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DATE: August 17, 2004

TO: Chairman and Members of the Planning and Development Committee

FROM: Edward R. Sajecki, Commissioner of Planning and Building

SUBJECT: **A Growth Plan for the Greater Golden Horseshoe**
MEETING DATE: September 7, 2004

ORIGIN: Planning and Building Department

BACKGROUND: A Growth Plan for the Greater Golden Horseshoe (hereafter referred to as the Plan) was released for comment by the Provincial Government on July 12, 2004. The Plan covers the Greater Golden Horseshoe including the Greater Toronto Area (Toronto, Peel, York, Halton, Durham) as well as Niagara, Haldimand, Brant, Hamilton, Waterloo, Wellington, Dufferin, Simcoe, Kawartha Lakes, Peterborough and Northumberland.

The Greater Golden Horseshoe is one of the fastest-growing regions in North America. The Plan states:

"Based on past and current growth trends, the future population of the Greater Golden Horseshoe is expected to grow by almost four million, bringing the region's population to over 11 million people by 2031. The economy is expected to grow by about two million jobs.

Approximately 75 per cent of this growth is projected to occur in the GTA and Hamilton with most of the remaining growth expected to occur in the larger urban centres in the outer ring".

The Plan recognizes the importance of this region and the need for a growth management strategy which will accommodate growth, protect green space, natural areas and agricultural lands and reflect the vision of The Central Ontario Smart Growth Panel which advocates communities based on "the pillars of a strong economy, a clean and healthy environment and social equity".

The vision contained in the Plan will guide critical decisions and infrastructure investments by all levels of government, by residents, and by businesses, large and small, for the next 30 years.

As a key component of current Provincial Government initiatives to review The Ontario Planning System, the Plan provides a basis and focus for:

- **Clean Water, Clean Air and Greenspace Protection**
The Plan incorporates the work of The Greenbelt Task Force to ensure the protection of valuable greenlands, agricultural lands, natural resources and watersheds.
- **Planning Reform**
The Plan will be incorporated into the review of the Provincial Policy Statement, *Planning Act*, and Ontario Municipal Board reform and provide more specific direction to municipalities in the Greater Golden Horseshoe.
- **Transportation**
The Plan identifies an integrated transportation network that links communities in the Golden Horseshoe and connects it to the United States and other parts in Canada. The work of the proposed Greater Toronto Transportation Authority will be critical in implementing the transportation directions of the growth plan.

- **Infrastructure Planning**

The Provincial Government is preparing a 10-year infrastructure plan. The Plan will provide guidance to infrastructure investment decisions and provide a greater-scale and long-term perspective as well as an understanding of the real costs of new development and how they will be financed. A framework for infrastructure planning, and financing and procurement titled "Building A Better Tomorrow" was released by the Provincial Government in July 2004.

- **Strong Rural Communities Plan**

The Plan will ensure that the province's rural communities also enjoy prosperous economies, a rich cultural and natural heritage, and the capacity to sustain a high quality of life. It will moderate urbanization pressures on smaller communities that want to keep their small-town environment.

- **Partnerships**

Implementation of the Plan will require collaboration at all levels of government and across all sectors including land-use planning, transportation and housing development, environmental planning and economic development. This point is addressed by framework released by the Provincial Government in July 2004.

This report addresses issues of relevance to the interests of Mississauga and has been prepared in consultation with Transportation and Works, Community Services, Economic Development, and Finance and reviewed by the Senior Management Team. The deadline for comments to the Provincial Government is September 24, 2004.

One of a series of public information meetings regarding the Plan, arranged by the Provincial Government, will be held in Mississauga on September 8, 2004. A meeting organized by City of Mississauga staff regarding the Provincial Planning reform initiatives will be held in Mississauga on September 9, 2004. Input received from the public who attend these meetings will be

incorporated into a further report to City Council.

COMMENTS:

The comments are organized into three groups - major concerns regarding growth, as previously expressed by Mississauga, general conclusions on the Plan, and detailed comments on the Plan in Exhibit 1 which contains 33 recommendations on various aspects of the Plan.

The following three concerns emerged previously during discussions regarding Smart Growth Initiatives:

- Growth Management Implementation;
- Inter-Regional Bus Rapid Transit (BRT); and
- Transit Funding.

Other issues such as the reform of the Ontario Municipal Board, the Draft Provincial Policy Statement and planning reform in Ontario have been addressed in previous reports which should be read in conjunction with this report.

Growth Management Implementation

The Central Ontario Panel (COP) recommended that an implementation body be established to coordinate and ensure that future development is consistent with Smart Growth Principles.

Although the Growth Management Plan implicitly refers to cooperation among the Provincial Government and the upper-tier and lower-tier municipalities, it does not respond to the recommendation by the COP that an implementation body be established. The Growth Management Plan needs to be explicit on this point and, therefore, it is recommended that an implementation body, to be known as Growth Plan Implementation Board, be established with participation from all three levels of government and that a series of sub-committees be empowered to deal with specific areas of concern, such as, transportation, land use, infrastructure and social services. The proposed structure is attached as Exhibits 2 (a) and (b).

This Board would be advisory and would be the body to which the Provincial Government could refer matters related to growth. As an example, had the implementation body been in place, the government could have referred the Oak Ridges Moraine issue for discussion and recommendations back to the government. It would not be the intent of this Board to stop growth, but rather to encourage growth according to the Growth Plan for the Golden Horseshoe.

To set up this Board and provide it with a strong operating base, the following actions by the Provincial Government are recommended:

- Establish and enact the necessary legislation to ensure the objectives and strategies of the Plan can be turned into effective action plans;
- Establish an appropriate body to develop and implement strategies of the Plan;
- Move forward with developing coordinating bodies for the effective delivery of some services across the GTA and the Greater Golden Horseshoe;
- Commit to allocating appropriate levels of funding and sustainable funding sources to ensure timely and effective implementation of Growth Plan objectives; and
- Commit to continuing to lobby the Federal government to provide long term, sustainable funding to achieve Growth Plan strategies.

In the absence of a Growth Plan Implementation Board, the Provincial Government should assume responsibility for implementation.

