares them with those used in the Business-as-Usual study to provide a figure for gross density across the region. Although the comparison is not exact, it is interesting to note that under the Growth Plan, gross densities are not expected to change very much, whereas the Business-as-Usual study assumed a gradual increase in densities over time, despite its straight-line projections about growth, development patterns, and consumer preferences.

**TABLE 4.1: COMPARISON OF URBANIZED EXTENT UNDER THE GROWTH PLAN AND IN THE BUSINESS-AS-USUAL STUDY**

	<b>Growth Plan (GGH)</b>	<b>Growth Plan, adjusted for the smaller study area</b>	<b>BAU Study</b>
<b>Built-Up Area (as of 2006)</b>	329,800 ha <sup>1</sup>	319,300 ha	237,000 ha
<i>Designated Greenfield Areas (as of 2006)</i>	87,900 ha <sup>2</sup>	80,600 ha	106,900 ha
<i>New Designated Greenfield Areas (added since 2006)</i>	19,100 ha <sup>2</sup>	19,000 ha	
<b>Total Designated Greenfield Areas</b>	107,100 ha	99,600 ha	
<b>Total Urbanized Land Area in 2031</b>	<b>436,900 ha</b>	<b>418,900 ha</b>	<b>343,900 ha</b>

<sup>1</sup> Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006 (2008), Ontario Ministry of Infrastructure.

<sup>2</sup> Calculated by the Neptis Foundation as determined through the review of municipal official plans, official plan amendments, and other planning documents; see Appendix A for methodology, Appendix B for sources, and Appendix C for the land area inventory by municipality.

\* Numbers may not sum to total due to rounding.

**TABLE 4.2: POPULATION AND EMPLOYMENT FORECASTS AND GROSS DENSITY IN 2031 UNDER THE GROWTH PLAN AND IN THE BUSINESS-AS-USUAL STUDY**

	<b>Growth Plan (GGH)</b>	<b>Growth Plan, adjusted for smaller study area</b>	<b>BAU Study</b>
<b>Population in 2031</b>	11.5 million <sup>1</sup>	11.2 million	10.5 million
<b>Employment in 2031</b>	5.5 million <sup>1</sup>	5.4 million	5.4 million
<b>Total population and jobs combined in 2031</b>	17.0 million	16.6 million	15.9 million
<b>Total urbanized land area in 2031<sup>2</sup></b>	436,900 ha	418,900 ha	343,900 ha
<b>Gross Density</b>	<b>38.5 p+j/ha</b>	<b>39.7 p+j/ha</b>	<b>46.5 p+j/ha</b>

<sup>1</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012, Ontario Ministry of Infrastructure.

<sup>2</sup> See Table 4.1

Table 4.3 provides a breakdown of the gross densities for the Inner and Outer Ring in 2006 prior to the introduction of the Growth Plan in 2006. Table 4.4 provides a breakdown of the gross densities in 2031 25 years after the Growth Plan was established. Note that there is very little difference between

the gross densities in 2006 (prior to the establishment of the Growth Plan) versus 2031 (following 25 years of development subject to the Growth Plan).

**TABLE 4.3: 2006 GROSS DENSITIES, INNER RING, OUTER RING AND THE GGH**

	<b>Inner Ring</b>	<b>Outer Ring</b>	<b>GGH TOTAL</b>
Population in 2006 <sup>1</sup>	6,322,000	2,119,000	8,441,000
Employment in 2006 <sup>1</sup>	3,186,000	959,000	4,145,000
Total population and jobs combined in 2006	9,508,000	3,078,000	12,586,000
Built-Up Area (as of 2006) <sup>2</sup>	225,000 ha	104,800 ha	329,800 ha
<b>Gross Density</b>	<b>42.3 p + j/hectare</b>	<b>29.4 p + j/hectare</b>	<b>38.2 p + j/hectare</b>

<sup>1</sup> Hemson Consulting Ltd., Greater Golden Horseshoe Growth Forecasts to 2041, Technical Report, November 2012.

<sup>2</sup> Ontario Ministry of Infrastructure, Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006 (2008).

**TABLE 4.4: 2031 GROSS DENSITIES, INNER RING, OUTER RING AND THE GGH**

	<b>Inner Ring</b>	<b>Outer Ring</b>	<b>GGH TOTAL</b>
Population in 2031 <sup>1</sup>	8,620,000	2,880,000	11,500,000
Employment in 2031 <sup>1</sup>	4,330,000	1,240,000	5,570,000
Total population and jobs combined in 2031	12,950,000	4,120,000	17,070,000
Built-Up Area (as of 2006) <sup>2</sup>	225,000 ha	104,800 ha	329,800 ha
Designated Greenfield Area (as of 2006) <sup>3</sup>	45,200 ha	42,800 ha	88,000 ha
New Designated Greenfield Area (added since 2006) <sup>3</sup>	11,000 ha	8,100 ha	19,100 ha
Total urbanized land area in 2031	281,200 ha	155,700 ha	436,900 ha
<b>Gross Density</b>	<b>46.1 p+j/hectare</b>	<b>26.5 p+j/hectare</b>	<b>39.1 p+j/hectare</b>

<sup>1</sup> Ontario Ministry of Infrastructure, Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012.

<sup>2</sup> Ontario Ministry of Infrastructure, Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006 (2008).

<sup>3</sup> Calculated by the Neptis Foundation as determined through the review of municipal official plans, official plan amendments, and other planning documents; see Appendix A for methodology, Appendix B for sources, and Appendix C for the land area inventory by municipality.

\* Numbers may not sum to total due to rounding.

It is also interesting to compare these findings with claims by the development industry that the Growth Plan is restricting the supply of land and thereby driving up the price of housing.<sup>104</sup> On the contrary, the Growth Plan is not restricting the amount of land available for development. Through the process of bringing municipal planning documents into conformity with the Growth Plan, municipalities have designated *almost the same amount of land* under the Growth Plan as they might have without the Growth Plan.

<sup>104</sup> See, for example, Gary Gregoris and Andrew Sjogren, "Constrained land supply: A community builder's perspective," *Ontario Planning Journal*, vol. 26, no. 6, November/December 2012, p. 3. The authors state: "Some of the unintended consequences [of the Growth Plan] include increased land costs, shortage of building lots and blocks which has led to rising home prices, putting home ownership beyond the means of many young Ontarians. It has also limited or prevented investment, job creation and economic growth and development."

## 4.2 Where is the Growth Plan distributing the growth?

The total amount of growth – in population, in employment, and in urbanized land – is only part of the story. It is also important to consider *where* growth is planned to occur between now and 2031.

The analysis shows a marked difference between the treatment of municipalities in Inner Ring and those in the Outer Ring. Nearly half of the land designated for urbanization is the Outer Ring, *even though the Outer Ring is expected to attract only one-third as many new residents and one-quarter as many jobs as the Inner Ring* (see Table 4.5 and Figure 4.2). Essentially, the Outer Ring will be permitted to recreate the kind of low-density, car-oriented development that has created so many challenges in the Inner Ring.

TABLE 4.5: FORECAST GROWTH AND LAND PLANNED TO BE URBANIZED 2001-2031

	Inner Ring	Outer Ring
Population and Employment Growth 2001-2031 <sup>1</sup>	4,190,000	1,270,000
Land Planned to be Urbanized (Total Designated Greenfield Areas) <sup>2</sup>	56,200 ha	50,900 ha

<sup>1</sup> Ontario Ministry of Infrastructure, Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012.

<sup>2</sup> Calculated by the Neptis Foundation as determined through the review of municipal official plans, official plan amendments, and other planning documents; see Appendix A for methodology, Appendix B for sources, and Appendix C for the land area inventory by municipality.

FIGURE 4.2: FORECAST GROWTH AND LAND PLANNED TO BE URBANIZED, 2001-2031



This finding is directly related to the exemptions allowed in the Growth Plan for many Outer Ring municipalities. Of the 73 lower- and single-tier municipalities in the Outer Ring, 44 or 60% have been permitted to set intensification targets below the 40% minimum, and 47 or 64% have greenfield density targets below 50 people and jobs per hectare.

The “Vision for the Greater Golden Horseshoe” in 2031 included a range of transportation choices, the protection of agricultural lands, and compact settlement and development patterns.<sup>105</sup> Yet ongoing low-density development in the Outer Ring does not allow for alternatives to automobile travel, does not protect agriculture,<sup>106</sup> and does not represent compact development.

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105. Growth Plan, Section 1.2.1.

106. Agriculture is not just threatened when farmland is paved over; it is threatened when suburban development encroaches on agricultural areas, creating traffic and land use conflicts, preventing the expansion of agricultural operations, and putting lands off-limits to agriculture because of minimum separation distances. W. Caldwell and C. Dodds-Weir, 2003. *An Assessment of the Impact of Rural Non-Farm Development on the Viability of Ontario's Agricultural Industry, Phase II Report, Rural Non-Farm Development: Its Impact on the Viability and Sustainability of Agricultural and Rural Communities*, School of Rural Planning and Development, University of Guelph.

# 5

## CONCLUSIONS

### 5.1 Why has so little changed?

The outcome that the Province had hoped to avoid – the over designation of land for development at low average densities and in areas not well served by infrastructure – has in fact occurred, not in spite of the Growth Plan, but because of it.

The reasons for this outcome are related to the many exemptions allowed under the Growth Plan and permitted by the Province. What were intended to be minimum requirements were treated by most municipalities and *by the Province itself* as maximum requirements.

In its own five-year (2011) review of the Growth Plan, the Province states, “Computer modelling indicates that the Growth Plan will help to curb sprawl. Comparing two future scenarios – one that assumes that the Growth Plan **will be fully implemented** and one that does not take the Growth Plan into account – suggests that the Growth Plan could help to conserve as much as **800 square kilometres** of agricultural and rural land by 2031” (emphasis added).<sup>107</sup>

But the Growth Plan is *not* being fully implemented. Many municipalities are not intending to achieve 40% intensification or to plan new developments to accommodate 50 people and jobs per hectare. And many municipalities have calculated designated greenfield area densities in a way that is not the same as that described in the Growth Plan, which has the effect of further reducing densities and may increase the demand for urban area expansions.

Furthermore, since the requirements of the Growth Plan are not fully in effect across the GGH, even seven years after the Growth Plan was established, development continues in many places under older policies. Even after the Growth Plan is in full force in every municipality in the region, low-density development approved under the pre-Growth Plan policies will be considered to be “in the pipe” and will be permitted to proceed under the old rules.

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107. Places to Grow website: [https://www.placestogrow.ca/index.php?option=com\\_content&task=view&id=281&Itemid=84](https://www.placestogrow.ca/index.php?option=com_content&task=view&id=281&Itemid=84), emphasis added.

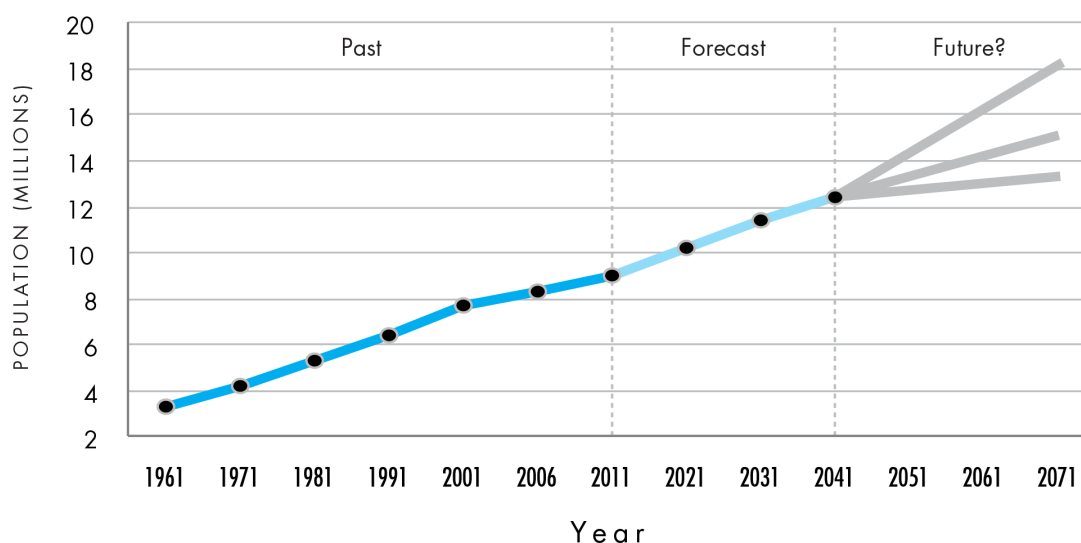
## 5.2 What happens now?

The findings in this report will, Neptis hopes, alert decision makers in the Greater Golden Horseshoe to the fact that the need to manage growth in the region remains urgent. The introduction of the Growth Plan in 2006 may have changed the conversation in Ontario on growth management and regional planning, but it has not (yet) solved the problems it was intended to solve. Very little progress has been made in the area of easing traffic congestion, for example, or in addressing the region's infrastructure deficit.

At this time, it is not possible to tell whether the Plan's policies have changed development trends, because the Plan has not been fully implemented by all municipalities. However, the analysis in this report shows that the Growth Plan's original vision and goals have been compromised by the many exemptions and exceptions allowed to its original provisions.

Municipalities across the GGH have invested a substantial amount of time, effort and resources over the past seven years to ensure that their official plans reflect the Growth Plan policies, targets and forecasts. A lot of work has been done, but the outcome is not clearly preferable to the planning regime that preceded the introduction to the Growth Plan, except in a few instances. Meanwhile, as indicated in Figure 5.1, the GGH continues to grow.

FIGURE 5.1: HISTORIC AND FORECAST POPULATION GROWTH IN THE GREATER GOLDEN HORSESHOE



### 5.3 Maintaining the vision for growth in the Greater Golden Horseshoe

The analysis in this report suggests a number of actions that the Province could take to ensure that the vision and objectives of the Growth Plan for the Greater Golden Horseshoe are not compromised. Although the Province may have embarked on some of these actions already, in advance of the ten-year review, it could go farther in engaging the public in its work.

For example, parts of the Growth Plan have not yet been acted upon by the Province. These include:

- Developing “a set of indicators to measure the implementation of the policies” in the Plan (policy 5.4.3.1).
- Monitoring the implementation of the Plan and making the results public (policy 5.4.3.2).
- Developing guidelines that municipalities can use to monitor and report on the implementation of the Plan (policy 5.4.3.3).
- Carrying out sub-area assessments for areas within the Greater Golden Horseshoe, to support appropriate forms of growth management in the widely varied sub-regions covered by the Plan (policy 5.3.4).

Completing these tasks would support the work of growth management at a region-wide scale. The Province might also consider establishing a consistent methodology and standards for municipal land budgeting exercises and disallowing appeals of municipal land budgets to the Ontario Municipal Board; such appeals account for the many delays in implementing the policies of the Growth Plan. The Province might also consider allowing lower-tier municipalities to exceed the minimum designated greenfield area density and minimum intensification rate targets set by the upper-tier municipality.

Many other supportive actions are possible, and have been suggested by other writers. These include revising development standards that act as a barrier to planning compact, complete communities (such as standards for roads, schools, and parking), supporting intensification with better incentives for brownfield redevelopment or adaptive reuse of heritage buildings, and ensuring water conservation measures are in place prior to the expansion of new or the expansion of existing treatment facilities.

Finally, the Province could revisit some of its earlier studies on growth management, which note that regulation can do only so much to change development patterns. This point is also made by Pamela Blais in her book *Perverse Cities*:

It is very difficult, if not impossible to achieve higher densities through regulation alone, particularly in the absence of accurate, transparent pricing. Minimum density

regulations are exceedingly difficult to implement: unless the development economics supports efficient densities, more compact development cannot simply be regulated into existence.<sup>108</sup>

The discussion paper cited earlier in this chapter mentioned fiscal tools that support growth management.<sup>109</sup> These included true-cost pricing for infrastructure, development charges that reflect the different costs of development in different locations, land transfer taxes, and property tax reform. These financial instruments may be equally, if not more effective than land use regulation in ensuring compact development. Their deployment is beyond the scope of this document, but it appears that more than regulation may be needed to avoid the continuation of low-density, dispersed development in the Greater Golden Horseshoe.

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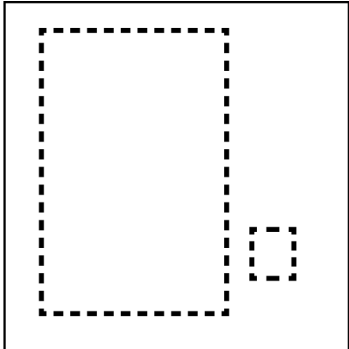
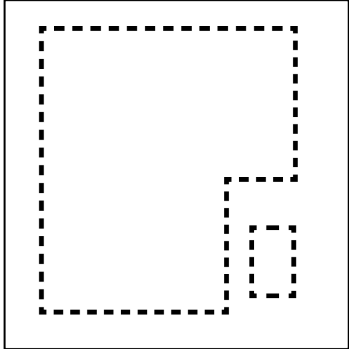
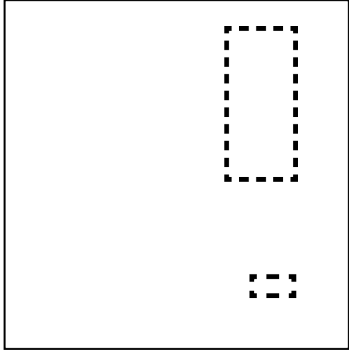
108. Pamela Blais, *Perverse Cities: Hidden Subsidies, Wonky Policy, and Urban Sprawl*, UBC Press, 2010, p. 169.

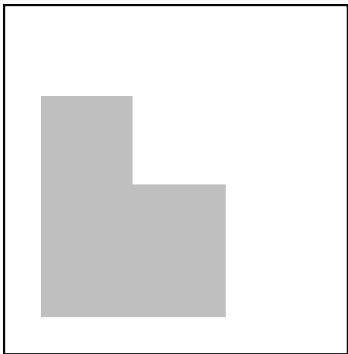
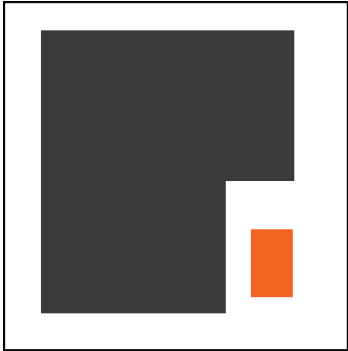
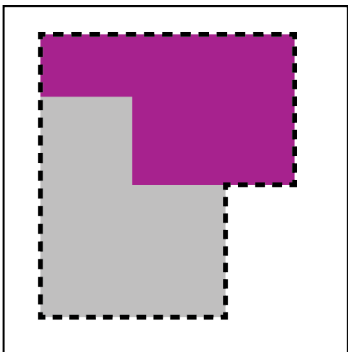
109. Government of Ontario, *A Growth Plan for the Greater Golden Horseshoe: Discussion Paper*, 2004, p. 50.



