



# Local Implementation of Smart Growth Policies in Ontario

Three Case Studies

*Carol Brunt, M.A. • Mark Winfield, PhD  
June 2005*



R  
E  
P  
O  
R  
T

---

# Local Implementation of Smart Growth Policies in Ontario

## Three Case Studies

**Carol Brunt, M.A.**

Policy Analyst

**Mark Winfield, PhD**

Director, Environmental Governance

June 2005



Sustainable Energy Solutions

---

## **Acknowledgements**

The Pembina Institute would like to acknowledge the George Cedric Metcalf Foundation for its financial support of this project. The authors wish to thank the many officials with the City of Ottawa, York Region, and the Region of Waterloo who responded to our requests for information and to our often very detailed questions. The authors also benefited from an outstanding team of external reviewers whose comments and suggestions were invaluable. Any errors or omissions remain the responsibility of the authors.

## **About the Authors**

### **Carol Brunt**

Carol Brunt is Director of the Pembina Institute's International Program. She brings a strong research background to the organization and has spoken publicly on issues of building sustainable communities particularly multi-modal approaches to transportation planning and health impacts. Ms. Brunt is an active member of the Ottawa's City Centre Coalition that advocates sound community development strategies that incorporate alternative means of transportation including walking, cycling and transit. She has participated in the environmental assessment process for a number of regional transportation development projects.

### **Mark Winfield, PhD**

Mark Winfield is Director of the Pembina Institute's Environmental Governance Program. Dr. Winfield holds a Ph.D. in Political Science from the University of Toronto and has published on a wide range of environmental law and policy issues including air quality, environmental governance, ecological fiscal reform, sustainability indicators, land-use planning, pollution prevention, and community right-to-know issues, with a strong focus on Ontario. He has been involved in many environmental law reform and policy development processes at the provincial, federal and international levels. Before joining the Pembina Institute, Dr. Winfield was Director of Research with the Canadian Institute for Environmental Law and Policy for eight years. Dr. Winfield is also an Adjunct Professor with the University of Toronto's Division of the Environment and Institute for Environmental Studies.

## **About the Pembina Institute**

The Pembina Institute creates sustainable energy solutions through research, education and advocacy. It promotes environmental, social and economic sustainability in the public interest by developing practical solutions for communities, individuals, governments and businesses. The Pembina Institute provides policy research leadership and education on climate change, energy issues, green economics, energy efficiency and conservation, renewable energy, and environmental governance. More information about the Pembina Institute is available at <http://www.pembina.org> or by contacting [info@pembina.org](mailto:info@pembina.org).



Local Implementation of Smart Growth Policies in Ontario: Three Case Studies  
1<sup>st</sup> Edition, published June 2005  
Printed in Canada

Editor: Randee Holmes  
Layout: Darryl Kaminski  
Cover: Photo by David Lorne, courtesy of Ontario Nature

©2005 The Pembina Institute  
ISBN 0-921719-65-5

The Pembina Institute  
Box 7558  
Drayton Valley, Alberta T7A 1S7 Canada  
Phone: 780-542-6272  
E-mail: [piad@pembina.org](mailto:piad@pembina.org)

Additional copies of this publication may be downloaded from our Web site <http://www.pembina.org> or purchased from our Drayton Valley office.

## **Preface**

This project examines the implementation of smart growth and urban sustainability policies of three Ontario municipalities: the City of Ottawa, the Region of Waterloo and the York Region.

All three municipalities are subject to strong population growth pressures, and their recent development patterns have been largely characterized by outwards low-density expansion onto greenfields sites, with relatively high levels of automobile dependency. Importantly, however, all three have recently adopted major policy initiatives intended to promote more sustainable, and less automobile dependent, development patterns.

In addition to reviewing the responses of municipal governments to growth pressures, the three case studies are also intended to provide local context for the extensive changes to provincial planning and infrastructure policies that have been taking place in Ontario since the 2003 provincial election, and to examine the impact of provincial policies on local decision making.

In all three cases, the implementation of new policy initiatives remains very much a work in progress. The case studies acknowledge this situation, while also noting the effect of the inertia of past decisions. The overall intent is to provide an overview of past and present conditions and policy directions, and the status of implementation of new initiatives, rather than an exhaustive and comprehensive review. The information contained in the report is up to date as of March 2005.

---

## Table of Contents

|   |           |
|---|-----------|
| <b>1 Introduction .....</b>                               | <b>4</b>  |
| 1.1 Objectives of the Study .....                         | 5         |
| <b>2 Study Context.....</b>                               | <b>7</b>  |
| 2.1 Characteristics of the Study Municipalities .....     | 7         |
| 2.1.1 Population.....                                     | 7         |
| 2.1.2 Geography and Development History .....             | 7         |
| 2.1.3 Recent Planning Initiatives .....                   | 8         |
| 2.2 The Provincial Policy Context .....                   | 9         |
| 2.2.1 Planning Process and Policy .....                   | 9         |
| 2.2.2 Infrastructure Funding .....                        | 11        |
| 2.2.3 Fiscal Reform .....                                 | 13        |
| <b>3 Study Methodology.....</b>                           | <b>14</b> |
| 3.1 Criteria for Assessment.....                          | 14        |
| <b>4 Summary of Municipal Plans and Initiatives .....</b> | <b>16</b> |
| 4.1 Development Location .....                            | 16        |
| 4.1.1 City of Ottawa .....                                | 16        |
| 4.1.2 Region of Waterloo.....                             | 17        |
| 4.1.3 York Region.....                                    | 17        |
| 4.1.4 Summary .....                                       | 18        |
| 4.2 Land Use Density.....                                 | 19        |
| 4.2.1 City of Ottawa .....                                | 19        |
| 4.2.2 Region of Waterloo.....                             | 19        |
| 4.2.3 York Region.....                                    | 19        |
| 4.2.4 Summary .....                                       | 19        |
| 4.3 Land-use mix .....                                    | 20        |
| 4.3.1 City of Ottawa .....                                | 20        |
| 4.3.2 Region of Waterloo.....                             | 20        |
| 4.3.3 York Region.....                                    | 20        |
| 4.3.4 Summary .....                                       | 21        |
| 4.4 Scale of Development.....                             | 21        |
| 4.4.1 City of Ottawa .....                                | 21        |
| 4.4.2 Region of Waterloo.....                             | 22        |
| 4.4.3 York Region.....                                    | 22        |
| 4.4.4 Summary .....                                       | 22        |

---

|          |                                     |           |
|----------|-------------------------------------|-----------|
| 4.5      | Public Services .....               | 22        |
| 4.5.1    | City of Ottawa .....                | 22        |
| 4.5.2    | Region of Waterloo.....             | 22        |
| 4.5.3    | York Region.....                    | 23        |
| 4.5.4    | Summary .....                       | 23        |
| 4.6      | Transportation.....                 | 23        |
| 4.6.1    | City of Ottawa .....                | 23        |
| 4.6.2    | Region of Waterloo.....             | 24        |
| 4.6.3    | York Region.....                    | 24        |
| 4.6.4    | Summary .....                       | 25        |
| 4.7      | Connectivity .....                  | 25        |
| 4.7.1    | City of Ottawa .....                | 25        |
| 4.7.2    | Region of Waterloo.....             | 26        |
| 4.7.3    | York Region.....                    | 26        |
| 4.7.4    | Summary .....                       | 26        |
| 4.8      | Streetscapes .....                  | 26        |
| 4.8.1    | City of Ottawa .....                | 26        |
| 4.8.2    | Region of Waterloo.....             | 26        |
| 4.8.3    | York Region.....                    | 27        |
| 4.8.4    | Summary .....                       | 27        |
| 4.9      | Planning process .....              | 27        |
| 4.9.1    | City of Ottawa .....                | 27        |
| 4.9.2    | Region of Waterloo.....             | 28        |
| 4.9.3    | York Region.....                    | 28        |
| 4.9.4    | Summary .....                       | 28        |
| 4.10     | Public Space.....                   | 28        |
| 4.10.1   | City of Ottawa .....                | 28        |
| 4.10.2   | Region of Waterloo.....             | 29        |
| 4.10.3   | York Region.....                    | 29        |
| 4.10.4   | Summary .....                       | 29        |
| 4.11     | Natural Heritage Conservation ..... | 29        |
| 4.11.1   | City of Ottawa .....                | 29        |
| 4.11.2   | Region of Waterloo.....             | 29        |
| 4.11.3   | York Region.....                    | 30        |
| 4.11.4   | Summary .....                       | 30        |
| <b>5</b> | <b>Conclusions.....</b>             | <b>31</b> |

---

---

|       |  |    |
|-------|--|----|
| 5.1   | Municipal Directions.....                | 31 |
| 5.2   | Implications for Provincial Policy ..... | 33 |
| 5.2.1 | Transit Capital Investments.....         | 34 |
| 5.2.2 | Provincial Economic Corridors .....      | 35 |
| 5.2.3 | Planning Policy .....                    | 35 |
| 5.2.4 | Economic Tools .....                     | 36 |
| 5.3   | Conclusions .....                        | 36 |

---

# 1 Introduction

The Pembina Institute for Appropriate Development (PIAD) is an independent not-for-profit environmental policy research and education organization with offices in Ottawa, Toronto, Edmonton, Calgary, Vancouver and Drayton Valley, Alberta.

The Institute has taken a strong interest in issues related to the environmental, economic and social sustainability of urban communities in Ontario over the past two years, publishing five major reports:

*Building Sustainable Urban Communities in Ontario: A Provincial Progress Report* (June 2005) assesses the government's performance on urban sustainability issues against widely accepted smart growth principles and its own October 2003 election platform commitments. The study highlighted the adoption of the Bill 26 amendments to the Planning Act and a revised Provincial Policy Statement, the Greater Golden Horseshoe Greenbelt initiative, and the dedication of a portion of provincial gasoline tax revenues for public transit. The report also noted that a number of other key initiatives, including the Greater Golden Horseshoe Growth Plan, and source water protection planning remained works in progress.

*Building Sustainable Urban Communities in Ontario: Towards Implementation?* (July 2004) assesses the government's performance on urban sustainability issues against widely accepted smart growth principles and its own October 2003 election platform commitments. While highlighting key achievements during the first months in office, the report notes that key implementation plans have not been finalized. The report concludes that the government needs to move forward on all fronts if it is to fulfill the promise of its election platform to the province's urban communities.

*Building Sustainable Urban Communities in Ontario: Overcoming the Barriers* (Nov 2003) describes the environmental and economic costs of urban sprawl in southern Ontario and assesses existing provincial policies in Ontario against a provincial policy framework that reflects smart growth principles. The report identifies existing barriers and highlights six key areas for provincial action.

*Smart Growth in Ontario: A Provincial Progress Report on Smart Growth and Urban Sprawl* (Aug 2003) updates progress by the Ontario government against its smart growth agenda noting that little progress has occurred in implementing smart growth policies as provincial policies continue to encourage and subsidize urban sprawl.



