

Clause No. 1 in Report No. 4 of the Planning and Economic Development Committee was adopted, as amended, by the Council of The Regional Municipality of York at its meeting on April 21, 2005.

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**DRAFT GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE
FEBRUARY 2005**

(Regional Council at its meeting on April 21, 2005 amended the following report by adding the words “and all municipalities in the Greater Golden Horseshoe” to Committee Recommendation 6, following the words “local municipalities” so that the recommendation now reads as follows:

- 6. These recommendations be forwarded to the local municipalities and all municipalities in the Greater Golden Horseshoe for their endorsement.)*

The Planning and Economic Development Committee recommends the following:

1. The presentation by Neil Rodgers, President, Urban Development Institute/Ontario, be received and referred to staff.
2. That, given the magnitude and importance of the Draft Growth Plan, the Minister of Public Infrastructure Renewal, The Honourable David Caplan, be advised that the Council of The Regional Municipality of York requests a commenting extension of six (6) months from April 18, 2005 to permit a detailed analysis of the proposed Draft Growth Plan, its implementation and required infrastructure.
3. Should an extension not be granted, the following recommendations be endorsed in addition to those set out in recommendation 1 of the report of the Commissioner of Planning and Development Services below:
 1. The Province be advised that York Region cannot accommodate Provincial Growth Forecasts as proposed in the Draft Growth Plan because of the disconnect between recent Provincial Policy and the lack of Provincial commitment to long term infrastructure plans and funding. Therefore, The Regional Municipality of York cannot support the Draft Growth Plan (Places to Grow).
 2. The contents of the Sub-Area-Growth Strategies should be limited to high level issues, including Provincial infrastructure, and not intrude into Regional and Local planning decisions, such as the assignment of population on a local municipal level and the assignment of intensification locations.

- 3. The Growth Plan for the Greater Golden Horseshoe should prevent “leap-frogging” of development north of the Greenbelt Plan into Simcoe County. The Province is requested to undertake a formal, comprehensive review, similar to the process found in the GTA, which includes all of the elements found in the Greenbelt Plan, and this review should specifically address the impacts on York Region.**
 - 4. The Regional Chair, on behalf of Regional Council, write a letter to the Premier of Ontario and the Ministers of Public Infrastructure Renewal, Municipal Affairs and Housing, Environment, Health and Long-Term Care and Transportation, inviting them to meet with and present to Council the Province’s expectations, address the Region’s concerns with these expectations, engage in a dialogue to resolve these issues and work towards solutions that would benefit both the Region and the Province.**
 - 5. The Province be requested to hold a Growth Summit and invite the regions, municipalities and other stakeholders to participate.**
 - 6. These recommendations be forwarded to the local municipalities for their endorsement; and**
- 4. The recommendations contained in the following report, March 22, 2005, from the Commissioner of Planning and Development Services be adopted:**

1. RECOMMENDATIONS

It is recommended that:

1. The attached report and recommendations 1 through 5 throughout the report and below, be endorsed by Committee and Council as York Region’s preliminary comments on the *Draft Growth Plan for the Greater Golden Horseshoe*:
 1. *That, given the magnitude and importance of the Draft Growth Plan, the Minister of Public Infrastructure Renewal, The Honourable David Caplan, be advised that the Council of the Regional Municipality of York requests a commenting extension of six (6) months from April 18, 2005 to permit a detailed analysis of the proposed Draft Growth Plan, its implementation and required infrastructure.*
 2. *That the Province proceed:*
 - *with the policy changes, funding guarantees and infrastructure investments to ensure implementation of the Provincial Growth Forecasts and Growth Plan as detailed in this report.*

- *to expedite approvals for the critical Regional infrastructure to assist the Region in accommodating the Growth Forecasts.*
3. *The Proposed Places to Grow Act, 2005 and the Draft Growth Plan be modified to permit Regional and local conformity amendments to be approved without the potential for appeal to the Ontario Municipal Board.*
 4. *Regional staff continue to seek clarification from the Province regarding the definition and methods of calculating the density targets and that further comments be submitted to Committee and Council and the Ministry of Public Infrastructure Renewal once these targets are further analysed.*
 5. *The schedules be corrected as identified in the report and that timing and funding be provided for identified critical infrastructure improvements.*
2. That the attached report and recommendations be forwarded to the Honourable David Caplan, Minister of Public Infrastructure Renewal and his staff prior to the April 18, 2005 comment deadline, as well as to area municipalities, adjacent Regions and other stakeholders.
 3. That the Regional Council position on the Draft Growth Plan, as well as further comments following more detailed review, be forwarded to the Minister of Public Infrastructure Renewal and other stakeholders following the Council meeting of April 21, 2005.

2. PURPOSE

On February 15, 2005, the Province of Ontario released the *Draft Growth Plan for the Greater Golden Horseshoe* and requested comments on the document by April 18, 2005.

The purpose of this report is to:

- Review the key elements of the Draft Growth Plan insofar as they impact York Region,
- Advise Committee and Council how the Province responded to the thirty recommendations made after reviewing the Province's Discussion paper *Places to Grow*, and
- Make further recommendations to the Province on the contents of the Draft Growth Plan.

3. BACKGROUND

In 2003, the Provincial government gave notice that it intended to stop "urban sprawl" and provide a new model for development in the Province. As part of this commitment

there have been a number of Provincial Government initiatives, including the *Greenbelt Act* and Plan, *Planning Act* and OMB Reform, the release of the 2005 Provincial Policy Statement, the discussion paper *Places to Grow* and Bill 136 – the *Places to Grow Act* and initiatives dealing with source water protection.