Inter-Regional Bus Rapid Transit (BRT)

The Plan incorporates the vision to build transitways like the Mississauga Transitway over the next 30 years.

The BRT - Mississauga Segment project has been the subject of extensive planning and some investment over the past decade including an approved environmental assessment, reconstruction of the Highway 403 shoulders for bus operation between Erin Mills Parkway and the City Centre area and, construction of a new transit terminal in the City Centre area. The Provincial government has just recently opened the bus lanes on the 403 for GO and Mississauga Transit.

GO Transit, a Provincial agency, in December 2002 approved a plan for a major east-west 100 kilometre (62 miles) GTA Bus Rapid Transit (BRT) system from Oakville to Pickering which includes a 19.8 kilometre (12.3 miles) integral segment along the Highway 403/Eglinton Avenue corridor in Mississauga. GO Transit's Inter-Regional Bus Rapid Transit Study identified the section from Mississauga City Centre to Renforth/Highway 427 as having the highest forecasted ridership demand.

On June 11, 2003, Mississauga City Council endorsed the BRT - Mississauga Segment Implementation Study which positioned Highway 403 as a transit priority corridor in the hopes of altering the trend of increasing urban sprawl and traffic.

As a precursor to the BRT, in 2000 GO Transit initiated the Highway 407 GO Bus Service from Oakville to Toronto which uses the Highway 403 corridor. This service has proven to be very successful for GO Transit, and the growth in ridership has shown a tremendous need for Inter-regional Bus Rapid Transit along the Highway 403 Corridor. GO Transit has also forecasted the Highway 403 corridor having the highest transit demands of the proposed GO BRT network and has made the BRT-Mississauga Segment a priority to meet these demands.

In the Growth Management Plan, transit and transportation infrastructure is identified as key to reducing and eliminating gridlock in the GTA and beyond. Mississauga Bus Rapid Transit (BRT) has been identified by the City of Mississauga for 15 years as a crucial ingredient in meeting this objective. However, this cannot be accomplished without the support of the Provincial and Federal Governments for capital acquisition and grants to operate and maintain these systems. Municipalities cannot afford to build and operate rapid transit systems unless significant financial help from all levels of government is forthcoming.

Transit Funding

The City recognizes that the Province has recently taken back responsibility for operating GO Transit, and has announced its intention to increase funding for inter-regional transit and provide 2¢/litre of the gas tax to municipal transit agencies, phased in between now and 2006.

The Plan recognizes that in the future an interconnected system of transit corridors is needed. However, over the last decade, the Provincial Government has drastically cut back subsidies to municipal transit systems and has seriously limited the municipalities' ability to collect funds from new development through amendments to the *Development Charges Act*. The only alternative municipalities have is to increase the burden on the property tax base.

The local property tax base funds all of the shortfall in transit operations funding. Smaller and growing communities have difficulty in maintaining a high enough revenue to cost ratio that limits pressures on the tax base. Therefore, every new transit rider adds significant net cost to the municipality. Senior level government support of the basic transit operations is critical to meet long term transportation, land use and environmental goals.

Senior level government support is required for the capital replacement of aging transit vehicles and the purchase of new vehicles to meet growing transit demands. Mississauga has been securing 1/3 of replacement capital funding from the Province and

this funding continues to be needed. As well, funding is required to address the pressures to expand service. The Provincial Government recently announced providing municipal transit agencies with 2¢/litre of the gas tax to be phased in between October 2004 and October 2006. This announcement was welcomed, however, the Provincial and Federal governments need to address further the development of further inter-regional transit such as the GTA Bus Rapid Transit (BRT) System.

In light of the significant benefits that accrue to Ontario and Canada from the GTA economy, the Provincial and Federal governments should be shouldering a larger share of the funding responsibility for our local transit systems. Without Provincial and Federal action, congestion will take its toll - undermining the GTA's ability to attract new generators of wealth and to keep existing businesses and industries and the wealth and taxes they now generate.

The City of Mississauga recommends that in addition to 1/3 funding for bus replacement and the promised 2¢/litre gas tax, the Province review the Development Charge legislation to ensure development pays 100% of transit growth as was the case prior to the recent *Development Charges Act*. Further, the Federal government should be encouraged to support transit within the GTA by providing some of the gas tax to the transit agencies or by providing some form of sustainable transit funding. The Plan needs to address funding strategies.

Other Conclusions:

With respect to the Plan, the major conclusions are as follows:

- Mississauga supports a Growth Management Plan for the Greater Golden Horseshoe as a priority for the Provincial Government. The Plan should be approved by the Province before final consideration is given to Planning Reform initiatives; insofar as they may affect the Greater Golden Horseshoe.
- To ensure that the goals and objectives of the Plan are achieved and its policies successfully implemented, the

authority and responsibility for administering, implementing and enforcing the Plan should be assigned to a Growth Plan Implementation Board. As with the Provincial Planning Initiatives, the Plan appears to continue the practice of assigning to the Region responsibilities for identifying growth areas; allocating population, housing and employment projections; identifying targets for intensification and redevelopment; and other related matters, such as identifying minimum densities for transit corridors.

As stated above, our view is that a Growth Plan Implementation Board would be the most appropriate body to undertake this function. In the absence of a Growth Plan Implementation Board, lower-tier municipalities should continue to be responsible for detailed local planning and preparing targets, with overall coordination being a Provincial Government responsibility.

- The financial participation of Federal and Provincial Governments in achieving the objectives of the Plan must be determined.
- The successful implementation of a Plan requires the availability of sufficient financial resources. The Plan describes options and possible fiscal tools that could be employed to that end. However, the Plan must go beyond "possible" and "options" and establish an infrastructure plan that will identify what has to be done, when it has to be done and assign sufficient funds to implement it, for a period of at least 10 years.
- The Plan should be approved by the Provincial Government by either resolution or legislation. Approval of the Plan will provide clear direction of Provincial Government policy to the Federal Government and be a valuable tool in any negotiations with that level of government. It will also provide a frame of reference for municipal governments, residents groups and development industry within the area of the Plan and provide the basis for preparing and implementing infrastructure plans. To achieve this status, however, there should be an agenda that will identify the timing of events that

will result in approval of the Plan and a process for amending it: for example, how and when responses to the current version of the Plan will be dealt with; the timing of any further public hearings or consultations or committee hearings of the Provincial Legislature; the timing of any legislation or resolution dealing with the final approval of the Plan.