*Smart Growth in Ontario: The Promise vs. Provincial Performance* (Mar 2003) examines the relationships between air quality, climate change and urban development issues in Ontario. The paper highlights the potential for smart growth policies to generate mutually reinforcing benefits with respect to GHG emissions, air quality, the protection of ecologically significant areas and prime agricultural lands, reduced infrastructure costs and increased transportation efficiencies. The study concludes that a major gap exists between the government's smart growth vision and the policies it is actually implementing.

The Institute has also prepared numerous briefs and submissions to the Government of Ontario on its smart growth initiatives.<sup>1</sup>

## 1.1 Objectives of the Study

This study examines the application of smart growth planning policies at the municipal level in Ontario. The Pembina Institute's analyses to date have focused at the provincial level and centred on the evolution of the province's smart growth vision and planning policies. In the meantime, municipalities have been developing and adopting their own definitions of smart growth.

To examine the implementation of smart growth policies on the ground, the study reviews smart growth policy implementation in the municipalities of the City of Ottawa, the Region of Waterloo, and York Region. All three municipalities are subject to strong population growth pressures and have also recently adopted major changes to their land-use planning and transportation policies, thereby intending to promote more sustainable urban development patterns.

The study also assesses the impact of provincial initiatives and policies on municipal implementation of smart growth policies. These include land-use planning policies such as the Provincial Policy Statement made under the *Planning Act*, regional initiatives such as the 2001 *Oak Ridges Moraine Conservation Act* and provincial infrastructure initiatives. The impact of provincial policies is a particularly important consideration in the context of the extensive changes to planning legislation and policies, and approaches to infrastructure funding currently being undertaken by the Province.

---

<sup>1</sup> See [http://www.pembina.org/publications\\_item.asp?id=177](http://www.pembina.org/publications_item.asp?id=177)

Given that all three municipalities have made major changes to their planning and infrastructure policies in the last two years, the study, while noting the impact of the inertia of past policies, initiatives and development patterns, recognizes that implementing these changes remains very much a work in progress.

The study provides an overview of the directions being taken by the three municipalities, rather than an exhaustive review of their current policies and practices. The information provided in the study was up to date as of March 2005.

# 2 Study Context

## 2.1 Characteristics of the Study Municipalities

### 2.1.1 Population

Population in each of the municipalities has been forecast to grow at significant rates over the next 20 years. The population of the Region of Waterloo is expected to increase from 404,925 to 543,872 (1996-2016), while York Region projects an increase from 713,000 to 1.28 million (1999-2026) and the City of Ottawa expects an increase from 800,000 to 1.2 million (2001-2021).<sup>2</sup>

### 2.1.2 Geography and Development History

Two of the three municipalities contained in this study are located within the Greater Golden Horseshoe Region (GGH): York Region abuts the northern edge of Metropolitan Toronto while the Region of Waterloo is located 105 kilometres to the west. The GGH is a focal point for population and economic growth in Ontario.

York Region has undergone rapid urban development over the past two decades. Virtually all the region's land south of the Oak Ridges Moraine, encompassed by the area municipalities of Vaughan, Richmond Hill and Markham, has been urbanized.<sup>3</sup> The dominant development form has been low-density housing, with single-family dwellings now constituting 80% of the region's housing stock,<sup>4</sup> with relatively scattered employment centres. These development patterns have resulted in heavily automobile-dependent transportation patterns, with 79% of trips being made by automobile (1996 transportation survey).<sup>5</sup> A very high portion of the region's lands have been identified as environmentally significant (44.2%).<sup>6</sup>

---

<sup>2</sup> Figures from the respective Transportation Master Plans of each municipality.

<sup>3</sup> Fraser, D.M. and Darly B.P, 2004, *The State of Greenlands Protection in South-Central Ontario* (Toronto: Neptis Foundation), pg.47.

<sup>4</sup> York Region, 2002. *Official Plan Consolidation*, pg.36.

<sup>5</sup> York Region, 2002. *Transportation Master Plan*, pg.9.

<sup>6</sup> Fraser, D.M. and Darly B.P, 2004, *The State of Greenlands Protection in South-Central Ontario* (Toronto: Neptis Foundation), pg.47.

---

Like York Region, the Region of Waterloo is a two-tier municipality. The central and southeast portions of the region are occupied by the large urban centres of Kitchener-Waterloo and Cambridge. The region has a high portion of Class 1 and 2 soils and is bisected by the Grand River.<sup>7</sup> The region has been subject to high population growth, a pattern that might be accelerated by the impact of provincial policies intended to promote more compact development patterns in the Greater Golden Horseshoe Region.<sup>8</sup> The region's urban areas are relatively dispersed, and transportation patterns in the region are automobile dominated, with transit accounting for less than 5% of rush-hour trips.<sup>9</sup>

The City of Ottawa represents the amalgamation of 11 urban and rural municipalities in the Ottawa-Carlton Region into a single municipality. Ottawa is the province's second largest city in terms of population and the economic focal point of eastern Ontario. City planning is complicated by the need to coordinate with the National Capital Commission and the City of Gatineau on the Quebec side of the Ottawa River. The city's core, in which employment with the federal government is concentrated, is surrounded by a 20,000-hectare greenbelt. However, urban development leapfrogged the greenbelt in the 1970s, resulting in extensive commuting from outside the greenbelt to the core. However, levels of transit use are relatively high, with 17% of rush hour trips being made by transit.<sup>10</sup>

### 2.1.3 Recent Planning Initiatives

All three municipalities have recently adopted major new planning policies intended to promote more sustainable urban development patterns, thereby promoting increased redevelopment of existing urban areas and expanded use of alternatives to automobile-based transportation.

The City of Ottawa's 2003 Official Plan, for example, emphasizes increased density of development, particularly beyond the greenbelt; improved connectivity within new developments; intensification and brownfields redevelopment in the core; linkages between land use and transit; and the redevelopment of mainstreet greyfields.

---

<sup>7</sup> Summary adapted from Fraser, D.M. and Darly B.P., 2004, *The State of Greenlands Protection in South-Central Ontario* (Toronto: Neptis Foundation), pg.56.

<sup>8</sup> See Hensen Consulting Ltd., 2005. *Growth Outlook for the Great Golden Horseshoe* (Toronto: Prepared for the Ministry of Public Infrastructure Renewal).

<sup>9</sup> Region of Waterloo, 1999. *Transportation Master Plan – Final Report*, p.3-22.

<sup>10</sup> City of Ottawa 2003, *Transportation Master Plan*, pg.26.

---

Waterloo Region's 2003 Regional Growth Management Strategy seeks to promote higher density mixed-use development along a higher-order transit-based central transportation corridor linking the downtowns of Kitchener, Waterloo and Cambridge, while establishing a permanent countryside line separating rural and urban areas of the region.

Finally, in December 2004, York Region adopted a Centres and Corridors Strategy, intended to focus development in four centres (Vaughan Centre, Richmond Hill, Markham Centre and Newmarket Centre) linked by higher-order transit services.

## 2.2 The Provincial Policy Context

The Province's role regarding urban development patterns is undergoing significant change. The directions taken by the Province have significant implications for all three municipalities.

### 2.2.1 Planning Process and Policy

The municipal activities examined in this study have taken place in what has been, until very recently, largely a policy vacuum from the Province with respect to land use and urban development. Provincial planning policies, adopted as a result of the work of the Commission on Planning and Development Reform in the early 1990s, were intended to limit sprawl and promote more sustainable, mixed-use and high-density development patterns; however, these policies<sup>11</sup> were reversed or abandoned following the 1995 provincial election.<sup>12</sup>

The provincial government began to re-engage in planning issues from 2001 onwards in response to growing public and municipal concerns regarding the environmental, social and economic impacts of the dominant sprawling development patterns, particularly in the Greater Toronto Area. However, with the exception of the adoption of the *Oak Ridges Moraine Conservation Act*, the government's smart growth initiatives did not translate into changes in provincial planning legislation and policy before the 2003 provincial election.<sup>13</sup>

---

<sup>11</sup> See Commission on Planning and Development Reform, 1993. *New Planning for Ontario* (Toronto: Queen's Printer).

<sup>12</sup> See generally, Winfield, M., and Jenish, G., 1999 *Ontario's Environment and the Common Sense Revolution' A Four Year Report* (Toronto: Canadian Institute for Environmental Law and Policy), Part 2.

<sup>13</sup> See generally M. Winfield, 2003, *Smart Growth in Ontario: The Promise vs Provincial Performance* Ottawa: Pembina Institute.

---

### 2.2.1.1 Planning reform since 2003

Land-use planning reform, intended to promote more sustainable urban development patterns, has been a major theme of the new provincial government since its election in October 2003.

A revised Provincial Policy Statement (PPS), made under the *Planning Act*, incorporating many of the smart growth principles that formed the basis for this study, came into force on March 1, 2005.<sup>14</sup>

In addition, the *Strong Communities Act* (Bill 26) has been adopted restoring the provisions of the *Planning Act*, removed in 1996, that required municipal planning decisions to “be consistent with” provincial policy. In addition, Bill 26 limits the ability of developers to seek urban boundary expansions via appeals to the Ontario Municipal Board against the wishes of the municipality in question,<sup>15</sup> although these provisions only apply to development applications made after December 2003.<sup>16</sup>

The Province has also released discussion papers on wider issues related to the role of the Ontario Municipal Board in the planning process<sup>17</sup> and the *Planning Act*<sup>18</sup> but no specific reforms, beyond the enactment of Bill 26, have been adopted to date.

### 2.2.1.2 The Golden Horseshoe Greenbelt Initiative

In addition to these province-wide initiatives, the province established a Greater Golden Horseshoe Greenbelt in March 2005.<sup>19</sup> The greenbelt is intended to protect prime agricultural and natural heritage lands in the region from urban development.<sup>20</sup> The establishment of the greenbelt did not significantly affect the designated settlement areas of York and Waterloo Regions; therefore its short-term impacts on development patterns could be limited. The greenbelt, for example, protects the bulk of York Region north of the Oak Ridges Moraine from future development but leaves significant amounts of land

---

<sup>14</sup> Ministry of Municipal Affairs and Housing, *2005 Provincial Policy Statement*, February 2005.

<sup>15</sup> Ministry of Municipal Affairs and Housing, Backgrounder – “Strong Communities (Planning Amendment) Act: Government Seeks Major Reforms to Land Use Planning in Ontario”, December 15, 2003.  
[http://www.mah.gov.on.ca/userfiles/HTML/nts\\_1\\_16333\\_1.html](http://www.mah.gov.on.ca/userfiles/HTML/nts_1_16333_1.html)

<sup>16</sup> *The Strong Communities Act, 2004*, s.11(3)

<sup>17</sup> Ministry of Municipal Affairs and Housing, 2004. *Ontario Municipal Board Reform*.

<sup>18</sup> Ministry of Municipal Affairs and Housing, 2004. *Planning Act Reform*

<sup>19</sup> Ministry of Municipal Affairs and House, *Greenbelt Plan 2005*.