Regional Council at its meeting of September 23, 2004, adopted Clause 10 of Report 8 of the Regional Planning and Economic Development Committee containing thirty-two recommendations to the Province resulting from a review of the Province's discussion paper *Places to Grow: Better Choices Brighter Future (A Growth Plan for the Greater Golden Horseshoe)*. The consolidated recommendations from that report are appended as *Attachment 1* to this report.

The February 2005 Draft Growth Plan takes the ideas contained in the discussion paper, along with input received from stakeholders, and proposes a series of policies and mapping schedules to guide development and investment strategies in south central Ontario to the horizon year of 2031. The government has permitted only 60 days for comment.

The proposed Growth Plan is intended to firmly establish a sustainable direction in land use and infrastructure planning and services. Both the Draft Plan and the enabling Legislation require that regions and area municipalities conform to the Provincial direction in all respects.

The Draft Growth Plan contains a number of policies that have significant implications for York Region including: a 40% intensification target, land budget restrictions and required affordable housing targets. These policy initiatives also present serious implementation challenges, particularly the requirement for commensurate infrastructure funding and approvals. Financial arrangements and the tools for municipalities to implement this Plan have not been articulated at this time. Also outstanding are infrastructure investments and approvals of critical Regional infrastructure projects which must be implemented to ensure that the future forecasts can be accommodated.

It is imperative that all stakeholders be given the opportunity to fully analyse and consider the contents of the Draft Plan and its implications and that further strategies, on which this Growth Plan is partially based, such as:

- A Transportation Strategy for the Greater Golden Horseshoe Area;
- A comprehensive Waste Management Strategy for the Province;
- A multi-year Infrastructure Investment Strategy and
- A long term strategy for mineral resource management,

be brought forward for consideration at the same time. This is a situation where considered review is necessary.

It is therefore recommended that:

1. *That, given the magnitude and importance of the Draft Growth Plan, the Minister of Public Infrastructure Renewal, The Honourable David Caplan, be advised that*

the Council of the Regional Municipality of York requests a commenting extension of six (6) months from April 18, 2005 to permit a detailed analysis of the proposed Draft Growth Plan, its implementation and required infrastructure.

2. *That the Province proceed:*

- *with the policy changes, funding guarantees and infrastructure investments to ensure implementation of the Provincial Growth Forecasts and Growth Plan as detailed in this report.*
- *to expedite approvals for the critical Regional infrastructure projects to assist the Region in accommodating the Growth Forecasts.*

4. ANALYSIS AND OPTIONS

4.1 Key Elements of the Growth Plan

A number of key Regional issues have emerged from the draft Provincial Growth Plan including the following.

4.1.1 A Hierarchy of Planning Documents

Traditionally, planning in Ontario has occurred through a hierarchical system of planning documents with Provincial Plans at the apex followed by Regional and local official plans and finally secondary plans/community plans and zoning by-laws. In this new model, (Figure 1) the Provincial Growth Plan is the highest level of Provincial growth document, establishing population and employment forecasts, directing new development to existing built-up areas, establishing minimum intensification targets intended to be transit supportive, ensuring that water and waste water services are available and

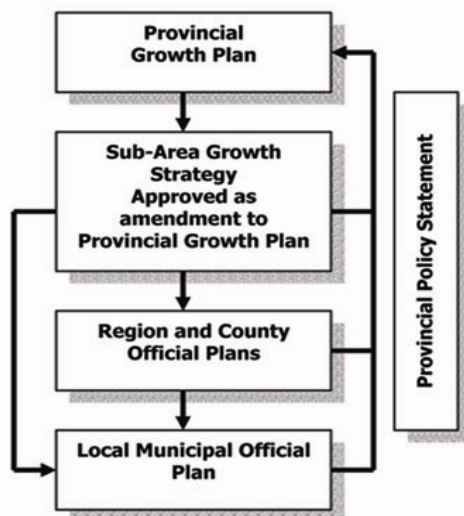


Figure 1

identifying a natural heritage and agricultural system. Finally the Growth Plan is intended to provide the basis for further growth management work.

Below the Provincial Growth Plan is a new level of plan termed a *sub-area growth strategy* (SAGS). These strategies are intended to respond to the unique nature and needs of the sub areas and provide more detail with respect to infrastructure planning, urban structure, natural heritage systems and establishment of a foundation for interregional planning.

SAGS are to be developed by the Province in consultation with municipalities and stakeholders and are to be approved by the

Minister as amendments to the Growth Plan. As amendments to the Provincial Growth Plan, these strategies have the benefit of being unappealable to the Ontario Municipal Board (OMB) in the same manner as the parent Growth Plan.

Finally, Regional and local Official Plans will be required to conform to both the Growth Plan as amended by the more detailed SAGS. York Region is part of the sub area that includes the Greater Toronto Area and Hamilton. Other sub areas involve lands north and west of the GTA.

Staff Comment:

The proposed hierarchy of Provincial Planning may permit more detailed strategies to be formulated for the defined areas. In this regard, staff support the proposed hierarchy. However, since the sub-area growth strategies must be formulated in advance of regional and local conformity amendments, the period for finalisation of the Growth Plan will likely be extended over the next 18-24 months or more. After the SAGS is approved by the Minister, the Regional Official Plan and area municipal plans will need to be amended to conform, likely resulting in a period of 3 to 5 years before the hierarchy of plans can be restructured.

