

Township of Wilmot REPORT

NO: PB 2002-31
TO: Council
PREPARED BY: Harold O’Krafka, Director of Development Services
DATE: July 15, 2002
SUBJECT: Township of Wilmot Response
Planning Our Future: A Smart Growth Initiative by the Region of Waterloo

RECOMMENDATION:

1. That the Township of Wilmot forward a copy of Report PB 2002-31, “Township of Wilmot Response to Planning Our Future: A Smart Growth Initiative by the Region of Waterloo” to the Region of Waterloo, requesting that the Township’s concerns and comments be addressed in Phase II of the study.

REPORT:

The Region of Waterloo has approved a document, dated March 2002, entitled “Waterloo in the 21st Century – Planning Our Future: Phase I.” The document was prepared by Regional staff and provides background research and preliminary preferred concepts relating to growth management issues in Waterloo Region together with Terms of Reference for Phase II of the study. The comments of the City of Kitchener, the City of Waterloo and the City of Cambridge on the Phase I report are attached for reference.

The report provides a staff level response to a report by Regional Chairman Selling wherein the Chairman stated his opinion that “In my view, the major focus of our attention for long term development should be the lands on the east side of the Region bounded by Highway 7, the Grand River and Maple Grove Road.” The Chairman’s report was approved by Regional Council and directed Regional staff to develop a “smart growth” plan, focusing on the area suggested by the Regional Chair.

In December of 2001, Regional Council approved an approach and timeline to developing the Regional Smart Growth Strategy. The approach involved a two phase strategy with Phase I to provide an overall perspective of growth related issues and growth options and Phase II to provide an implementation strategy.

The December 2001 report clearly stated that Phase I of the study would seek out the participation of area municipalities. However, in the "stakeholder workshops", which comprised much of the input for Phase I there was no municipal representation from Wilmot Township, or apparently any of the other rural communities.

This omission, or exclusion, from the process of defining the overall perspective of growth related issues and growth options is of significant concern to Township staff. A study which appeared to be premised on the participation of local municipalities in the development of a long term growth strategy for the Region would appear to be much more of a top down determination of growth for the Region without the benefit of rural input.

While certainly a top down approach to planning makes it easier to impose a predetermined plan, such as the growth proposal of the Regional Chair, the apparent switch to a top down approach is somewhat puzzling in a Region which has benefitted from strong intermunicipal relationships for many years. The success of the Region, in the opinion of staff, has been these relationships and the need and benefit of a top down approach to long term growth is questionable.

The resultant report of Phase I clearly highlights the apparent lack of consideration of the future growth of Wilmot Township within the Region. Of particular note is the "conceptual shrink wrapping" of Baden and New Hamburg which does not correspond to historical and ongoing planning of long term growth by the Township.

It would appear that the Phase I perspective of growth, as it applies to the Township of Wilmot, is that the needs of our community are met through the a hard edge boundary to the growth of the cities.

The future health of Wilmot Township within the Region of Waterloo requires much more. The values and goals of the Township must be considered and to this extent Township staff are again concerned that Phase I of the Regional study did not list Wilmot's Community Strategic Plan in its background documentation. The apparent exclusion of input from Wilmot both as a municipality and as a community in Phase I remains a concern.

In previous discussions with Regional staff respecting rural participation in Phase I, it has been suggested, and emphasized, that the concept of growth, and in particular the conceptual map, created in Phase I should be assumed to be just that – conceptual.

Nonetheless, considering that Phase II of the study will be looking to the implementation of Phase I, Township staff recommend that in order for the Phase I Concept to better conceptualize the future role of Wilmot Township within the Region of Waterloo, and to better reflect the goals and objectives of the community and its long term approach to Smart Growth for Wilmot, the concept of growth should be redrawn to show the Baden and New Hamburg communities as a combined growth node.

While such a change does not eliminate the concerns of staff with the lack of direct input into Phase I of the study, it would certainly bring the Township closer to having the results of Phase I align themselves with Wilmot's long term planning strategy.