<sup>20</sup> Government of Ontario. Ministry of Municipal Affairs and Housing. “Greenbelt Protection,”  
[www.mah.gov.on.ca/userfiles/HTML/nts\\_1\\_16289\\_1.html](http://www.mah.gov.on.ca/userfiles/HTML/nts_1_16289_1.html)

---

beyond the existing settlement area boundary available for development i.e., in the areas of Newmarket, Sharon, Queensville and Holland Landing.<sup>21</sup>

## 2.2.2 Infrastructure Funding

### 2.2.2.1 The Legacy of the Past

The provincial government began to re-engage in the financing of public transit from 2001 onwards, after a nearly complete withdrawal in 1997. However, before the 2003 election, the overriding theme of the province's infrastructure investments was the outwards expansion of the provincial highway system, particularly in the Greater Golden Horseshoe Region.<sup>22</sup> The major projects identified by the government as priorities under the auspices of the SuperBuild Corporation included the following:

- The eastwards expansion of Highway 407 to Highway 35/155;
- The extension of Highway 404 around the east and south side of Lake Simcoe;
- The northwards extension of Highway 427 to Barrie;
- The construction of a new mid-peninsula highway from the US border in the Niagara region to the Greater Toronto Area;
- The creation of a new east-west GTA corridor north of the Oak Ridges Moraine;
- The extension of Highway 410 northwards.

### 2.2.2.2 The Ministry of Public Infrastructure Renewal and Growth Management Planning

A Ministry of Public Infrastructure Renewal, incorporating the Smart Growth Secretariat established by the previous government, was established by the new government in the fall of 2003. The ministry is intended to provide a stronger policy focus on the province's infrastructure investments. The ministry has released two drafts of a proposed Growth Management Plan for the Golden Horseshoe Region,<sup>23</sup> which is defined to include York and Waterloo Regions. The Growth Management Plan is intended to give specific planning directions to municipalities and also to shape and coordinate municipal and provincial infrastructure investments in the direction of the resultant plans. Legislation

---

<sup>21</sup> Ministry of Municipal Affairs and Housing *Greenbelt Plan 2005, Schedule 1*.

<sup>22</sup> Winfield. 2003. *Smart Growth in Ontario: The Promise vs Provincial Performance*.

<sup>23</sup> Ministry of Public Infrastructure Renewal. July 2004. *Places to Grow: Draft Growth Plan for the Greater Golden Horseshoe Region*; Ministry of Public Infrastructure Renewal, February 2005, *Places to Grow: Draft Growth Plan for the Greater Golden Horseshoe*.



regarding the development and implementation of regional growth management plans has been introduced in the Legislature.<sup>24</sup>

### 2.2.2.3 Transit Funding

In October 2004, the provincial government began to deliver on its commitment, contained in its 2004 budget, to allocate 2 cents per litre of provincial gasoline tax revenues for public transit funding.<sup>25</sup> The gasoline tax revenues are being distributed to municipalities on a formula-based 30% on population and 70% on transit ridership.

The gasoline tax revenues are in addition to the increases in provincial transit capital funding announced in the 2004 budget.<sup>26</sup> However, no formula or criteria have been established for the distribution of capital funding for transit projects.

### 2.2.2.4 Provincial Highway Initiatives

The draft growth management plan for the Greater Golden Horseshoe Region released in July 2004 stated that the northwards expansions of Highways 427 and 404, initiated by the previous government, were “not immediate priorities,” and the plan did not include the extensions in its maps of proposed future “economic corridors.”<sup>27</sup> The plan also acknowledged the potential role of highway extensions at the urban periphery in inducing and facilitating urban sprawl. At the same time, the plan referenced the eastwards extension of Highway 407, the construction of a new GTA East-West Corridor between Brampton and the Kitchener-Waterloo area, as well as the Mid-Peninsula Highway in the Niagara peninsula.<sup>28</sup>

The second draft of the plan, released in February 2005, retained the 407 extension, the GTA East-West Corridor and the Mid-Peninsula Highway but, reversing the approach taken in the July 2004 draft, included an extension of Highway 404 northwards to Ravenshoe Road.<sup>29</sup> More broadly, the province has yet to articulate a framework for making decisions regarding the need for highway extensions in a smart growth context,

---

<sup>24</sup> Bill 136, *The Places to Grow Act, 2004*.

<sup>25</sup> Ministry of Transportation, *Backgrounder: Delivering on the Gas Tax*, October 22, 2004.

<sup>26</sup> Winfield, 2004. *Towards Implementation?* Table 5.

<sup>27</sup> See Ministry of Public Infrastructure Renewal *Places to Grow (July 2004)*, pg.33.

<sup>28</sup> Ministry of Public Infrastructure Renewal, *Places to Grow (July 2004)*, pg.33.

<sup>29</sup> Ministry of Public Infrastructure Renewal, *Places to Grow (February 2005)*, Schedule 6.

beyond the application of the existing environmental assessment process. The latter is itself under review.<sup>30</sup>

In eastern Ontario, the province is in the midst of a preliminary design study and environmental assessment process to evaluate the expansion of Highway 417 from Highway 416 easterly to Anderson Road.<sup>31</sup>

### 2.2.3 Fiscal Reform

The new government's October 2003 election platform and the subsequent proposed growth management plan for the Greater Golden Horseshoe Region include references to the need to reform the development-charges system to improve the internalization of infrastructure costs associated with new greenfields development.<sup>32</sup> Both documents also reference the need to reform the Land Transfer Tax Rebate Program to remove incentives to greenfields development and promote redevelopment of existing urban areas.<sup>33</sup> No action has been taken on either issue to date.

---

<sup>30</sup> Ministry of the Environment, *News Release* "Panel to Review Ontario's Environmental Assessment Process and Recommend Improvements" June 24, 2004.

<sup>31</sup> Ministry of Transportation. 2005. "Ottawa Queensway Preliminary Design and Environmental Assessment Study", <http://www.mto.gov.on.ca/english/engineering/417ea/>

<sup>32</sup> Ontario Liberal Party. 2003. *Strong Communities*, pg. 20. Ministry of Public Infrastructure Renewal. 2004. *Places to Grow*, pg.12.

<sup>33</sup> Ontario Liberal Party. 2003. *Strong Communities*, pg.20. Ministry of Public Infrastructure Renewal. 2004. *Places to Grow*, pg.51.

# 3 Study Methodology

Following a case study approach, a document review as well as primary sources provided the majority of the data used in this report. Official planning documents, interviews with City and Regional staff, and community activists, as well as media reports provided important information with which to evaluate the extent to which smart growth principles have been integrated into municipal land-use and transportation planning in the municipalities under study.

In the cases of York and Waterloo regions, the focus of the research was at the regional level, and where applicable, the responses of the larger-area municipalities were incorporated into the report. Detailed reviews of the plans and initiatives of lower-tier area municipalities were not undertaken.

## 3.1 Criteria for Assessment

Table 1 provides a framework for analysis and review. The described features have been used as criteria for undertaking the assessment of the Official Plans, Transportation Master Plans, Growth Management Plans and other planning documents of each of the three municipalities. The criteria reflect a review of the available literature on the features of smart growth initiatives relative to more conventional urban development patterns.

**Table 1: Comparing Smart Growth and Sprawl**<sup>34</sup>

| Feature              | Smart Growth   | Sprawl  |
|----------------------|--|---|
| Land use density     | Higher density, clustered.   | Lower density, dispersed.   |
| Development location | Infill (brownfields and greyfields).   | Urban periphery (greenfields).  |
| Land use mix         | Well-mixed.  | Homogeneous, not mixed.   |
| Scale                | Human scale. Smaller buildings, blocks and roads. Attention to detail as people experience landscape up close, as pedestrians. | Larger scale. Larger buildings, blocks and roads. Less attention to detail as people experience the landscape at a distance, from cars. |
| Public services      | Local, distributed, smaller. Accommodates walking access.  | Regional, consolidated, larger. Requires automobile access.   |

<sup>34</sup> Adapted from T. Litman, *An Economic Evaluation of Smart Growth and TDM*, (Victoria: Victoria Transport Policy Institute, 2000) pg. 6.

|                  |  |   |
|------------------|--|---|
| Transportation   | Multi-modal — supports walking, cycling and public transit.  | Automobile-oriented — poorly suited for walking, cycling and transit.                                     |
| Connectivity     | Highly connected roads, sidewalks and paths, allowing direct travel by motorized and non-motorized modes.  | Hierarchical road network with many unconnected roads and walkways, and barriers to non-motorized travel. |
| Streets          | Designed to accommodate a variety of activities — traffic calming.   | Designed to maximize motor vehicle traffic volume and speed.  |
| Planning process | Planned — coordinated between jurisdictions and stakeholders.  | Unplanned — little coordination between jurisdictions and stakeholders.                                   |
| Public space     | Emphasis on the public realm (streetscapes, pedestrian areas, public parks, public facilities).  | Emphasis on the private realm (yards, shopping malls, gated communities, private clubs).                  |
| Natural Heritage | Protection of key natural heritage, source water features, with strong connectivity among features and to wider ecosystems and watersheds of which they form part. | Fragmentation of natural heritage features, poor connectivity among features and systems.                 |

Table 2 presents a summary of the results arising from the assessment of municipal planning processes and decisions. A summary analysis follows in Section 4 of the report, assessing the degree to which smart growth principles have been adopted and implemented by the jurisdictions under study.

Analysis of each individual municipality under study can be found in appendices 1-3. Each appendix includes a detailed assessment of recent planning and infrastructure initiatives measured against the evaluation criteria outlined in Table 1, and some concluding observations.

# 4 Summary of Municipal Plans and Initiatives

The following section provides a summary of the key findings with respect to each municipality against the criteria laid out in Table 1. Full discussions of each municipality are provided in appendices 1-3.

## 4.1 Development Location

### 4.1.1 City of Ottawa

The City of Ottawa's Official Plan has been developed for a 20-year planning cycle and understandably, it will require time to realize this plan and to build internal capacity. The new plan adopted in 2003 has been described as "a fundamental shift for the City,"<sup>35</sup> in its application of smart growth principles. Ottawa's current intensification rate (i.e., development within the greenbelt) of 32% is already the highest among the municipalities studied.

However, given that the new official plan indicates that two-thirds of new development is anticipated to be beyond the greenbelt and that it added large parcels of land outside the greenbelt for development (South Orleans, South Nepean and South Gloucester), the degree to which the new plan seeks to actually change existing development patterns is limited. In fact, development has continued outside the core at a rapid pace, including the villages in surrounding rural areas. The demand for infrastructure and transportation services reinforces the trend to outward expansion.

More positively, the 2004 "Where Will We Grow?" report identifies an intensification goal of 213,000 units within the urban core and suggests that further settlement area boundary expansions are not necessary. This conclusion is being challenged before the Ontario Municipal Board by the local development industry. Some new residential development has taken place in the core in recent years, particularly condominiums, and some brownfields redevelopment is occurring as well (e.g., LeBreton Flats). The City is

---

<sup>35</sup> Interview with Anna Hercz, Senior Planner, City of Ottawa, August 3, 2004.

also experimenting with development-charges relief to promote redevelopment in the downtown core.