It is unclear from the Draft Growth Plan how much existing work at the Regional and local levels will be incorporated into each SAGS given the time frame proposed and what opportunities there will be for meaningful public participation. The costs of preparation of the SAGS are also unknown as are the demands on staff resources.

Furthermore, while both the Growth Plan and the subsequent SAGS are to be approved by the Minister of Public Infrastructure Renewal, the subsequent Regional and local conformity amendments appear to be subject to the normal appeal mechanisms to the OMB. If this is the case, and despite the range of issues to be covered in the sub-area plans, Regional and local implementing documents are unlikely to come into force and effect in a timely fashion, leaving the Province and municipalities without the means to effectively implement this important initiative in the short term.

Regional comments on the proposed Places to Grow Act highlighted this issue and requested a change to the legislation to remove the potential for such litigation.

It is therefore recommended that:

- 3. The Proposed Places to Growth Act, 2005 and the Draft Growth Plan be modified to permit Regional and local conformity amendments to be approved without the potential for appeal to the Ontario Municipal Board.*

4.1.2 Population and Employment Forecasts

The Draft Growth Plan uses the Reference compact scenario forecast recently produced on behalf of the Province by Hemson Consulting. A review of this forecast and a preliminary assessment of its implications to York Region was the subject of a separate report to Planning and Economic Development Committee on March 2, 2005.

The Provincial growth forecast indicates that population and employment for the Greater Golden Horseshoe will increase by 3.7 million people, and 1.75 million jobs in the period from 2001 to 2031. Households will grow at a much faster rate than population, due primarily to the aging of the population, and a decline in overall household sizes. It is anticipated that households will grow by almost 1.7 million, increasing from 2.7 million today to 4.4 million across the Greater Golden Horseshoe.

Staff Comment:

Within York Region, the new Provincial growth forecast anticipates a population of 1.50 million persons by 2031. This level of growth in York Region represents a population increase of approximately 600,000 persons over the current existing population, an increase of 350,000 jobs and 236,000 additional housing units.

This level and pace of development presents significant challenges to the Region not only in terms of urban structure and form but specifically in the provision of sewer and water servicing, transportation and transit and human services. Given current funding arrangements, investment mechanisms and the Environmental Assessment approvals process, the provision of the required infrastructure may be problematic in the Region. Further reports on the Planning and Economic Development Committee agenda of April 6, 2005, entitled *York Region 30-year Infrastructure Projects Requiring Provincial Funding* and *York Region 30-year Infrastructure Projects Requiring Provincial Approvals* articulate the extent and requirements for further Provincial approvals and infrastructure funding in the Region.

Furthermore, prioritizing needed York Region infrastructure improvements appears to be dependent on the sub-area growth strategy for the Greater Golden Horseshoe and Hamilton. Should the sub-area growth strategy not deem these improvements to be a priority and approvals and funding not be provided, then accommodation of the population and employment forecasts and intensification targets may not be possible.

Recommendation 3 previously articulated deals with these issues.

4.1.3 Urban Form and Intensification

The Draft Growth Plan establishes all four Regional Centres of the Regional Official Plan as *Urban Growth Centres* (UGC) and acknowledges that different centres are at different stages in their evolution. Such centres (and *intensification corridors* found along key

transportation routes) are to be the focus of transit and infrastructure investment. As key areas for intensification, UGC's are expected to meet or exceed the Provincial intensification targets and transit-supportive densities. For these areas, the draft Growth Plan proposes a phased increase in the yearly percentage in residential intensification so that by 2015, 40% of all residential development in each municipality will be within "built-up areas", with minimum densities in "Intensification areas" to be not less than 200 residents and jobs per hectare.

SAGS will provide the majority of the detail regarding the implementation of the Growth Plan in the designated Urban Growth Centres and along intensification corridors.

Areas outside the Urban Growth Centres, but within the designated urban boundaries are to achieve densities of not less than 50 jobs and people per hectare. Higher minimum densities may be established through the SAGS.

Staff Comment:

The Province's Growth Plan is generally consistent with the principles of York Region's recently approved Regional Official Plan Amendment 43 (ROPA 43) for Centres and Corridors development. However, the adoption of a 40% intensification target within the built up urban areas is more aggressive than the 30% target identified in ROPA 43.

It is anticipated that to achieve a 40% intensification target a significant increase in capital investment, as well as additional financial and planning tools beyond what is currently available, will be required. The Draft Growth Plan is silent on both the financial mechanisms and additional planning tools previously recommended by the Region.

The proposed minimum density for intensification areas of 200 residents and jobs per hectare will require more analysis from Regional staff to determine how it corresponds to the Region's ROPA 43 target of 2.5 FSI for Centres and Corridors. Further clarification from the Province is required on how to define and measure this minimum density and the net and gross per hectare calculation. There are a number of ways to calculate net and gross density and the Province will need to establish a common definition used by municipalities for consistency and monitoring.

The minimum gross density of 50 residents and jobs per hectare for designated growth areas outside the Urban Growth Centres and intensification areas and within the urban boundaries is intended to ensure that these areas achieve transit supportive densities and a healthy mix of jobs and residents. This minimum density is currently being reached in many of the new communities being developed in York Region. Staff will need to review this minimum density further to determine if it is appropriate.

Although this density may be appropriate for the Region's urban areas, further analysis and clarification is required to determine if it is achievable in the Region's Towns and Villages.