## APPENDIX A :

## Methodology for Mapping Land Designated for Growth

DESCRIPTION	PROCESS	MAPPING
<p><b>Step 1:</b></p> <p><b>Identify settlement area boundaries prior to the adoption of municipal Growth Plan conformity amendments (pre 2006)</b></p> <p>The boundaries of all settlement areas in the GGH, as defined by the Growth Plan, for each municipality were mapped using GIS. The mapping process required the digitization of settlement area boundaries primarily from official plan land use schedules and other maps obtained through municipal websites.</p> <p>Note: Estate residential, country residential, lakeshore residential, highway commercial areas, rural industrial areas, and recreational areas were not mapped as settlement areas unless located within a designated settlement area.</p>	<p><b>Map pre-Growth Plan settlement area boundaries</b></p> <p>Digital map files for settlement area boundaries are not available from municipalities or from the province; therefore Neptis conducted its own mapping exercise using publicly available mapping from official plans approved prior to the adoption of municipal Growth Plan conformity amendments.</p> <p>Where possible, official plans from upper-tier municipalities were used to delineate settlement area boundaries; the lower-tier official plan was used where no upper-tier official plan exists or if insufficient detail was provided in the upper-tier plan.</p>	 <p>■ Settlement Area Boundary (Pre 2006)</p>
<p><b>Step 2:</b></p> <p><b>Identify settlement areas boundaries following the adoption of municipal Growth Plan conformity amendments (post 2006)</b></p> <p>The boundaries of all settlement areas in the GGH, as defined under the Growth Plan, for each municipality were mapped using GIS. The mapping process required the digitization of settlement area boundaries primarily from official plan land use schedules and other mapping obtained through municipal websites.</p> <p>Note: The legal status of updated or amended settlement area boundaries vary by municipality, as the relevant official plans may be approved and in effect, under review, proposed, or under appeal to the Ontario Municipal Board or other court. The settlement area boundaries may change depending on the outcome of the approval and/or appeal process.</p>	<p><b>Map post-Growth Plan settlement area boundaries</b></p> <p>Digital map files for settlement area boundaries are not available from municipalities or from the province; therefore Neptis conducted its own mapping exercise to delineate these areas using the latest, publicly available mapping from official plans, official plan amendments, new official plans and other planning documents which incorporated municipal Growth Plan conformity amendments or expansions of the settlement area boundary.</p> <p>Where possible, official plans from upper-tier municipalities were used to delineate settlement area boundaries, however the lower-tier official plan was used where no upper-tier official plan exists or if insufficient detail was provided in the upper-tier plan.</p>	 <p>■ Settlement Area Boundary (Post 2006)</p>
<p><b>Step 3:</b></p> <p><b>Determine settlement area boundary expansions</b></p> <p>Compare the pre-Growth Plan settlement area boundaries (Step 1) with the post-Growth Plan conformity settlement area boundaries (Step 2).</p> <p>Any differences between the two boundaries that is not considered to be a technical adjustment due to improvements in mapping technology, mapping accuracy, or mapping scale is considered to be an expansion to the settlement area boundary.</p>	<p><b>Determine settlement area boundary expansions</b></p> <p>In order to determine the areas of settlement expansion, the difference between the pre-Growth Plan settlement area boundaries (Step 1) and the post-Growth Plan boundaries (Step 2) is determined.</p> <p>Any difference between the two boundaries is considered to be a settlement area boundary expansion.</p>	 <p>■ Settlement Area Boundary Expansion</p>

<p><b>Step 4:</b></p> <p><b>Identify the Built-Up Area: Built Boundary for each municipality</b></p> <p>The Built-Up Area: Built Boundary was divided by upper-, single-, and lower-tier municipal boundaries.</p>	<p><b>Delineated Built-Up Area: Built Boundary</b></p> <p>Digital map files for the Built-Up Area: Built Boundary were obtained from the Ministry of Infrastructure delineating the Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006 (2008).</p> <p>The Built-Up Area: Built Boundary was divided by municipality using municipal boundaries.</p> <p>In certain cases the Built-Up Area: Built Boundary mapping was slightly adjusted to align with the settlement area boundaries.</p>	 <p>■ Built-Up Area: Built Boundary</p>
<p><b>Step 5:</b></p> <p><b>Identify Urban and Rural settlement areas</b></p> <p>Classify each settlement area mapped in Step 1 and Step 2 as Urban or Rural, depending on the presence of a Built-Up Area: Built Boundary identified in Step 4. If a Built-Up Area: Built Boundary is present, the settlement area is classified as Urban. If not, the settlement area is classified as Rural. Settlement areas with undelineated built-up area are classified as rural.</p> <p>Some settlement areas were classified as rural prior to Growth Plan conformity were classified as Urban Settlement Areas after this process.</p>	<p><b>Classify settlement areas as Urban or Rural</b></p> <p>Settlement areas with a Built-Up Area: Built Boundary are described in the Growth Plan as having full municipal services and the capacity to support significant intensification and future growth.</p> <p>Settlement areas without a Built Boundary: Built-up Area are described in the Growth Plan as those without full municipal services that have limited capacity to accommodate significant future growth and are not intended to be a focus of intensification or future growth.</p>	 <p>■ Urban Settlement Area ■ Rural Settlement Area</p>
<p><b>Step 6:</b></p> <p><b>Identify the designated greenfield areas (undeveloped lands) with the urban settlement area</b></p> <p>Subtract the Built Up-Area: Built Boundary (Step 4) from the Urban Settlement Area (Step 5).</p>	<p><b>Subtract the Built-Up Area: Built Boundary from Urban Settlement Areas</b></p> <p>In addition to lands within an urban settlement area that are built up, there are also lands that are undeveloped, these lands are known as designated greenfield areas.</p> <p>Over time, designated greenfield area lands are intended to be used for urban development and will become built-up.</p>	 <p>■ Designated Greenfield Areas ■ Built-Up Area: Built Boundary ⌚ Urban Settlement Area Boundary</p>

**Step 7:****Identify Designated Greenfield Areas as pre vs. post Growth Plan conformity**

Classify the designated greenfield areas identified in Step 6 according to the pre Growth Plan settlement boundaries in Step 1 and post Growth Plan boundaries in Step 2.

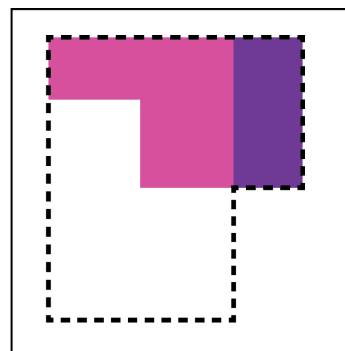
Undeveloped areas within the pre-Growth Plan boundaries (Step 1) are considered to be Designated Greenfield Areas.

Undeveloped areas within the settlement area boundary expansions (Step 2) are considered New Designated Greenfield Areas.

**Classify Designated Greenfield Areas**

Designated Greenfield Areas are areas located within the Urban settlement boundary that have not yet been developed for urban uses.

New Designated Greenfield Areas are similar to Designated Greenfield Areas, however they were added after 2006 through Growth Plan conformity amendments to municipal official plans.



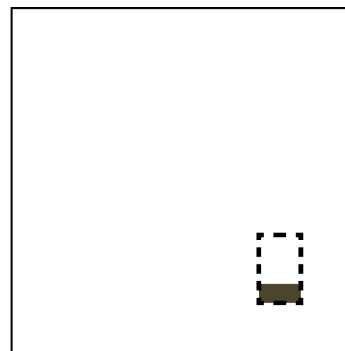
- Designated Greenfield Area
- New Designated Greenfield Area
- Urban Settlement Area Boundary

**Step 8:****Classify remaining settlement expansion areas**

The settlement area boundary expansions (Step 4) which were not classified as Urban Settlement Areas (Step 5) are also considered settlement area expansion but are known as New Rural Settlement Areas.

**Identify Rural Settlement Expansion Areas**

In addition to the Urban settlement area boundary expansions which are known as New Designated Greenfield Areas, there are also expansions to Rural settlement areas boundaries. Rural Settlement Areas boundary expansions are New Rural Settlement Areas.

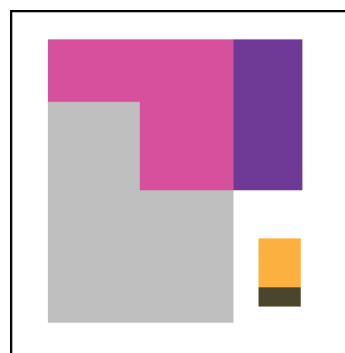


- New Rural Settlement Area
- Rural Settlement Area Boundary

**Final Result:**

The mapping and identification of the settlement area boundary expansions and the classification of settlement areas as Urban or Rural, including the identification of Designated Greenfield Areas, New Designated Greenfield Areas, Rural Settlement Areas and New Rural Settlement Area allows for a complete inventory of all land designated as settlement areas.

*Note: The New Designated Greenfield Areas may be either approved or proposed depending on their status in a municipal official plan amendment or new official plan. New Designated Greenfield Areas may also be under appeal and awaiting a decision from the Ontario Municipal Board or other court.*



- Built-Up Area: Built Boundary
- Designated Greenfield Area
- New Designated Greenfield Area
- Rural Settlement Area
- New Rural Settlement Area



## APPENDIX B :

### Data Sources

The data in this report were derived from the following sources:

#### **1. Growth Plan for the Greater Golden Horseshoe, 2006 Office Consolidation, January 2012**

- Population and employment forecasts 2001-2031 for upper-tier and single-tier municipalities
- Population and employment forecasts 2001-2031 for the Simcoe Sub-Area

#### **2. Growth Plan for the Greater Golden Horseshoe, 2006 Office Consolidation, June 2013**

- Population and employment forecasts to 2041 for upper-tier and single-tier municipalities

#### **3. 2011 Census of Canada (Census of Population)**

- Population of single, upper, and lower tier municipalities for the 1996, 2001, 2006, 2011 census periods

#### **4. Single- and upper-tier municipal official plans, official plan amendments, and supporting background reports**

- Population allocation to lower-tier municipalities
- Minimum greenfield density targets
- Minimum intensification targets
- Minimum urban growth centre density targets
- Mapping of urban settlement areas, rural settlement areas, and urban expansion areas

#### **5. Official written correspondence from the Minister of Infrastructure or the Ministry of Infrastructure Renewal to upper-tier municipalities**

- Alternative minimum designated greenfield area density targets and minimum intensification targets approved for outer-ring municipalities

#### **6. The Ministry of Infrastructure's Places to Grow website ([www.placestogrow.ca](http://www.placestogrow.ca))**

- 2006 population and employment density for urban growth centres
- Mapping of urban growth centres

#### **7. Ministry of Infrastructure**

- Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2006

#### **8. Municipal Mapping Sources**

## Haldimand County

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<p>Haldimand County Official Plan, June 8, 2009</p> <p><b>Mapping Source:</b> North Land Use Plan, Schedule A.1; Southwest Land Use Plan, Schedule A.2; Southeast Land Use Plan, Schedule A.3, Office Consolidation June 2011,</p> <p><b>Official Plan Description:</b> Urban Boundary</p>	<p>Hagersville, Dunnville, Caledonia, Cayuga, Jarvis, Townsend, Attercliffe Station, Blackheath, Byng, Canborough, Canfield, Cheapside, Decewsville, Empire Corners, Fisherville, Garnet, Kohler, Lowbanks, Moulton Station, Nanticoke, Nelles Corners, Port Maitland, Rainham Centre, Selkirk, Sims Locks, South Cayuga, Springvale, Stromness, Sweets Corners, Unity Sideroad, York, Columbus</p>	<p>*No additional urban settlement areas have been designated and no boundary adjustments have been made</p>	<p>Hagersville, Dunnville, Caledonia, Cayuga, Jarvis, Townsend, Attercliffe Station, Blackheath, Byng, Canborough, Canfield, Cheapside, Decewsville, Empire Corners, Fisherville, Garnet, Kohler, Lowbanks, Moulton Station, Nanticoke, Nelles Corners, Port Maitland, Rainham Centre, Selkirk, Sims Locks, South Cayuga, Springvale, Stromness, Sweets Corners, Unity Sideroad, York, Columbus</p>

### NOTES:

-Haldimand County is a single-tier municipality therefore no lower tier-mapping is available.

-Rural Industrial, Industrial and Major Industrial, and Resort Residential Boundary were not mapped as settlement areas.

## Niagara Region

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<p><b>Niagara Region</b></p> <p>Regional Policy Plan, Consolidated December 2010</p> <p><b>Mapping Source:</b> Urban Areas Boundary Map, November 2010</p> <p><b>Official Plan Description:</b> Urban Area*</p> <p><i>*Detailed boundaries of all settlements are not all identified at the upper-tier level. Lower-tier mapping was therefore used as an alternative.</i></p>	<p>Smithville, Beamsville, Vineland, Crystal Beach, Fort Erie, Snyder, Niagara Falls, St. Catharines, Port Colborne, Grimsby, Niagara-on-the-Lake, Virgil, Welland, Fenwick, Fonthill, Smithville, Campden, Jordan, Jordan Station, Vineland East, Douglastown, Glendale, Queenston, St. Davids, Prudhommes, Port Robinson, Stevensville</p>	<p><b>Niagara Region</b></p> <p>Amendment 2-209 to the Official Plan for the Niagara Planning Area, May 28, 2009 as amended through the addition of Policy 4.6.6</p> <p><b>Mapping Source:</b> Schedule A: Regional Urban Structure</p> <p><b>Official Plan Description:</b> Urban Area, Villages and Hamlets*</p> <p><i>*Some settlements are conceptually identified at the upper-tier level. Lower-tier mapping was used to identify detailed boundaries.</i></p>	<p>Beamsville, Fort Erie, Snyder, Niagara Falls, St. Catharines, Port Colborne, Grimsby, Niagara-on-the-Lake, Virgil, Welland, Fenwick, Fonthill, Vineland, Crystal Beach, Smithville, Campden, Jordan, Jordan Station, Vineland East, Douglastown, Glendale, Queenston, St. Davids, Prudhommes, Port Robinson, Stevensville</p>
<p><b>Town of Lincoln</b></p> <p>Town of Lincoln Official Plan, March 2010 Consolidation</p> <p><b>Mapping Source:</b> <i>Official Plan is not available online</i></p>	<p>Jordan Harbour, Tintern</p>	<p>No New Plan</p>	<p>Jordan Harbour, Tintern</p>
<p><b>Township of West Lincoln</b></p> <p>Township of West Lincoln Official Plan, Consolidated November, 2006</p> <p><b>Mapping Source:</b> Map 1 Schedule A – Land Use Plan Map 3 Schedule A - Hamlet Maps</p> <p><b>Official Plan Description:</b> Hamlet Community</p> <p><i>- Rural Clusters; Highway Commercial were not mapped as settlement areas</i></p>	<p>Caistorville, Grassie, St. Anns, Wellandport</p>	<p>No New Plan</p>	<p>Caistorville, Grassie, St. Anns, Wellandport</p>

<b>Town of Pelham</b> Official Plan of the Town of Pelham <b>Mapping Source:</b> Schedule A - Land Use, April 2012 <b>Official Plan Description:</b> Rural Settlement  <i>- Industrial; Airport were not mapped as settlement areas</i>	North Pelham	No New Plan	North Pelham
<b>Township of Wainfleet</b> Township of Wainfleet Official Plan, Office Consolidation 2000 <b>Mapping Source:</b> Schedule A – Municipal Structure, March 2012 <b>Official Plan Description:</b> Hamlets	Hendershot Corners, Winger, Chambers Corners, Wainfleet Village, Ostryhon Corners, Burnaby	No New Plan	Hendershot Corners, Winger, Chambers Corners, Wainfleet Village, Ostryhon Corners, Burnaby
<b>Town of Fort Erie</b> Official Plan of the Town of Fort Erie Planning Area, November 18, 2011 <b>Mapping Source:</b> Schedule A – Fort Erie Land Use Plan, October 19, 2011 <b>Official Plan Description:</b> Hamlet Boundary  <i>-Rural Residential was not mapped as a settlement area</i>	Snyder	No New Plan	Snyder
<b>City of Port Colborne</b> City of Port Colborne Official Plan, October 2006 <b>Mapping Source:</b> Schedule A - Land Use Plan <b>Official Plan Description:</b> Hamlet  <i>-Lakeshore Residential; Rural Residential were not mapped as a settlement area</i>	Bethel, Gasline, Sherkston	No New Plan	Bethel, Gasline, Sherkston
<b>Town of Grimsby</b> Town of Grimsby Official Plan, May 12, 2012 <b>Mapping Source:</b> Schedule A - Municipal Structure, October 2009 <b>Official Plan Description:</b> Hamlets	Grassie, Kemp and Mountain Road Hamlet	No New Plan	Grassie, Kemp and Mountain Road Hamlet

## NOTES:

- The Rural Clusters designated in West Lincoln Township including, Fulton, Warner, Bismarck, Winslow, Boyle, Silverdale, Attercliff, Caistor Centre, Abingdon, Allen's Corners, and Grimsby Centre were not mapped as settlement areas. These rural clusters are identified on Schedule A: Regional Urban Structure, Amendment 2-209 to the Official Plan for the Niagara Planning Area, May 28, 2009 as amended through the addition of Policy 4.6.6 as 'Villages and Hamlets' however no detailed boundaries exist for these areas at the upper-tier or lower-tier level.
- Port Robinson Historic Settlement Area was not mapped as a settlement area
- Rockway and Vineland Station (Town of Lincoln), Ridgeville and Effingham (Town of Pelham) are not identified on upper-tier or lower-tier official plans, therefore they were not mapped as settlement areas
- Dry Industrial designations in Welland and Thorold related to Gateway Economic Centre were not mapped as settlement areas

- Highway Commercial lands in Thorold along Hwy 20 were not mapped as settlement areas
- Niagara District Airport and Welland Niagara Central Airport were not mapped as a settlement area
- Settlement Area boundaries were refined with the assistance of Niagara Regional GIS staff John Docker.