On the whole, the City's planning documents (whether describing intensification, zoning, or the growth-versus-environmental-protection paradigm) present a conflicting picture of a region interested in exploring the principles of smart growth, while focusing on servicing outward expansion of urban areas beyond the greenbelt.

#### **4.1.2 Region of Waterloo**

Development patterns in the Region of Waterloo have been relatively disbursed, reflecting the region's structure as an assembly of several pre-existing small cities and towns. Over the past five years, the region has been exceeding its redevelopment target of 5% set in 1998, with approximately 20% of new housing now being provided through redevelopment of existing urban areas.

The 2003 Regional Growth Management Strategy (RGMS) seeks to focus further growth and development along a Central Transportation Corridor (CTC), thereby linking the downtowns of the Cities of Cambridge, Kitchener and Waterloo. The RGMS would establish a permanent countryside line to provide a distinct demarcation between rural and urban land uses and to help to ensure the rural area's continued use for agriculture. At the same time, however, the plan also provides for the development of the east side of the Grand River, particularly in the area of Waterloo Airport, for employment and economic development purposes. The region's official plans and policies indicate that urban boundary expansions will not be necessary until 2016, and it is expected that the CTC plan will help the Region achieve provincial redevelopment targets of up to 40%.

The Region has adopted an amendment to its official plan protecting future water sources and directing non-residential development to areas where they will have little impact on municipal water sources. The region gets 75% of its water from groundwater sources.

Area municipalities are employing financial incentives and providing development-charge exemptions to promote the redevelopment of brownfields and downtown cores. A number of brownfield redevelopments are occurring in the region.

#### **4.1.3 York Region**

The dominant pattern of development in York Region has been one of sprawling low-density development, with a strong emphasis on the automobile as the primary means of

---

transportation, and strong separations between housing and employment land uses. Eighty per cent of the region's housing stock consists of single-family dwellings.

The region's Centres and Corridors Strategy, adopted in December 2004, is intended to focus development on four higher density mixed-use regional centres (Markham Centre, Newmarket Centre, Bayview Glenn in Richmond Hill and Vaughn Corporate Centre), linked by public transit. The region now has a target of 30% for new development in existing urban areas, versus a current infill/redevelopment rate of 17%.

At the same time, the region continues to pursue policies that suggest an ongoing focus on outwards greenfields development. These include the continued expansion of the York-Durham Sewer System (the 'big pipe'); support for the outwards extensions of highways 427, 404 and 407; support for major greenfield development initiatives like the Queensville development; and opposition to aspects of the province's Golden Horseshoe Greenbelt initiative.

#### **4.1.4 Summary**

Historical development patterns in all three municipalities can be characterized by outwards sprawl onto greenfields sites. In all three cases, recent planning initiatives have sought to alter these patterns. The Region of Waterloo is probably the most advanced in this context, adopting a Regional Growth Management Strategy that attempts to focus development in existing cores, particularly along the proposed Central Transportation Corridor; the strategy also makes provision for extensive greenfields employment land development on the east side of the Grand River.

York Region's 2004 Centres and Corridors Strategy also attempts to focus future development in higher density, mixed-use centres and along transit corridors. However, the strategy will require major capital investments. In the meantime, the region has continued to take actions that suggest a continued focus on outwards sprawl.

The City of Ottawa's new official plan focuses on mixed-use, pedestrian-oriented development in the core, and mainstreet redevelopment along existing arterial roads, in town centres and transit stations, along with higher density developments in developing communities beyond the greenbelt. The evidence of success in adopting smart growth principles so far is limited. Some new residential development is occurring in the core and some brownfields redevelopment initiatives are underway. Ottawa's "Where Will We Live?" report states that future housing needs can be met within existing boundaries.



## **4.2 Land Use Density**

### **4.2.1 City of Ottawa**

The City of Ottawa's new Official Plan (2003) projects development to occur both within and beyond the greenbelt at densities higher than has historically been the case, with an overall density target outside of the greenbelt of 29 units of housing per hectare, and targets for transit stations, town centres and employment centres will include higher density residential development averaging 150 units per hectare. The development industry argues that these density targets are not achievable and that there is insufficient land within the current urban boundaries to meet future growth projections.

### **4.2.2 Region of Waterloo**

Overall density rates in the Region of Waterloo have increased significantly over the past decade and now average 20 units of housing per hectare versus 6-8 units per hectare in the 1980s. The proposed Central Transportation Corridor is to be a focus of future development including medium- and high-density developments of up to 250 units of housing per hectare.

### **4.2.3 York Region**

York Region has historically been dominated by low-density suburban development. The region's recent Centres and Corridors Strategy presents an alternative development model emphasizing higher density development in designated local and regional centres linked by identified transportation corridors. The strategy includes a target of ratio of floor space to lot area of 2.5. The region appears to have no other density targets.

The existing densities of the proposed centres in the Centres and Corridors Strategy are relatively low compared to those found in more urban areas with high levels of transit use. In fact, Newmarket Centre, one of the proposed centres, has seen a modest population decline in recent years.

### **4.2.4 Summary**

All three municipalities are seeking to improve the density of future development relative to past practice. In both York and Waterloo Regions, proposed transit corridors and nodes are intended to be the focal points for these increases. The City of Ottawa's efforts to increase the density of development within the urban boundary are being challenged by the development industry.

## **4.3 Land-use mix**

### **4.3.1 City of Ottawa**

The City of Ottawa has suffered from a historically poor mix of land uses, especially outside the central core. The use of transit stations as mixed-use development nodes, for example, has been very limited.

In 2001, Ottawa's housing mix was 43.2% single family homes, 17.7% townhouses, 32.9% apartments; the balance was other forms of housing. The City has an affordable housing target of 25% of units in new developments.

The 2003 Official Plan supports mixed use, particularly in town centres outside the greenbelt, and mixed use, pedestrian-oriented redevelopment of greyfield areas on existing arterial roads (mainstreets). The City's Transportation Master Plan also highlights the importance of providing dwellings in close proximity to employment options. Actual implementation of these themes has been limited so far.

### **4.3.2 Region of Waterloo**

The proposed Central Transportation Corridor will be the central focus of mixed land-use development in the Region of Waterloo. Housing and local businesses are expected to develop in close proximity to a higher-order transit system. The region has also placed a strong emphasis on the redevelopment of existing urban areas and cores, to the point that concerns exist regarding the future availability of affordable housing in these areas.

### **4.3.3 York Region**

York Region has not been characterized by a strong mix of land uses outside of historic town centres. Employment centres are scattered widely through the region, while the range of housing options is limited, with 80% of the region's current housing stock being single-family dwellings. The lack of affordable housing in the region has been identified as a factor in compelling employees, particularly in the manufacturing sector, to commute into the region. The region has adopted a 25% affordable housing target for future development.

The region's Centres and Corridors Strategy is intended to promote higher density mixed-use development in the center and corridor areas. However, the ratios of jobs to residents in some of the proposed centres (e.g. Markham Centre) are extremely low, and in all cases they are much lower than those found in more urban centres.

#### **4.3.4 Summary**

The City of Ottawa's plans include strong recognitions of linkages between land use and transportation patterns, and seek to promote mixed-use development in the downtown core, town centres and arterial roads to reduce commuting requirements.

The Region of Waterloo's proposed Central Transportation Corridor is intended to provide a focal point for future mixed-use development in the region.

York Region has been dominated by suburban style development, and the mix of employment and residential uses has been poor, even in some of the proposed centres in its Centres and Corridors Strategy. The region faces a significant challenge as it seeks to introduce more mixed land-use patterns and to achieve its goal of 50/50 single detached to mixed-use housing split in the next 10 years.

### **4.4 Scale of Development**

#### **4.4.1 City of Ottawa**

The City of Ottawa, as a single-tier municipality, is unique among the three jurisdictions examined for this study in that it can exercise full control over the scale and design of all new developments. In the York and Waterloo Regions, the regional documents state that the area municipalities retain significant roles in the approval of the design of individual development proposals.

In practice, Ottawa has sent mixed signals on development scale through the application of zoning bylaws, and approving a large grocery big-box store in the heart of Westboro, an older mainstreet community. In other recent cases, new big-box developments have been rejected as inconsistent with the directions of the new Official Plan.

Community concerns are increasing in Ottawa regarding the effects of more intense development on existing downtown neighbourhoods.

## **4.4.2 Region of Waterloo**

The area municipalities in the Region of Waterloo retain jurisdiction for the scale of development with each municipality defining what it deems to be the appropriate definition of scale. Though a specific review of area municipality planning documents was not undertaken, a review of recent activities found that the City of Kitchener's approach to human-scale development has been the initiation of a million-dollar campaign to upgrade its sidewalks and promote walking throughout the community to encourage greater contact between the public and its community.

## **4.4.3 York Region**

York Region has historically been dominated by automobile-oriented development patterns, with extensive strip mall, big-box retail and commercial developments. In revising its Official Plan, the region is proposing to include urban design criteria that will encourage more pedestrian-focused development.

## **4.4.4 Summary**

All three municipalities have indicated a desire to promote more pedestrian-oriented development, particularly in relation to transit corridors and urban centres. York Region faces particularly serious challenges in this regard, given its past development patterns outside of historic town centres.

# **4.5 Public Services**

## **4.5.1 City of Ottawa**

For the most part, these services are readily available to the public in residential areas within the city core and located near transit nodes for ease of access in suburban areas in the City of Ottawa.

A recent action by the City has significantly limited accessibility to one such public service area. A fence, erected across a well-used paved pathway between the Transitway station at Baseline, is impeding access to the City's southern offices, library and other services. When questioned by community representatives about the sudden action, the official response was that it was to ensure rider safety.

## **4.5.2 Region of Waterloo**

---

As it implements its new Regional Growth Management Strategy, the Region of Waterloo has stated its intent to link these initiatives with complementary human-service initiatives. This is consistent with the provisions of the Official Plan to consider human-service needs early in the land-use planning process.

### **4.5.3 York Region**

Regional centres have been identified by York Region as the priority site for municipal activities and public investment. While the implementation details remain to be drafted in the form of a Human Services Plan, the initial direction appears to promote a concentration of services rather than a distributed approach to service provision. This would suggest a more restricted approach with public access limited to those with automobiles or living in close proximity to transit corridors.

### **4.5.4 Summary**

In examining the approach to access to public services, the diverse approaches being taken are noteworthy. While the Region of Waterloo seeks to ensure links between land-use planning and access, York Region has adopted an approach that might limit rather than promote access. The City of Ottawa sometimes has limited physical access to City services from transit stations, though overall the city has ensured public access to services.

## **4.6 Transportation**

### **4.6.1 City of Ottawa**

Ottawa has relatively high levels of transit use, with a 17% modal share of the afternoon peak (2001). However, the City of Ottawa's Official Plan highlights the existing contradiction in transportation planning. While promoting transportation alternatives to auto use including walking, cycling and transit, the plan concurrently stresses the need for additional road construction to meet projected traffic volumes. Road construction has continued at a rapid pace, while transit initiatives such as the O-Train have received little support from City staff, and Transportation Demand Management (TDM) program funding has been significantly cut.