It is therefore recommended that:

4. *Regional staff continue to seek clarification from the Province regarding the definition and methods of calculation of the density targets and that further comments be submitted to Committee and Council and the Ministry of Public Infrastructure Renewal once these targets are further analysed.*

One of the issues raised by Council in its deliberations dealing with both the Growth Plan and the Greenbelt Plan dealt with the potential for further proposals for growth on the north side of the Greenbelt in Simcoe County. The Draft Growth Plan does not include an urban growth area designation in Simcoe other than the City of Barrie nor does the proposed population and employment forecast consider a new community in the Bond Head area. The Draft Growth Plan includes all of Simcoe County, including the City of Barrie within the same sub-area and requires that a SAGS be prepared for that area as well.

Significant work is also being undertaken by the Province in Partnership with Conservation Authorities and municipal partners in the Lake Simcoe and Nottawasaga River watersheds as part of the *Lake Simcoe and Nottawasaga River Assimilative Capacity Study*. It is anticipated that the results of this Study, which are due in early 2006, will assist in determining the potential for further development in these watersheds based on the capacity of the receiving bodies of water. Regional staff will report on the Assimilative Capacity Study at a future Planning and Economic Development Committee meeting.

4.1.4 Infrastructure – Transportation and Transit

While the Draft Growth Plan identifies transit as a first priority for investment to reduce congestion and commuting times, no dollar amounts or projects are identified. It is anticipated that the SAGS in conjunction with the proposed Greater Toronto Transportation Plan will be the primary mechanism for the identification of priority projects. Notwithstanding this, York Region has already made a significant commitment and investment in the York Region Rapid Transit initiative -**Viva** and other critical road improvements to accommodate future growth.

The schedules to the Draft Growth Plan have identified what appear to be extensions to both Highways 427 to the intermodal lands in the City of Vaughan and the 404 extension to approximately Ravenshoe Road.

Staff Comment:

While the schedules to the Draft Growth Plan are illustrative only, the Region's original comments requested a firm commitment on the construction and timing of extensions for Highways 404 and 427. It is recommended that the Province

commit upfront in the text of the Growth Plan to the construction of these improvements along with dates for construction.

Further, the schedules also show an East West Transportation corridor in mid York Region however again no timing nor financial commitments have been made.

The Highway 7 and Yonge Street Transitways to Oak Ridges have also been shown on the Schedules. However, in the case of the Yonge Street Transitway, the terminus is the Regional Centre in Newmarket, not Oak Ridges as it currently appears. The Schedules also fail to identify the Proposed Bradford By-pass and the north-south rapid transit link to Markham Centre. These errors must be rectified.

It is therefore recommended that:

- 5. The schedules be corrected as identified above and that timing and funding be provided for identified critical infrastructure improvements.*

4.1.5 Infrastructure – Water and Wastewater

The Draft Growth Plan acknowledges that water and wastewater infrastructure investment “has lagged behind growth.” and further that water and wastewater systems should be expanded to support the Growth Plan. While these are appropriate directions in the Plan, there is no policy framework that commits to rectifying this unfortunate situation.

Staff Comment:

The Region of York has prepared a series of Master Plans that identify the Regional sewer and water systems as well as transportation and transit needs required to support the forecasted growth in the ROP. These Master Plans are detailed documents that identify specific transit, roads as well as sewer and water treatment and transmission facilities. The specific timing of these facilities is detailed in the Region’s 10-year Capital Plan and the longer term Development Charges By-law, which is updated regularly. All of these systems are in keeping with the approved ROP and the previous set of Provincial forecasts. While they will require updates to accommodate the new forecasts, these plans represent a well thought out and financially sustainable implementation scheme.

However, faced with the Province’s new population forecasts and without additional assistance from the Province to streamline the EA approvals process and invest in priority infrastructure, the Region may be incapable of providing the necessary services to support the Provincial vision as contained in the Growth Plan.

The Region has recommended on a continuing basis that the Province commit to priority infrastructure investment but, despite the Plans, there has been no financial strategy. To address infrastructure needs, the Ministry of Public Infrastructure Renewal has committed to work across Provincial ministries to develop a Provincial infrastructure investment strategy. This should consist of a number of medium term plans followed by a 10-year infrastructure strategy to ensure that infrastructure investments support Provincial priorities but also to support growth and development in the Greater Golden Horseshoe.

However, an infrastructure strategy needs to be in place before the Growth Plan is finalized to support the kind of growth the Province forecasting. The relationship of the Provincial Growth Plan to required infrastructure is explored in two companion reports on this agenda of Planning and Economic Development Committee.

A Recommendation dealing with this aspect of the Draft Growth Plan is included as Recommendation 2.

4.2 Provincial Response to the Region's Recommendations

As previously indicated, Regional Council at its meeting of September 23, 2004, adopted Clause 10 of Report 8 of the Regional Planning and Economic Development Committee containing thirty-two (32) recommendations to the Province resulting from a review of the Province's discussion paper *Places to Grow: Better Choices Brighter Future (A Growth Plan for the Greater Golden Horseshoe)*. The consolidated recommendations from this report are appended as *Attachment 1* to this report. Of the 32 recommendations, the Province has responded to approximately ten in a positive nature including those which requested inclusion of the new Provincial population and employment forecasts, adopting a vision for employment areas that encourages the diversity of employment types, supporting Region-wide and comprehensive TDM strategies, encouraging second suites as a means of providing affordable rental housing and placing emphasis on the cultural heritage of our communities. The Draft Growth Plan did not respond to the Region's request that the Province fully support the Region's efforts to provide the necessary capital investment in infrastructure, develop an overall investment strategy for areas outside the Urban Centres, develop a comprehensive communications strategy to address residents' issues and commit to the early construction of the Highways 427 and 404 extensions. Council also recommended that Regional initiatives be funded, and that the Environmental Assessment approvals process for critical or priority infrastructure be streamlined.