In summary, the desire to create and present a longterm growth plan for the Region of Waterloo, as a component of Provincial growth, is important. No less important however, is the desire of area municipalities within the Region to create and present their own longterm growth plans as components of Regional growth.


As such, Township staff believe it is important for Township Council to clearly state to the Region of Waterloo that it expects any longterm Regional growth plan to provide for and include an urban growth node within Wilmot Township to ensure that the longterm health of Wilmot as a community is maintained.



Harold O'Krafka
Director of Development Services


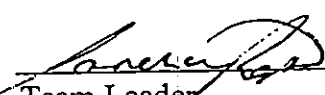
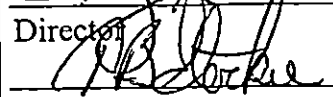


Reviewed By CAO

	DATE: June 14, 2002 REPORT: DS02-19	TITLE: Response Report Re: Waterloo Region in the 21 st Century Planning our Future: Phase I
WARD: City Wide	PREPARED BY: Cameron Rapp, M.C.I.P.	
FILE:	DEPARTMENT: Community Policy	
ATTACHMENTS: <i>Report: 9 Pages</i> <i>Appendix 'A': 3 Pages</i> <i>Appendix 'B': 10 Pages</i> <i>Appendix 'C': 1 Page</i> <i>Appendix 'D': 1 Map</i>	CLEARANCE: Council: June 24, 2002	

RECOMMENDATION:

1. *That Council request the Regional Municipality of Waterloo to:*
 - a) *Redesign, as necessary the process through which 'Waterloo Region in the 21st Century – Planning our Future' is being developed, beyond December 2002 in order to accommodate:*
 - i) *Direct input on the study goals and process from the Councils of the Local Area Municipalities and the following additional elements to be built into a redesigned process:*
 - *Further clarification and identification of growth challenges and needs;*
 - *Generation of a broad-based array of growth options;*
 - *Identification of key stages or milestones;*
 - *The development of an agreed upon set of criteria with which to evaluate the growth options; and,*
 - *A comprehensive, quantitative and qualitative evaluation of the growth options including costs of infrastructure expansion.*
 - ii) *Direct and formal input from the Councils of the Local Area Municipalities at each key stage or milestone of the process.*
 - b) *Include representatives from all seven Local Area Municipalities on the 'Waterloo Region in the 21st Century – Planning our Future' Steering Committee.*
2. *That this report be forwarded to the other Local Area Municipal Councils for their information and endorsement.*

APPROVALS			
 Director	June 20, 2002 Date	 Team Leader	June 18/02 Date
 Chief Administrative Officer	June 19, 2002 Date	Other	Date RECEIVED

JUN 18 2002
 REGIONAL PLANNING DEPT

EXECUTIVE SUMMARY:

On March 5th, 2002 Regional Planning and Works Committee received Report P-02-030, titled Waterloo Region in the 21st Century – Planning Our Future. This report was approved by Regional Council on March 20th 2002. This report was distributed to City of Waterloo Councillors on April 9th for a Regional Staff presentation at local Council on April 29th. The report contains significant recommendations related to where future land use development efforts (i.e. growth) should be directed within the Region. Upon City Staff's review of the process, the report and its recommendations, we have identified some areas of concern. As a result, City staff is recommending that Council request Regional Council to consider amending their decision.



DEVELOPMENT SERVICES

DS02-19

SUBJECT: *Waterloo Region in the 21st Century*
Planning our Future: Phase 1

1. PURPOSE OF THIS REPORT

On March 5th, 2002 Regional Planning and Works Committee received Report P-02-030, titled *Waterloo Region in the 21st Century – Planning Our Future*. This report was approved by Regional Council on March 20th 2002. This report was distributed to City of Waterloo Councillors on April 9th for a Regional Staff presentation at local Council on April 29th. The report contains significant recommendations related to where future growth should be directed within the Region. Upon City Staff's review of the process, the report and its recommendations, we have identified some areas of concern.