A joint federal/provincial/local government funding announcement in May 2004 will provide the region with significant funds to expand its rapid transit system. Environmental assessments are underway for both a north-south rapid transit system as well as an east-west system. The City has set a target for a transit modal share of 30% of

rush hour trips by 2021, although this is often treated for planning purposes as an upper limit that is unlikely to be exceeded.

The coordination of transit services with the City of Gatineau on the Quebec side of the Ottawa River remains a significant challenge.

#### **4.6.2 Region of Waterloo**

The Region of Waterloo's stated goal is to shape the urban form using transit, with the Central Transportation Corridor as its centrepiece. Transit usage as measured by the modal split in 1996 was 4.7%. Despite the scale of the investments proposed for the CTC, the region's transit modal share is only expected to increase to 7.3% by 2016.

Public attitudes appear to be the biggest barrier to the promotion of transit alternatives. Public consultations on several projects have favoured road widenings and enhancements, although these have often related to areas with historically poor or non-existent transit service. Pressures from area municipalities for road and highway expansions are also a factor.

The Province's proposals regarding a GTA East-West Corridor and a Guelph to Kitchener Corridor have major implications for future development patterns in the region, particularly on the east side of the Grand River.

The Region has received \$2.5 million combined provincial/federal funding to undertake an environmental assessment and related technical studies, and \$3 million was provided for the implementation of bus express service.

#### **4.6.3 York Region**

Although York Region is making a strong attempt at encouraging alternatives to the automobile, its population is clearly automobile dependent. An average of 2.6 trips per day per person are made by automobile; despite expansions of the region's bus fleet, transit's modal share remains less than 10%. Building on the Transit Network Plan and Transit Service Strategy outlined in the Transportation Management Plan, the Centres and Corridors Strategy is intended to introduce more transit-oriented development patterns, with a target of a 33% transit modal share of peak morning traffic by 2031.

The Centres and Corridors project requires major capital investments in transit infrastructure to succeed. It is unclear if the project will achieve either the densities necessary to make transit service economically viable or sufficient levels of usage to justify the capital expenditures necessary to establish proposed new services, such as light rail.

In the meantime, the region has expanded its bus fleet to implement its Quick Start program using bus rapid transit with support from federal and provincial governments.

Notwithstanding the increasing transit orientation of its plans, York Region continues to support the outwards expansion of the 400 series highway system, including extensions to Highways 427, 404 and 407, with the implications of inducing and facilitating additional automobile-dependent development at the urban periphery.

#### **4.6.4 Summary**

It is interesting to note the public's attitude in all three areas regarding transit use and the local government responses. In the City of Ottawa where the public is seeking additional transit services, particularly in the form of light rapid transit, and existing levels of transit use are relatively high, particularly during rush hours, the City has reduced transit budgets and focused on roadway construction. The provisions in planning documentation for promotion of alternative forms of transit have not been realized.

In York and Waterloo Regions, public transit is being advanced as a focal point for future development. In both cases, significant capital investments by senior levels of government will be required to make this a reality once the initial planning stages are completed. The historic orientation of commuters towards automobile rather than transit use in these regions also presents a significant challenge to efforts to change transportation patterns. In addition, in both regions, provincial highway expansion initiatives have major implications for future development and transportation patterns.

## **4.7 Connectivity**

### **4.7.1 City of Ottawa**

The City of Ottawa's new Official Plan has articulated the need for networks linking transportation modes, improved street layouts to reduce pedestrian travel distances, and ready access to transit stops in new developments or re-development. Development will need to be monitored closely for compliance with these requirements.



## **4.7.2 Region of Waterloo**

The Region of Waterloo's Regional Growth Management Strategy is focused on the development of interconnected systems to encourage and promote connectivity, and to support intermodal travel. Walking distance to transit stops will be minimized through road pattern design implemented by area municipalities, and supporting infrastructure such as sidewalks, trails and facilities will ensure access to transit corridors.

## **4.7.3 York Region**

York Region's Centres and Corridors Strategy provides the development framework for an urban structure based on the premise of community connectivity. The region has historically placed a strong emphasis on a hierarchical road network where transit and pedestrian access to services and other activities has been difficult.

## **4.7.4 Summary**

In implementing their development strategies, the Region of Waterloo is perhaps most likely to achieve success in promoting connectivity. The RGMS is anchored by a higher-level transit system that will be 33 kilometres in length. York Region and the City of Ottawa have both developed based on a sprawling model that has precluded a significant form of connectivity developing between and among communities. The City of Ottawa has, however, in its new Official Plan emphasized the need for better street layouts to reduce trip distances for pedestrians and improve transit access for new development or re-development.

# **4.8 Streetscapes**

## **4.8.1 City of Ottawa**

Ottawa's Official Plan includes an ambitious mainstreets program, which emphasizes the redevelopment of greyfield sites (e.g. strip malls, car dealerships, and parking lots) along existing arterial roads, with the intention of converting them into more pedestrian friendly, mixed-use areas. However, the "mainstreet" designation has proven challenging in its implementation.

## **4.8.2 Region of Waterloo**

---

Waterloo Region has undertaken to maintain its regional road system for multi-modal means of transportation. Area municipalities are encouraged to adopt TDM and incorporate pedestrian and transit access into development design.

### **4.8.3 York Region**

York Region has historically emphasized the role of roads as traffic conduits. The region has recently produced a set of standards for the construction of rights-of-way and boulevards to ensure that roads reflect the use for which they were intended and are pedestrian friendly. The region is also proposing a human-scale mainstreet redevelopment project for Highway 7 referred to as a “busy 6-lane highway” by local residents. Area municipalities are also encouraged to preserve traditional mainstreets in existing towns.

### **4.8.4 Summary**

The City of Ottawa has incorporated elements into its new official plan intended to promote more pedestrian oriented streetscapes, including the redevelopment of greyfield sites on existing arterial roads.

The transit corridors proposed by Waterloo and York regions are intended to produce pedestrian-oriented mixed-use streetscapes, although implementation of these plans is at a preliminary stage.

## **4.9 Planning process**

### **4.9.1 City of Ottawa**

The City of Ottawa is not consistent in its responsibilities to host public consultations on a range of projects, policy amendments, etc. and there is evidence that the variety of projects have not benefited from public input. There are also no apparent mechanisms for responding to the divergent views that arise during the public consultation process. Multiple jurisdictions operating within Ottawa borders pose planning challenges. The coordination of planning activities with Gatineau, particularly with respect to transit, remains an area of significant weakness. There are no measurement tools identified in the Official Plan with which to monitor implementation of 20/20 vision.

## **4.9.2 Region of Waterloo**

While the Region of Waterloo had stated its intentions to emphasize community participation in the planning process, community groups participating in the RGMS and Urban Transportation Showcase Program (UTSP) have expressed concern about the consultation processes. The region has also placed a strong emphasis on the measurement of results from its planning initiatives with the release of the implementation reports.

## **4.9.3 York Region**

York Region has undertaken to hold public consultations with a wide range of stakeholders and to incorporate their input into the planning process. In addition to fast growth, the region is bounded by areas that are themselves growing at a tremendous pace and also feeling the effects of increased development.

## **4.9.4 Summary**

All three jurisdictions have stated commitment to public consultation in their planning processes, although the perspectives on the effectiveness of their efforts vary widely from the perspective of community stakeholders and surrounding jurisdictions.

The Region of Waterloo is by far the most advanced in its commitment to measuring and reporting on results. With its limited ability to measure results, Ottawa's planning documents provide little room for meaningful public input and analysis. York Region is focusing on publicly supported transit planning, which is supported by public feedback, yet continues to promote road-centred development projects.

# **4.10 Public Space**

## **4.10.1 City of Ottawa**

Ottawa's Greenspace Network will be a significant contribution to the protection of green space and development of new park and leisure areas throughout the City. The National Capital Commission (NCC) is drafting its Urban Lands Master Plan (due 2007) that will identify strategies for the protection of federal land. NCC decisions have had significant impact on land development in Ottawa as land-use decisions have often been contrary to Ottawa's desire to protect its green space.

#### **4.10.2 Region of Waterloo**

Area municipalities retain responsibility for the designation and design of public spaces.

#### **4.10.3 York Region**

According to York Region's planning documents, effective community design incorporates pedestrian-accessible green space. However, proposed amendments to the Official Plan suggest improvements to existing public space rather than the protection of green space and creation of new parks and leisure areas.

#### **4.10.4 Summary**

The City of Ottawa's greenspace plan is under development. The designation and design of public space is under the jurisdiction of area municipalities in Waterloo Region. York Region's planning documents reference community design including pedestrian accessible green space. In practice, outside of historical town centres public spaces have been strongly oriented towards automobile access.

### **4.11 Natural Heritage Conservation**

#### **4.11.1 City of Ottawa**

The City of Ottawa's official plan incorporates protection for the City's greenbelt. However, the Greenspace Master Plan has not been drafted, and the concept is at a preliminary stage. The integrity of the greenbelt has been incrementally eroded over time, as urban development has moved beyond the natural barrier provided by the greenbelt and infrastructure corridors developed through the area to serve these developments. The City continues to support consumption of green space beyond the Greenbelt for new development that contributes to rather than lessens the impacts of urban sprawl and merely moves the sprawl beyond the sight lines of suburbia.

#### **4.11.2 Region of Waterloo**

A regional greenlands strategy is under development in the Region of Waterloo that would assist in the definition of the Greenland Network as well as the protection of groundwater sources. It has been the focus of increasing attention. At the same time concerns exist regarding the implications of further urban expansion onto the Waterloo Moraine.

### **4.11.3 York Region**

Very high portions of York Region's lands are classified as being environmentally significant (44.2%). York Region has a regional green lands system in place, and has brought its Official Plan into conformity with the provincial *Oak Ridges Moraine Conservation Act*, and Oak Ridges Moraine Plan. However, the green lands system remains under threat due to infrastructure development, particularly the York-Durham Sewer System, and continued sprawling development.

### **4.11.4 Summary**

York Region has perhaps the most advanced plans in place regarding the protection of greenlands, as a result of the combination of the adoption of a greenlands plan and provincial requirements for conformity with the Oak Ridges Moraine legislation. However, greenlands in the region continue to be under major stresses as a result of urban and infrastructure development.

The Region of Waterloo's greenlands plan is under development and more attention is being given to groundwater protection. At the same time, development pressures remain a significant threat to groundwater sources.

The City of Ottawa seems the least advanced in greenlands protection planning and continues to be impacted by multi-jurisdictional decision making. Although the City's Official Plan incorporates a substantial greenbelt, urban development leapfrogged over the greenbelt some time ago, and the area has been eroded significantly over time.

# 5 Conclusions

## 5.1 Municipal Directions

The framework in Table 1 has served as a framework for the evaluation of official planning documents in three Ontario municipalities to determine the degree to which they have incorporated smart growth principles into their planning guidelines and to what degree these guidelines have been implemented through the development and transportation planning processes.