- Mississauga fully supports the identification of Mississauga City Centre as a Priority Urban Centre. As a result of this designation, Mississauga City Centre and other Priority Urban Centres can expect the following:

"Priority Urban Centres will be the targets for intensification, promotion of mixed use and development of nodes on the transportation network. As such, they will be a key focus of transit investments and investment in other infrastructure".

and

"To assist urban centres to attract growth, they will be provided with a number of benefits and incentives which will encourage developers and investors to make location decisions that support the growth plan".

CONCLUSION:

On July 12, 2004, the Provincial Government released for comments "A Growth Plan for the Greater Golden Horseshoe" The Planning and Building Department has prepared comments on the Plan with input from other City Departments to forward to the Ministry of Public Infrastructure Renewal.

RECOMMENDATION:

That the report titled "A Growth Plan for the Greater Golden Horseshoe" dated August 17, 2004 from the Commissioner of Planning and Building, be adopted by City Council and forwarded by the City Clerk to the Ministry of Public Infrastructure Renewal, the Ministry of Municipal Affairs and Housing, the Ministry of Finance and the Association of Municipalities of Ontario.

Original Signed By: _____
Edward R. Sajecki
Commissioner of Planning and Building

**A GROWTH PLAN
for the Greater Golden Horseshoe
Specific Comments and Recommendations**

Growth Plan	Comments	Recommendation
<p>I. INTRODUCTION Page 1</p> <p>The introduction describes the context in which the Plan was prepared, the issues that the Plan will address and the role of the Plan relative to other Provincial Government planning initiatives.</p> <p>The Provincial Government commits to provide a vision for managing growth which will:</p> <ul style="list-style-type: none"> • decide where to grow; • protect and manage valuable greenlands, natural systems and agricultural lands. <p>Implementation of these objectives is through strategic investment in infrastructure that support the growth priorities.</p>	<p>The City of Mississauga has previously supported the establishing of a growth management strategy for the Greater Toronto Area (GTA) with adequate financial resources and appropriate legislative authority to ensure its implementation. Support for this strategy and the legislative and financial conditions for its implementation should be extended to the larger area that includes the GTA and is identified as the Greater Golden Horseshoe.</p>	<p>1. That the City of Mississauga supports a growth management strategy for the Greater Golden Horseshoe as a priority for the Provincial Government.</p>

Growth Plan	Comments	Recommendation
<p>2. <u>WHERE AND HOW TO GROW</u> Page 7 The following 5 objectives are proposed by the Plan to maximize existing opportunities to accommodate growth before looking for new growth areas:</p> <p>A. Intensification and Compact Development Page 10</p> <p>To support the efficient use of land and infrastructure within existing designated urban areas throughout the Greater Golden Horseshoe the following is promoted:</p> <ul style="list-style-type: none"> • review the <i>Development Charges Act</i> to ensure that new development pays its fair share of the costs of growth and encourages compact urban form as well as consider making changes to the Act to provide incentives for redevelopment of existing areas with underused infrastructure capacity 	<p>Since the Mississauga Plan identifies nodes and other locations for intensification and contains policies promoting compact development within the City, this objective is supported.</p> <p>Mississauga concurs with the review of the <i>Development Charges Act, 1997</i> and suggests the elimination of the 10% discount for soft services; reinstatement of services such as parkland, that were eliminated in the last DC review; and assignment to municipalities the ability to adopt a service level to meet current needs rather than a 10-year average. A review of the <i>Development Charges Act</i> may resolve current inconsistencies between the existing legislation and provincial “smart growth” plans, and provide opportunities to collect additional funding for transit. The current legislation requires transit needs to be based upon historical service levels; be limited to improvements over a ten year period; and requires municipalities to make a 10% co-payment. Mississauga has requested to be placed on the stakeholder contact list.</p>	<p>2. That the City of Mississauga supports the objective of intensification and compact development.</p> <p>3. That the City of Mississauga supports the review of the <i>Development Charges Act, 1997</i> subject to the suggestions contained in the “Report on the Growth Plan for the Greater Golden Horseshoe” dated August 17, 2004 from the Commissioner of Planning and Building.</p>

Growth Plan	Comments	Recommendation
<ul style="list-style-type: none"> accelerate brownfields redevelopment by exploring options for easier access to front-end financing, property tax financing and eliminating impediments regarding mortgage financing for remediated properties 	<p>There is some reservation concerning financial incentives for the redevelopment of existing areas, brownfields and greyfields (defined as “former underused retail developments...good candidates for intensification as they are often located along the transportation routes). Lower tier municipalities, such as Mississauga, do not have the resources to offer significant financial incentives. One of the strategies identifies “easier access to property tax financing”. What is meant by easier access and who is going to provide it? The roles of the Federal and Provincial Governments in achieving the financial aspects of this objective should be identified.</p> <p>These initiatives are supported subject to one of the goals of brownfields development being the reduction or elimination of risk to human and ecological health. Mississauga appreciates that the new provincial regulation, for waiving of the education portion of the tax, as a measure of promoting the remediation of brownfield sites.</p> <p>Mississauga continues to be concerned about the legal liability of potential brownfields sites. Some sort of insurance program to address legal liability and underwritten by the Provincial Government would be appreciated.</p>	<p>4. That the City of Mississauga requests the roles of the Federal and Provincial Governments in providing financial incentives for achieving Intensification and Compact Developments be determined.</p> <p>5. That the Provincial Government consider underwriting an insurance program which would address the legal liability associated with potential brownfields sites.</p>