While a number of the Region's recommendations may fall within the purview of the SAGS and other strategies that are yet to be developed, including major financial tools and waste management strategies, their absence at this stage in the discussion of the Growth Plan growth raises serious issues surrounding financial accountability and sustainability for the projected rate and level growth.

4.3 What the Region Requires the Growth Plan to Deal with

The Region's comments made in September 2004 on the *Places to Grow* document remain valid and should be addressed by the Province before this growth management initiative is finalized. Central to the entire discussion is the provision of infrastructure and financial tools, which the Region identified as issues some time ago.

York Region has, in good faith, planned for growth levels identified by the Province. York Region has taken 28% of the GTA's growth over the last 5-10 years and has been a leader in introducing a system of Centres and Corridors, encouraging a higher intensification rate, implementing a Greenlands system and a providing a progressive transportation system. These forward-looking initiatives assumed that Provincial Environmental Assessment approvals, infrastructure funding and human service delivery would keep pace with growth. This has not occurred.

No municipality, including York Region, can provide the needed infrastructure and services without support from more senior levels of government.

The following Provincial commitments are required in order to implement the updated forecasts and the Draft Growth Plan:

- Funding commitment for York Region Transit, Go Transit, 400 series highway extensions and improvements;
- A streamlined Environmental Assessment process and predictable approvals;
- New financial and planning tools to achieve intensification in York Region's Centres and Corridors
- Recognition of the need for adequate employment lands to accommodate 350,000 new jobs.
- Human Services funding commensurate with the Growth Forecast such as hospital and long-term care funding.
- Stable long-term funding for affordable housing.
- Investment to implement the Greenbelt and Oak Ridges Moraine Conservation Plans including natural environment stewardship, tree planting and restoration and agricultural support;
- Transfer of significant fiscal capability to municipalities to support a fiscally sustainable basis for growth.

Without these commitments, the transportation network and sewer and water systems are unlikely to have the necessary capacity for growth in the timeframe identified by the Province. Further reports on this agenda of Committee deal with required infrastructure approvals and funding.

4.4 Relationship to Vision 2026

The Draft Growth Plan supports a number of Vision 2026 goal areas, including Managed and Balanced Growth, Infrastructure for a Growing Region, A Vibrant Economy,

Enhanced Environment, Heritage and Culture, and Responding to the Needs of our Residents.

5. FINANCIAL IMPLICATIONS

The provision of adequate long term funding to support this growth management vision is necessary. Further reports on this agenda of Planning and Economic Development Committee deal with York Region's 30-year Infrastructure funding and approvals requirements for the Region's current population forecast 2031. To increase the population and employment forecast in the manner proposed by the Province will require additional funding at an earlier date.

To address infrastructure needs, the Ministry of Public Infrastructure Renewal has committed to work across Provincial ministries to develop a Provincial infrastructure investment strategy. This is to consist of a number of medium term plans followed by a 10-year infrastructure strategy to ensure that infrastructure investments support Provincial priorities and support growth and development in the Greater Golden Horseshoe.

This infrastructure strategy needs to be in place immediately in order to support the kind of growth the Province is requiring in the Growth Plan.

Unless the financial support is available, the Growth Plan will not be financially sustainable.

6. LOCAL MUNICIPAL IMPACT

Area municipalities are preparing reports dealing with the Provincial Growth Plan. At the date of writing of this report the following tentative timetable for area municipal reports is known:

- Aurora: March 22, 2005
- East Gwillimbury: March 29, 2005
- Richmond Hill: March 29, 2005
- Vaughan, April 4, 2005
- Georgina, April 4, 2005
- King, April 18, 2005

Report timing information from the Towns of Whitchurch-Stouffville, Markham and Newmarket was unavailable at the date of writing of this report.

Regional staff has been coordinating comments with area municipalities as much as possible given the short commenting period. Should the Province respond favourably to

the Region's request for an extension of the commenting period, then every effort will be made to provide updates and consensus comments to the Province.

7. CONCLUSION

The Province's Draft Growth Plan proposes a York Region population of 1.5 million by 2031. This forecasted level of growth in York Region represents a population increase of approximately 600,000 persons over the current existing population and an increase of 350,000 jobs and 236,000 additional housing units.

This new population is expected to be accommodated in a series of intensified urban growth areas and to a lesser extent in expanded areas outside existing built areas. Detailed planning for this new growth is to be undertaken through a new level of plan called a sub-area growth strategy (SAGS).

Public transit is to be supported as the preferred means of moving people within and between Urban Growth Centres and expanded servicing to accommodate this population will be required. However, the extent of additional servicing required, whether transit, water, sewer, or human services is unknown at this time. The financial arrangements and environmental approvals to support the additional population have not been recognized and detailed to date.

The Region's comments made in September 2004 on the *Places to Grow* discussion paper remain valid and should be addressed by the Province before this growth management initiative is finalized. Central to the entire discussion is the provision of infrastructure, approvals, new financial mechanisms and additional planning tools. York Region has for some time raised issues regarding the disconnect between Provincial policy plans and the commitment to long term infrastructure plans and funding. Without the necessary Provincial commitment to infrastructure and funding, the Province's Plans cannot be achieved.