This report is organized into the following sections:

1. Purpose of This Report;
2. Background to 'Smart Growth';
3. Background / Chronology to Regional 'Smart Growth' Strategy;
4. Staff Comments;
5. City Growth Management Efforts;
6. Conclusion; and;
7. Recommendations.

RECEIVED

JUN 7 0 2002

REGIONAL PLANNING DEPT

BACKGROUND TO 'SMART GROWTH'

Generally, 'Smart Growth' describes land use practices that are resource efficient and result in a more livable and sustainable community. The detailed principles of 'smart growth' are varied throughout the municipalities, provinces and states that espouse its practice. For example, the Provincial Government has adopted 3 principles and 6 goals to 'Smart Growth', as follows:

Ontario

Smart Growth

Principles:

- **A Strong Economy;**
- **Strong Communities; and,**
- **A Clean and Healthy Environment.**

Goals:

- **Growing toward a better future**
Smart Growth is a coordinated approach to managing and promoting sustainable growth, involving all levels of government and stakeholders from diverse sectors.
- **Making better decisions about infrastructure**
Smart Growth will promote a better use of resources through optimizing the use of existing infrastructure and guiding future decisions on infrastructure investments.
- **Improving Competitiveness and Increasing Opportunity**
Smart Growth will help communities in Ontario reach their economic potential by building on their local strengths, facilitating activities across boundaries to realize new opportunities, and promoting investments consistent with Smart Growth principles.
- **Protecting and Enhancing the Environment**
Smart Growth will work to protect the quality of air, water and land across Ontario by steering growth pressures away from significant agricultural land and natural areas.
- **Building Livable Communities**
Smart Growth will contribute to the building of strong, safe, attractive and vibrant communities.
- **Creating Transportation Choices**
Smart Growth will encourage better choices to be made for travel between and within communities and will promote a more integrated transportation network for people and goods.

3. **BACKGROUND / CHRONOLOGY TO REGIONAL 'SMART GROWTH' STRATEGY**

In the spring of 2001, Regional Council received and approved a report titled "Smart Growth and the Region of Waterloo: Planning for our Future" (see Report RC-01-004 in Appendix 'A' to this report). This report identified various growth management issues in the Region as perceived by the author, Regional Chairman Seiling. The report stated the Chairman's opinion as to where future growth efforts should focus:

"In my view, the major focus of our attention for long term development should be the lands on the east side of the Region bounded by Highway 7, the Grand River and Maple Grove Road."

The Chairman's report directed Regional staff to develop a 'smart growth' plan, focusing on the area suggested by the Regional Chair. Local Area Municipalities were to be involved in the Study and Regional staff was to prepare a terms of reference for such a study.

On November 22nd, 2001 the first 'Stakeholder Workshop' was held. This workshop was attended by approximately 30 individuals representing various sectors of the population (including one representative for the City of Waterloo: Cameron Rapp – Team Leader Community Policy, Development Services) and was facilitated by consultants retained by the Region. The consultants provided a brief presentation outlining an historical perspective of growth within the Region and also the typical growth issues being faced by communities across the continent. The potential transportation network for the lands between the Grand River and the City of Guelph were emphasized. The workshop was completed when each individual was asked to give their initial thoughts / feelings / opinions on growth in the Region.

On December 12th, 2001, Regional Council approved 'an approach and timeline' to developing the Regional Smart Growth Strategy (Regional Report P-01-141). It is noted that a formal terms of reference as originally recommended by the Regional Chairman were not addressed or considered at this time. The December 12th, 2001 report recommended a two phase approach. Phase 1 (to be completed by March 2002) would involve a "big picture" assessment of growth related issues. At the completion of Phase 1, Regional Council would be presented with "growth and urban form options". Phase 2 would be comprised of actions and an implementation strategy based on the options identified in Phase 1. By the conclusion of Phase 2 (December 2002) a preferred Regional Smart Growth Strategy was to be detailed including strategic policy and programme actions required to implement the strategy.