Growth Plan	Comments	Recommendation
<ul style="list-style-type: none"> • explore the creation of greyfields redevelopment incentives for mixed-use multi-storey development in underused retail areas • develop standards for greenfield development, including mixed-use walkability and transit-supportive design standards • explore the potential use of special purpose municipal economic development corporations as a catalyst for supporting intensification and related objectives in downtowns and other targeted development areas • work with municipalities to identify and maintain a predictable supply of employment lands across the Greater Golden Horseshoe • encouraging the construction of more affordable and appropriate housing through capital funding under the Federal-Provincial Affordable Housing Program 	<p>Another reservation is jurisdictional. “Developing standards for greenfield development, including mixed-use, walkability and transit-supportive design standards” should not be a Provincial Government function. More appropriately, it is an area municipality function where the tools - official plan, zoning by-laws, subdivision control and site plan approval authority - are assigned.</p> <p>Following the Jannock OMB hearing and decision, the City of Mississauga strongly endorses this strategy.</p>	<p>6. That the City of Mississauga requests the Provincial Government’s strategy to “develop standards for greenfield development including mixed-use, walkability and transit-supportive design standards” be assigned to lower-tier municipalities.</p> <p>7. That the City of Mississauga requests clarification as to the funding of the “special purpose economic development corporations”.</p> <p>8. That the City of Mississauga supports the strategy to identify and maintain a predictable supply of employment lands.</p> <p>9. That the City of Mississauga supports construction of more affordable and appropriate housing through capital funding under the Federal-Provincial Affordable Housing Program</p>

Growth Plan	Comments	Recommendation
<p>• reviewing existing fiscal tools such as the land transfer tax rebate program to promote resale housing or housing in urban areas</p> <p>• examine the possibility of a location-efficient mortgage pilot program to provide incentives for living closer to work that does not require commuting by car</p> <p>B. Priority Urban Centres Page 13</p> <p>The Plan defines these centres by the following criteria:</p> <ul style="list-style-type: none"> • are major employment centres (highest percentages of jobs in the region) • have employment activities of provincial, national or international significance (e.g. location of corporate head offices) • have both high population (over 60 residents per hectare) and employment densities (over 60 jobs per hectare) • have transit-supportive densities or borderline transit-supportive densities (over 3, 000 person per sq. km) 	<p>The fiscal tools, including those identified on page 50 of the Plan, should be expanded to include other suggestions for financial sources such as accessibility to other tax revenues, for example hotel taxes, retail sales tax, etc. Other sources could include, low interest financing and income tax exempt bonds.</p> <p>These criteria are generally supported subject to the following suggestion that consideration be given to adding the terms “recreational”, “entertainment” and “cultural” to the seventh bullet point on page 14 of the Plan. The Living Arts Centre, the Central Library, Kariya Park, the YMCA and cinemas have contributed to defining the character of Mississauga City Centre.</p>	<p>10. That the City of Mississauga request these other fiscal tools, such as accessibility to other tax revenues, low interest financing and income tax exempt bonds be pursued.</p> <p>11. That the City of Mississauga request the terms “recreational”, “entertainment” and “cultural” be added to the seventh bullet point to the priority Urban Centre Criteria on page 14 of the Plan.</p>

Growth Plan	Comments	Recommendation
<ul style="list-style-type: none"> • are major road transportation and regional transit hubs • have easy transportation access to major trade corridors and border crossings • have a diverse mix of residential, commercial and industrial uses • have infrastructure and redevelopment capacity or opportunities • provide broad regional level public services, such as hospitals, colleges or universities, social services, etc. • are well distributed across the region 		

Growth Plan	Comments	Recommendation
<p>Applying these criteria, the Plan identifies Mississauga City Centre as a Priority Urban Centre; also identified are three Toronto centres (Downtown Waterfront, Yonge and Eglinton, and North York), Brampton City Centre, and Downtown Oakville.</p> <p>Downtown Milton is identified as an Emerging Urban Centre, which is defined as an area that has “some of the characteristics of Priority Urban Centres, but not all” and which will become a hub and emerge as a regional centre in the Greater Golden Horseshoe.</p>	<p>The identification of Mississauga City Centre as a priority urban area is supported and it is requested that a representative of Mississauga become part of any panel that co-ordinates policies between the various government agencies.</p>	<p>12. That the City of Mississauga supports the identification of Mississauga City Centre as a Priority Urban Centre.</p> <p>13. That the City of Mississauga requests the Provincial Government to ensure that Mississauga be represented on any panel that co-ordinates policies between the various government agencies.</p>

Growth Plan	Comments	Recommendation
<p>Airports are described as “economic anchors and generators of employment throughout the Greater Golden Horseshoe”. Although not offering “mixed-use development” and “not...desirable...for residential growth”, the area surrounding Pearson International Airport (PIA) serves a key role in the regional, provincial and national economy as a hub of employment and traded goods.</p>	<p>Although the description of the area around Pearson International Airport (PIA) is generally accurate, clarification of the term “traded goods” is required. Mississauga Plan does not support large concentrations of retail commercial uses on lands designated Business Employment around PIA. These lands are designated primarily for employment uses: retail commercial uses are considered only as accessory and clearly subordinate to employment uses.</p>	<p>14. That the City of Mississauga requests a further consideration of the role of the Pearson International Airport as a Priority Centre and further that specific nodal developments (Gateway, Meadowvale Business Park and Airport Corporate Centre) be considered as part of complementary economic strategies from an infrastructure and transit funding perspective.</p> <p>15. That the City of Mississauga requests the term “traded goods” referred to on page 17 of the Plan be clarified.</p>

Growth Plan	Comments	Recommendation
<p>The Plan recommends the following <u>strategies</u> to encourage growth in priority urban centres and emerging urban centres:</p> <ul style="list-style-type: none"> • make growth-related decisions on infrastructure investments based on whether they will be consistent with growth plan objectives • align provincial investment decisions with the priorities of the growth plan (e.g. provincial institutions, health care and educational facilities, offices, and other facilities will be located within urban centres) • establish the Golden Horseshoe Greenbelt to clearly delineate those areas that are off limits to urban growth and to provide a valuable legacy of protected natural heritage systems, agricultural land (including the tender fruit and grape lands and the Holland Marsh), non-renewable natural resources, and cultural, recreational and tourism opportunities 	<p>The strategies described on pages 17 and 18 of the Plan are acceptable and supported. Of particular significance to Mississauga is the strategy addressing the identification and preservation of “key strategic employment lands”. For the last decade, lands designated for employment purposes in Mississauga Official Plan have been under siege by those who would develop them for other uses; namely, residential, and retail commercial. Having recently experienced (successfully) a lengthy and costly OMB hearing to preserve the Jannock lands for employment purposes, Mississauga welcomes assistance from the Provincial Government in assuring the preservation of the employment designation on such lands.</p> <p>However, Mississauga does have reservations about point 6 which advocates standards and performance measures and the identification of targets for residential and employment uses. The implementation of this strategy represents duplication of initiatives already carried out by Mississauga. The recently approved City Centre zoning by-law and endorsed City Centre Design Guidelines address standards and performance measures for Mississauga City Centre. Employment, population and housing projections are regularly reviewed. Transit ridership is tracked by the Transportation and Works Department. The concept of targets is also questioned. What is a “target”? Who enforces “targets”? What if “targets” are not met? What is the role of the upper tier (regional) government in implementing this strategy?</p>	