All three jurisdictions reviewed in this study have moved to incorporate aspects of smart growth principles into their recent planning initiatives with the explicit goal of changing past development patterns. This direction is evident in Ottawa's 2003 Official Plan, with its emphasis on increasing the density of development beyond the greenbelt, promotion of mixed uses, transit and land-use linkages and mainstreet redevelopment, the Region of Waterloo's 2003 Regional Growth Management Strategy and Central Transportation Corridor proposal, and York Region's 2004 Centres and Corridors Strategy.

The study finds all three jurisdictions struggling to implement these new directions. The Region of Waterloo is seeking to hold its current urban boundary until 2016 and to place strong emphasis on redevelopment of brownfields and downtowns. Waterloo's stated intention is to shape its future urban form via transit investments, with the implication of reduced automobile dependency in the future. The region will need significant capital funding assistance for the development of its central transportation corridor, central to the strategy for higher densities and less automobile-dependent development. Waterloo has also placed strong emphasis on measurement of results.

The region's urban boundary is being expanded by increments, particularly for employment lands. Some area municipalities also remain very focussed on road and highway expansions as opposed to transit-led development. The 2003 Regional Growth Management Strategy, while incorporating provisions for a permanent countryside line to separate urban development from rural areas, includes provision for extensive employment land development on the east side of the Grand River, particularly in the area of Waterloo airport.

Ottawa is in a unique position as a single-tier municipality of being able to speak to all aspects of development in its Official Plan and accompanying initiatives. The City has incorporated smart growth themes into many aspects of its 2003 Official Plan but

continues to struggle with implementation issues. The degree to which development patterns beyond the greenbelt will actually be changed is unclear, and the mainstreet redevelopment initiative faces significant hurdles. The revised official plan is also being challenged by the development industry that maintains that the plan's density targets are unachievable and is pressing for further expansions of the City's urban boundary.

Movement of some federal offices out of the core may have the effect of reinforcing the City's tendency to sprawl outwards. On a more positive note, some residential redevelopment is taking place in the core, largely in the form of condominiums, and some brownfields redevelopment is occurring as well (e.g., LeBreton flats).

The focus of the City's transportation system on roads versus transit remains highly contentious. Although considerable attention is given to transit planning, and significant federal, provincial and municipal funds have been promised for transit expansion, road network expansion remains a central theme in the City's initiatives. The City of Ottawa does not appear to regard transit expansion as the centrepiece of an effort to change basic development patterns in the same sense as Waterloo's Central Transportation Corridor or York Region's Centres and Corridors Strategy.

York Region might face significant challenges in changing its development patterns. The past two decades have been largely defined by low-density residential, commercial and employment land sprawl. These development patterns have resulted in growing traffic congestion problems, severe pressures on natural heritage areas and prime agricultural lands, and other infrastructure stresses.

York Region's Centres and Corridors strategy, like Waterloo's Central Transportation Corridor, is intended to provide the focus for mixed-use, higher-density, transit-led development in the future. As is the case with Waterloo Region, the strategy will require significant capital investments by higher levels of government if it is to be implemented. A key issue will be whether the centres and corridors will result in sufficient densities and population concentrations to make transit services economically viable and justify the extent of the senior level government capital investments necessary to implement the strategy. At the same time, York Region continues to send mixed messages regarding its future development focus.

While the Centres and Corridors Strategy has formed the centrepiece of the region's recent planning initiatives, other activities suggest a continued focus on outwards, low-density, automobile-dependent expansion. The region's continued expansion of the York-Durham Sewer System (YDSS), support for 400 series highway extensions, support for the Queensville development and opposition to the province's greenbelt initiative are all indicative of the limits of the region's commitment to a smart growth strategy.

---



## 5.2 Implications for Provincial Policy

The ability of municipalities to implement smart growth policies is a function of provincial planning and infrastructure policies, as well as their own political direction.

The lack of strong provincial planning direction in the late 1990s tended to facilitate and encourage sprawl, particularly in the context of the 1996 amendments to the *Planning Act* that permitted development proponents to seek settlement area boundary expansions through appeals to the Ontario Municipal Board (OMB), against the wishes of municipal governments.<sup>36</sup>

Provincial infrastructure investments during this period tended to further reinforce trends towards automobile-dependent development onto greenfields. The province withdrew most provincial funding for transit capital expansions and operating costs, while signaling an intention to invest heavily in highway expansions, including the northwards extensions of Highways 404 and 427, the eastward expansion of Highway 407 in York Region, the Guelph-Waterloo and GTA East West Corridors in Waterloo, and Highway 417 expansions in Ottawa.

Even in this context, municipalities began to draw their own conclusions on the viability of the continuation of sprawling development patterns. The need for extensive commuting and the resulting traffic congestion have been key drivers, for example, of York Region's reconsideration of its development direction, as reflected in the Centres and Corridors Strategy. The province's renewed interest in providing funding for transit expansion from 2001 onwards has also been an important consideration.<sup>37</sup>

The Province is now in the process of adopting and implementing major changes in its planning and infrastructure policies with the intention of promoting and facilitating more sustainable urban development patterns, particularly in the Greater Golden Horseshoe Region. A regional greenbelt has been established and significant amendments have been made to the *Planning Act*, reinforcing the ability of municipalities to resist unwanted settlement area boundary expansions and the ability of the Province to provide policy direction to municipalities. A new Provincial Policy Statement, strongly reflecting smart growth principles, has also been adopted. A regional growth management plan is under

---

<sup>36</sup> Winfield and Jenish, 1999, *Ontario's Environment and the 'Common Sense Revolution,'* Part 2.

<sup>37</sup> See Winfield, M., 2004, *Towards Implementation? Building Sustainable Urban Communities in Ontario* (Ottawa: Pembina Institute), Table 5.

---

development for the Greater Golden Horseshoe Region, and a portion of provincial gasoline tax revenues is being made available to municipalities to support public transit.

The province needs to reinforce the signals and incentives provided by its recent policy changes in a number of ways.

### 5.2.1 Transit Capital Investments

The transit-focused development strategies that are now being pursued in all three regions (Central Transportation Corridor in Waterloo, Centres and Corridors Strategy in York, light rail expansion in Ottawa) are dependent on the Province's willingness to provide assistance with the required capital investments in new transit services. Although the Province has significantly increased its allocations for transit capital investments in its recent budget,<sup>38</sup> no criteria have been articulated to guide these investments. In the meantime, the provincial and federal governments have provided funding on a one-off basis for the York Region's "Quick Start" bus rapid-transit initiative<sup>39</sup> and planning and environmental assessments for Waterloo Region's Central Transportation Corridor.<sup>40</sup> Federal and provincial funding for light-rail expansion in Ottawa has been announced as well.<sup>41</sup>

#### Recommendation

- The province should establish clear criteria for decision making regarding municipal requests for capital assistance with transit expansion projects. As recommended by the National Round Table on the Environment and Economy,<sup>42</sup> these criteria need to consider such factors as:
  - Whether the municipality has adopted transit supportive land-use policies;
  - Whether proposed transit centres and corridors will achieve densities and population levels needed to make higher-order transit viable;

---

<sup>38</sup> See Winfield, *Towards Implementation?* Table 5.

<sup>39</sup> \$150 million, shared equally between the province, federal government and region waste announced May 7, 2005. York Region, Government of Canada, Government of Ontario, *News Release*: "It's Full Speed Ahead for Rapid Transit in York Region," May 7, 2004.

<sup>40</sup> \$2.5 million announced May 15, 2004, Government of Canada, Government of Ontario, Region of Waterloo, *News Release*, "Planning the First Step for Waterloo Region Light Rail Transit."

<sup>41</sup> Up to \$600 million was announced on May 14. Government of Canada, Government of Ontario, City of Ottawa, *News Release* "Long-Term Support for Ottawa Public Transit," May 15, 2004.

<sup>42</sup> National Round Table on the Environment and Economy, 2003, *Environmental Quality in Canadian Cities: The Federal Role* (Ottawa NRTEE) Recommendation 4.

- 
- Whether the municipality's own infrastructure directions and investments are supportive of non-automobile dependent development patterns.

### 5.2.2 Provincial Economic Corridors

The Province's highway development activities have major implications for future development patterns. This is apparent, for example, with respect to the potential impacts of the northwards extension of Highway 404 in York Region on development north of the Oak Ridges Moraine, and the Kitchener-Waterloo to Guelph corridor in Waterloo Region on development on the east side of the Grand River.

To date the Province's approach to environmental assessment of proposed highway corridors has ignored the impacts of new highways on future development patterns in the assessment of transportation alternatives.<sup>43</sup> More generally the environmental assessments of large infrastructure projects such as highways and major sewer and systems have tended to examine undertakings in small increments, rather than examining the likely impacts of projects as a whole.

#### Recommendation

- The planning and environmental assessment approval process for provincial transportation corridors (i.e., highways) should include consideration of the effects of a full range of alternatives on future urban development patterns and municipal efforts to promote more transit oriented development patterns. Assessments of major infrastructure should consider the cumulative impacts of projects, rather than simply their incremental components.

### 5.2.3 Planning Policy

The adoption of Bill 26 and a revised PPS that is more reflective of smart growth principles are important steps in support of municipal efforts to resist unnecessary settlement area boundary expansions. However, a number of additional steps are required to make these steps fully effective.

---

<sup>43</sup> See, for example, Ministry of Transportation, 2004, *407 East Environmental Assessment Terms of Reference*.

---

Recommendations:

- The Province should provide detailed provincial guidance both on the assessment of future development capacity and land requirements, particularly with respect to the potential for redevelopment and intensification, and the use of designated growth areas, for the purposes of determining the need for settlement area boundary expansions. Provincial support and assistance is also required in the identification of natural heritage features and prime agricultural and source water related lands.
- The Province should complete other elements of its planning reform initiatives announced in June 2004. The reform of the OMB will be particularly important given the Board's central role in the enforcement of the new PPS and the Greater Golden Horseshoe Greenbelt Plan. Further amendments to the *Planning Act*, particularly with respect to the definition of "complete applications" are also required to make the reforms introduced through Bill 26 fully effective.

#### 5.2.4 Economic Tools

Both the City of Ottawa and Waterloo Region are experimenting with their development-charges systems to promote downtown and core redevelopment. The Province has recognized the need for reforms to the development-charges system to promote more sustainable urban development patterns.

Recommendation

- The Province should consider modifications to the *Development Charges Act* to support the use of development charges to promote brownfields and greyfields redevelopment, including the adoption of additional charges on greenfields development to facilitate development-charges relief on intensification and redevelopment projects. More generally, the act should be amended to ensure that municipalities are able to recover the full range of infrastructure costs associated with new development.

### 5.3 Conclusions

The case studies undertaken in this study demonstrate that movement towards more sustainable development patterns, particularly in communities that have a history of low-

density, automobile dependent development patterns, requires sustained, coordinated action by the Province, municipal councils and community members.

Members of the public need to highlight the quality of life impacts of current development patterns in their communities, including traffic congestion, air quality, the loss of natural heritage and key agricultural lands, and the threats to drinking water sources, and emphasize the need for municipal councils to explore and implement alternatives to business-as-usual development patterns.