On December 13th, 2001, the day after Regional Council approved the approach (not a Terms of Reference) for the study, the second and final stakeholder workshop was held. At this workshop, the facilitators presented the findings of the first workshop (i.e., a summary of individual comments and feelings towards growth) and then proceeded to separate the individuals into 3

breakout groups. These groups were asked to contribute ideas about how the Region should grow over the next 40 years and were facilitated by the consultants and Regional staff.

The 3 groups came up with a number of different approaches as to how growth could continue in the Region. Many all agreed that reurbanization (intensification) should be at least one key focus of any growth model however, numerous other opinions and thoughts about growth needs were expressed by individuals and the groups which were not (able to be) reflected in the summary of the workshop. After the group presentations, the workshop was adjourned.

4. STAFF COMMENTS (*Regional Report P-02-030, Waterloo Region in the 21st Century Planning our Future: Phase 1 March, 2002*)

Regional Planning and Works Committee received and approved Regional Staff Report P-02-030. The report described the Growth Management Study or Regional Smart Growth process used to date and more importantly, provided the terms of reference for Phase 2 (see Appendix 'B' to this report). The following is a list of general staff concerns with respect to the Report: i) the Process; and ii) the Recommendations, and concerns with respect to the Provincial Smart Growth Goals.

i) The Process

a) General

- the process commenced with an opinion as to where growth should occur and in staff's opinion the initial report (Regional Report RC-01-004) directed Regional staff and the study from the outset at the expense of a more objective, broad based rational decision-making process which would involve an assessment of issues and needs and the generation of different alternatives and considered evaluation of these alternatives;
- the goals, principles and evaluation criteria for a 'smart growth plan' or Growth Management Strategy for this Region have not been publicly debated or agreed upon;
- Stakeholder involvement of Phase 1 of the strategy was complete 1 day after Regional Council approved the approach for the strategy. As a result, there has been no local municipal staff or Council feedback into 1) the process chosen to undertake the study, or 2) the expected outcome of Phase 1 or the subsequent components of the process;
- Local municipal staff had inadequate time (received the report on the afternoon of March 4th, Regional Committee dealt with the report on March 5th) to inform their Council of Regional Staff Report P-02-030 and receive direction from their respective Council; and,
- despite the Regional Council resolution (Regional Report RC-01-004) that the Local Area Municipalities be included in the study, not all of the Local Area Municipalities were included in Phase 1 of the strategy and the amount and quality of involvement of those staff who were involved was constrained and limited by the process.

b) With Respect to Provincial Goals

- **Provincial Goal:** *'Smart Growth is a coordinated approach to managing and promoting sustainable growth, involving all levels of government and stakeholders from diverse sectors.'*

Comment:

- Local Area Municipal Councils have not formally been part of the decision making process, only the receiver of information.

ii) The Recommendations in the Regional Report**a) General**

- Some of the recommendations of the report are premature because:
 - implications of 'hard edge' boundaries and 'reurbanization' have not been fully identified and accepted (see report DS02-38 "Height and Density Policy Study Discussion Paper"- to be tabled for Council on June 24th);
 - the various scenarios presented by the stakeholders at Workshop 2, or any other scenario that might be worthy of consideration as suggested by any other entity (e.g. citizen, Council member, staff person, etc.) have been abandoned for what is essentially 1 option, focusing on 2 geographic areas;
 - there has been no apparent factual analysis supporting why the detailed study should focus on only the 2 geographic areas suggested in the 1 option;
 - the approach to study only those 2 areas may be in a vacuum relative to a comprehensive understanding of the problems, issues, needs, values and aspirations of a variety of stakeholders, including local area municipal goals relative to growth and growth management; and,
 - the limitation to study only those 2 areas has removed any other potential 'smart growth' strategies / opportunities / approaches elsewhere in the region;

b) With Respect to Provincial Goals

- **Provincial Goal:** *'Smart Growth will promote a better use of resources through optimizing the use of existing infrastructure and guiding future decisions on infrastructure investments'*

Comment:

- The Regional document suggests intensification, which utilizes existing infrastructure. However, there has been no obvious analysis on optimizing existing infrastructure throughout the Region or assessment of what services are needed to go to the east across the Grand River.