Growth Plan	Comments	Recommendation
<ul style="list-style-type: none"> • develop new incentives for priority and emerging urban centres, such as planning and environmental approvals and greater zoning flexibility • explore innovative financial tools such as tax increment financing that may be useful to support investments in infrastructure or improvements to community facilities to attract residential, commercial and industrial development in areas where the market has failed to generate investment • develop standards and performance measures for urban centres, including jobs, transit ridership, density targets and targets for a range of affordable and appropriate housing choices • work with municipalities to identify and preserve key strategic employment lands in urban areas that can be readily serviced 	<p>The role of Peel Regional Government is of concern to Mississauga and was raised in the "Report on Planning Reform Initiatives - June 2004" from the Commissioner of Planning and Building which was adopted by City Council on August 11, 2004. That report concluded there was no role for Peel Region to:</p> <ul style="list-style-type: none"> • identify priority growth areas and allocate population, housing and employment projections for lower-tier municipalities; • identify targets for intensification and redevelopment; • identify minimum densities for transit corridors, including minimum densities that should be met before alterations to the boundaries of settlement areas; and • provide policy direction for the lower-tier municipalities for matters which cross municipal boundaries. 	<p>16. That the City of Mississauga requests the term "target" used in strategy for Priority Urban Centres identified on page 17 of the Plan be clarified; further, that the Provincial Government be advised the implementation of their strategy regarding standards and performance measures has already been carried out by Mississauga, and that Peel Region should be permitted to assign any responsibilities associated with encouraging the Mississauga growth in the Mississauga priority urban centre to Mississauga.</p>

Growth Plan	Comments	Recommendation
<ul style="list-style-type: none"> look at opportunities to streamline the environmental assessment process as it relates to critical infrastructure and transit projects in priority and emerging urban centres 	<p>Similarly, with respect to the strategy to develop standards and performance measures, participation by the Region would represent duplication and interference in local land planning.</p> <p>New tools for streamlining or making zoning and planning requirements should ensure that environmental issues are addressed.</p>	<p>17. That the City of Mississauga requests that environmental issues be addressed as part of any review of zoning and planning requirements.</p>

Growth Plan	Comments	Recommendation
<p>C. Future Growth Areas Page 18</p> <p>In addition to the priority urban centres, the Plan acknowledges that there are growth pressures of varying degrees within the Greater Golden Horseshoe that could result in expansions to urban boundaries.</p> <p>The following areas are identified:</p> <ul style="list-style-type: none"> • the areas of the GTA that are south of the Oak Ridges Moraine and outside the proposed Golden Horseshoe Greenbelt • Hamilton, south of the Niagara Escarpment • Barrie • the Kitchener-Waterloo area <p>On page 4 of the Plan, criteria are identified that will be applied to any expansion of the urban boundaries over the next five years including among others, land supply, population and employment growth balance, adequate engineering services, a fair distribution of development costs, environment and heritage protections.</p>	<p>Since the entire city is an urban area, Mississauga is not directly affected by this part of the Plan. However, Mississauga may be indirectly affected by the implementation of this part of the Plan.</p> <p>Basically, the Plan, and related planning policies, will require that all opportunities for intensification in the existing development areas be exhausted before future growth areas are released for development. Although there is no quarrel with the general principle of this approval, some clarification is required.</p> <p>The first matter concerns the criteria regarding the 15-year land supply. Does the supply include lands designated for intensification and redevelopment or does it refer only to greenfields development? How does the term "15-year supply" relate to the "20-year land supply" contained in the Draft Provincial Policy Statement? Is this criteria to be applied to the entire area of the Plan? To the area of individual regions?</p>	<p>18. The City of Mississauga requests that the 15-year land supply criteria be clarified regarding its application and its relationship to the Draft Provincial Policy Statement.</p>

Growth Plan	Comments	Recommendation
<p>On page 22 of The Plan the following strategies for growth management will be established by the Province:</p> <ul style="list-style-type: none"> • work with municipalities to conduct regular and co-ordinated population and employment growth projections • allocate the results of the projections to upper-tier municipalities throughout the Greater Golden Horseshoe • require upper-tier and single-tier municipalities to prepare growth plans in compliance with the Plan, that: <ul style="list-style-type: none"> ▶ establish goals and objectives to promote intensification ▶ co-ordinate the environmental assessment and land-use planning process and infrastructure planning to ensure that appropriate infrastructure capacity is in place to support planned growth 	<p>Mississauga has a concern with the allocation of projections through upper-tier municipalities to lower-tier municipalities. The Provincial Government, in the absence of a Growth Plan Implementation Board, is the appropriate authority to address these issues.</p> <p>Much of the work associated with these strategies has been carried out as part of the review and preparation of Mississauga Plan. Any outstanding work should be completed by Mississauga.</p>	<p>See Recommendation 16.</p>

Growth Plan	Comments	Recommendation
<ul style="list-style-type: none"> ▶ include infrastructure plans and financing plans to support intensification and growth within priority urban centres and to ensure the costs of development are borne fairly by beneficiaries ▶ establish regional standards for regional and local phasing of infrastructure and capital works investment to support intensification and growth within priority urban centres ▶ establish regional standards for regional and local phasing strategies to accommodate at least 40 per cent of new growth through infill and intensification ▶ require development of performance measures and five year review of the (upper-tier and single-tier) plans ▶ identify and preserve natural heritage systems and other valuable resources such as mineral aggregates, specialty crop lands, prime agricultural lands, water and air quality 	<p>Both phasing and infrastructure standards should be addressed by Mississauga except where the service (e.g. water supply, waste management) is supplied by the Region.</p>	