## City of Hamilton

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<b>City of Hamilton</b> Hamilton-Wentworth Official Plan, June 2005, Consolidated December 12, 2007 <b>Mapping Source:</b> Map No. 1 – Regional Development Pattern, September 2011 <b>Official Plan Description:</b> Urban Area Boundary, Rural Settlements*  <i>*Rural settlements are conceptually identified at the upper-tier level</i>	Hamilton, Waterdown, Binbrook, Albion, Carlisle, Concession 5 & Centre Rd, Copetown, Flamborough Centre, Freelon, Greensville, Hamilton, Jerseyville, Kirkwall, Lynden, Millgrove, Orkney, Rockton, Sheffield, Strabane, Tapleytown, Troy, Westover, Woodburn	<b>City of Hamilton</b> Urban Hamilton Official Plan, March 16, 2011 <b>Mapping Source:</b> Urban Hamilton Official Plan, Schedule E, Urban Structure, July 9, 2009 + Rural Hamilton Official Plan, Schedule D, Rural Land Use Designations, January 20, 2012 <b>Official Plan Description:</b> Urban Boundary, Rural Settlement Areas + <b>City of Hamilton</b> Airport Employment Growth District, Appendix E to Report PED10153a, August 19, 2010 <b>Mapping Source:</b> Urban Hamilton Official Plan, Airport Employment Growth District Secondary Plan, Land Use Plan, Map B.8-1, August 25, 2010 <b>Official Plan Description:</b> Urban Boundary	Hamilton, Waterdown, Binbrook, Albion, Carlisle, Concession 5 & Centre Rd, Copetown, Flamborough Centre, Freelon, Greensville, Hamilton, Jerseyville, Kirkwall, Lynden, Millgrove, Orkney, Rockton, Sheffield, Strabane, Tapleytown, Troy, Westover, Woodburn

### NOTES:

- Hamilton is a single-tier municipality, therefore no lower tier-mapping is available.
- The detailed historic boundaries of Rural Settlements Areas are not available online. Consequently, Schedule D of the Rural Hamilton Official Plan was used to delineate the boundaries of Rural Settlement Areas. It was confirmed by City of Hamilton planner (Lindsay King) that there were no proposed expansions planned to any of the Rural Settlement Areas in Hamilton.
- The proposed urban area expansion related to the Airport Employment Growth District was not added as part of the Hamilton official plan review but instead proposed through a separate Employment Growth District Secondary Plan and Official Plan Amendment (OPA).

## County of Brant

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
The County of Brant Official Plan, November 7, 2000 - Office Consolidation April 20, 2004 <b>Mapping Source:</b> Schedule A - Land Use Plan, September 2011 <b>Official Plan Description:</b> Settlement Boundary  - Rural Residential; and Employment lands located outside a settlement area were not mapped as a settlement area	Burford, Paris, St. George, Burtch, Cainsville, Cathcart, County Rd 22 and Hwy 54, Fairfield Plain, Falkland, Glen Morris, Gobles, Harley, Harrisburg, Kelvin, Middleport, Mount Pleasant, Muir, New Durham, Oakhill, Oakland, Onondaga, Scotland, Tutela Heights, Wrigley Corners	County of Brant Official Plan, September 7, 2010 <b>Mapping Source:</b> Schedule A - Land Use Plan, June 2010 <b>Official Plan Description:</b> Primary Urban Settlement Area Boundary; Secondary Urban Settlement Area Boundary; Secondary Urban Settlement Area Boundary; Hamlet Boundary	Burford, Paris, St. George, Burtch, Cainsville, Cathcart, County Rd 22 and Hwy 54, Fairfield Plain, Falkland, Glen Morris, Gobles, Harley, Harrisburg, Kelvin, Middleport, Mount Pleasant, Muir, New Durham, Oakhill, Oakland, Onondaga, Scotland, Tutela Heights, Wrigley Corners

### NOTES:

- Brant is a single-tier municipality therefore no lower tier-mapping is available.



## Brantford

Current Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
Official Plan of the City of Brantford, Office Consolidation October 2011 <b>Mapping Source:</b> Schedule 1-1 Land Use Plan, August 2011	The Entire City of Brantford was mapped as a Settlement Area with the exception of First Nation of the Grand River Territory.	No New Plan	The Entire City of Brantford was mapped as a Settlement Area with the exception of First Nation of the Grand River Territory.

### NOTES:

-Brantford is a single-tier municipality, therefore no lower tier-mapping is available.

## Region of Waterloo

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
Region of Waterloo Official Policies Plan, September 2006 Consolidation <b>Mapping Source:</b> ROPP Map 6 - Settlement Pattern, September 2006 Consolidation <b>Official Plan Description:</b> City Urban Area; Township Urban Area; Rural Settlement Areas* + Amendment No. 28 City Urban Area Expansion: East Side Phase One Employment Lands, October 2009 <b>Mapping Source:</b> Schedule A - Regional Official Plan Amendment, Expansion to the City Urban Area Designation, Phase 1 East Side Employment Lands, City of Cambridge  <i>-Agricultural Resource Area/Future Township Urban Area were not mapped as Settlement Areas</i> <i>*Some settlements are conceptually identified at the upper-tier level. Lower-tier mapping was used to identify detailed boundaries</i>	Kitchener, Cambridge, Waterloo, Elmira, St. Jacobs, Wellesley, Baden, New Hamburg, Ayr	Region of Waterloo Official Plan, December 22, 2010 <b>Mapping Source:</b> Map 3a - Urban Area, 2010 Map 3b - Townships of Woolwich, Township Urban Area - Elmira and St. Jacobs, 2010 Map 3c - Township of Wilmot, Township Urban Area - Baden and New Hamburg, 2010 Map 3d - Township of Wellesley, Township Urban Area - Wellesley, 2010 Map 3e - Township of North Dumfries, Township Urban Area - Ayr, 2010 <b>Official Plan Description:</b> Urban Area Boundary*  <i>-401 Strategic Employment Area Reserves were mapped as Urban Employment Areas not settlement areas</i>  <i>*Some settlements are not identified at the upper-tier level. Lower-tier mapping was therefore used to determine detailed boundaries.</i>	Kitchener, Cambridge, Waterloo, Elmira, St. Jacobs, Wellesley, Baden, New Hamburg, Breslau, Breslau South, Stockyards Industrial/Commercial Area and King & 86 Power Centre, Ayr
Townships of Wellesley Township of Wellesley Official Plan, 2011 <b>Mapping Source:</b> Rural Settlement Areas: Maps 5.1 – 5.10 <b>Official Plan Description:</b> Rural Settlement Area  <i>-Institutional; Rural mixed Use/Agricultural Cluster are not mapped as rural settlement areas</i>	Bamberg, Crosshill, Dorking, Hawkesville, Heidelberg, Kingwood, Linwood, Paradise Lake, St. Clements, Wallenstein	No New Plan	Bamberg, Crosshill, Dorking, Hawkesville, Heidelberg, Kingwood, Linwood, Paradise Lake, St. Clements, Wallenstein

<b>Township of Wilmot</b> Township of Wilmot Official Plan, November 2006 Consolidation <b>Mapping Source:</b> Map 2: Land Use Map <b>Official Plan Description:</b> Rural Settlement Area  <i>-Major Recreation was not mapped as a Settlement Area</i>	Foxboro Green, Haysville, Lisbon, Luxemburg, Mannheim, New Dundee, Peters- burg, Phillipsburg, Shingletown, St. Agatha, Sunfish Lake, Wilmot Centre	No New Plan	Foxboro Green, Haysville, Lisbon, Luxemburg, Mannheim, New Dundee, Petersburg, Phillipsburg, Shingletown, St. Agatha, Sunfish Lake, Wilmot Centre
<b>Township of Woolwich</b> The Corporation of the Township of Woolwich Official Plan, Consolidated December 31, 2001 <b>Mapping Source:</b> Township of Woolwich Settlement Plan (Bloomingdale, Conestogo, Crows- foot Corner, Winterbourne, Heidelberg, West Montrose, Floradale, Maryhill, Mundil, Weber, Shantz Station, Martin Grove, Floradale, Heidelberg), 2000 <b>Official Plan Description:</b> Settlement Boundary	Blooming- dale, Conestogo, Crowsfoot Corner, Employment Area, Floradale, Hei- delberg, Martin's Grove, Maryhill, Mundil, Shantz Station, Weber, West Montrose, Winterbourne	No New Plan	Bloomingdale, Cones- togo, Crowsfoot Corner, Employment Area, Floradale, Heidelberg, Martin's Grove, Maryhill, Mundil, Shantz Station, Weber, West Montrose, Winterbourne
<b>Township of North Dumfries</b> Township of North Dumfries Official Plan Consolidation, May 1, 2008 <b>Mapping Source:</b> Map No. 2.2 to Map No. 2.31, May 1, 2008 Consolidation <b>Official Plan Description:</b> Settlement and Ancillary Residential	Branchton, Brown, Clarkson, Clyde, Dickie One, Dickie Two, Greenfield, H'ayritage, Hall, Hwy. 24 Resi- dential, Innanen, Lockie, Mackie, McLean, Morrison, Parker, Plumtree, Ranchland, Reids- ville, Riverview, Roseville, Taylor, Wrigley, Young	No New Plan	Branchton, Brown, Clarkson, Clyde, Dickie One, Dickie Two, Green- field, H'ayritage, Hall, Hwy. 24 Residential, Innanen, Lockie, Mackie, Mclean, Mor- rison, Parker, Plumtree, Ranchland, Reidsville, Riverview, Roseville, Taylor, Wrigley, Young

## NOTES:

- Only urban settlements are identified at upper-tier level. Lower-tier mapping was used to delineate the rural settlement areas.
- Industrial/Commercial Areas and Industrial Areas were not mapped as Settlement Areas
- The Region of Waterloo International Airport was not mapped as part of the urban settlement area
- The two Hwy 401 employment areas were mapped as Strategic Employment Areas not as settlement areas

## Wellington County

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<b>Wellington County</b> Wellington County Official Plan, May 6, 1999 - Revised February 24, 2011 <b>Mapping Source:</b> Township of Centre Wellington - Schedule A1, May 6, 1999 Town of Erin - Schedule A2, May 6, 1999 Township of Guelph-Eramosa - Schedule A3 Township of Mapleton - Schedule A4, May 6, 1999 Town of Minto - Schedule A5, May 6, 1999 Township of Wellington North - Schedule A6, May 6, 1999 Puslinch - Schedule A7, May 6, 1999 <b>Official Plan Description:</b> Urban Centre; Hamlet Area  <i>- Rural Industrial; Recreational; Country Residential were not mapped as settlement areas</i>	Aurthur, Clifford, Erin, Drayton, Elora, Fergus, Harriston, Hillsburgh, Moorefield, Mount Forest, Palmerston, Rockwood, Aberfoyle, Arkell, Alma, Ballinafad, Brisbane, Cedar Valley, Crewsons Corners, Conn, Orton, Ospringe, Drew, Damascus, Teviotdale, Belwood, Ennotville, Inverhaugh, Ariss, Barrie Hill, Brucedale, Crewsons Corners, Eden Mills, Everton, Hamilton Drive, Hartfield, Highway 24/Lake Rd, Highway 7 Hamlet Area, Kenilworth, Marden, Morriston, Oustic, Promenade Park, Riverstown, Shadow Beech, Glen Allan, Hollen, Lebanon, Moorefield, Rothsay, Wallenstein, Yatton	<b>Wellington County</b> Amendment No. 65 to the County of Wellington Official Plan, May 15, 2009 <b>Mapping Source:</b> Schedule A-1 to A-12, May 2009 <b>Official Plan Description:</b> Urban Centre Boundary + <b>Wellington County</b> Amendment No. 81 to the Official Plan for the County of Wellington, August 9, 2012 <b>Mapping Source:</b> Schedule A-1 to A-18 and A-44, August 9, 2012 <b>Official Plan Description:</b> Proposed Hamlet Boundary; Urban Centre; Hamlet Area	Aurthur, Clifford, Erin, Drayton, Elora, Fergus, Harriston, Hillsburgh, Moorefield, Mount Forest, Palmerston, Rockwood, Ennotville, Ospringe, Cedar Valley, Brisbane, Highway 7 Hamlet Area, Hollen, Wallenstein, Alma, Drew, Kenilworth, Inverhaugh, Ballinafad, Orton, Marden, Rothsay, Lebanon, Yatton, Glen Allan, Morriston, Aberfoyle, Arkell, Crewsons Corners, Conn, Damascus, Teviotdale, Belwood, Ariss, Barrie Hill, Brucedale, Crewsons Corners, Eden Mills, Everton, Hamilton Drive, Hartfield, Highway 24/Lake Rd, Oustic, Promenade Park, Riverstown, Shadow Beech, Moorefield

### NOTES:

-Urban Settlement Area boundaries were modified based on OPA no. 65 (May 15, 2009)

-Rural Settlement Area boundaries were modified based on OPA no. 81 (June 27, 2012)

## City of Guelph

Official Plan	Settlement Area	New/Amended Official Plan	Settlement Area
City of Guelph Official Plan, November 2006 Consolidation <b>Mapping Source:</b> Schedule 1: Land Use Plan, November 2006 Consolidation	The Entire City of Guelph was mapped as an Urban Settlement Area	Official Plan Amendment no. 39 <b>Mapping Source:</b> OPA 39 Schedule 1B: Growth Plan Elements, March 17, 2010	The Entire City of Guelph was mapped as an Urban Settlement Area

### NOTES:

-Guelph is a single-tier municipality, therefore no lower tier-mapping is available.

## Dufferin County

Official Plan	Settlement Area	New/Amended Official Plan	Settlement Area
<b>Town of Orangeville</b> Town of Orangeville Official Plan, Office Consolidation December 31, 2011 <b>Mapping Source:</b> Schedule A – Land Use Plan, December 31, 2011	Entire Town of Orangeville is mapped as a settlement area	No New Plan	Entire Town of Orangeville is mapped as a Urban Settlement

<b>Town of Shelburne</b> Town of Shelburne Official Plan, August 31, 2006 Consolidated + OPA 33 <b>Mapping Source:</b> Schedule A – Land Use Plan, <b>Official Plan Description:</b> Urban Area	Town of Shelburne	No New Plan	Town of Shelburne
<b>Town of Mono</b> Town of Mono Official Plan, Consolidated December 2009 <b>Mapping Source:</b> Schedule A – Land Use, July 2010 <b>Official Plan Description:</b> Greenbelt Hamlet Area; Hamlet  <i>-Suburban Area, Escarpment Recreation Area, Major Institutional, Industrial, Resort, Commercial, Commercial Plaza are not mapped as a settlement area</i>	Camilla, Greenbelt Hamlet, Hockley Village, Mono Centre	No New Plan	Camilla, Greenbelt Hamlet, Hockley Village, Mono Centre
<b>Township of Amaranth</b> Township of Amaranth Official Plan, Consolidation September 2010 <b>Mapping Source:</b> Schedule A – Land Use and Transportation <b>Official Plan Description:</b> Unnamed Community Boundary  <i>-Estate Residential; Employment is not mapped as a settlement area</i>	Laurel, Waldemar	No New Plan	Laurel, Waldemar
<b>Township of East Garafraxa</b> Official Plan for the Township of East Garafraxa, December 2004 <b>Mapping Source:</b> Schedule A – Land Use and Transportation <b>Official Plan Description:</b> Community Boundary	Garafraxa Woods, Marsville, Orton	No New Plan	Garafraxa Woods, Marsville, Orton
<b>Township of East Luther Grand Valley</b> Township of East Luther Grand Valley Official Plan, 2006 <b>Mapping Source:</b> Schedule A – Land Use and Transportation, December 23, 2008 <b>Official Plan Description:</b> Urban Area Boundary; Rural Settlements  <i>- Highway Commercial was not mapped as a settlement area</i>	Grand Valley, Colbeck, Monticello	<b>Township of East Luther Grand Valley</b> Official Plan for the Town of Grand Valley, Office Consolidation, October 10, 2012 <b>Mapping Source:</b> Schedule A-2 Land Use (Village), October 23, 2012 <b>Official Plan Description:</b> Settlement Area	Grand Valley, Colbeck, Monticello  - No changes were made to Rural Settlement boundaries

<b>Township of Melancthon</b> The Official Plan of the Melancthon Planning Area, Office Consolidation, February 1994 <b>Mapping Source:</b> Schedule A – Land Use Plan, February 1994 <b>Official Plan Description:</b> Residential (hamlets)	Corbetton, Horning's Mills, Riverview	<b>Township of Melancthon</b> Township of Melancthon Official Plan, November 2012 <b>Mapping Source:</b> Schedule B - Land Use and Roads Plan - Horning's Mills, November 2012 Schedule C - Land Use and Roads Plan - Corbetton and Riverview, November 2012 <b>Official Plan Description:</b> Community; Light Industrial	Corbetton, Horning's Mills, Riverview
<b>Township of Mulmur</b> Official Plan for the Township of Mulmur <b>Mapping Source:</b> Schedule A – Land Use Designations, February 13, 2008 <b>Official Plan Description:</b> Community  <i>-Estate Residential was not mapped as a settlement area</i>	Honeywood, Mansfield, Primrose, Rosemont, Terra Nova, Violet Hill	<b>Township of Mulmur</b> Official Plan for the Township of Mulmur, March 2, 2010 <b>Mapping Source:</b> Schedule A1 - Land Use Designations, August 2009 <b>Official Plan Description:</b> Settlement Area (Hamlet Boundary); Settlement Area (Community Boundary); Hamlet; Hamlet Residential	Honeywood, Mansfield, Primrose, Rosemont, Terra Nova, Violet Hill

## NOTES :

-Dufferin County does not have an official plan, lower-tier plans were used to identify settlement area

-Lavender, Blackbank, Ruskview, Banda, Santon were too small to be mapped as rural settlement areas