- **Provincial Goal:** *'Smart Growth will help communities in Ontario reach their economic potential by building on their local strengths, facilitating activities across boundaries to realize new opportunities, and promoting investments consistent with Smart Growth principles'*

Comment:

The Regional document seems to ignore the local strength of the Waterloo high technology based market, which has a desire to be located near the Universities. The document goes further to suggest a 'Country side line' where urban growth would end – many of these lines are coincidental with political boundaries and may not suggest the most appropriate limits to urban growth.

- **Provincial Goal:** *'Smart Growth will work to protect the quality of air, water and land across Ontario by steering growth pressures away from significant agricultural land and natural areas.'*

Comment:

- The Regional document is recommending that growth be directed towards areas that have, for the most part, been identified in the Regional Official Policies Plan as a 'Prime Agricultural Areas' (See Appendix 'D').
- Two Environmentally Sensitive Policy Areas (i.e., Breslau Heronry & Kossuth Swamp) identified in the R.O.P.P. are within the recommended growth areas
- Provincially Significant Wetlands (the Breslau Wetland Complex, lands west of Beaverdale Road & lands south of Kossuth Road) are also located within the recommended growth areas

- **Provincial Goal:** *'Smart Growth will encourage better choices to be made for travel between and within communities and will promote a more integrated transportation network for people and goods'*

Comment:

- The Regional document is recommending that future growth should only occur in what are essentially two places. This means that no future expansion of employment areas can occur near some existing residential dwellings or conversely no new residential expansion near some existing employment areas. Without assessing future traffic patterns this may direct more and more traffic to those two areas versus allowing for future choices.

5. CITY GROWTH MANAGEMENT EFFORTS

The City of Waterloo, in 2000, initiated research on patterns and rates of growth, urban form and land supply. This research culminated with the preparation of, and Council approval (October 23, 2000) of the 'Land Supply, Height and Density Study' (Report DS00-61). Essentially, this report showed that the City of Waterloo is quickly approaching its' settlement boundaries and further work / analysis should be done to:

- a) Extend the urban settlement area; and,
- b) Use the existing land within the urban area more intensively.

Staff have initiated an Amendment to the Regional Official Policies Plan to bring additional lands into the "City Urban Area" and most recently a report (P-02-047) was prepared for Regional Planning and Works Committee to consider. While the report recommended expanding the "City Urban Area", City staff were uncomfortable with a portion of the report and subsequently requested deferral of the report. Respectfully, Regional Planning and Works Committee endorsed the City's request for deferral. City and Regional staff have utilized the time afforded by the deferral to meet and discuss the items of concern. City staff believe that a report supported by both parties will be achievable in the very near future.

With respect to b) above, Staff have been preparing the 'Height and Density Policy Study Discussion Paper' (DS02-38, tabled for Council receipt June 24th) which:

- Identifies a number of questions:
 - e.g.: How should we intensify the use of land within the City?
 - Are there locations where height and density should be increased?
 - What is the appropriate density?
 - Should there be limits to height and density?
- Suggests a number of intensification options:
 - e.g.: Dispersed model
 - Nodal model
 - Centralized model

These questions and options are all related to 'Smart Growth' and more specifically to the Region's themes of reurbanization, maintaining firm city boundaries, developing new approaches for greenfield development and the protection of the countryside and agricultural resources. Through work on the 'Height and Density Policy Study Discussion Paper', City staff are mindful of some of the implications of such themes and question if they: 1) are viable from a societal perspective?; and 2) whether they will adequately provide for growth opportunities and needs?