Growth Plan	Comments	Recommendation
<p>Future Growth Areas (con't)</p> <ul style="list-style-type: none"> ▶ provide direction to municipal official plan and capital budgets 	<p>The north west area of Brampton is shown as a future growth area as are other lands which appear to be north of the Brampton/Caledon boundary. Although these areas are shown conceptually, clarification of the location of the boundary for future growth in Brampton would assist Mississauga in monitoring the situation regarding the possible expansion of the Brampton urban boundary.</p> <p>Similarly, to the west of Mississauga, clarification of the area of future growth in Halton would be helpful for Mississauga to monitor growth in that direction.</p> <p>The criteria does not appear to identify social services or preservation and enhancement of existing communities as a condition of boundary expansion.</p>	<p>19. That the City of Mississauga requests that the future growth areas shown on Map 4 of The Plan in Brampton and Halton be clarified.</p> <p>20. That the City of Mississauga requests the criteria described on page 21 of the plan for future growth areas include reference to social services and the preservation and enhancement of existing communities as a condition of an urban boundary expansion.</p>

Growth Plan	Comments	Recommendation
<p>Future Growth Areas (con't)</p>	<p>To conclude, in the absence of a Growth Plan Implementation Board, the strategies should be carried out by the Provincial Government and lower-tier municipalities. The upper-tier municipalities should be involved only to the extent that the upper-tier services (e.g. water supply, sanitary sewers, regional roads) are involved. For example, the preparation and allocation of population and growth projections should be carried out by area municipalities and co-ordinated by the Provincial Government; similarly, all matters concerning intensification, environmental assessment, infrastructure and phasing. The area of the Plan is the Greater Golden Horseshoe which extends beyond the current boundaries of the Regions and requires the Provincial Government to co-ordinate and oversee. Regional municipalities, as they currently exist, are too small to carry out the requirements of the Plan. The Provincial Government has the necessary legislative authority and, together with the Federal Government, the financial resources to ensure the future growth policies of the plan are approved and implemented appropriately. Lower-tier municipalities have the expertise and knowledge to carry out the detailed requirements of growth projections, infill and intensification and other matters associated with future growth areas.</p>	<p>21. That the City of Mississauga requests the strategies for future growth in the Plan be carried out by a combination of the Provincial Government and the lower-tier governments in the absence of a Growth Plan Implementation Board; upper-tier governments should only be involved where they are responsible for a specific service, such as water supply and sanitary services.</p>

Growth Plan	Comments	Recommendation
<p>D. Economic Strength Page 22</p> <p>This section of the Plan (page 22-24) proposes strategies that will promote economic development by, among other things:</p> <ul style="list-style-type: none"> • removing disincentives to development in urban centres • establishing tools, such as tax incentives, and brownfields development incentives • improving transportation systems for people and goods • ensuring the availability of a diversity of employment lands 	<p>These strategies are supported. Mississauga has recently experienced strong nodal development that has been attracting some of the important industry clusters such as the biotechnology and financial service industries. In addition to the identification of Mississauga City Centre as a priority urban centre, other nodes in Mississauga such as Gateway, Meadowvale West Business Park and the Airport Corporate Centre employment districts should not be ignored from an infrastructure transit perspective.</p>	<p>See Recommendation 14.</p>

Growth Plan	Comments	Recommendation
<p>3. INFRASTRUCTURE TO SUPPORT GROWTH Page 26</p> <p>The approach to infrastructure of the Plan is defined by the following proposed actions:</p> <ul style="list-style-type: none"> • optimizing the use of existing infrastructure • identifying strategic infrastructure investments to support urban growth and development in the Greater Golden Horseshoe, while protecting the environment; and identifying how to pay for infrastructure investments • establishing a more integrated transportation network to improve the movement of goods and services and choices for people • co-ordinating long-range provincial infrastructure plans in partnership with the municipal and federal governments and other partners. 	<p>Mississauga supports these actions in principle. The preparation of a new 10-year Strategic Infrastructure Investment Plan, which includes highways and transit, will facilitate long-term planning and decision-making.</p> <p>In July 2004, the Provincial Government released the report, "Building A Better Tomorrow An Infrastructure Planning, Financing and Procurement Framework For Ontario's Public Sector". The purpose of the report is described as follows:</p> <p><i>"This framework is designed to support the Ontario government's first-ever three and 10-year infrastructure investment plans for Ontario and to increase the level of collaboration among all partners in delivering public infrastructure investments. The multi-year plans will set out the priorities and timelines for the creation and renewal of critical public infrastructure that will improve the delivery of essential public services and build a quality of life in Ontario that is second to none. The investment plans, together with this framework, provide Ontario's public sector with a comprehensive vision as to what and how public infrastructure initiatives are to be created and renewed".</i></p>	<p>22. That the City of Mississauga supports "focussing infrastructure investment on priority urban centres" and the evaluation of infrastructure projects which are, among other matters, "transit-supportive".</p>