## Halton Region

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<b>Halton Region</b> Halton Region Official Plan, 2006 - Consolidated August 17, 2006 <b>Mapping Source:</b> Map 1 - The Regional Structure, Office Consolidation, October 6, 2006 <b>Official Plan Description:</b> Urban Area, Hamlet*  <i>*Hamlets are conceptually identified. Detailed boundaries of rural settlements are not provided at the upper-tier level, lower tier mapping was used as an alternative.</i>	Burlington, Georgetown, Acton, Milton, Oakville	<b>Halton Region</b> Amendment no. 38 to the Regional Plan, 2006 <b>Mapping Source:</b> Map 1 - Regional Structure, December 16, 2009 <b>Official Plan Description:</b> Urban Area; Employment Area, Hamlet	Burlington, Georgetown, Acton, Milton, Oakville, Kilbride, Lowville, Mount Nemo, Brackville, Moffat, Campbellville, Norval, Glen Williams, Limehouse Terra Cotta, Silver Creek, Henderson's Corners, Crewsions Corners, Bannockburn, Ballinafad
<b>City of Burlington</b> Official Plan of the Burlington Planning Area, October 24, 2008, Updated December 2011 <b>Mapping Source:</b> Schedule A - Settlement Pattern <b>Official Plan Description:</b> Rural Settlement Areas	Kilbride, Lowville, Mount Nemo		

<b>Town of Milton</b> Town of Milton Official Plan, December 1997, Consolidated August, 2008 <b>Mapping Source:</b> Schedule A – Land Use Plan <b>Official Plan Description:</b> Hamlet Area	Brockville, Moffat, Campbellville		
<b>Town of Halton Hills</b> Town of Halton Hills Official Plan, September 16, 2006 – Office Consolidation, May 2008 <b>Mapping Source:</b> Schedule A1 - Land Use Plan, Office Consolidation, May 2008 <b>Official Plan Description:</b> Rural Cluster Area; Hamlet Area  <i>-Major Institutional; Rural Industrial Area; Rural Cluster Area were not mapped as settlement areas</i>	Norval, Stewarttown, Glen Williams, Limehouse Terra Cotta, Silver Creek, Henderson's Corners, Crewsons Corners, Bannockburn, Ballinafad		

## NOTES:

-Ashgrove and Hornby rural clusters were not identified in the Halton Regional Official Plan and therefore were not mapped as settlement areas

-The Hamlet of Stewarttown was incorporated into the Georgetown urban settlement area through ROPA 28

## Peel Region

Current Official Plan	Settlement Areas	New /Amended Official Plan	Settlement Areas
<b>Peel Region</b> Peel Region Official Plan, Office Consolidation November 2008 <b>Mapping Source:</b> Schedule D - Regional Structure, November 2008 <b>Official Plan Description:</b> 2031 Urban Boundary; Rural Service Centre  <i>-Some settlements are not identified at the upper-tier level, lower-tier mapping was therefore used as an alternative.</i>	Mississauga, Brampton, Mayfield West, Bolton, Caledon East	<b>Peel Region</b> Region of Peel Official Plan, Working Draft Office Consolidation, March 2012 <b>Mapping Source:</b> Growth Plan Policy Areas in Peel, Figure 16, June 2011 <b>Official Plan Description:</b> 2031 Urban Boundary; Built-up Area; Designated Greenfield Area, Settlement or Estate Community with Undelineated Built Boundary	Mississauga, Brampton, Mayfield West, Bolton, Caledon East, Albion, Alton, Belfountain, Campbells Cross, Cataract, Cheltenham, Claude, Inglewood, Melville, Mono Mills, Mono Road, Palgrave, Sandhill, Terra Cotta, Tullamore, Victoria, Wildfield, Caledon Village
<b>Town of Caledon</b> Town of Caledon Official Plan - Consolidation December 31, 2008 <b>Mapping Source:</b> Schedule A - Town of Caledon Land Use Plan Schedule B - Mayfield West Land Use Plan Schedule C - Bolton Land Use Plan Schedule M - Inglewood Village and Area Land Use Plan Figure 3 - Alton <b>Official Plan Description:</b> Settlement Area; Settlement Boundary 2021  <i>-Special Residential, Institutional; Estate Residential, Retirement Community were not mapped as settlement areas</i>	Albion, Alton, Belfountain, Campbells Cross, Cataract, Cheltenham, Claude, Inglewood, Melville, Mono Mills, Mono Road, Palgrave, Sandhill, Terra Cotta, Tullamore, Victoria, Wildfield, Caledon Village		

## NOTES:

-In the 2008 Peel Official Plan sufficient detail is not available to identify all settlement areas, the Caledon Official Plan was therefore used to identify some settlements.

-Palgarave Estate Residential Community was not mapped as a settlement area

## City of Toronto

Official Plan	Settlement Area	New/Amended Official Plan	Settlement Area
<b>City of Toronto</b> City of Toronto Official Plan, Consolidation December 2010 <b>Mapping Source:</b> Map 2 – Urban Structure, December 2010	The entire City of Toronto is considered to be a Settlement Area	No New Plan	The entire City of Toronto is considered to be a Settlement Area

## NOTES:

-The City of Toronto is a single-tier municipality therefore no lower tier-mapping is available.

-The entire City of Toronto is considered to be an Settlement Area, with the exception of the Rogue Park area where the Greenbelt Plan extends south to Lake Ontario.

## York Region

Current Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<b>York Region</b> Region of York Official Plan, March 1, 2009 Office Consolidation <b>Mapping Source:</b> Map 5: Regional Structure, March 1, 2009 <b>Official Plan Description:</b> Urban Area; Town or Village*  <i>*With the exception of Ballantrae, detailed boundaries of rural settlements are not provided at the upper-tier level, lower tier mapping was used as an alternative.</i>	Part of Vaughan, Richmond Hill, Oak Ridges, Markham, Aurora, Newmarket, King City, Keswick, Mount Albert, Stouffville, Sharon, Queensville, Holland Landing, Quaker, Nobleton, Ballantrae	<b>York Region</b> York Region Official Plan 2010, Office Consolidation January 14, 2013 <b>Mapping Source:</b> Map 1: Regional Structure, December, 2012 <b>Official Plan Description:</b> Urban Area; Towns and Villages, Countryside Area Designation/Hamlet*; Greenbelt Protected Countryside/Hamlet* + Regional Official Plan Amendment No. 2 to the York Region Official Plan - December 2009 <b>Mapping Source:</b> Map 1 - Regional Structure + Regional Official Plan Amendment No. 3 to the York Region Official Plan - December 2009 <b>Mapping Source:</b> Map 1 - Regional Structure  <i>*Some rural settlement are identified on the upper tier plan, other settlements were identified using the lower-tier plans</i>	Vaughan, Richmond Hill, Oak Ridges, Markham, Aurora, Newmarket, Keswick, Mount Albert, Sharon, Schomberg, Queensville, Holland Landing, Quaker, Ballantrae, Kettleby, Snowball, East part of Pottageville, Bloomington, Gormley, Musselman Lake, South part of Vandorf

<p><b>Town of East Gwillimbury</b> Town of East Gwillimbury Official Plan, June 2010 (OPA 95)</p> <p><b>Mapping Source:</b> Official Plan Amendment No. 95, Schedule A - Land Use and Transportation Plan January 2007</p> <p><b>Official Plan Description:</b> Rural Settlement, Hamlet</p> <p><i>-Rural Commercial/Industrial Area; Recreation Area; Estate Residential were not mapped as settlement areas</i></p>	Brown Hill, Holt		Brown Hill, Holt
<p><b>Town of Georgina</b> Town of Georgian Official Plan, Office Consolidation October 1, 2010</p> <p><b>Mapping Source:</b> Schedule A - Land Use Plan, October 1, 2010 Pefferlaw Secondary Plan, Schedule E1: Land Use Plan</p> <p><b>Official Plan Description:</b> Hamlet Area; Rural Residential Area, Residential, Industrial, Industrial Special Study Area, Commercial, Commercial Study Area, Institutional</p> <p>+</p> <p>Town of Georgina, Sutton/Jackson's Point Secondary Plan, June 20, 2010</p> <p><b>Mapping Source:</b> Sutton/Jackson's Point Secondary Plan, Schedule B: Land Use Plan, June 30, 2010</p> <p><b>Official Plan Description:</b> Urban Service Boundary</p> <p><i>-Commercial Recreation Area; Rural Commercial Area; Rural Industrial Area; Serviced Lakeshore Residential Area; Lakeshore Residential Area; Estate Residential Area were not mapped as settlement areas</i></p>	Baldwin, Belhaven, Maple Lake Estates, Ravenshoe, Udora, Virginia Beach, Pefferlaw, Sutton	No New Plan	Baldwin, Belhaven, Maple Lake Estates, Ravenshoe, Udora, Virginia Beach, Pefferlaw, Sutton
<p><b>Town of Whitchurch-Stouffville</b> Official Plan of the Town of Whitchurch-Stouffville Planning Area, August 2011</p> <p><b>Mapping Source:</b> Schedule B - Land Use and Transportation Plan, August 31, 2011 Ballantrae-Musselman Lake and Environs Secondary Plan: Schedule E - Land Use Plan, July 31, 2007 Vandorf-Preston Lake Secondary Plan Oak Ridges Moraine Conservation Plan: Schedule G - Land Use and Transportation Plan, July 31, 2007 Gormley Industrial Secondary Plan: Schedule A Land Use and Road Plan, March 5, 2009</p> <p><b>Official Plan Description:</b> ORM Hamlet Area; Musclem Lake Community Area; Existing Vandorf Residential Area; ORM Vandorf Residential Area; ORM Mixed Use Area; ORM Employment Area; Employment Area; Potential Employment Area; Potential Mixed Use Area; Potential Vandorf Medium Density Residential Area; Servicing Study Area,</p>	Bloomington, Gormley, Musselman Lake, Vandorf	<p><b>Town of Whitchurch-Stouffville</b> Official Plan of the Town of Whitchurch-Stouffville Planning Area, August 2011</p> <p><b>Mapping Source:</b> Vandorf-Preston Lake Secondary Plan Oak Ridges Moraine Conservation Plan: Schedule G - Land Use and Transportation Plan, July 31, 2007</p> <p><b>Official Plan Description:</b> Existing Vandorf Residential Area; ORM Vandorf Residential Area; ORM Mixed Use Area; ORM Employment Area; Employment Area; Potential Employment Area; Potential Mixed Use Area; Potential Vandorf Medium Density Residential Area; Servicing Study Area</p> <p>+</p> <p>Community of Stouffville Secondary Plan</p> <p><b>Mapping Source:</b> Schedule F: Land Use and Transportation Plan, August 2011</p> <p><b>Official Plan Description:</b> Towns and Villages Urban Serviced Area</p>	North part to Vandorf, Stouffville



<p><b>Township of King</b></p> <p>Official Plan of the Township of King Planning Area, 1970</p> <p>+</p> <p>Amendment no. 23 to the Official Plan of the Township of King the Hamlet Secondary Plan, 1983</p> <p>+</p> <p>Amendment no. 230 to the Official Plan of the Township of King Planning Area. Oak Ridges Moraine Conservation Plan Amendment to Township of King Official Plan Amendment no. 23 (Hamlet Secondary Plan), October 20, 2003</p> <p><b>Mapping Source:</b></p> <p>Schedule 1 - Land Use Plan of the Official Plan of the Township of King Planning Area - Oak Ridges Moraine Plan Area, October 2003</p> <p>Schedule 1 - Land Use Plan - Nobleton Community Plan Oak Ridges Moraine Plan Area, October 2003</p> <p>Schedule 4 - Pottageville Hamlet Plan Land Use Plan, October 2003</p> <p>Schedule B - Land Use Plan, Ansnorveldt Hamlet Plan, Township of King</p> <p>Schedule D - Land Use Plan, Laskay Hamlet Plan, Township of King</p> <p><b>Official Plan Description:</b></p> <p>ORM Rural Settlement Area</p> <p>Hamlet Residential; Institutional</p> <p>+</p> <p>Nobleton Community Plan, Township of King, Office Consolidation, February 2005 (Amendment no. 57)</p> <p><b>Mapping Source:</b></p> <p>Schedule 1: Land Use Plan, Nobleton Community Plan Oak Ridges Moraine Plan Area, October 2003</p> <p><b>Official Plan Description:</b></p> <p>Nobleton Urban Area</p> <p>+</p> <p>King City Community Plan, Township of King, January 27, 2000 (Amendment no. 54)</p> <p><b>Mapping Source:</b></p> <p>Schedule 4: Land Use and Transportation Strategy. King City Community Plan, October 2003</p> <p><b>Official Plan Description:</b></p> <p>Oak Ridges Moraine Settlement Area</p>	<p>Ansnorveldt, Kettleby, Laskay, Lloydton, Pottageville, Schomberg, Snowball</p>		<p>Ansnorveldt, Laskay, Lloydton, West part of Pottageville, Nobleton</p>
<p><b>Town of Richmond Hill</b></p> <p>Richmond Hill Official Plan, July 2010</p> <p><b>Mapping Source:</b></p> <p>Schedule A3 - Settlement Area</p> <p><b>Official Plan Description:</b></p> <p>Hamlet Area</p>	<p>Gormley</p>		

<b>Town of Markham</b> Town of Markham Official Plan, Office Consolidation, July 2005 <b>Mapping Source:</b> Schedule A - Land Use, July 2005 <b>Official Plan Description:</b> Hamlet	Almira, Dickson Hill, Locust Hill, Cedar Grove, Victoria Square	<b>Town of Markham</b> City of Markham Official Plan, September 2012 <b>Mapping Source:</b> Map 3: Land Use, September 2012 <b>Official Plan Description:</b> Hamlets  <i>-Victoria Square is no longer identified as a hamlet in the Markham Official Plan but is conceptually identified on the York Region Plan</i>	Almira, Dickson Hill, Locust Hill, Cedar Grove, Victoria Square
<b>City of Vaughan</b> City of Vaughan: Official Plan 2010 <b>Mapping Source:</b> Schedule 1 – Urban Structure, September 2010 Schedule 13-C & 13-I - Land Use Designation Detailed Schedules, September 2010 <b>Official Plan Description:</b> Community Areas; Rural Residential	Part of Vaughan, Teston, Purplevale	<b>City of Vaughan</b> City of Vaughan: Official Plan 2010 <b>Mapping Source:</b> Schedule 13-C & 13-I - Land Use Designation Detailed Schedules, September 2010 <b>Official Plan Description:</b> Rural Residential	Teston, Purplevale

## NOTES:

-Insufficient detail was available to delineate the Hamlets boundaries outside of the Oakridges Moraine Conservation Plan in the 2012 York Region (Upper Tier Plan), the lower-tier plan was therefore used where insufficient detail was provided

-Vaughan, Nobleton, Maple Lake Estates, Sutton and Pepperlaw's boundaries were conceptual on the 2009 York Region Official Plan. While the settlements area boundaries of these communities varies between the 2009 plan and the 2012 plan it was assumed that no boundary expansion occurred. The differences in the mapping was attributed a refinement... and that the boundary simply changed from a conceptual boundary to a more precise boundary.

-Hamlet of Eversley was not mapped as it is not identified in any official plan documents

## Durham Region

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<b>Durham Region</b> Durham Regional Official Plan, Consolidation June 5, 2008 <b>Mapping Source:</b> Schedule A – Regional Structure, Office Consolidation, June 5, 2008 <b>Official Plan Description:</b> Urban Area Boundary, Hamlet*  <i>*Detailed boundaries of some settlements are not provided at the upper-tier level, lower tier mapping was used as an alternative.</i>  <i>-Shoreline Residential was not mapped as a Settlement Area</i>	Beaverton, Cannington, Sunderland, Uxbridge, Port Perry, Pickering, Ajax, Whitby, Oshawa, Clarington, Orono	<b>Durham Region</b> Durham Regional Official Plan, Working Consolidation, November 20, 2012 <b>Mapping Source:</b> Schedule A – Regional Structure, November 30, 2012 <b>Official Plan Description:</b> Urban Area Boundary, Hamlet*  <i>*Detailed boundaries of some settlements are not provided at the upper-tier level, lower tier mapping was used as an alternative.</i>  <i>-Shoreline Residential and Urban Area Boundary Appealed to OMB was not mapped as a Settlement Area</i>	Beaverton, Cannington, Sunderland, Uxbridge, Port Perry, Pickering, Ajax, Whitby, Oshawa, Clarington, Orono

<b>City of Pickering</b> City of Pickering Official Plan - Edition 6, February 2010 <b>Mapping Source:</b> Schedule I: Land Use Structure, December 2009 <b>Official Plan Description:</b> Oak Ridges Moraine Rural Hamlets; Rural Hamlets  <i>-Rural Clusters; Country Residential are not mapped as Settlement Areas</i>	Balsam, Brougham, Cherrywood, Claremont, Green River, Greenwood, Kinsale, Whitevale	No New Plan	Balsam, Brougham, Cherrywood, Claremont, Green River, Greenwood, Kinsale, Whitevale
<b>Township of Scugog</b> Township of Scugog Official Plan, June 22, 2009 <b>Mapping Source:</b> Schedule A - Rural Area Land Use, August 2011 <b>Official Plan Description:</b> Hamlet  <i>-Shoreline and Residential Clusters are not mapped as Settlement Areas</i>	Blackstock, Caesarea, Epsom, Greenbank, Manchester, Nestleton, Nestleton Station, Seagrave, Utica	No New Plan	Blackstock, Caesarea, Epsom, Greenbank, Manchester, Nestleton, Nestleton Station, Seagrave, Utica
<b>Township of Brock</b> Township of Brock Official Plan, Office Consolidation May 9, 2007 Township of Brock Zoning By-law Number 287-78-PL <b>Mapping Source:</b> Township of Brock Zoning By-law Number 287-78-PL, Plate A6 – Hamlets, November 2012	Gamebridge, Manila, Port Bolster, Wilfrid	No New Plan	Gamebridge, Manila, Port Bolster, Wilfrid
<b>Township of Uxbridge</b> Township of Uxbridge Official Plan, Office Consolidation August, 2007 <b>Mapping Source:</b> Schedule C	Coppins Corners, Glasgow, Goodwood, Leaskdale, Sandy Hook, Siloam, Udora, Zephyr	No New Plan	Coppins Corners, Glasgow, Goodwood, Leaskdale, Sandy Hook, Siloam, Udora, Zephyr
<b>Town of Whitby</b> Town of Whitby Official Plan, Consolidated December 2010 <b>Mapping Source:</b> Schedule A – Land Use, December 2010 <b>Official Plan Description:</b> Hamlet Limits	Almond Village, Ashburn, Macedonian Village, Myrtle, Myrtle Station	No New Plan	Ashburn, Macedonian Village, Myrtle, Myrtle Station
<b>City of Oshawa</b> City of Oshawa Official Plan, January 2012 Consolidation <b>Mapping Source:</b> Schedule A – Land Use (North Half), June 2011 <b>Official Plan Description:</b> Hamlet  <i>-Estate Residential is not mapped as Settlement Areas</i>	Columbus, Reglan	No New Plan	Reglan