It is staff's opinion that these questions need to be carefully answered with some level of confidence before growth decisions and strategies are approved.

6. CONCLUSION

The December 12th, 2001 Regional report (P-01-141) suggests 'key elements' (see Appendix 'C') of Smart Growth and notes that they are consistent with the six elements of the Regional Official Policies Plan's Vision for a Sustainable Regional Community (also Appendix 'C'). The suggested 'key elements' of Smart Growth are quite sensible and the six elements within the Regional Official Policies Plan are valid within the context of that planning document. However, within the context of this strategy (i.e., Waterloo Region in the 21st Century: Planning our Future) there has been no formal discussion, debate or acceptance of these elements by the Local Area Municipalities or the public. Further, some of the report recommendations do not seem to be in keeping with the Principles and Goals of the Provincial Smart Growth initiative (as described in Section 4. ii) b) of this report).

Managing growth within the Region for the next forty years is a complicated task, particularly with respect to 'reurbanization' as experience in our 'Height and Density Policy Study Discussion Paper' has shown, and should therefore not be expected to proceed at the current pace established. All areas of the Region must be studied to determine where growth is best suited. The evaluation should be based on publicly and politically established goals, principles and criteria such as:

- community sustainability;
- ease and cost of servicing;
- impact on existing transportation network or cost of expanding the network;
- environmental impact;
- consumer choice;
- reurbanization; and,
- economic development.

In conclusion, staff is of the opinion that: 1) the Regional 'Smart Growth' or Growth Management Strategy process needs to be redesigned addressing the concerns identified in this report.

6. RECOMMENDATIONS

1. *That Council request the Regional Municipality of Waterloo to:*

a) *Redesign, as necessary the process through which 'Waterloo Region in the 21st Century – Planning our Future' is being developed, beyond December 2002 in order to accommodate:*

i) *Direct input on the study goals and processes from the Councils of the Local Area Municipalities and the following additional elements to be built into a redesigned process:*

- *Further clarification and identification of growth challenges and needs;*
- *Generation of a broad-based array of possible growth options;*

- *Identification of key stages or milestones;*
 - *The development of an agreed upon set of criteria with which to evaluate the growth options; and,*
 - *A comprehensive, quantitative and qualitative evaluation of the options including costs of infrastructure expansion.*
- ii) Direct, formal input from the Councils of the Local Area Municipalities at each key stage or milestone of the process.*
- b) Include representatives from all seven Local Area Municipalities on the 'Waterloo Region in the 21st Century – Planning our Future' Steering Committee.*
- 2. That this report be forwarded to the other Local Area Municipal Councils for their information and endorsement.*



**City of Kitchener
DEVELOPMENT & TECHNICAL SERVICES DEPARTMENT
PLANNING**

Council Report

Report No: DTS-02-146-BPS

**This report will be discussed at
Development and Technical
Services Committee
JUNE 24, 2002**

Date: June 19, 2002

To: Christina Weylie, Chair
Members of Development and
Technical Services Committee

Subject: City of Kitchener Response to "Waterloo in the 21st Century -
Planning Our Future: Phase 1"

RECOMMENDATION

That City of Kitchener Council forward a copy of DTS-02-146-BPS, which is the City of Kitchener Response to "Waterloo in the 21st Century - Planning our Future: Phase 1", to the Regional Municipality of Waterloo and request that the City's comments be considered in Phase 2 of the study.

BACKGROUND

The Regional Municipality of Waterloo has approved a document prepared by Regional staff entitled "Waterloo in the 21st Century - Planning our Future: Phase 1". The document includes background research and preliminary preferred concepts relating to growth management issues (Smart Growth) in Waterloo Region.