Growth Plan	Comments	Recommendation
<p>A. <u>Integrated Regional Transportation Network</u></p> <p>More specifically, the Plan proposes among other initiatives:</p> <ul style="list-style-type: none"> Investing in and building urban transit, including the Mississauga Transitway over a 30-year period Adding new tracks to the Lakeshore Corridor and providing all day GO Transit rail services along the Milton and Georgetown corridor Optimizing highway structure with extensive High Occupancy Vehicle (HOV) network development Focussing highway investment to trade corridors and international gateways 	<p>Mississauga is encouraged by all levels of assistance that can be provided from both the Provincial and Federal Government with respect to transit renewal, transportation and infrastructure. However, there is a concern with respect to the proposed plan for an integrated regional transportation network, over the 30-year time frame for implementation. Mississauga's land supply is quickly being reduced with the last major development in Churchill Meadows currently under construction. Therefore, it is imperative that Mississauga become a transportation priority location in order to deal with the congestion and gridlock issues before it is too late. Plans for HOV development and encouraging travel demand management techniques to optimize transportation infrastructure will require more than infrastructure development. The Provincial Government should be a key partner and leader in the GTA Smart Growth Initiative.</p> <p>This initiative should provide the Provincial Government with the opportunity to provide funding for planned improvements to Highway 401 through Mississauga, since Highway 401 is the major trade corridor for the Greater Toronto Area.</p>	<p>23. That the City of Mississauga supports the identification of Toronto and Mississauga as centres "to invest in the expansion of higher order transit systems," and further that Mississauga be a <u>transit priority location</u> for future infrastructure investment.</p> <p>24 That the City of Mississauga supports the funding for the widening of Highway 401 as a major trade corridor in the greater Toronto Area.</p>

Growth Plan	Comments	Recommendation
<ul style="list-style-type: none"> • Establishing the Greater Toronto Transportation Authority (GTTA) which will manage, co-ordinate and access priorities for improving The GTTA Transportation system to support The Plan. • Providing 2 cents per litre of the existing provincial gas tax for public transit in the Province (starting at one cent in October 2004) and encourage the Federal Government to support public transit through its gas tax revenues. 	<p>Mississauga has requested to be included in the stakeholder consultations during which the relationship between the Authority and existing municipal transit authorities in the Greater Golden Horseshoe should be clarified.</p> <p>Although the City of Mississauga appreciates the provision of 2 cents per litre from the Provincial Government and the 5 cents per litre provision by the Federal Government for supplementary operating costs of transit systems, the City remains concerned about the sustainability of funding for transit. Notwithstanding, it would be more appropriate for both levels of government to provide municipalities with “tax room” and grant authority for municipalities to establish their own fuel taxes, as opposed to sharing with other levels of government. This approach would allow for more revenue sources. If Mississauga’s capital plans need to be altered as a result of the growth plan determined by the Provincial Government, then, Provincial Government financial support must be provided. Transit and transportation infrastructure are important pieces of the Plan for reducing and eliminating gridlock in the GTA and beyond. However, this cannot be accomplished without the support of the Provincial and Federal Governments for capital acquisition and grants to operate and maintain these systems. Municipalities can not afford to build and operate rapid transit systems unless significant financial help from all levels of government is forthcoming.</p>	<p>25. That the City of Mississauga requests the relationship between the proposed Greater Toronto Transportation Authority (GTTA) and existing municipal transit authorities in the Greater Golden Horseshoe be clarified.</p> <p>26. That the City of Mississauga requests that the Provincial Government consider granting municipalities the authority to establish their own fuel taxes, as part of a strategy to allow municipalities more “tax room”.</p>

Growth Plan	Comments	Recommendation
<ul style="list-style-type: none"> Implementation of integrated transit ticketing system for transit services across the region 	<p>Mississauga is currently participating with development of GTA transit ticketing proposals but it is essential that implementation does not complete with funding required to maintain and expand transit services.</p>	<p>27. That the City of Mississauga requests that the funding for implementing of integrated transit ticketing be clarified with respect to funding required to maintain and expand transit services.</p>

Growth Plan	Comments	Recommendation
<p>B. <u>Sustainable Water and Wastewater Services</u></p> <p>The Plan recognizes the importance of water ensuring that the water and waste water infrastructure can support growth in those areas where it is directed</p>	<p>Although there is no objection to the general principle defined by the strategies on page 37 of the Plan, there is no reference to the impact of such infrastructure on the environment. The issue is of particular significance to Mississauga since there was considerable controversy concerning the expansion of the Credit River Valley trunk sewer system and the impact on the Credit River Valley and Meadowvale Village.</p> <p>Incentives should be provided for projects which include sustainability of water resources.</p> <p>Promotion of compact form within settlement areas to reduce development pressure in natural heritage areas should be incorporated with efficient and effective storm water management to ensure that the intensification of these areas does not adversely affect natural heritage sites which they are supposed to be protecting.</p> <p>Planning for intensification should include provisions for the reduction of total area of impermeable surfaces through the use of new technologies (ie. green roofs, permeable pavements, etc.).</p>	<p>28. That the City of Mississauga requests that strategies for sustainable water and waste water services should address the impact of the infrastructure on the natural environment and possible incentives for projects which include the sustainability of water resources.</p>

Growth Plan	Comments	Recommendation
<p>4. <u>PROTECTING WHAT IS VALUABLE</u> Page 38</p> <p>This section addresses natural and cultural heritage resources, agricultural lands, water resources and archaeological heritage. The Plan encourages “growth in these areas that can best accommodate it” and “steer(ing) growth pressures away from the places and systems” that should be protected.</p>	<p>The general principles of this section of the Plan are supported.</p> <p>With respect to the subsection “Establishing the Golden Horseshoe Greenbelt” on pages 41 and 43 of the Plan, the role of the Parkway Belt West Plan is not addressed.</p>	<p>29. That the City of Mississauga requests that the role of the Parkway Belt West Plan in establishing the Golden Horseshoe Greenbelt be clarified.</p>