<b>Municipality of Clarington</b> Municipality of Clarington Official Plan, August 2010 Consolidation <b>Mapping Source:</b> Map A1 – Land Use (Clarke Rural Area) and Map A1 – Land Use (Darlington Rural Area) <b>Official Plan Description:</b> Hamlet Residential  <i>-Country Residential, Rural Residential Clusters are not mapped as Settlement Areas</i>	Brownsville, Burketon, Enfield, Enniskillen, Hampton, Haydon, Kendal, Kirby, Leskard, Maple Grove, Mitchell's Corners, Newtonville, Solina, Tyrone	No New Plan	Brownsville, Burketon, Enfield, Enniskillen, Hampton, Haydon, Kendal, Kirby, Leskard, Maple Grove, Mitchell's Corners, Newtonville, Solina, Tyrone
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## NOTES:

- Federal Airport Lands, Pickering Nuclear Generating Station were not mapped as settlement areas
- Columbus hamlet was merged into Oshawa
- Almond Village Hamlet was merged into Whitby

## County of Simcoe

Current Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<b>County of Simcoe</b> The County of Simcoe Official Plan, Consolidated August 2007 <b>Mapping Source:</b> Schedule 5.1 - Land Use Designations, April 2007 <b>Official Plan Description:</b> Settlement*  <i>*Detailed boundaries of urban settlements are not provided at the upper-tier level, lower tier mapping was used as an alternative.</i>		<b>County of Simcoe</b> Draft Modified County of Simcoe Official Plan, December 2012 <b>Mapping Source:</b> Schedule 5.1 - Land Use Designations, November 25, 2008 <b>Official Plan Description:</b> Settlements; Settlement Area Boundary + Amendment no. 1 to the Growth Plan for the Greater Golden Horseshoe, Simcoe Sub-area Amendment, Regulation 311/06, January 19, 2012	Midhurst, Elmvalle, Alliston, Beeton, Tottenham, Midland, Penetanguishene, Collingwood, Wasaga Beach, Alcona, Cookstown, Bradford, Creemore, Stayner, Angus, Coldwater, West Shore, Port McNicoll, Victoria Harbour, Craighurst, East Oro, Edgar, Forest Home, Guthrie, Hawkestone, Horseshoe Valley, Jarratt, Moonstone, Oro Station, Price's Corners, Rugby, Shanty Bay, Sugar Bush, Warminster, Phelpsston, Aten Mills, Minesingm Snow Valley, Centre Vespra, Cooper's Falls, Washago, Longfordmills, Atherley/Uptergrove, Sebright, Lagoon City, Brechin Gambridge, Udne, Hockley, Loretto, Cologan, Rosemount, Everett, Tioga, Lisle, Glencairn, Gilford, Churchfield, Lefroy, Sandy Cove, Stoud, Bond Head, Dunedin, Singhampton, Avening, Duntroon, Nottawa, Batteaux, Sunnidale Corners, Old Sunnidale, New Lowell, Brentwood, Thorton, Colwell, Utopia, Angus, Baxter, Ivy, Wyevalle, Wyebridge, Perkinsfield, Lafontaine, Toanche, Severn Falls, Port Severn, Fesserton, Coldwater, Marchmont, Ardrea, Waubaushe, Waverley  Strategic Employment Districts -Bradford West Gwillimbury Strategic Settlement Employment Area -Innisfil Heights Strategic Settlement Employment Area -Lake Simcoe Regional Airport Economic Employment District -Rama Road Economic Employment District

<p><b>Township of Springwater</b>  Township of Springwater Official Plan, Office Consolidation, January 28, 1998  <b>Mapping Source:</b>  Schedule A-4 - Anten Mills Land Use and Road Plan, 1997  Schedule A-5 - Centre Vespra Land Use and Road Plan  Schedule A-6 - Elmvale Land Use and Road Plan, November 2001  Schedule A-7 - Hillsdale Land Use and Road Plan  Schedule A-8 - Midhurst Land Use and Road Plan, 1997  Schedule A-9 - Minesing Land Use and Road Plan  Schedule A-12 - Snow Valley Land Use and Road Plan  <b>Official Plan Description:</b>  Urban Residential; General Commercial; Highway Commercial/ Industrial; Institutional, Urban Residential; Estate Residential; General Commercial; Highway Commercial; Institutional; Business Park; Light Industrial/Commercial; Industrial; Mixed-Use; Institutional</p>	Elmvale, Midhurst, Hillsdale, Phelpston, Aten Mills, Minesingm Snow Valley, Centre Vespra		
<p><b>Town of New Tecumseth</b>  Official Plan for the Town of New Tecumseth, Consolidated April 2010  <b>Mapping Source:</b>  Schedule A, January 2010  <b>Official Plan Description:</b>  Urban Boundary, Hamlets</p>	Alliston, Beeton, Tottenham, Briar Hill		
<p><b>Town of Midland</b>  Official Plan for the Town of Midland, October 2004  <b>Mapping Source:</b>  Schedule A – Land Use, January 2011  <b>Official Plan Description:</b>  Employment Area; Downtown District; Residential District</p>	Midland		
<p><b>Town of Penetanguishene</b>  Official Plan of the Town of Penetanguishene  <b>Mapping Source:</b>  Schedule A1- Land Use Plan, March 2003  <b>Official Plan Description:</b>  Neighbourhood Residential; Central Commercial; Marine Commercial One; Marine Commercial Two; Industrial; Minor Institutional</p>	Penetanguishene		
<p><b>Town of Collingwood</b>  The Town of Collingwood Official Plan, Office Consolidation, May 2010  <b>Mapping Source:</b>  Schedule A – Land Use Plan, March 2012  <b>Official Plan Description:</b>  Business Park; Downtown Commercial Core; Highway Commercial; Industrial; Industrial Park; Light Industrial; Mixed Use Commercial; Regional Commercial District; Residential; Restrictive Commercial; Rural Residential; Shipyards</p>	Collingwood		

<b>Town of Wasaga Beach</b> Official Plan of the Town of Wasaga Beach, Office Consolidation October 2010 <b>Mapping Source:</b> Schedule A1 – A8 – Land Use Plan <b>Official Plan Description:</b> Residential; High Density Residential; Residential Commercial; Service Commercial; District Commercial; Local Commercial; Tourism Commercial; Tourism Accommodation; Institutional	Wasaga Beach		
<b>Town of Innisfil</b> Town of Innisfil Official Plan, July 26, 2006 <b>Mapping Source:</b> Schedule A – Municipal Structure, March 1, 2010 <b>Official Plan Description:</b> Urban Settlement, Village Settlement  <i>-Lake Simcoe Shoreline; Big Bay Point were not mapped as Settlement Areas</i>	Alcona, Cook- stown, Gilford, Churchfield, Lefroy, Sandy Cove, Stoud		
<b>Town of Bradford West Gwillimbury</b> Official Plan of the Town of Bradford West Gwillimbury, Office Consolidation October 1, 2002 <b>Mapping Source:</b> Schedule A - Rural Land Use Plan, August 1, 2010 <b>Official Plan Description:</b> Bradford Urban Area, Settlement Area	Bradford, Bond Head		
<b>Township of Clearview</b> Official Plan of the Township of Clearview, September 2001 <b>Mapping Source:</b> Schedule A – Land Use and Transportation Plan <b>Official Plan Description:</b> Urban Settlement Area Boundary  <i>-Devil's Glen Recreation District was not mapped as a Settlement Area</i>	Creemore, Stayner, Dunedin, Singhampton, Avening, Dun- troon, Nottawa, Batteaux, Sunni- dale Corners, Old Sunnidale, New Lowell, Brentwood		
<b>Township of Essa</b> Official Plan of the Township of Essa, July 6, 2011 <b>Mapping Source:</b> Schedule A – Land Use Designations, October 26, 2003 <b>Official Plan Description:</b> Settlement Boundary  <i>-Residential - Estate; Residential - Mobile Home; Residential - Recreational; Commercial  Recreation; Institutional; Industrial were not mapped as Settlement Areas</i>	Angus, Thorton, Colwell, Utopia, Baxter, Ivy, Egbert		

<b>Township of Severn</b> Township of Severn Official Plan <b>Mapping Source:</b> Schedule A – North Land Use, 2006 Schedule A – South Land Use, 2006 <b>Official Plan Description:</b> Settlement Boundary  <i>-Major Recreation Area; Settlement Employment Area; Highway Employment; Settlement Living Area; Resort Commercial; Shoreline Residential; Country Residential were not mapped as Settlement Areas</i>	Coldwater, West Shore, Severn Falls, Port Severn, Fesserton, Coldwater, March- mont, Ardtrea		
<b>Township of Tay</b> Official Plan of the Township of Tay, Consolidated December 2007 <b>Mapping Source:</b> Schedule A – Land Use Plan, November 4, 1998 <b>Official Plan Description:</b> Settlement Area Boundary  <i>-Shoreline Residential; Mobile Home Residential; Estate Residential; Highway/Service/Tourism Commercial; Marine Commercial; Light Industrial/Commercial; Institutional; Limited Service Residential 1-4 were not mapped as Settlement Areas</i>	Port McNicoll, Victoria Harbour, Waubashene, Waverley		
<b>Township of Tiny</b> The Township of Tiny Official Plan <b>Mapping Source:</b> Schedule A – Land Use, November 23, 2010 <b>Official Plan Description:</b> Settlement Area  <i>-Major Recreation; Country Residential; Shoreline; Employment Area were not mapped as Settlement Areas</i>	Wyevale, Wyebridge, Perkinsfield, Lafontaine, Toanche		
<b>Township of Adjala-Tosorontio</b> Official Plan of the Township of Adjala-Tosorontio, Consolidated November 2000 <b>Mapping Source:</b> Schedule A-1 to A-7 – Land Use, November 2000 Schedule B-1 to B-7 – Land Use Details <b>Official Plan Description:</b> Hamlets  <i>-Rural Residential was not mapped as a Settlement Area</i>	Hockley, Loretto, Cologan, Rose- mount, Everett, Tioga, Lisle, Glencairn		

<b>Township of Ramara</b> Official Plan of the Township of Ramara, July 13, 2003 <b>Mapping Source:</b> Schedule A – Land Use Plan, 2002 <b>Official Plan Description:</b> Village; Hamlet  <i>-Shoreline Residential; Industrial; Destination Commercial; Highway Commercial were not mapped as Settlement Areas</i>	Cooper's Falls, Washago, Longfordmills, Atherley/Uptergrove, Sebright, Lagoon City, Brechin Gambridge, Udney		
<b>Township of Oro-Medonte</b> Township of Oro-Medonte Official Plan, March 16, 2007 <b>Mapping Source:</b> Schedule A – Land Use <b>Official Plan Description:</b> Residential; Rural Settlement Area; Hawkestone Residential Area  <i>-Rural Residential; Shoreline; Airport; Industrial; Recreational; Oro-Centre Secondary Plan Area were not mapped as Settlement Areas</i>	Craighurst, East Oro, Edgar, Forest Home, Guthrie, Hawkestone, Horseshoe Valley, Jarratt, Moonstone, Oro Station, Price's Corners, Rugby, Shanty Bay, Sugar Bush, Warminster		

**NOTES:**

- No detailed settlement areas are identified on Schedule 5.1 of the current Simcoe official plan
- All Settlement Areas are identified on Schedule 5.1 of the proposed Simcoe Official Plan
- Schedule 5.1 of the draft proposed Simcoe official plan designates entire lower-tier municipalities as settlement areas (Midland, Penetanguishene, Collingwood, Wasaga Beach)
- Economic Employment Districts (areas associated with Growth Plan Amendment no. 1 - Simcoe Area: A Strategic Vision for Growth, Places to Grow, June 2009) were mapped as Strategic Employment Areas not Settlement Areas
- Fennell's Corners (indicated as deferred on the Innisfil official plan, and is not identified as a settlement area on the Simcoe OP) was not mapped as a settlement area
- Egbert, was not mapped as a settlement area because its boundaries are not identified on any official plan
- Orr Lake was not mapped as a settlement area. Was not identified on the Simcoe Official Plan as a settlement area
- Pennville, and Unnamed Settlement (Tonwhship of New Tecumseh) were not identified on the Simcoe Official Plan as a settlement area
- A portion of Briar Hill was incorporated into the Alliston Urban Settlement Area

## City of Barrie

Current Official Plan	Settlement Area	New/Amended Official Plan	Settlement Area
<b>City of Barrie</b> City of Barrie Official Plan, April 2010, Office Consolidation March 2011 <b>Mapping Source:</b> Schedule A - Land Use, March 2011	The entire City of Barrie is considered to be a Settlement Area	<b>City of Barrie</b> Preliminary Draft Secondary Plans and Related Official Plan Amendments – Barrie-Innisfil Boundary Adjustment, September 2012 <b>Mapping Source:</b> Schedule 8A - Community Structure, Salem Secondary Plan, September 2012 Schedule 9A - Community Structure, Hewitt's Secondary Plan, September 2012 <b>Official Plan Description:</b> Urban Area Boundary	The entire City of Barrie is considered to be a Settlement Area



## NOTES:

-City of Barrie is a single-tier municipality; therefore no lower-tier mapping is available.

-Barrie-Innisfil Annexation lands were included as part of the City of Barrie and not the County of Simcoe

## City of Orillia

Official Plan	Settlement Area	New/Amended Official Plan	Settlement Area
<b>City of Orillia</b> Official Plan of the City of Orillia, March 9, 2010 <b>Mapping Source:</b> Schedule A - Land Use, March 9, 2010 - Revised February 14, 2011	The entire City of Orillia is considered to be a Settlement Area	No New Plan	The entire City of Orillia is considered to be a Settlement Area

## NOTES:

-City of Orillia is a single-tier municipality; therefore no lower-tier mapping is available.

## Northumberland County

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<b>Municipality of Port Hope</b> The Municipality of Port Hope Official Plan, January 2009 <b>Mapping Source:</b> Schedule A - Settlement Structure, September 26, 2006 <b>Official Plan Description:</b> Urban Area, Hamlet, Rural Employment Area	Port Hope, Campbellcroft, Canton, Elizabethville, Employment Area, Garden Hill, Osaca, Port Hope, Welcome, Wesleyville	No New Plan	Port Hope, Campbellcroft, Canton, Elizabethville, Employment Area, Garden Hill, Osaca, Port Hope, Welcome, Wesleyville
<b>Town of Cobourg</b> Town of Cobourg Official Plan, Office Consolidation August 2002 <b>Mapping Source:</b> Schedule A - Land Use Plan, August 2002	The entire town of Cobourg was mapped as a Settlement Area	<b>Town of Cobourg</b> Amendment No. 69 to the Official Plan of the Town of Cobourg, December 2009 <b>Mapping Source:</b> Schedule A – Land Use Plan, May 2010	The entire town of Cobourg was mapped as a Settlement Area
<b>Township of Hamilton</b> Township of Hamilton Official Plan, October 21, 2003 <b>Mapping Source:</b> Schedule A, March 1, 2007 <b>Official Plan Description:</b> Settlement Areas; abutting Employment Areas  <i>- Estate Residential; and isolated Employment Areas were not mapped as Settlement Areas</i>	Baltimore, Bewdley, Camborne, Cold Springs, Gores Landing, Harwood, Precious Corners	<b>Township of Hamilton</b> Township of Hamilton Official Plan, November 2010 <b>Mapping Source:</b> Schedule A - Land Use, July 25, 2012 <b>Official Plan Description:</b> <i>No mapping available online as of January 29, 2013</i>	Baltimore, Bewdley, Camborne, Cold Springs, Gores Landing, Harwood, Precious Corners
<b>Township of Alanwick/Haldimand</b> <i>Official Plan is not available online</i>	Bomonton, Brookside, Burnley, Centreton, Cornett, Eddystone, Fenella, Flavelle, Grafton, Lake Port, Roseneath, Vernonville, Wicklow, Wicklow Station	<i>Official Plan is not available online</i>	Bomonton, Brookside, Burnley, Centreton, Cornett, Eddystone, Fenella, Flavelle, Grafton, Lake Port, Roseneath, Vernonville, Wicklow, Wicklow Station

<b>Township of Cramahe</b> Cramahe Official Plan <b>Mapping Source:</b> Schedule A – Land Use Plan Schedule C – Colborne Secondary Plan <b>Official Plan Description:</b> Hamlet  <i>-Estate Residential; Employment Area was not mapped as a Settlement Area, Mapping is difficult to read</i>	Colborne, Castleton, Dundonald, Salem	No New Plan	Colborne, Castleton, Dundonald, Salem
<b>Municipality of Brighton</b> The Corporation of the Municipality of Brighton Official Plan, July 19, 2010 <b>Mapping Source:</b> Schedule A Land Use - Map 1 Brighton Rural Area, August 3, 2010 <b>Official Plan Description:</b> Brighton Urban Area, Hamlet  <i>- Shoreline Residential; Industrial/Special Development Area were not mapped as Settlement Areas</i>	Brighton, Codrington, Hilton, Orland, Smithfield, Wade Corners	No New Plan	Brighton, Codrington, Hilton, Orland, Smithfield, Wade Corners
<b>Municipality of Trent Hills</b> Trent Hills Official Plan, 1999 <b>Mapping Source:</b> Schedule 6 - Campbellford Schedule 7 – Hastings Schedule 8 – Warkworth <b>Official Plan Description:</b> Urban Centre Boundary  <i>-Hamlets were too small and insufficient detail was provided in order to be mapped</i>	Campbellford, Hastings, Warkworth	<b>Municipality of Trent Hills</b> Municipality of Trent Hills Official Plan, October 2012 <b>Mapping Source:</b> No mapping available online as of January 29, 2013 + Amendment No. 5 to the Joint Campbellford/Seymour/Percy/Hastings	Campbellford, Hastings, Warkworth

**NOTES:**

-Northumberland County does not have an official plan, lower-tier plans were used to identify settlement areas

-Alanwick/Haldimand Official Plan is not available online

- Wesleyville Rural Employment Area was identified as a rural settlement on the Port Hope Official Plan, therefore it was mapped as a settlement area

## Kawartha Lakes

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<b>City of Kawartha</b> City of Kawartha Lakes Official Plan, September 2010 <b>Mapping Source:</b> Schedule A1 - Geographic Township of Manvers Schedule A2 - Geographic Township of Mariposa Schedule A3 - Geographic Townships of Ops and Emily Schedule A4 - Geographic Township of Eldon Schedule A5 - Geographic Township of Fenelon and Verulam Schedule A7 - Geographic Townships of Laxton, Bexley and Somerville Schedule A8 – Geographic Townships of Dalton, Digby and Longford The City of Kawartha Lakes Oak Ridges Moraine Policy Area: SPA -7, Schedule 2 - Land Use Designations (Pontypool) <b>Official Plan Description:</b> Urban Settlement Boundary; Urban Settlement Area; Hamlet Settlement Area  <i>- Highway Commercial, Industrial, Waterfront, Tourist Commercial and Development Plan Area outside of the Urban Settlement Boundary were not mapped as Settlement Areas</i>	Bobcaygeon, Fenelon Falls, Lindsay, Omemee, Argyle, Baddow, Bethany, Bexley, Bolsover, Burnt River, Cambray, Cameron, Cobocank, Corsons, Cresswell, Downeyville, Dunsford, Glenarm, Head Lake, Janetville, Kinmount, Kirkfield, Little Britain, Lorneville, Manilla, Norland, Oakwood, Pontypool, Reaboro, Rosedale, Sebright, Sonya, Sturgeon Point, Valentia, Victoria Road, Woodville	City of Kawartha Lakes Official Plan, 2012 - January 2012 <b>Mapping Source:</b> Schedule A1 - Geographic Township of Manvers, March 17, 2011 Schedule A2 - Geographic Township of Mariposa, March 17, 2011 Schedule A3 - Geographic Townships of Ops and Emily, March 17, 2011 Schedule A4 - Geographic Township of Eldon, March 17, 2011 Schedule A5 - Geographic Township of Fenelon and Verulam, March 17, 2011 Schedule A7 - Geographic Townships of Laxton, Bexley and Somerville, March 17, 2011 Schedule A8 – Geographic Townships of Dalton, Digby and Longford, March 17, 2011 <b>Official Plan Description:</b> Urban Settlement Boundary; Urban Settlement Area, Hamlet Settlement Area  <i>- Highway Commercial, Industrial, Waterfront, Tourist Commercial and Development Plan Area outside of the Urban Settlement Boundary were not mapped as Settlement Areas</i>	Bobcaygeon, Fenelon Falls, Lindsay, Omemee, Argyle, Baddow, Bethany, Bexley, Bolsover, Burnt River, Cambray, Cameron, Cobocank, Corsons, Cresswell, Downeyville, Dunsford, , Glenarm, Head Lake, Janetville, Kinmount, Kirkfield, Little Britain, Lorneville, Manilla, Norland, Oakwood, Pontypool, Reaboro, Rosedale, Sebright, Sonya, Valentia, Victoria Road, Woodville

### NOTES:

-Kawartha Lakes is a single-tier municipality; therefore no lower-tier mapping is available.