The Draft Growth Plan contains a number of policies that will have significant implications for York Region including, a 40% intensification rate, land budget restrictions and required affordable housing targets. These policy initiatives also present serious implementation challenges, in particular the requirement for commensurate infrastructure funding and approvals. This report contains a number of recommendations for changes to the Draft Growth Plan.

It is recommended that the Province consider these seriously and provide a response to the Region and other stakeholders before proceeding.

The Senior Management Group has reviewed this report.

(The attachment referred to in this clause is included with this report.)

Matrix of September 2004 Regional Recommendations and Draft Growth Plan Responses

Previous Recommendation/Issue	Growth Plan Response	Comments
<p>1. The Province incorporates the revised and updated population forecasts into the Greater Golden Horseshoe’s growth plan.</p>	<p align="center">✓</p> <p>MMAH has taken the lead in GGH growth forecasting. Hemson report (<i>Growth Outlook for the GGH</i>, January 2005) used as basis of Plan.</p>	<p>Local and upper tier OPs must be revised to reflect Hemson’s forecasts. They will be reviewed every 5 years following the national census. Growth forecasts assume constant investment in infrastructure.</p>
<p>2. The Province fully support the Region’s efforts to provide the necessary capital investment in infrastructure to implement Regional initiatives.</p>	<p align="center">✗</p> <p>The direction of the Plan is consistent with Regional initiatives that support transit, intensification along corridors and the identification of Region’s 4 growth centres (ROPA 43), and the Economic Strategy.</p>	<p>Doesn’t specifically comment on support for local or upper tier initiatives.</p>
<p>3. Emerging Centres and Corridors in York Region receive funding and infrastructure investment at a level necessary to achieve the Province’s vision for growth and intensification, as well as the Region’s planned growth and infrastructure plans.</p>	<p align="center">✗</p> <p>MPIR to manage centralized infrastructure planning and asset allocation. Province to identify needs through a “infrastructure planning needs assessment” and investments will be based on consistency with the Plan.</p>	<p>The Plan speaks to ensuring that future infrastructure investment is consistent with the Plan but it doesn’t indicate whether funds will be available to municipalities. The language suggests that the Province will be doling out funds for major Provincial infrastructure projects.</p>
<p>4. The Province develop an overall investment strategy for areas outside the urban centres, to ensure that continuing growth in these areas reflects and supports the</p>	<p align="center">✗</p> <p>The priority is growth in and between growth centres. The areas outside the GTA will be subject to “sub-area” plans. It is projected that there are sufficient</p>	<p>Again, the Province speaks to investment in Provincial infrastructure and inter-regional transportation (eg. GO Transit) provided that it’s consistent with the Plan. No mention</p>

<p>Province's growth plan.</p>	<p>lands designated for growth to accommodate demands to 2031.</p>	<p>of funding mechanisms or monies for local/upper tier projects. No growth beyond current settlement areas permitted at this time.</p>
<p>5. The Province, in consultation with its municipal partners, develop a comprehensive communications strategy to address residents' issues regarding the perceived impacts of intensification on communities with an emphasis on the overall "public interest" over localized neighbourhood issues.</p>	<p>X There is a need to ensure ongoing and interactive public consultation on plan amendments and sub-area strategies. The Plan speaks to making information publicly accessible in a timely manner.</p>	<p>No mention on whose responsibility these are or who will take the lead.</p>
<p>6. The Province to adopt a vision for employment areas that encourages diversity of employment types, and development that is more compact and provides for higher employment densities. Where possible, office type development should be directed to centres and corridors.</p>	<p>➤ The Plan speaks to a healthy mix of jobs and housing. Local and upper tier OPs must use Hemson's population and employment forecasts (to be reviewed by the Province every 5 years). The Plan requires compact growth in the identified centres and the corridors that link them. The corridors will be a focus of transit and infrastructure investment. A minimum density of 50 residents and jobs per gross hectare is specified. The growth centres and corridors will generally achieve a density of 200 residents and jobs per hectare. The Plan also refers a general</p>	<p>Plan speaks to the importance of manufacturing and traditional industrial uses but doesn't specify that offices are unique in their locational requirements.</p>

	target of 1 full time job to 3 residents as a balance (2.8.2).	
<p>7. That the Provincial and Federal Governments fund Phase 2 of York Region’s 10 year Business Plan of the Rapid Transit program to support emerging urban centres and corridors.</p>	<p>X Not mentioned.</p>	
<p>8. The Province confirm that extensions of Highway 427 to the CP Intermodal Terminal (Highway 50 and Rutherford Road) and the extension of Highway 404 to Glenwoods Avenue, in the Town of Georgina will go forward as soon as possible.</p>	<p>X Highway 427 and 404 extensions appear to be shown on Schedule 2.</p>	
<p>9. The Province immediately consider the routing of the provincial east-west link in the 400 series highway system across the GTA and specifically in York Region.</p>	<p>X Not mentioned.</p>	
<p>10. The Province support region-wide and comprehensive TDM strategies in <i>Places to Grow</i> as a critical element to reduce congestion on the Greater Golden Horseshoe highway network.</p>	<p>✓ The Plan speaks to municipalities being required to develop and implement transportation demand management strategies.</p>	<p>No mention of who pays or the availability of funding.</p>