Growth Plan	Comments	Recommendation
<p>5. <u>IMPLEMENTATION: MOVING FORWARD</u> Page 48</p> <p>This section of the Plan (page 48-53) describes the following steps to implement the Plan:</p> <p>A. <u>Provincial Leadership and Partnership:</u> The province will work to ensure its programs and investments in the Greater Golden Horseshoe are based on the growth plan. The province will assist and collaborate with stakeholders, including municipal governments, to implement the plan.</p> <p>B. <u>Effective Implementation Tools:</u> The province will evaluate, implement and recommend regulatory and fiscal tools and programs to assist municipalities and other stakeholders with implementing the growth plan.</p> <p>C. <u>Legislative Framework:</u> The growth plan may require legislation to ensure the implementation of clear roles and responsibilities, and consistency with various other acts.</p>	<p>As noted previously, the general direction of “A Growth Plan for the Greater Golden Horseshoe” is supported, subject to some clarification and changes. The part of the Plan that requires greatest change is the implementation section, which should have a much stronger approach, if the Plan is to be successful in achieving its goals and objectives.</p> <p>More specifically: the status of the Plan needs to be firmly established; the legislative authority needs to be clearly defined; and financial strategies identified and resources made available.</p> <p>With respect to status, the Plan should be approved by the Provincial Government by either resolution or legislation. Approval of the Plan will provide a clear direction of Provincial Government policy to the Federal Government and be a valuable tool in any negotiations with that level of government. It will also provide a frame of reference for municipal governments within the area of the Plan and provide the basis for preparing and implementing infrastructure plans. To achieve this status, however, there should be an agenda that will identify the timing of events that will result in approval of the Plan and a process for amending it: for example, how and when responses to the current version of the Plan will be dealt with; the timing of any further public hearings or consultations or committee hearings of the Provincial Legislature; the timing of any legislation or resolution dealing with the final approval of the Plan.</p>	<p>30. That the City of Mississauga requests that the Provincial Government establish an agenda that will identify the timing of events and activities that will culminate in the approval by the Provincial Government of a Growth Management Strategy for the Greater Golden Horseshoe.</p>

Growth Plan	Comments	Recommendation
	<p>In the absence of a Growth Plan Implementation Board, to ensure that the goals and objectives of the Plan are achieved and its policies successfully implemented, the authority and responsibility for administering, implementing and enforcing the Plan should be assigned to the Provincial Government, either as a separate ministry or part of an existing one. Lower-tier municipalities should continue to be responsible for detailed local planning and preparing targets for such activities as housing, intensification and employment targets, but the overall co-ordination should be a Provincial Government responsibility.</p>	

Growth Plan	Comments	Recommendation
	<p>The Provincial Government should be prepared to exercise its authority and become involved in decisions of area municipalities that violate the policies of the Plan: for example, the extension of an urban boundary that does not meet the criteria of the Plan or the Provincial Policy Statement; or a major down-zoning in a priority urban centre; or, the conversion of a large tract of employment designated lands to non-employment uses. The introduction of a provincial facilitator and blue ribbon committee will only add further bureaucracy to the process and does not constitute an effective means of ensuring the plan will be implemented.</p> <p>However, consideration should be given to establishing a Growth Plan Implementation Board, composed of elected officials from the Federal, Provincial and Municipal levels of government. The Board would:</p> <ul style="list-style-type: none"> • implement the policies of the Plan • co-ordinate land use planning with the Plan • provide strategic advice to the Provincial Government • recommend funding allocations from the Provincial Government <p>Subcommittees could be struck to address specific issues, such as solid waste, transportation infrastructure and social services. Exhibit 2(a) and 2(b) describe a proposed structure for the Board.</p>	<p>31. That the City of Mississauga requests that the authority and responsibility for administering, implementing and enforcing the Plan be assumed by the Provincial Government in consultation with the lower-tier municipalities; the role of upper-tier municipalities should be confined to providing such services as water supply, sanitary sewers, waste management and non profit housing.</p> <p>32. That the Provincial Government consider establishing a Growth Plan Implementation Board which would:</p> <ul style="list-style-type: none"> • implement the policies of the Plan • co-ordinate land use planning with the Plan • provide strategic advice to the Provincial Government • recommend funding allocations from the Provincial Government

Growth Plan	Comments	Recommendation
<p>D. <u>Monitoring and Review:</u> The province will monitor the implementation of the plan and assess its impact on quality of life and the performance of communities.</p>	<p>To prevent duplication, the role of upper-tier municipalities should be confined to providing services such as waste management, water supply sanitary services and non-profit housing. Upper-tier municipalities should be given authority by the Provincial Government to delegate other functions to the area municipalities.</p> <p>Finally, the successful implementation of a Plan requires the availability of sufficient financial resources. The Plan describes options and possible fiscal tools that could be employed to that end. However, the Plan must go beyond “possible” and “options” and establish an infrastructure plan that will identify what has to be done, when it has to be done and assign sufficient funds to implement it, for a period of at least 10 years.</p> <p>The general principle of monitoring and review is supported but it should be the responsibility of the Provincial Government, not, as previously noted, a provincial facilitator or a blue ribbon panel.</p>	<p>33. That the City of Mississauga requests that an infrastructure plan be prepared by the Provincial Government for the Golden Horseshoe area in consultation with the Federal Government and municipalities that will address the timing and availability of financial resources to implement the Plan.</p>

Proposed Structure Growth Plan Implementation Body

1. GOVERNANCE

- Main body of elected officials that would ultimately make the decision on recommendations to the Provincial government
- Sub Committees: made up of members of the main body as well as stakeholder and private sector individuals

Infrastructure Sub-Committee (sewer & water)
Transportation Sub-Committee (roads & transit)
Land Use Sub-Committee
Solid Waste Sub-Committee

2. BOUNDARIES

- Primary geographic area would include Golden Horseshoe consisting of GTA/Hamilton/Barrie
- Secondary geographic area would pick up balance of Central Zone – perhaps one to the north and east (Peterborough) and the other to the north and west (Niagara/Waterloo/Guelph)

- These two secondary geographic areas could have their own governance structure and would each have a representative(s) on the main body and on the sub-committees

3. FUNDING

- Funding for the Growth Plan initiatives would be drawn from existing and planned government programs such as:
 - GTIP
 - Ministry budgets related to Golden Horseshoe consisting of GTA/Hamilton/Barrie

The funds would not be given to the implementing body but rather the implementing body would be required to approve the project funding to ensure that it complied with the Growth Plan objectives. Only with the approval of the implementing body would a project requiring Ministry funding be permitted to proceed.

PROPOSED IMPLEMENTATION STRUCTURE FOR GROWTH PLAN

BASED ON MODIFIED GTA ZONE ENCOMPASSING THE HAMILTON/BARRIE CORRIDORS

GROWTH PLAN IMPLEMENTATION BOARD

- IMPLEMENT GROWTH PLAN OBJECTIVES
- Co-ordinate Land Use Planning with Growth Strategies
- Strategic Advice to Provincial Government
- Recommendation on Funding Allocation From Ministries

Membership is elected officials (municipal/provincial/federal)