-Sturgeon Point was changed from Hamlet Settlement Area to Waterfront, therefore was not classified as a settlement area.

## County of Peterborough

Official Plan	Settlement Areas	New/Amended Official Plan	Settlement Areas
<b>County of Peterborough</b> County of Peterborough Official Plan, Consolidated January, 2012 <b>Mapping Source:</b> Schedules A - Settlement Area, Watershed Boundaries - County of Peterborough, June 2, 2004 <b>Official Plan Description:</b> Settlement Area*  <i>*Detailed boundaries of Settlement Areas are not provided at the upper-tier level, lower tier mapping was used as an alternative.</i>			

<b>Municipality of Asphodel-Norwood</b> County of Peterborough Official Plan, Consolidated January, 2012 <b>Mapping Source:</b> Schedule A2 - Land Use Plan - Rural Component - Township of Asphodel-Norwood, January 23, 2008 <b>Official Plan Description:</b> Hamlet Area  <i>- Trailer Park; Recreational Commercial; Lakeshore Residential were not mapped as Settlement Areas</i>	Norwood, Hastings, Westwood	No New Plan	Norwood, Hastings, Westwood
<b>Township of Cavan-Millbrook- North Monaghan</b> Township of Cavan-Monaghan Official Plan, April 2005 <b>Mapping Source:</b> Schedule A – Land Use Plan, February 14, 2007 <b>Official Plan Description:</b> Urban Settlement Areas (Millbrook)  <i>-Rural Reference Plan; Residential; Service Commercial; Airport; Employment Area were not mapped as Settlement Areas</i>	Millbrook, Bailieboro, Cavan, Cedar Valley, Five Mile Turn, Frasersville, Ida, Mount Pleasant, South Monaghan, Springville	<b>Township of Cavan-Millbrook- North Monaghan</b> Official Plan Township of Cavan Monaghan, May 16, 2012 <b>Mapping Source:</b> Schedule A - Land Use Plan May 14, 2012 <b>Official Plan Description:</b> Settlement Area; Millbrook Settlement Area  <i>-Rural Employment; Airport Employment; Recreational; Urban-Rural Fringe; Peterborough Airport; Commercial Entertainment were not mapped as settlement areas</i>	Millbrook, Bailieboro, Cavan, Cedar Valley, Five Mile Turn, Frasersville, Ida, Mount Pleasant, South Monaghan, Springville
<b>Township of Smith-Ennismore-Lakefield</b> County of Peterborough Official Plan, Consolidated January, 2012 <b>Mapping Source:</b> Schedule A1 - Land Use Plan - Rural Component, Smith and Ennismore Wards, January 8, 2008 <b>Official Plan Description:</b> Growth Centre, Growth Centre (Lake Field, Bridgenorth)  <i>- Estate Residential; Hamlet; Highway Commercial; Recreation Commercial; Lakeshore Residential; Rural Industrial; Rural Settlement Area; Seasonal Residential; Trailer Park were not mapped as Settlement Areas</i>	Lakefield, Bridgenorth, Ennismore, Youngs Point	No New Plan	Lakefield, Bridgenorth, Ennismore, Youngs Point

<p><b>Township of Havelock-Belmont-Methuen</b>  Official Plan of the Township of Havelock-Belmont-Methuen, Consolidated January, 2004  <b>Mapping Source:</b>  Schedule A1 - Land Use and Transportation Plan, January 2004  <b>Official Plan Description:</b>  Hamlet    <i>-Village Fringe; Seasonal Residential; Mobile Residential; Estate Residential were not mapped as Settlement Areas</i></p>	<p>Havelock, Cordova Mines, Blairton</p>	<p><b>Township of Havelock-Belmont-Methuen</b>  Official Plan for Township of Havelock-Belmont-Methuen, November 2012  <b>Mapping Source:</b>  Schedule A1 - Land Use and Transportation - Belmont Ward, November 12, 2012  <b>Official Plan Description:</b>  Havelock Urban Area, Hamlet Settlement Boundary    <i>-Shoreline; Highway Commercial; Rural Employment Area were not mapped as settlement areas were not mapped as settlement areas</i></p>	<p>Havelock, Cordova Mines, Blairton</p>
<p><b>Township of Douro-Dummer</b>  Official Plan of the Township of Douro-Dummer, Office Consolidation, April 2011  <b>Mapping Source:</b>  Schedule A1 - Land Use and Transportation, Dummer Ward, January 2011  Schedule A2 - Land use and Transportation, Douro Ward, January 2011  Schedule A4 - Land Use, Young's Point, Donwood and Warsaw, January 2011  <b>Official Plan Description:</b>  Hamlet    <i>-Residential; Shoreline Residential; Commercial; Industrial were not mapped as Settlement Areas</i></p>	<p>Centre Dummer, Cottesloe, Douro, Employment Area, Hall Glen, Lakefield, South Beach, Warsaw</p>	<p>No New Plan</p>	<p>Centre Dummer, Cottesloe, Douro, Employment Area, Hall Glen, Lakefield, South Beach, Warsaw</p>
<p><b>Township of Galway-Cavendish and Harvey</b>  Official plan of the Township of Galway-Cavendish and Harvey, Office Consolidation, April 2011  <b>Mapping Source:</b>  Schedule A-1: Harvey Land Use and Transportation, May 10, 2010  Schedule A-2: Galway Land Use and Transportation, May 10, 2010  Schedule A-3: Cavendish Land Use and Transportation, May 10, 2010  <b>Official Plan Description:</b>  Hamlet    <i>-Recreational Dwelling Area; Estate Residential; Commercial; Industrial were not mapped as Settlement Areas</i></p>	<p>Bobcaygeon, Buckhorn, Burleigh Falls, Catchacoma, Kinmount, Lakehurst</p>	<p>No New Plan</p>	<p>Bobcaygeon, Buckhorn, Burleigh Falls, Catchacoma, Kinmount, Lakehurst</p>

<b>Township of Otonabee-South Monaghan</b> Township of Otonabee-South Monaghan, 2002 <b>Mapping Source:</b> Schedule A – Land Use and Transportation Plan, March 2006 <b>Official Plan Description:</b> Hamlet  <i>-Existing Residential; Shoreline Residential; Employment Areas; Commercial were not mapped as Settlement Areas</i>	Assumption, Bailieboro, Bensfort Bridge, Cold Springs, Donwood, Indian River, Keene, Lang, South Monaghan, Stewart Hall, Woodview	No New Plan	Assumption, Bailieboro, Bensfort Bridge, Cold Springs, Donwood, Indian River, Keene, Lang, South Monaghan, Stewart Hall, Woodview
<b>Township of North Kawartha</b> County of Peterborough Official Plan, Consolidated January, 2012 <b>Mapping Source:</b> Schedule A3 - Land Use Plan, Township of North Kawartha, January 23, 2008 <b>Official Plan Description:</b> Hamlet  <i>-Highway Commercial; Seasonal Residential; Recreation Commercial; Rural Industrial were not mapped as Settlement Areas</i>	Apsley, Big Cedar, Glen Alda, Mount Julian, Stonyridge, Woodview	No New Plan	Apsley, Big Cedar, Glen Alda, Mount Julian, Stonyridge, Woodview

**NOTES:**

- Peterborough Municipal Airport was not mapped as a settlement area.
- Fraserville hamlet area was significantly decreased in area in exchange to an addition to the Millbrook Urban Area.

## City of Peterborough

Official Plan	Settlement Area	New/Amended Official Plan	Settlement Area
<b>City of Peterborough</b> Official Plan of the City of Peterborough, Consolidated December 31, 2009 <b>Mapping Source:</b> Schedule A - Land Use, September 15, 2008	The entire City of Peterborough was mapped as a settlement area with the exception of lands designated Rural (Township of Otonabee-South Monaghan).	No New Plan	The entire City of Peterborough was mapped as a settlement area with the exception of lands designated Rural (Township of Otonabee-South Monaghan).

**NOTES:**

- The City of Peterborough is a single-tier municipality; therefore no lower-tier mapping is available.
- There is some overlap between City of Peterborough and surrounding plans in Peterborough County.
- Urban Fringe Control Area (Township of Selwyn) was not mapped as Urban Settlement.

## APPENDIX C :

## Land Area Inventory by Municipality

Upper-/Single-Tier Municipality (Lower-Tier Municipality)	Built-Up Area (as of 2006) <sup>1</sup>	Designated Greenfield Area (as of 2006) <sup>2</sup>	New Designated Greenfield Area (added after 2006) <sup>2</sup>	Rural Settlement Area (as of 2006) <sup>2</sup>	New Rural Settle- ment Area (added after 2006) <sup>2</sup>
<b>Region of Durham</b>	<b>28,280</b>	<b>10,056</b>	<b>2,623</b>	<b>2,610</b>	<b>0</b>
City of Pickering	4,794	2,945	0	418	0
City of Ajax	3,639	1,096	0	0	0
City of Whitby	5,640	1,191	1,658	161	0
City of Oshawa	7,254	1,563	672	26	0
Town of Clarington	4,632	2,386	214	1,032	0
Township of Uxbridge	677	100	0	340	0
Township of Scugog	1,010	393	0	542	0
Township of Brock	635	381	79	91	0
<b>Region of York</b>	<b>43,987</b>	<b>13,569</b>	<b>3,643</b>	<b>2,567</b>	<b>16</b>
City of Vaughan	14,192	4,483	1,350	8	0
Town of Richmond Hill	6,556	674	187	43	0
Town of Aurora	2,666	1,127	0	0	0
City of Markham	11,548	1,269	1,291	135	16
City of Newmarket	3,236	407	0	0	0
Township of King	1,283	981	0	365	0
Town of Whitchurch-Stouffville	624	800	0	1,339	0
Town of East Gwillimbury	1,559	1,984	816	23	0
Township of Georgina	2,323	1,843	0	655	0
<b>City of Toronto</b>	<b>60,943</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Region of Peel</b>	<b>48,895</b>	<b>9,980</b>	<b>0</b>	<b>1,561</b>	<b>0</b>
Town of Caledon	2,244	1,043	0	1,561	0
City of Brampton	17,973	8,749	0	0	0
City of Mississauga	28,678	189	0	0	0
<b>Region of Halton</b>	<b>22,461</b>	<b>8,288</b>	<b>3,660</b>	<b>1,782</b>	<b>0</b>
Town of Halton Hills	2,330	950	483	672	0
Town of Milton	2,497	3,161	3,177	625	0
City of Oakville	9,711	3,367	0	0	0
City of Burlington	7,924	809	0	486	0
City of Hamilton	20,429	3,265	1,147	2,037	0
<b>INNER RING TOTAL</b>	<b>224,995</b>	<b>45,157</b>	<b>11,073</b>	<b>10,557</b>	<b>16</b>
<b>County of Northumberland</b>	<b>3,859</b>	<b>2,221</b>	<b>0</b>	<b>4,487</b>	<b>0</b>
Town of Brighton	553	620	0	226	0
Town of Cobourg	1,480	759	0	0	0

Municipality of Port Hope	1,107	201	0	1,721	0
Town of Trent Hills	498	364	0	275	0
Township of Alnwick/Haldimand	0	0	0	727	0
Township of Cramahe	221	277	0	99	0
Township of Hamilton	0	0	0	1,440	0
<b>County of Peterborough</b>	<b>894</b>	<b>1,548</b>	<b>325</b>	<b>4,702</b>	<b>52</b>
Township of Asphodel-Norwood	333	1,005	0	138	0
Township of Cavan-Monaghan	164	105	193	334	52
Township of Douro-Dummer	0	0	0	637	0
Township of Galway-Cavendish and Harvey	0	0	0	646	0
Township of Havelock-Belmont-Methuen	129	58	132	140	0
Township of North Kawartha	0	0	0	1,104	0
Township of Otonabee-South Monaghan	0	0	0	994	0
Township of Smith-Ennismore-Lakefield	268	381	0	709	0
<b>City of Peterborough</b>	<b>4,721</b>	<b>1,156</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>City of Kawartha Lakes</b>	<b>2,186</b>	<b>905</b>	<b>456</b>	<b>2,385</b>	<b>0</b>
<b>County of Simcoe</b>	<b>13,591</b>	<b>9,715</b>	<b>5,414</b>	<b>11,487</b>	<b>1,664</b>
Town of Bradford West Gwillimbury	829	916	0	189	84
Town of Collingwood	1,925	1,500	0	0	0
Town of Innisfil	797	408	0	1,449	0
Town of Midland	1,609	598	1,492	0	3
Town of New Tecumseth	1,322	1,307	110	0	159
Town of Penetanguishene	736	110	1,760	0	0
Town of Wasaga Beach	3,791	2,165	0	0	0
Township of Adjala-Tosorontio	0	0	0	1,854	0
Township of Clearview	586	909	0	1,150	36
Township of Essa	388	541	0	394	0
Township of Oro-Medonte	0	0	0	1,889	0
Township of Severn	461	486	0	984	0
Township of Springwater	533	518	2,052	1,244	1,383
Township of Ramara	0	0	0	1,682	0
Township of Tay	612	256	0	239	0
Township of Tiny	0	0	0	414	0
<b>City of Barrie</b>	<b>6,266</b>	<b>1,466</b>	<b>1,548</b>	<b>0</b>	<b>0</b>
<b>City of Orillia</b>	<b>2,279</b>	<b>593</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>County of Dufferin</b>	<b>1,642</b>	<b>687</b>	<b>79</b>	<b>1,509</b>	<b>164</b>
Town of Mono	0	0	0	428	0
Town of Orangeville	1,179	364	0	0	0
Town of Shelburne	371	197	0	0	0
Township of Amaranth	0	0	0	295	0
Township of East Garafraxa	0	0	0	158	0



Township of East Luther-Grand Valley	92	126	79	30	0
Township of Melancthon	0	0	0	299	0
Township of Mulmur	0	0	0	300	164
<b>County of Wellington</b>	<b>3,753</b>	<b>2,532</b>	<b>0</b>	<b>1,965</b>	<b>7</b>
Township of Centre Wellington	1,442	702	0	284	3
Township of Erin	690	491	0	275	0
Town of Guelph/Eramosa	286	52	0	539	0
Township of Mapleton	223	230	0	365	0
Township of Minto	465	432	0	45	0
Town of Puslinch	0	0	0	278	4
Township of Wellington North	647	623	0	179	0
<b>City of Guelph</b>	<b>6,556</b>	<b>2,206</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Region of Waterloo</b>	<b>25,122</b>	<b>6,576</b>	<b>259</b>	<b>2,116</b>	<b>0</b>
City of Waterloo	5,333	963	0	0	0
City of Kitchener	10,148	2,308	36	0	0
City of Cambridge	7,271	1,790	223	0	0
Township of Woolwich	988	905	0	588	0
Township of Wellesley	179	19	0	432	0
Township of Wilmot	793	355	0	541	0
Township of North Dumfries	411	236	0	555	0
<b>County of Brant</b>	<b>1,691</b>	<b>2,423</b>	<b>0</b>	<b>2,657</b>	<b>38</b>
<b>City of Brantford</b>	<b>5,753</b>	<b>1,601</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>County of Haldimand</b>	<b>1,608</b>	<b>1,957</b>	<b>0</b>	<b>869</b>	<b>0</b>
<b>Region of Niagara</b>	<b>24,904</b>	<b>7,193</b>	<b>0</b>	<b>3,241</b>	<b>0</b>
City of Niagara Falls	6,040	2,182	0	0	0
City of Port Colborne	1,235	1,461	0	340	0
City of St. Catharines	7,140	157	0	0	0
City of Thorold	472	644	0	597	0
City of Welland	3,861	877	0	0	0
Town of Fort Erie	2,546	1,075	0	448	0
Town of Grimsby	1,227	97	0	53	0
Town of Lincoln	634	171	0	278	0
Town of Niagara-on-the-Lake	613	102	0	678	0
Town of Pelham	783	267	0	52	0
Township of Wainfleet	0	0	0	554	0
Township of West Lincoln	352	159	0	242	0
<b>OUTER RING TOTAL</b>	<b>104,824</b>	<b>42,778</b>	<b>8,080</b>	<b>35,419</b>	<b>1,926</b>
<b>GGH TOTAL</b>	<b>329,819</b>	<b>87,935</b>	<b>19,153</b>	<b>45,976</b>	<b>1,942</b>

## SOURCES:

<sup>1</sup> Built Boundary, Ministry of Infrastructure (2006), 2008<sup>2</sup> Calculated by the Neptis Foundation using municipal official plans. See Appendix B for source information.