<p>11. The Province support the Smart Commute Initiative as a complementary project to the Provincial strategies on moving people and participate in the Initiative by providing sustainable funding to enhance the Initiative.</p>	<p>X Plan identifies that the separation of travel modes will within corridors (eg. HOV lanes) will be considered in all new infrastructure projects. The Plan requires that municipalities establish policies to identify targets for reducing car usage.</p>	<p>The Plan lays the framework for municipalities to embrace these initiatives without committing to supporting them.</p>
<p>12. The Province begin a program to identify and construct commuter parking lots across the GTA and Hamilton area in support of the Provincial strategies on moving people.</p>	<p>X Not mentioned.</p>	
<p>13. Both the Province and the Federal governments provide stable, long-term and sufficient funding to develop affordable housing in both the private and public sectors.</p>	<p>X Plan speaks to municipalities developing and implementing affordable housing strategies to achieve the affordable housing targets in accordance with the policies of the PPS.</p>	<p>PPS: affordable means cost not exceeding 30% of gross household income for low and moderate income households (i.e. lowest 60% of income distribution for the regional market area). No mention of funding.</p>
<p>14. Both the Province and the Federal government return to the more favourable tax environments that permit and encourage the construction of rental housing.</p>	<p>X Plan suggests that municipalities should permit second suites as a means of providing affordable rental housing.</p>	<p>No mention of funding or changes to tax system.</p>

<p>15. The Planning Act be changed to support and encourage the development of affordable housing and permit second suites as-of-right.</p>	<p>✔ Plan suggests that municipalities should encourage second suites as a means of providing affordable rental housing.</p>	<p>The statement is in the context section of Section 2.3 but no policies back it up.</p> <p>Review new PPS</p>
<p>16. The Province incorporate the GTA Agricultural Action Plan into its long term growth plan for the Greater Golden Horseshoe.</p>	<p>✘ The Plan speaks to the agricultural system of the GGH being identified and mapped by the Province, in conjunction with planning authorities and other stakeholders, as part of the sub-area growth strategies. The strategies will identify minimum lot sizes and other measures that ensure the protection of prime ag lands. Municipalities are encouraged to establish ag advisory committees.</p>	<p>No mention of the Agricultural Action Plan. While the Draft Growth Plan will require the designation and protection of agricultural areas and “systems”, there remains a need to address issues around economic development, education and marketing.</p>
<p>17. The Provincial Growth Plan and the Greenbelt Plan should proceed concurrently..</p>	<p>✔ The Plan refers to the Greenbelt Plan in a number of areas as a complementary document (Schedule 7 attached).</p>	<p>The Greenbelt Plan was released prior to the draft Growth Plan.</p>
<p>18. Include clear and measurable criteria to justify urban boundary expansions; including the achievement of intensification targets and population to</p>	<p>✔ Clear criteria regarding settlement area boundary expansion are</p>	<p>The Plan also refers a general target of 1 full time job to 3 residents as a balance (2.8.2) but it’s not included as a criterion for boundary expansions.</p>





<p>employment ratios set by the Provincial growth plan.</p>	<p>included (2.7.2). Intensification targets of the Plan must be demonstrated.</p>	
<p>19. The Province adopt an urban-focused policy approach within all ministries and prioritize investments in infrastructure, government institutions, facilities and services in the 26 urban centres identified in <i>Places to Grow</i>.</p>	<p>➤ The Ministry of Public Infrastructure and Renewal has committed to working with other ministries responsible for delivering infrastructure and prioritize infrastructure investment.</p>	<p>The Province feels a long-term infrastructure plan will better position the Province to negotiate infrastructure funding with the Federal Government.</p>
<p>20. In addition to requiring municipalities to measure themselves against the plan, the Province must also measure its own actions and implementation against the plan in order to ensure it achieves its vision.</p>	<p>✘ The Plan speaks to the need to revisit the population and employment projections every 5 years (at the census). The Growth Plan will be reviewed every 10 years. The Province will develop a set of monitoring indicators (for e.g. “sprawl index”) and municipalities will monitor the achievement of the targets set out in the Plan.</p>	<p>No mention of parameters or benchmarks that municipalities are to use in terms of monitoring nor of the Province assisting in the set up of such a program.</p>
<p>21. The Province enact legislation requiring Greater Golden Horseshoe municipalities to adopt the principles of <i>Places to Grow</i> in the form of official plan amendments that:</p> <ul style="list-style-type: none"> • Designates the “Priority” and/or “Emerging” urban centres within their boundaries. 	<p>➤ Upper and lower tier municipalities are to amend their OPs to bring them into conformity with the Plan (1.4).</p>	<p>Plan doesn’t discuss urban design guidelines, but it does mention that compact growth and intensification can be incorporated into communities without significant impact (2.3). York Region is well positioned to implement the Province’s plan based on it’s existing Official Plan, Centres</p>

<ul style="list-style-type: none"> • Identifies Key Development Areas (as contemplated within ROPA 43) as places for intensification, in keeping with the Provincial policies for Centre-focused development and intensification. • Establishes long-term density targets for Priority and Emerging Urban Centres, Key Development Areas and connecting corridors. • Identifies and protect short, medium and long-term transit corridors. • Places infrastructure investment priority in existing urban areas, with emphasis on Centres and Key Development Areas. • Establishes urban design criteria to achieve an urban landscape that is attractive, creates a sense-of-place, supports transit, and provides safe and pleasant places for pedestrians and cyclists. 		<p>and Corridors Strategy, Transportation Master Plan, YRTP plan, etc. However, the Region’s Official Plan and supporting strategic infrastructure initiatives are based on a 30% intensification rate to 2031.</p> <p>The Region provided specific recommendations to the Province around the need for funding and legislative changes necessary to achieve a 40% intensification rate that are not dealt with in the draft Growth Plan.</p>
<p>22. Consistent with the process followed for the <i>Oak Ridges Moraine Protection Act</i>, the Province’s implementation plan should specify that:</p> <ul style="list-style-type: none"> • Greater Golden Horseshoe 	<p>X No timeframe specified. The Plan’s requirement for OPAs to conform to is suggests pre-designation but there is no discussion of pre-zoning in the Plan. No mention of the Minister becoming the</p>	<p>Any conflicts between local or upper-tier OP, Zoning By-law, the PPS, Planning Act, Condo Act, and Greenbelt Plan, the Places to Grow Plan will take precedence (6.3).</p>