Municipalities need to adopt planning policies that focus new development in existing urban areas, rather than require expansions onto greenfields sites. At the same time, they need to promote development with sufficient density and connectivity to make transit, and other non-automobile based transportation modes, viable and attractive options, while providing a mix of uses such that employment, services, shopping, schools and recreation are available without the need for extensive commuting. Attention must be given to the details of scale and the nature of design to ensure attractiveness of new development in existing communities. Municipalities also need to identify and protect key natural heritage features, along with source water and prime agricultural lands. Infrastructure planning and investments need to support these directions.

The Province, for its part, needs to provide the necessary policy tools and technical support and guidance to municipalities attempting to move towards more sustainable urban development patterns. The Province also needs to make its own infrastructure investments on the basis of clearly articulated sustainability criteria, while giving careful consideration to the impacts of its own infrastructure initiatives on future development patterns.

All these efforts are required to ensure the future sustainability of the province's urban communities.

**Summary Table: Ottawa, Region of Waterloo and York Region**

| <b>Location</b>  | <b>City of Ottawa</b>  | <b>Region of Waterloo</b>  | <b>York Region</b>   | <b>Implementation</b><br>(what's happening on the ground).   | <b>Implementation</b><br>(what's happening on the ground).  |
|--|--|--|--|--|---|
| <b>Criteria</b>  | <b>Official Policy</b> (e.g., OP, Infrastructure, Growth Management, Transportation Plans)   | <b>Official Policy</b> (e.g., OP, Infrastructure, Growth Management, Transportation Plans)   | <b>Official Policy</b> (e.g., OP, Infrastructure, Growth Management, Transportation Plans)   |  |   |
| <b>General Comments</b>  | Revised official plan strongly reflects smart growth principles in many areas: density targets, mixed use, brownfield and greyfield redevelopment, mainstreets, connectivity, land-use and transit linkages.<br><br>Transportation planning continues to place strong emphasis on road development | Regional Growth Management Strategy and Central Transportation Corridor initiative strongly transit oriented. Major focus on redevelopment of existing urban areas.                              | Historic pattern of extensive automobile dependent low-density sprawl (80% of housing stock detached single family dwellings).<br><br>Centres and Corridors Strategy (ROPA 43) represents significant effort to re-direct development focus. | Funding for CTC implementation unclear. Province and federal government have provided funding support for planning and environmental assessment.<br><br>Conformity of area municipalities with RGMS directions uncertain | Contradictory signals: continued support for outward expansion of highway and sewer and water infrastructure raises questions re: commitment to focus development in corridors and centres.<br><br>Capital financing and ongoing viability of Centres and Corridors Strategy transit initiatives unclear. |
| <b>Development Location:</b><br><br><b>Boundary expansions and new development</b> | OP indicates 2/3 of future development outside greenbelt, including 47,000 units housing as greenfield development.<br><br>City attempting to hold firm urban boundary against developer appeals, but new official plan added large parcels of land  | Development in urban areas to be confined to designated City Urban Areas and Township Urban Areas.<br><br>Regional Growth Management Plan seeks to establish permanent countryside line to limit | Centres and Corridors strategy intended to promote more concentrated urban development.<br><br>Region continues to identify potential areas of   | Community concerns re: zoning for industrial development while Chamber of Commerce claims shortage of land.<br><br>Boundary expansions and agricultural land re-   | Current housing stock is 80% single family dwellings.<br><br>Support for Queensville development reinforces questions re: focus on Centres and Corridors vs. outward sprawl.  |

|  |  |   |  |  |  |  |
|--|--|---|--|--|--|--|
| <p><b>Development Location (b) Intensification</b></p> | <p>outside of greenbelt for development in Orleans, Nepean, Gloucester, and Kanata.</p>  | <p>attempts at environmental protection.</p> <p>Concerns re: traffic and stormwater impacts of greenfield development.</p>  | <p>urbanization.</p> <p>ROPP indicates development needs can be met without urban boundary expansions until 2016.</p> <p>Greenlands strategy to identify and protect moraine, environmentally sensitive landscapes and major river valleys.</p> <p>Protection of future water sources. Region gets 75% of water from ground sources.</p> | <p>designations from prime to non-prime occurring.</p> <p>Bulk of urban boundary extensions in the past 5 years are primarily for industrial development.</p> <p>Of avg. 3500 units built over last 5 yrs, 2600 single detached homes on greenfields.</p> <p>Concerns re: continues low-density auto-dependent sprawl on the west side of Waterloo. (Laurel Creek Watershed Study)</p> | <p>urban development outside of urban designations.</p>  | <p>Submission on provincial greenbelt initiative indicates continued focus on outward sprawl onto agricultural and natural heritage lands.</p> <p>Direction of large infrastructure projects (roads-400 series highway extensions, and sewer and water-twinging of YDSS and "big pipe") contradict Centres and Corridors Strategy focus.</p> |
| <p><b>Development Location (b) Intensification</b></p> | <p>OP targets within existing urban boundary include 75,000 units mainstreet redevelopment, 16,500 units on redeveloped federal lands.</p> <p>Development charge reforms adopted to encourage redevelopment in core.</p> | <p>Over 3-year period (2001-3), intensification accounted for 32% of all new housing starts.</p> <p>Redevelopment taking place at LeBreton Flats, previously mixed-use industrial and</p> | <p>Strong emphasis on redevelopment of underused urban spaces</p> <p>Tax increment financing to encourage brownfield redevelopment, Development-charge exemption for</p>   | <p>Over past five years, 20% of new housing through reurbanization well beyond 1998 regional target of 5%.</p> <p>Expected that transit plans will facilitate</p>  | <p>Regional goal of 30% for new development in existing urban areas.</p> <p>Council policy to develop 8,000 new housing units annually, but there are no</p> | <p>Current infill/redevelopment rate is 17%</p> <p>Town of Markham as "redevelopment success story." but not representative of overall regional dev trends.</p>  |

|   |   |  |   |   |   |   |  |
|---|---|--|---|---|---|---|--|
|   |   |  | residential land.<br>Focus of rural growth in villages, although without more mixed-use development, this may reinforce their role as commuter housing bedroom communities. | downtown core redevelopment.<br>CTC to be focus for mixed-use, higher density development                               | redevelopment at provincial target rates of 40%.  | targets re: the split between greenfields and/or infill locations.<br>Centers and corridors strategy focuses growth and concentrated development in regional centres and corridors.   | Lack of transit supportive infrastructure and sufficient population densities. |
| <b>Land Use Density (a) Specific targets</b>  | Density targets for developing communities in greenfields: 60% detached homes at 25 units/net ha; 32% townhomes at 50 units/net ha; 8% apartments at 100/net ha. Overall target for outside greenbelt of 29 units/net ha.<br>Targets for rapid transit stations, town centres and employment centres will include higher density residential development avg. 150 units/gross ha. | Development industry challenging feasibility of density targets via OMB appeals. | Core community areas to be focus of growth, including promotion of medium- to high-density developments   | Net density rates increasing: 6-8 units/ha in 1980s; now 20 units/ha.   | Centres and Corridors Strategy includes density target of 2.5 ratio of floor space to lot area in Regional Centres.<br>No other specific targets in OP. | Has doubled existing density rates to 8-12 units/ha in the past 10 years. Densities, even in proposed "centres" remain low relative to urban centres with high levels of transit use. |  |
| <b>Land Use Density (b) Increased density</b> |   |  | Expectation CTC will support development of 100-250 units per ha.   | Regional density rates tripled overall in last 10 yrs to 20 units per hectare net in large part due to re-designations. | Centres and Corridors Strategy (ROPA 43) intended to produce higher densities in these areas.   | New urban development dominated by single use, detached or semi-detached housing.   |  |
| <b>Land use Mix (a) Mixed Use</b>             | OP Supports mixed land use and compact  | Implementation mechanisms to   | Area municipalities will encourage mixed use  |   | OP Recognizes effective land-   | Historically poor match between   |  |



|  |   |   |   |   |  |
|--|---|---|---|---|--|
|  | <p>development forms, particularly in town centres outside of greenbelt</p> <p>Target of at least 1.3. jobs per household in land designations for employment and residential development in each of 3 communities outside greenbelt, but no specifics on mixed use.</p> <p>New zoning by-law to promote greater mix of dwelling types.</p> | <p>encourage development in mixed-use centres missing.</p>  | <p>community development.</p>   | <p>use mix supports economic and human development and improved work/live opportunities.</p> <p>Regional Centres and Corridors Strategy (OP Amendment 43) encourages mixed-use growth along series of centres and corridors serving regional and local development.</p> | <p>employment location and residence with implication of need for extensive commuting.</p> <p>At present, 80% of the housing stock is single, detached homes.</p> <p>All designated urban centres have low employment to housing ratios (particularly Markham Centre).</p> |
| <b>Land Use Mix (b) Big box</b>          | <p>Mainstreets policy places strong emphasis on mixed-use, pedestrian-oriented development</p>  | <p>Contradictory land use decisions – rejection of “Trainlands” Walmart, but approval of big-box development in Westboro.</p> | <p>ROPP includes provisions for Power Centres and regional shopping centres.</p>  | <p>Shopping centres de-emphasized in more recent Regional Growth Management Strategy.</p>   | <p>Provisions for very large scale retail remain in OP.</p>  |
| <b>Land Use Mix (c) Transit/Land Use</b> | <p>Recognition of link between urban land use and transportation planning.</p>  | <p>Historically poor links between development location and transit service (e.g., Hurdman station).</p>                      | <p>Development along CTC to be characterized as mixed-use, residential development in close proximity to transit.</p> <p>Strong recognition of importance of mixed land use to reduce</p> | <p>CTC is key to implementation of mixed use properties as development is anchored in higher order transit.</p> <p>Criticism of core redevelopment</p>  | <p>Transit access to employment centres is key element of corridors and centres strategy.</p> <p>OP includes guideline of 90% of residents</p>   |

|  |  |   |   |   |   |   |
|--|--|---|---|---|---|---|
|  |  |   | growth impacts and increase efficient transit use.<br><br>Mixed land use promoted in community core, recognizing link between land-use planning and transportation needs. | lacks residential infill to attract family settlement.<br><br>Recent development in some areas (e.g., Cambridge) single use residential with poor/no transit service.           | within 500m of transit stop and 200m for 50% of residents.  |   |
| <b>Land Use Mix (d) Affordable Housing</b> | Affordable housing target: 25% of total new units in all development projects.<br><br>Limits on residential housing: 60% single or semi detached; 40% multiple dwellings including 10% apartments. | Current housing mix: 43.2% single family dwellings, 17.7% townhomes; 32.9% apartments.  | Policies for accessible/affordable housing through provision of full range of housing types. Specific targets (30%) for affordable housing                                | Community concern that development of central transportation corridor will reduce affordability of housing in core.   | Region now has 25% affordable housing target, with higher targets for the future.<br><br>The Region has set a goal of 50/50 split between single detached housing and mixed housing split over the next 10 years. | Lack of affordable housing in region identified as significant factor in housing/employment location mismatches.                        |
| <b>Scale of Development</b>                | Compatibility with surrounding area and accommodation of anticipated traffic is criteria for development.<br><br>OP recognizes flexibility required in application of zoning bylaws.               | Citizen concerns re: impact of zoning interpretations on existing downtown communities.<br><br>Rezoning in central neighbourhoods results in incompatible structures. | ROPP recognizes need for balance between changing land use, environmental concerns, dev.priorities, and need for safe, healthy communities.                               | Few details at regional level, remains jurisdiction of area municipalities.<br><br>Kitchener initiated \$1 million-plus campaign to upgrade city sidewalks and promote walking. | Urban design criteria encourages pedestrian-focused development.<br><br>"Human scale" mainstreet redevelopment for Highway 7.<br><br>Area   | Mainstreet redevelopment of Highway 7 presents significant challenge. Highway 7 has been characterized as "busy six-lane mini-highway". |