## APPENDIX D :

## Population and Employment Forecasts 2001–2041

Upper/Single Tier/Lower Municipality	Population				
	2001	2011	2021	2031	2041
<b>Durham Region</b>	<b>530000<sup>1</sup></b>	<b>660000<sup>1</sup></b>	<b>810000<sup>1</sup></b>	<b>960000<sup>1</sup></b>	<b>1190000<sup>16</sup></b>
City of Pickering	-	-	177915 <sup>6</sup>	225670 <sup>6</sup>	-
City of Ajax	-	-	132325 <sup>6</sup>	137670 <sup>6</sup>	-
City of Whitby	-	-	156915 <sup>6</sup>	192860 <sup>6</sup>	-
City of Oshawa	-	-	174695 <sup>6</sup>	197000 <sup>6</sup>	-
Town of Clarington	-	-	108100 <sup>6</sup>	140340 <sup>6</sup>	-
Township of Uxbridge	-	-	23740 <sup>6</sup>	26965 <sup>6</sup>	-
Township of Scugog	-	-	23415 <sup>6</sup>	25390 <sup>6</sup>	-
Township of Brock	-	-	12810 <sup>6</sup>	14015 <sup>6</sup>	-
<b>York Region</b>	<b>760000<sup>1</sup></b>	<b>1060000<sup>1</sup></b>	<b>1300000<sup>1</sup></b>	<b>1500000<sup>1</sup></b>	<b>1790000<sup>16</sup></b>
City of Vaughan	-	-	360400 <sup>5</sup>	416600 <sup>5</sup>	-
Town of Richmond Hill	-	-	231400 <sup>5</sup>	242200 <sup>5</sup>	-
Town of Aurora	-	-	68100 <sup>5</sup>	70200 <sup>5</sup>	-
City of Markham	-	-	370300 <sup>5</sup>	421600 <sup>5</sup>	-
City of Newmarket	-	-	91900 <sup>5</sup>	97100 <sup>5</sup>	-
Township of King	-	-	29900 <sup>5</sup>	34900 <sup>5</sup>	-
Town of Whitchurch-Stouffville	-	-	55800 <sup>5</sup>	60600 <sup>5</sup>	-
Town of East Gwillimbury	-	-	48100 <sup>5</sup>	86500 <sup>5</sup>	-
Township of Georgina	-	-	57900 <sup>5</sup>	70300 <sup>5</sup>	-
<b>City of Toronto</b>	<b>2590000<sup>1</sup></b>	<b>2760000<sup>1</sup></b>	<b>2930000<sup>1</sup></b>	<b>3080000<sup>1</sup></b>	<b>3400000<sup>16</sup></b>
<b>Peel Region</b>	<b>1030000<sup>1</sup></b>	<b>1320000<sup>1</sup></b>	<b>1490000<sup>1</sup></b>	<b>1640000<sup>1</sup></b>	<b>1970000<sup>16</sup></b>
Town of Caledon	-	-	87000 <sup>4</sup>	108000 <sup>4</sup>	-
City of Brampton	-	-	635000 <sup>4</sup>	727000 <sup>4</sup>	-
City of Mississauga	-	-	768000 <sup>4</sup>	805000 <sup>4</sup>	-
<b>Halton Region</b>	<b>390000<sup>1</sup></b>	<b>520000<sup>1</sup></b>	<b>650000<sup>1</sup></b>	<b>780000<sup>1</sup></b>	<b>1000000<sup>16</sup></b>
Town of Halton Hills	-	-	-	94000 <sup>3</sup>	-
Town of Milton	-	-	-	238000 <sup>3</sup>	-
City of Oakville	-	-	-	255000 <sup>3</sup>	-
City of Burlington	-	-	-	193000 <sup>3</sup>	-
<b>City of Hamilton</b>	<b>510000<sup>1</sup></b>	<b>540000<sup>1</sup></b>	<b>590000<sup>1</sup></b>	<b>660000<sup>1</sup></b>	<b>780000<sup>16</sup></b>
<b>INNER RING TOTAL</b>	<b>5810000<sup>1</sup></b>	<b>6860000<sup>1</sup></b>	<b>7770000<sup>1</sup></b>	<b>8620000<sup>1</sup></b>	<b>10130000<sup>16</sup></b>
<b>Northumberland County</b>	<b>80000<sup>1</sup></b>	<b>87000<sup>1</sup></b>	<b>93000<sup>1</sup></b>	<b>96000<sup>1</sup></b>	<b>110000<sup>16</sup></b>
Town of Brighton	-	-	-	11890 <sup>16</sup>	-
Town of Cobourg	-	-	-	23430 <sup>16</sup>	-

Municipality of Port Hope	-	-	-	20520 <sup>16</sup>	-
Town of Trent Hills	-	-	-	13890 <sup>16</sup>	-
Township of Alnwick/Haldimand	-	-	-	7200 <sup>16</sup>	-
Township of Cramahe	-	-	-	6990 <sup>16</sup>	-
Township of Hamilton	-	-	-	12080 <sup>16</sup>	-
<b>Peterborough County</b>	<b>56000<sup>1</sup></b>	<b>58000<sup>1</sup></b>	<b>-</b>	<b>61000<sup>14</sup></b>	<b>76000<sup>16</sup></b>
Township of Asphodel-Norwood	-	-	-	5185 <sup>14</sup>	-
Township of Cavan-Monaghan	-	-	-	10126 <sup>14</sup>	-
Township of Douro-Dummer	-	-	-	6893 <sup>14</sup>	-
Township of Galway-Cavendish and Harvey	-	-	-	5063 <sup>14</sup>	-
Township of Havelock-Belmont-Methuen	-	-	-	5612 <sup>14</sup>	-
Township of North Kawartha	-	-	-	1891 <sup>14</sup>	-
Township of Otonabee-South Monaghan	-	-	-	6832 <sup>14</sup>	-
Township of Smith-Ennismore-Lakefield	-	-	-	19337 <sup>14</sup>	-
<b>City of Peterborough</b>	<b>74000<sup>1</sup></b>	<b>79000<sup>1</sup></b>	<b>-</b>	<b>88000<sup>15</sup></b>	<b>115000<sup>16</sup></b>
<b>Kawartha Lakes</b>	<b>72000<sup>1</sup></b>	<b>80000<sup>1</sup></b>	<b>91000<sup>1</sup></b>	<b>100000<sup>1</sup></b>	<b>107000<sup>16</sup></b>
<b>Simcoe County</b>	<b>254000<sup>1</sup></b>	<b>294000<sup>1</sup></b>	<b>-</b>	<b>416000<sup>2</sup></b>	<b>497000<sup>16</sup></b>
Town of Bradford West Gwillimbury	-	-	-	50500 <sup>2</sup>	-
Town of Collingwood	-	-	-	33400 <sup>2</sup>	-
Town of Innisfil	-	-	-	56000 <sup>2</sup>	-
Town of Midland	-	-	-	22500 <sup>2</sup>	-
Town of New Tecumseth	-	-	-	56000 <sup>2</sup>	-
Town of Penetanguishene	-	-	-	11000 <sup>2</sup>	-
Town of Wasaga Beach	-	-	-	27500 <sup>2</sup>	-
Township of Adjala-Tosorontio	-	-	-	13000 <sup>2</sup>	-
Township of Clearview	-	-	-	19700 <sup>2</sup>	-
Township of Essa	-	-	-	21500 <sup>2</sup>	-
Township of Oro-Medonte	-	-	-	27000 <sup>2</sup>	-
Township of Severn	-	-	-	17000 <sup>2</sup>	-
Township of Springwater	-	-	-	24000 <sup>2</sup>	-
Township of Ramara	-	-	-	13000 <sup>2</sup>	-
Township of Tay	-	-	-	11400 <sup>2</sup>	-
Township of Tiny	-	-	-	12500 <sup>2</sup>	-
<b>City of Barrie</b>	<b>108000<sup>1</sup></b>	<b>157000<sup>1</sup></b>	<b>-</b>	<b>210000<sup>2</sup></b>	<b>253000<sup>16</sup></b>
<b>City of Orillia</b>	<b>30000<sup>1</sup></b>	<b>33000<sup>1</sup></b>	<b>-</b>	<b>41000<sup>2</sup></b>	<b>46000<sup>16</sup></b>
<b>Dufferin County</b>	<b>53000<sup>1</sup></b>	<b>62000<sup>1</sup></b>	<b>71000<sup>1</sup></b>	<b>80000<sup>1</sup></b>	<b>85000<sup>16</sup></b>
Town of Mono	-	-	-	9770 <sup>13</sup>	-
Town of Orangeville	-	-	-	36490 <sup>13</sup>	-
Town of Shelburne	-	-	-	8400 <sup>13</sup>	-
Township of Amaranth	-	-	-	4680 <sup>13</sup>	-
Township of East Garafraxa	-	-	-	3150 <sup>13</sup>	-

Township of East Luther-Grand Valley	-	-	-	5740 <sup>13</sup>	-
Township of Melancthon	-	-	-	3410 <sup>13</sup>	-
Township of Mulmur	-	-	-	4290 <sup>13</sup>	-
Unallocated, included in total	-	-	-	4000 <sup>13</sup>	-
<b>Wellington County</b>	<b>85000 <sup>1</sup></b>	<b>91000 <sup>1</sup></b>	<b>-</b>	<b>122000 <sup>6</sup></b>	<b>140000<sup>16</sup></b>
Township of Centre Wellington	-	-	35800 <sup>11</sup>	41350 <sup>11</sup>	-
Township of Erin	-	-	13510 <sup>11</sup>	15530 <sup>11</sup>	-
Town of Guelph/Eramosa	-	-	14580 <sup>11</sup>	15290 <sup>11</sup>	-
Township of Mapleton	-	-	11550 <sup>11</sup>	12670 <sup>11</sup>	-
Township of Minto	-	-	10450 <sup>11</sup>	11640 <sup>11</sup>	-
Town of Puslinch	-	-	8720 <sup>11</sup>	9920 <sup>11</sup>	-
Township of Wellington North	-	-	13680 <sup>11</sup>	15600 <sup>11</sup>	-
<b>City of Guelph</b>	<b>110000 <sup>1</sup></b>	<b>132000 <sup>1</sup></b>	<b>-</b>	<b>175000 <sup>12</sup></b>	<b>191000<sup>16</sup></b>
Unallocated, included in total	-	-	-	24000 <sup>1</sup>	-
<b>Waterloo Region</b>	<b>456000 <sup>1</sup></b>	<b>526000 <sup>1</sup></b>	<b>623000 <sup>1</sup></b>	<b>729000 <sup>1</sup></b>	<b>835000<sup>16</sup></b>
City of Waterloo	-	-	-	137000 <sup>10</sup>	-
City of Kitchener	-	-	-	313000 <sup>10</sup>	-
City of Cambridge	-	-	-	173000 <sup>10</sup>	-
Township of Woolwich	-	-	-	32500 <sup>10</sup>	-
Township of Wellesley	-	-	-	12000 <sup>10</sup>	-
Township of Wilmot	-	-	-	28500 <sup>10</sup>	-
Township of North Dumfries	-	-	-	16000 <sup>10</sup>	-
<b>Brant County</b>	<b>35000 <sup>1</sup></b>	<b>39000 <sup>1</sup></b>	<b>-</b>	<b>47000 <sup>9</sup></b>	<b>57000<sup>16</sup></b>
<b>City of Brantford</b>	<b>94000 <sup>1</sup></b>	<b>102000 <sup>1</sup></b>	<b>-</b>	<b>126000 <sup>8</sup></b>	<b>163000<sup>16</sup></b>
<b>Haldimand County</b>	<b>46000 <sup>1</sup></b>	<b>49000 <sup>1</sup></b>	<b>53000 <sup>1</sup></b>	<b>56000 <sup>1</sup></b>	<b>64000<sup>16</sup></b>
<b>Niagara Region</b>	<b>427000 <sup>1</sup></b>	<b>442000 <sup>1</sup></b>	<b>474000 <sup>1</sup></b>	<b>511000 <sup>1</sup></b>	<b>610000<sup>16</sup></b>
City of Niagara Falls	-	-	99100 <sup>7</sup>	106800 <sup>7</sup>	-
City of Port Colborne	-	-	22600 <sup>7</sup>	24100 <sup>7</sup>	-
City of St. Catharines	-	-	142500 <sup>7</sup>	143800 <sup>7</sup>	-
City of Thorold	-	-	24900 <sup>7</sup>	28400 <sup>7</sup>	-
City of Welland	-	-	59500 <sup>7</sup>	66500 <sup>7</sup>	-
Town of Fort Erie	-	-	37100 <sup>7</sup>	40700 <sup>7</sup>	-
Town of Grimsby	-	-	31000 <sup>7</sup>	32800 <sup>7</sup>	-
Town of Lincoln	-	-	27800 <sup>7</sup>	30300 <sup>7</sup>	-
Town of Niagara-on-the-Lake	-	-	19900 <sup>7</sup>	22700 <sup>7</sup>	-
Town of Pelham	-	-	21500 <sup>7</sup>	24400 <sup>7</sup>	-
Township of Wainfleet	-	-	7700 <sup>7</sup>	8200 <sup>7</sup>	-
Township of West Lincoln	-	-	16500 <sup>7</sup>	16700 <sup>7</sup>	-
<b>OUTER RING TOTAL</b>	<b>1980000<sup>1</sup></b>	<b>2230000<sup>1</sup></b>	<b>2560000<sup>1</sup></b>	<b>2880000<sup>1</sup></b>	<b>3350000<sup>16</sup></b>
<b>GGH TOTAL</b>	<b>7790000<sup>1</sup></b>	<b>9090000<sup>1</sup></b>	<b>10330000<sup>1</sup></b>	<b>11500000<sup>1</sup></b>	<b>13480000<sup>16</sup></b>

Upper/Single Tier/Lower Municipality	Employment				
	2001	2011	2021	2031	2041
<b>Durham Region</b>	<b>190000<sup>1</sup></b>	<b>260000<sup>1</sup></b>	<b>310000<sup>1</sup></b>	<b>350000<sup>1</sup></b>	<b>430000<sup>16</sup></b>
City of Pickering	-		67910 <sup>6</sup>	76720 <sup>6</sup>	
City of Ajax	-	-	46115 <sup>6</sup>	49290 <sup>6</sup>	
City of Whitby	-	-	56745 <sup>6</sup>	71310 <sup>6</sup>	
City of Oshawa	-	-	84600 <sup>6</sup>	90790 <sup>6</sup>	
Town of Clarington	-	-	32150 <sup>6</sup>	38420 <sup>6</sup>	
Township of Uxbridge	-	-	7995 <sup>6</sup>	8970 <sup>6</sup>	
Township of Scugog	-	-	8955 <sup>6</sup>	9480 <sup>6</sup>	
Township of Brock	-	-	4555 <sup>6</sup>	5005 <sup>6</sup>	
<b>York Region</b>	<b>390000<sup>1</sup></b>	<b>590000<sup>1</sup></b>	<b>700000<sup>1</sup></b>	<b>780000<sup>1</sup></b>	<b>900000<sup>16</sup></b>
City of Vaughan	-	-	248900 <sup>5</sup>	266100 <sup>5</sup>	-
Town of Richmond Hill	-	-	94300 <sup>5</sup>	99400 <sup>5</sup>	-
Town of Aurora	-	-	32400 <sup>5</sup>	34200 <sup>5</sup>	-
City of Markham	-	-	221500 <sup>5</sup>	240400 <sup>5</sup>	-
City of Newmarket	-	-	48700 <sup>5</sup>	49400 <sup>5</sup>	-
Township of King	-		11000 <sup>5</sup>	11900 <sup>5</sup>	-
Town of Whitchurch-Stouffville	-	--	21900 <sup>5</sup>	23000 <sup>5</sup>	-
Town of East Gwillimbury	-	-	18700 <sup>5</sup>	34400 <sup>5</sup>	-
Township of Georgina	-	-	13900 <sup>5</sup>	21200 <sup>5</sup>	-
<b>City of Toronto</b>	<b>1440000<sup>1</sup></b>	<b>1540000<sup>1</sup></b>	<b>1600000<sup>1</sup></b>	<b>1640000<sup>1</sup></b>	<b>1720000<sup>16</sup></b>
<b>Peel Region</b>	<b>530000<sup>1</sup></b>	<b>730000<sup>1</sup></b>	<b>820000<sup>1</sup></b>	<b>870000<sup>1</sup></b>	<b>970000<sup>16</sup></b>
Town of Caledon	-	-	40000 <sup>4</sup>	46000 <sup>4</sup>	-
City of Brampton	-	-	280000 <sup>4</sup>	314000 <sup>4</sup>	-
City of Mississauga	-	-	500000 <sup>4</sup>	510000 <sup>4</sup>	-
<b>Halton Region</b>	<b>190000<sup>1</sup></b>	<b>280000<sup>1</sup></b>	<b>340000<sup>1</sup></b>	<b>390000<sup>1</sup></b>	<b>470000<sup>16</sup></b>
Town of Halton Hills	-	-	-	106000 <sup>3</sup>	-
Town of Milton	-	-	-	127000 <sup>3</sup>	-
City of Oakville	-	-	-	114000 <sup>3</sup>	-
City of Burlington	-	-	-	43000 <sup>3</sup>	-
<b>City of Hamilton</b>	<b>210000<sup>1</sup></b>	<b>230000<sup>1</sup></b>	<b>270000<sup>1</sup></b>	<b>300000<sup>1</sup></b>	<b>350000<sup>16</sup></b>
<b>INNER RING TOTAL</b>	<b>2950000<sup>1</sup></b>	<b>3630000<sup>1</sup></b>	<b>4040000<sup>1</sup></b>	<b>4330000<sup>1</sup></b>	<b>4820000<sup>16</sup></b>
<b>Northumberland County</b>	<b>29000<sup>1</sup></b>	<b>32000<sup>1</sup></b>	<b>33000<sup>1</sup></b>	<b>33000<sup>1</sup></b>	<b>39000<sup>16</sup></b>
Town of Brighton	-	-	-	3470 <sup>16</sup>	-
Town of Cobourg	-	-	-	11080 <sup>16</sup>	-
Municipality of Port Hope	-	-	-	8770 <sup>16</sup>	-
Town of Trent Hills	-	-	-	3500 <sup>16</sup>	-
Township of Alnwick/Haldimand	-	-	-	1620 <sup>16</sup>	-
Township of Cramahe	-	-	-	2220 <sup>16</sup>	-
Township of Hamilton	-	-	-	2350 <sup>16</sup>	-