<p>municipalities are required to adopt official plan amendments and appropriate zoning by-laws within a specific and reasonable timeline.</p> <ul style="list-style-type: none"> • Key Development Areas within Priority and Emerging urban centres and connecting corridors be pre-designated and pre-zoned for compact, mixed-use, transit-supportive development. With this framework in place, future development in these sites would proceed through either site plan approval and/or development permitting. • The Minister is the Approval Authority; and that decisions are final, and are not subject to appeal. 	<p>approval authority or appeal issue.</p>	
<p>23. The Province provide municipalities with the necessary financial tools to achieve the Province's Growth Plan, including more detail on timing, deliverables, commitments to funding and financial tools, roles and responsibilities.</p>	<p>X The draft Growth Plan states that it will rely in part on the application of appropriate regulatory and fiscal tools and that tools through the Planning Act, Municipal Act and Development Charges Act are already in place. However, the Plan states that a number of Provincial initiatives will provide expanded regulatory supports.</p>	<p>The Plan states that the Province will develop guidelines on how tools can be used to implement the Growth Plan.</p> <p>There is no discussion of timing or funding commitment.</p>

	<p>This includes initiatives that are already underway including Planning Act reform (status?) and the PPS revisions (the final PPS were released on March 2, 2005).</p> <p>The Plan states that other tools are being examined to provide infrastructure and leverage private investment.</p>	
<p>24. The Province amend the <i>Environmental Assessment Act</i> and other necessary approvals to streamline their processes and applications (see prior York Region Council resolution in Attachment 3) in Priority and Emerging Growth areas, and consider eliminating it altogether for approved priority projects for higher order transit infrastructure in the Greater Golden Horseshoe.</p>	<p>X Not mentioned.</p>	<p>If there is a conflict between legislation, the Provincial plans or policies affording more environmental protection will apply.</p>
<p>25. The Province develop a more sustainable waste management policy as part of its growth management plan.</p>	<p>X Plan specifies that there could be a setting of waste diversion targets (5.2). The Plan indicates that the Province will work with municipalities or address and/or set diversion targets through the preparation of sub-area growth strategies.</p>	<p>The Plan refers to the Province developing a comprehensive waste management strategy that will divert at least 60% of solid waste from landfills by 2008.</p>

<p>26. The Province recognize the importance of human services planning in its ultimate growth plan and that new models of funding based on population and principles of adequate, equitable, affordable, stable, flexible and accountable funding be introduced to encourage the location of major public services in centres and along corridors for both Emerging and Priority Urban Centres.</p>	<p>X Not mentioned.</p>	
<p>27. The liveability index include measures relating to the need for human services (i.e. utilization of health care, hospitals, schools, child development measures, poverty ratios, employment rates, etc.)</p>	<p>X The Plan identifies the importance of taking stock of Provincial infrastructure such as hospitals and schools and speaks to timely investments to support expansion or renewal to encourage growth in Centres.</p>	<p>No policies or future direction is attached to that statement in the context of the Provincial Multi-Year Infrastructure Strategy section (7.1).</p>
<p>28. The Province recognize the role of urban design as an essential infrastructure component within its ultimate growth plan and give municipal partners the tools to permit the achievement of appropriate urban design standards.</p>	<p>X Not mentioned.</p>	

<p>29. Future Provincial growth plans should address the historic aspects of our communities and treat them as important resources for future generations; on parity with significant forest and wetland areas.</p>	<p> The Plan recognizes cultural heritage as a community resource and encourages municipalities to prepare cultural heritage plans and develop policies for the protection and re-use of resources. The Plan refers to heritage protection tools in the PPS and Ontario Heritage Act.</p>	
<p>30. The Province review the Region’s list of technical mapping errors and provide clarification, and further, that the Province be requested to consult with Regional staff regarding the mapping information before <i>Places to Grow</i> is finalized as a provincial growth Plan.</p>	<p> Check for where statement is on technical inaccuracy of maps that is contained either in plan or press release.</p>	
<p>31. The Minister of Public Infrastructure and Renewal be requested to prepare growth plans for other urban areas outside the Greater Golden Horseshoe which would also encourage appropriate growth in those areas.</p>	<p> The Ministry in theory is preparing growth plans for other areas of the province, however, at this time it is not clear what areas of the province will be covered other than the Greater Golden Horseshoe.</p>	
<p>32. The Province be requested to provide more clarification as to the definition and feasibility of reaching</p>	<p> Within the inner ring, upper and single</p>	

<p>the 40 per cent intensification target.</p>	<p>tier municipalities are to plan for a phased increase in the yearly percentage of intensification so that by 2015 a minimum of 40 percent of all residential development occurring annually within each upper or single tier municipality will be within built-up areas,</p> <p>Within the outer ring, upper and single tier municipalities will plan for a phased increase in the yearly percentage of intensification so that by the year 2015, a minimum of 40 per cent of all residential development occurring annually within the overall sub-area will be within built-up areas.</p>	
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