|                                   |   |   |   |  |  |  |
|-----------------------------------|---|---|---|--|--|--|
| <b>Public Services</b>            | <p>Definition of livable community includes affordable housing, greenspace and access to services.</p> <p>Human services plan defines facility location.</p>  | <p>Services traditionally accessible inside core area. Community services clustered at transit nodes outside of core area.</p> <p>However, public access blocked to city services in Nepean from Transitway Station (Baseline).</p>   | <p>Human service needs considered early in land--use planning process. Location in shared buildings improves accessibility and community integration.</p>   | <p>RIM park example of major publicly funded facility with no transit access.</p>  | <p>municipalities encouraged to preserve traditional mainstreets.</p> <p>Regional centres focus on municipal activities and public investment. Human services plan to be drafted.</p>  | <p>Linking services to Centres and Corridors Strategy suggests concentrated rather than distributed approach to service access. Will require automobile or transit trips for access for those living outside of regional centres.</p>  |
| <b>Transportation (a) Transit</b> | <p>Walking, cycling and transit to have priority in central area.</p> <p>Target of 30% modal share for transit.</p> <p>Cycling Network Plan drafted, Rack and Roll program on new transit buses.</p> <p>Rapid Transit Expansion Plan includes light rail expansion.</p> | <p>Walking, cycling and transit policies not linked land-use approvals. Transit stations not development nodes (e.g., Hurdman)</p> <p>Transit viewed as commuter service only, with transit-management focus on morning and afternoon peak periods.</p> <p>EAs initiated for North-South and East-West light rail</p> | <p>Recognition of links between transportation needs and land-use planning and goal to increase transportation choices to public.</p> <p>Stated goal to shape urban form using transit.</p> <p>Targets for increase in transit modal share to 7.3% by 2016 from 4.7% in 1996.</p> <p>Central Transportation Corridor central to transit expansion plans</p> | <p>Education and employer partnership programs to encourage transit usage.</p> <p>\$2.5 million federal and provincial funding in place for planning and environmental assessment of CTC.</p> <p>Plans to introduce express bus service, has expanded bus fleet.</p> | <p>Regional corridors for mixed-use transit link between regional and urban centres. Regional Centres and Corridors to be focal points for transit development.</p> <p>Transit Service Strategy goal to improve modal share.</p> | <p>Lack transit options in existing developments.</p> <p>Unclear if proposed centres and corridors will have sufficient population and density to support higher-order transit. Population of Newmarket Centre, for example, in decline.</p> <p>Transit modal share less than 10%.</p> |

|   |  |   |   |   |  |   |   |  |   |  |  |   |
|---|--|---|---|---|--|---|---|--|---|--|--|---|
| <p><b>Transportation (b) Road expansion</b></p> | <p>OP highlights need for reduction in need for great travel distances in city, and encourages alternatives to auto, but also identifies new roads and road expansions as the primary means of addressing traffic volumes.</p> | <p>lines.<br/>Auto pm peak modal share 74% in 2001. Current transit modal share 17%.<br/>Cuts to TDM program in 2004 budget as well as \$8 million cuts to transit.<br/>Major cuts to cycling programs relative to previous budgets which limits public education..<br/>Poor coordination between Ottawa &amp; Gatineau transit services.<br/>Gatineau and Ottawa continue to focus on bus transit despite public calls for light rail.<br/>Despite growing transit ridership, auto still most popular transportation mode with 90% of households owing at least 1 car.</p> | <p>City has Cycling Master Plan and Bus'n'Bike program with goal of doubling cycling trips by 2016.</p> | <p>Bus'n'bike funding, and council support for cycling/ pedestrian bridge over Highway 401.</p> | <p>Region expecting significant increases in transit modal share to 33% by 2031.<br/>TMP provides for cycling networks and bike racks.</p> | <p>Aggressive TDM strategy includes car-pooling program in Markham.<br/>Implementation of bus-rapid transit (Quick Start program) along all four corridors for Fall 2005 with federal, provincial and municipal funding, but limitations include limited expansion options, competition with existing traffic.<br/>Outstanding cost sharing disputes between GO Transit and Region.</p> | <p><b>Transportation (b) Road expansion</b></p> | <p>OP highlights need for reduction in need for great travel distances in city, and encourages alternatives to auto, but also identifies new roads and road expansions as the primary means of addressing traffic volumes.</p> | <p>Regional policy seeks to improve transportation services by focusing on transit.</p> | <p>Municipal and local concern led to deferral of proposals for 400 series highway parallel to Highway 7 between Kitchener and Guelph. Highway 7</p> | <p>Region continues to support major road expansions, including 407 and 404 extensions, and Markham, Newmarket and</p> | <p>Resident vehicle dependence: 70% of population own 2 or more vehicles for an average of 2.6 trips per day.</p> |
|---|--|---|---|---|--|---|---|--|---|--|--|---|

|  |  |  |  |   |   |   |
|--|--|--|--|---|---|---|
|  | <p>Extensive new roads and road widenings to address projected traffic volumes in 2021 in OP and TMP</p> | <p>Strong focus of capital investments on-road expansions, 171 new lane kms of road and proposals for twinning of Airport Parkway, construction of roadway in Alta Vista corridor.</p> |  | <p>project moving ahead.<br/>Public concerns re: Waterloo Moraine of road expansions to serve new subdivisions on west side of Waterloo and proposed south Kitchener Transportation corridor.<br/>Pressures from area municipalities for road and highway expansions, particularly City of Cambridge (e.g., Highway 424 construction)</p> | <p>King City by-passes.<br/>Parallel transportation routes to the transit corridors are proposed in planning documents.</p> | <p>Capital funding for Centres and Corridors infrastructure unclear.<br/>Initial federal-provincial and regional commitments to "Quick Start" in place.</p> |
|  |  |  |  | <p>Federal and provincial funding in place for planning CTC totally \$2.5 million.<br/>Plans to introduce express bus service with \$3 million in funds from Transport Canada's UTSP; has</p>   | <p>Centres and Corridors Strategy will require major capital investments</p>  |   |
|  |  |  |  | <p>CTC involves significant investment in transit services, including possibility of light rail.</p>  |   |   |
|  |  |  |  | <p>Federal, provincial and municipal funding for transit expansion announced May 2004 and transit announcements in addition to dedication of portion of provincial gas tax revenues for transit.</p>  |   |   |
|  |  |  |  |   |   |   |
|  |  |  |  |   |   |   |

**Transportation (c) Funding**

|                            |  |  |  |  |   |   |
|----------------------------|--|--|--|--|---|---|
| <p><b>Connectivity</b></p> | <p>OP priorities link between transportation modes.</p> <p>Minimize cul-de sacs and crescents in new developments to reduce travel distances for pedestrians, cyclists.</p> <p>400m access to transit stops in new developments.</p> | <p>Implementation unclear.</p> <p>Some recent decisions have reduced connectivity (e.g. fencing off transit stations from pedestrians)</p> | <p>Recognition of need for transportation linkages and aim to create interconnected system throughout the Region.</p> <p>Interconnected trail system promotes connectivity between communities and area municipalities.</p> <p>While there are provisions for minimizing the distance to transit access, there are no specific distance requirements as per Ottawa</p> | <p>expanded bus fleet</p> <p>Area municipalities encouraged to incorporate transit access into development design.</p> | <p>Centres and Corridors Strategy provides framework intended to improve connectivity.</p>  | <p>Current development patterns heavily dependant with poor connectivity.</p> |
| <p><b>Streets</b></p>      | <p>Mainstreets policy focuses on redevelopment of greyfield areas on arterials into more pedestrian friendly, mixed-use development.</p>   | <p>TDM program funding cuts.</p> <p>Core and suburban "mainstreet" redevelopment faces significant hurdles.</p>                            | <p>Maintain regional road system available to multi-modal means of transportation.</p> <p>Encourage area municipalities to adopt TDM techniques and to promote alternative transportation.</p> <p>No specific policies re: arterials, mainstreets as per Ottawa or York.</p>   | <p>Implementation in hands of area municipalities.</p>   | <p>Transportation choice and pedestrian orientation are identified as regional priorities.</p> <p>Road rights-of-way standards linked to form and function</p> <p>Highway 7 "Mainstreet" initiative attempts to introduce</p> | <p>Historically strong automobile focus except for historic town centres.</p> |

|                         |   |   |   |  |  |   |
|-------------------------|---|---|---|--|--|---|
|                         |   |   |   |  |  |   |
| <b>Planning Process</b> | Engage neighbourhoods, industry and other stakeholders in community design process. | Divergent community views highlighted during planning process.<br>Mechanisms for measuring progress/implement ation poorly developed. No benchmarks reflective of current conditions or performance indicators.<br>Multiple jurisdictions challenge planning. | References to community up front in comprehensive planning process.<br>Public participation and integration of input into policy development.<br>Strong emphasis on measurement of results.                           | Accessible documentation and communication with range of stakeholders e.g., RGMS.<br>Community group concern about consultation processes of RGMS and urban transportation showcase program (UTSP).<br>Release of implementation reports detailing ongoing work. | more mixed-used, pedestrian orientation.<br>Wide-ranging public consultation will be incorporated into planning process.<br>Transportation Master Plan includes monitoring and review process. | Public seeks more livable communities.  |
| <b>Public Space</b>     | Aim to create Greenspace Network and NCC drafting Urban Lands Master Plan.          | Continued consumption of green space  | Jurisdiction of area municipalities   |  | Accessible communities include Greenspace.   |   |
| <b>Natural Heritage</b> | No greenlands plan or strategy in place.  | Protection of existing greenbelt weak.  | Regional Greenlands Strategy under development<br>Greenlands strategy potentially important in terms of connectivity of natural heritage areas.<br>17.6% of region's lands identified as environmentally significant. | There is increased concern over proposed urban expansion onto the Waterloo Moraine.<br>Only 3.6% of region's lands fully protected from development.   | High portion of environmentally significant lands in region (44.2%).<br>Regional greenlands system in place.<br>The Region adopted an Oak Ridges Moraine                                       | 15.1% of region's lands fully protected from development.<br>"Big pipe" and other regional infrastructure, and continued infrastructure development seen to threaten greenlands system. |