<b>Peterborough County</b>	<b>16000<sup>1</sup></b>	<b>17000<sup>1</sup></b>	<b>-</b>	<b>18000<sup>14</sup></b>	<b>24000<sup>16</sup></b>
Township of Asphodel-Norwood	-	-	-	Not Available	-
Township of Cavan-Monaghan	-	-	-	Not Available	-
Township of Douro-Dummer	-	-	-	Not Available	-
Township of Galway-Cavendish and Harvey	-	-	-	Not Available	-
Township of Havelock-Belmont-Methuen	-	-	-	Not Available	-
Township of North Kawartha	-	-	-	Not Available	-
Township of Otonabee-South Monaghan	-	-	-	Not Available	-
Township of Smith-Ennismore-Lakefield	-	-	-	Not Available	-
<b>City of Peterborough</b>	<b>37000<sup>1</sup></b>	<b>41000<sup>1</sup></b>	<b>-</b>	<b>42000<sup>15</sup></b>	<b>58000<sup>16</sup></b>
<b>Kawartha Lakes</b>	<b>20000<sup>1</sup></b>	<b>23000<sup>1</sup></b>	<b>25000<sup>1</sup></b>	<b>27000<sup>1</sup></b>	<b>32000<sup>16</sup></b>
<b>Simcoe County</b>	<b>85000<sup>1</sup></b>	<b>102000<sup>1</sup></b>	<b>-</b>	<b>132000<sup>2</sup></b>	<b>152000<sup>16</sup></b>
Town of Bradford West Gwillimbury	-	-	-	18000 <sup>2</sup>	-
Town of Collingwood	-	-	-	13500 <sup>2</sup>	-
Town of Innisfil	-	-	-	13100 <sup>2</sup>	-
Town of Midland	-	-	-	13800 <sup>2</sup>	-
Town of New Tecumseth	-	-	-	26500 <sup>2</sup>	-
Town of Penetanguishene	-	-	-	6000 <sup>2</sup>	-
Town of Wasaga Beach	-	-	-	3500 <sup>2</sup>	-
Township of Adjala-Tosorontio	-	-	-	1800 <sup>2</sup>	-
Township of Clearview	-	-	-	5100 <sup>2</sup>	-
Township of Essa	-	-	-	9000 <sup>2</sup>	-
Township of Oro-Medonte	-	-	-	6000 <sup>2</sup>	-
Township of Severn	-	-	-	4400 <sup>2</sup>	-
Township of Springwater	-	-	-	5600 <sup>2</sup>	-
Township of Ramara	-	-	-	2200 <sup>2</sup>	-
Township of Tay	-	-	-	1800 <sup>2</sup>	-
Township of Tiny	-	-	-	1700 <sup>2</sup>	-
<b>City of Barrie</b>	<b>53000<sup>1</sup></b>	<b>77000<sup>1</sup></b>	<b>-</b>	<b>101000<sup>2</sup></b>	<b>129000<sup>16</sup></b>
<b>City of Orillia</b>	<b>16000<sup>1</sup></b>	<b>17000<sup>1</sup></b>	<b>-</b>	<b>21000<sup>2</sup></b>	<b>23000<sup>16</sup></b>
<b>Dufferin County</b>	<b>19000<sup>1</sup></b>	<b>22000<sup>1</sup></b>	<b>25000<sup>1</sup></b>	<b>27000<sup>1</sup></b>	<b>32000<sup>16</sup></b>
Town of Mono	-	-	-	2020 <sup>13</sup>	-
Town of Orangeville	-	-	-	14740 <sup>13</sup>	-
Town of Shelburne	-	-	-	3560 <sup>13</sup>	-
Township of Amaranth	-	-	-	810 <sup>13</sup>	-
Township of East Garafraxa	-	-	-	570 <sup>13</sup>	-
Township of East Luther-Grand Valley	-	-	-	1190 <sup>13</sup>	-
Township of Melancthon	-	-	-	380 <sup>13</sup>	-
Township of Mulmur	-	-	-	820 <sup>13</sup>	-
Unallocated, included in total	-	-	-	-	-
<b>Wellington County</b>	<b>36000<sup>1</sup></b>	<b>41000<sup>1</sup></b>	<b>-</b>	<b>54000<sup>6</sup></b>	<b>61000<sup>16</sup></b>

Township of Centre Wellington	-	-	15590 <sup>11</sup>	17350 <sup>11</sup>	-
Township of Erin	-	-	4600 <sup>11</sup>	5460 <sup>11</sup>	-
Town of Guelph/Eramosa	-	-	5340 <sup>11</sup>	5760 <sup>11</sup>	-
Township of Mapleton	-	-	5740 <sup>11</sup>	6110 <sup>11</sup>	-
Township of Minto	-	-	3820 <sup>11</sup>	4560 <sup>11</sup>	-
Town of Puslinch	-	-	5240 <sup>11</sup>	5760 <sup>11</sup>	-
Township of Wellington North	-	-	8370 <sup>11</sup>	9020 <sup>11</sup>	-
<b>City of Guelph</b>	<b>63000 <sup>1</sup></b>	<b>76000 <sup>1</sup></b>	<b>-</b>	<b>92000 <sup>12</sup></b>	<b>101000<sup>16</sup></b>
Unallocated, included in total	-	-	-	12000 <sup>1</sup>	-
<b>Waterloo Region</b>	<b>236000 <sup>1</sup></b>	<b>282000 <sup>1</sup></b>	<b>324000 <sup>1</sup></b>	<b>366000 <sup>1</sup></b>	<b>404000<sup>16</sup></b>
City of Waterloo	-	-	-	88000 <sup>10</sup>	-
City of Kitchener	-	-	-	130000 <sup>10</sup>	-
City of Cambridge	-	-	-	100000 <sup>10</sup>	-
Township of Woolwich	-	-	-	18800 <sup>10</sup>	-
Township of Wellesley	-	-	-	4100 <sup>10</sup>	-
Township of Wilmot	-	-	-	9700 <sup>10</sup>	-
Township of North Dumfries	-	-	-	8400 <sup>10</sup>	-
<b>Brant County</b>	<b>16000 <sup>1</sup></b>	<b>17000 <sup>1</sup></b>	<b>-</b>	<b>19000 <sup>9</sup></b>	<b>26000<sup>16</sup></b>
<b>City of Brantford</b>	<b>39000 <sup>1</sup></b>	<b>45000 <sup>1</sup></b>	<b>-</b>	<b>53000 <sup>8</sup></b>	<b>79000<sup>16</sup></b>
<b>Haldimand County</b>	<b>17000 <sup>1</sup></b>	<b>19000 <sup>1</sup></b>	<b>19000 <sup>1</sup></b>	<b>20000 <sup>1</sup></b>	<b>25000<sup>16</sup></b>
<b>Niagara Region</b>	<b>186000 <sup>1</sup></b>	<b>201000 <sup>1</sup></b>	<b>209000 <sup>1</sup></b>	<b>218000 <sup>1</sup></b>	<b>265000<sup>16</sup></b>
City of Niagara Falls	-	-	50820 <sup>7</sup>	53640 <sup>7</sup>	-
City of Port Colborne	-	-	8350 <sup>7</sup>	9070 <sup>7</sup>	-
City of St. Catharines	-	-	69690 <sup>7</sup>	71000 <sup>7</sup>	-
City of Thorold	-	-	10380 <sup>7</sup>	11330 <sup>7</sup>	-
City of Welland	-	-	24640 <sup>7</sup>	27080 <sup>7</sup>	-
Town of Fort Erie	-	-	15540 <sup>7</sup>	17060 <sup>7</sup>	-
Town of Grimsby	-	-	10390 <sup>7</sup>	11040 <sup>7</sup>	-
Town of Lincoln	-	-	13000 <sup>7</sup>	13860 <sup>7</sup>	-
Town of Niagara-on-the-Lake	-	-	13700 <sup>7</sup>	15100 <sup>7</sup>	-
Town of Pelham	-	-	5570 <sup>7</sup>	6230 <sup>7</sup>	-
Township of Wainfleet	-	-	1780 <sup>7</sup>	1910 <sup>7</sup>	-
Township of West Lincoln	-	-	5550 <sup>7</sup>	6230 <sup>7</sup>	-
<b>OUTER RING TOTAL</b>	<b>870000<sup>1</sup></b>	<b>1010000<sup>1</sup></b>	<b>1130000<sup>1</sup></b>	<b>1240000<sup>1</sup></b>	<b>1450000<sup>16</sup></b>
<b>GGH TOTAL</b>	<b>3810000<sup>1</sup></b>	<b>4640000<sup>1</sup></b>	<b>5170000<sup>1</sup></b>	<b>5560000<sup>1</sup></b>	<b>6270000<sup>16</sup></b>

**SOURCES:**

<sup>1</sup> Growth Plan for the Greater Golden Horseshoe, 2006 Office Consolidation, January 2012, Schedule 3: Distribution of Population and Employment for the Greater Golden Horseshoe 2001-2031

<sup>2</sup> Growth Plan for the Greater Golden Horseshoe, 2006 Office Consolidation, January 2012, Schedule 7: Distribution of Population and Employment for the City of Barrie, City of Orillia, and County of Simcoe to 2031

<sup>3</sup> Halton Official Plan (2009), ROPA 38, December 16, 2009



<sup>4</sup> Peel Region Official Plan, Working Draft Office Consolidation February 2013

<sup>5</sup> York Region Official Plan, 2010, Annotated Version Showing Policy Status, Office Consolidation January 14, 2013

<sup>6</sup> Durham Regional Official Plan Amendment No. 128, Annotated Consolidation (as approved by the OMB on January 9, 2013 Board Order)

<sup>7</sup> Region of Niagara Sustainable Community Policies: Places to Grow/2005 Provincial Policy Statement Conformity and Niagara 2031 Amendment, Amendment 2-2009 of the Official Plan for the Niagara Planning Area as approved on May 28, 2009 by Regional Council and amended through the addition of Policy 4.6.6

<sup>8</sup> City of Brantford Official Plan, Consolidation September 2011

<sup>9</sup> County of Brant Official Plan, September 7, 2010

<sup>10</sup> Waterloo Region Official Plan, January 24, 2011

<sup>11</sup> Wellington County Official Plan, February 24th, 2011

<sup>12</sup> City of Guelph, Official Plan Amendment Number 39: Conformity with the Planning Framework of the Growth Plan for the Greater Golden Horseshoe, March 17, 2010

<sup>13</sup> Letter sent from Minister of Energy and Infrastructure, Brad Duguid to County of Dufferin Warden, Allen Taylor, August 13, 2010

<sup>14</sup> Peterborough County Official Plan February 28, 2013

<sup>15</sup> City of Peterborough Official Plan, Office Consolidation December 31, 2009

<sup>16</sup> Letter sent from Minister of Energy and Infrastructure, Brad Duguid to County of Northumberland Warden, Peter Celanty, August 13, 2010

<sup>16</sup> Growth Plan for the Greater Golden Horseshoe, 2006 Office Consolidation, June 2013, Schedule 3: Distribution of Population and Employment for the Greater Golden Horseshoe to 2041

\*Note: Waterloo Region uses a 2029 planning horizon for its lower-tier municipalities, instead of 2031.



## APPENDIX E :

## Amendment No. 2 and the 2041 forecasts

The table below compares the original forecasts for 2031 (shown as “2031A” in the table) from the Growth Plan introduced in 2006 to the updated forecasts for 2031 (“2031B”) from Amendment no. 2 to the Growth Plan. In most cases, the population and employment forecasts have increased. In no case did the updated forecasts result in a decline in population or employment.

When the 2031A and 2031B forecasts are compared, there are some noticeable divergences. In some municipalities the “B” forecasts are at least 10% greater than the “A” forecasts, in other municipalities there is little or no difference. However, an alternative and more telling method to evaluate the differences between the 2031 forecasts is to focus on the change in the total amount of growth, rather than on the total population or employment amounts. The column to the far right indicates the difference between the A-B forecasts and the forecast increase based on the original 2001-2031 forecasts. The “B” forecasts increased the City of Toronto’s population growth by 22% or 110,000 people compared to the original forecasts. The greatest difference between the A-B forecasts and the forecast growth 2001-2031 is in County of Peterborough, where the “B” forecasts have increased the forecast population growth by 180%.

	Population Forecast 2001 <sup>1</sup>	Population Forecast 2031A <sup>2</sup>	Population Forecast 2031B <sup>2</sup>	A-B Difference	A-B Differ- ence (%)	Forecast Population Growth 2001-2031A	Difference in growth between ‘Forecast Population Increase 2001-2031A’ and ‘A-B Difference’ (%)
City of Toronto	2,590,000	3,080,000	3,190,000	+110,000	4%	490,000	22%
Region of Durham	530,000	960,000	970,000	+10,000	1%	430,000	2%
Region of York	760,000	1,500,000	1,590,000	+90,000	6%	740,000	12%
Region of Peel	1,030,000	1,640,000	1,770,000	+130,000	8%	610,000	21%
Region of Halton	390,000	780,000	820,000	+40,000	5%	390,000	10%
City of Hamilton	510,000	660,000	680,000	+20,000	3%	150,000	13%
<b>INNER RING</b>	<b>5,810,000</b>	<b>8,620,000</b>	<b>9,020,000</b>	<b>+400,000</b>	<b>5%</b>	<b>2,810,000</b>	<b>14%</b>
County of Northumberland	80,000	96,000	100,000	+4,000	4%	16,000	25%
County of Peterborough	56,000	61,000	70,000	+9,000	15%	5,000	180%
City of Peterborough	74,000	88,000	103,000	+15,000	17%	14,000	107%
City of Kawartha Lakes	72,000	100,000	100,000	0	0%	28,000	0%
County of Simcoe	254,000	416,000	416,000	0	0%	162,000	0%
City of Barrie	108,000	210,000	210,000	0	0%	102,000	0%
City of Orillia	30,000	41,000	41,000	0	0%	11,000	0%
County of Dufferin	53,000	80,000	80,000	0	0%	27,000	0%
County of Wellington	85,000	122,000	122,000	0	0%	37,000	0%
City of Guelph	110,000	175,000	177,000	+2,000	1%	65,000	3%
Region of Waterloo	456,000	729,000	742,000	+13,000	2%	273,000	5%

County of Brant	35,000	47,000	49,000	+2,000	4%	12,000	17%
City of Brantford	94,000	126,000	139,000	+13,000	10%	32,000	41%
County of Haldimand	46,000	56,000	57,000	+1,000	2%	10,000	10%
Region of Niagara	427,000	511,000	543,000	+32,000	6%	84,000	38%
<b>OUTER RING</b>	<b>1,980,000</b>	<b>2,858,000</b>	<b>2,949,000</b>	<b>+91,000</b>	<b>3%</b>	<b>878,000</b>	<b>10%</b>
<b>GGH TOTAL</b>	<b>7,790,000</b>	<b>11,478,000</b>	<b>11,969,000</b>	<b>+491,000</b>	<b>4%</b>	<b>3,688,000</b>	<b>13%</b>

	Employment Forecast 2001 <sup>1</sup>	Employment Forecast 2031A <sup>2</sup>	Employment Forecast 2031B <sup>2</sup>	A-B Difference	A-B Difference (%)	Forecast Employment Growth 2001-2031A	Difference in growth between 'Forecast Employment Increase 2001-2031A' and 'A-B Difference' (%)
City of Toronto	1,440,000	1,640,000	1,660,000	+20,000	1%	160,000	13%
Region of Durham	190,000	350,000	360,000	+10,000	3%	390,000	3%
Region of York	390,000	780,000	790,000	+10,000	1%	200,000	5%
Region of Peel	530,000	870,000	880,000	+10,000	1%	340,000	3%
Region of Halton	780,000	390,000	390,000	0	0%	200,000	0%
City of Hamilton	660,000	300,000	310,000	+10,000	3%	90,000	11%
<b>INNER RING</b>	<b>2,950,000</b>	<b>4,330,000</b>	<b>4,390,000</b>	<b>+60,000</b>	<b>1%</b>	<b>1,380,000</b>	<b>4%</b>
County of Northumberland	29,000	33,000	36,000	+3,000	9%	4,000	75%
County of Peterborough	16,000	18,000	20,000	+2,000	11%	2,000	100%
City of Peterborough	37,000	42,000	52,000	+10,000	24%	5,000	200%
City of Kawartha Lakes	20,000	27,000	29,000	+2,000	7%	7,000	29%
County of Simcoe	85,000	132,000	132,000	0	0%	47,000	0%
City of Barrie	53,000	101,000	101,000	0	0%	48,000	0%
City of Orillia	16,000	21,000	21,000	0	0%	5,000	0%
County of Dufferin	19,000	27,000	29,000	+2,000	7%	8,000	25%
County of Wellington	36,000	54,000	54,000	0	0%	18,000	0%
City of Guelph	36,000	92,000	94,000	+2,000	2%	29,000	7%
Region of Waterloo	236,000	366,000	366,000	0	0%	130,000	0%
County of Brant	16,000	19,000	22,000	+3,000	16%	3,000	100%
City of Brantford	39,000	53,000	67,000	+14,000	26%	14,000	100%
County of Haldimand	17,000	20,000	22,000	+2,000	10%	3,000	67%
Region of Niagara	186,000	218,000	235,000	+17,000	8%	32,000	53%
<b>OUTER RING</b>	<b>870,000</b>	<b>1,223,000</b>	<b>1,280,000</b>	<b>+57,000</b>	<b>5%</b>	<b>355,000</b>	<b>16%</b>
<b>GGH TOTAL</b>	<b>3,810,000</b>	<b>5,553,000</b>	<b>5,670,000</b>	<b>+117,000</b>	<b>2%</b>	<b>1,735,000</b>	<b>7%</b>

<sup>1</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, January 2012, Ontario Ministry of Infrastructure.

<sup>2</sup> Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, June 2013, Ontario Ministry of Infrastructure.

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