Terms of Reference for Phase 2 are also included in the "Planning our Future" document. Phase 2 proposes the refinement of the preferred concepts to a level of detail sufficient for Regional Council to adopt one or more concepts and to set the stage for subsequent development. The Region intends on completing Phase 2 by December 2002.

Prior to the Region proceeding with Phase 2, City of Kitchener staff are recommending that the City's comments on Phase 1 be forwarded to the Region for review and consideration.

REPORT

The "Planning our Future" document, dated March 2002, completes Phase 1 of the Region's implementation of the Smart Growth concept. Smart Growth is a growth management strategy aimed at promoting growth within existing urban areas and protecting environmental and rural resources. It strives to accommodate growth in a way that enhances the quality of life for current and future residents.

Specifically, the Region is establishing a framework that strategically directs new development and puts in place incentives and policies that will allow the Region to promote intensification, core area revitalization and innovative greenfield development to best use existing and new infrastructure. The strategy does not propose to stop growth, which would have a negative impact on the construction industry, but manage growth, primarily through redevelopment and intensification.

The Region has, with input from stakeholders, developed features to be included in a smart growth approach that include:

- a combination of redevelopment in existing urban areas and new, innovative greenfield development in a limited number of areas;
- protection of agricultural and environmentally sensitive areas;
- strategic investment in new infrastructure, including transit;
- promotion of quality urban design and more compact communities;
- more affordable housing choices;
- increased downtown vitality and safety;
- protection of stable residential neighbourhoods;
- more choices and a reasonable cost of living;
- opportunities for economic competitiveness;
- protection of our existing neighbourhoods.

A map showing preliminary preferred concepts, incorporating these features, has been proposed by the Region that shows areas for new growth primarily 1) north of Highway 401 to new Highway 7, east of the Grand River which would include the northern part of Cambridge and the Breslau area of Woolwich Township, and 2) the Highway 401 corridor southwest of Homer Watson Boulevard – Fountain Street interchange. Other smaller areas proposed for growth and reurbanization have been identified as well (see attached map).

PLANNING COMMENTS

City staff support the smart growth concepts in principle and provide the following comments/ questions after reviewing the information contained in the Phase 1 report. Our comments assume a continued two tier approach to planning in Waterloo Region to provide for the implementation of the growth management strategy.

1. Reurbanization

Appendix A of the Phase 1 report, delineates areas for reurbanization, including the 5 urban core areas, the central transit corridor and some inner city industrial areas. City of Kitchener staff support the principle of reurbanization but question the ability to determine appropriate areas for reurbanization at a Regional scale. City staff understand that the location of a central transit corridor would be established by the Region as the central feature for reurbanization locations. However, locations for reurbanization may

be more appropriately defined through local plans that would consider infrastructure capacities (eg. servicing, roads) and neighbourhood issues, in addition to other opportunities and constraints. City staff recommend that local municipalities should identify the areas for reurbanization or work closely with the Region in this regard.

2. Downtown Revitalization

The City of Kitchener is strongly committed to downtown revitalization, which is supported by the growth management strategy. We would suggest that Regional level policies could be put in place that would further support revitalization of all core areas within the Region. This would assist in achieving a unified strategy among local municipalities, rather than potentially conflicting land use strategies that may be at cross purposes with each other.

3. Compass Kitchener

City staff feel that the concepts/features of the growth management strategy meet the strategic directions in "Compass Kitchener", which is the City's community vision. Specifically, the strategic directions relating to creating a vital downtown, limiting urban sprawl, providing affordable housing, promoting a healthy community and improving the quality of air, water and land resources are supported in the growth management strategy.

4. Countryside Line

A countryside line has been proposed which defines where urban development would end and the countryside would begin. City staff support the principle of a countryside line to manage growth. It appears that the proposed countryside line is located primarily on existing municipal boundaries. City staff would suggest that a more appropriate method to determine the countryside line would be to follow servicing and subwatershed boundaries. Some discussion in Phase 2 on this is required.

5. 40 Year Planning Horizon

Provincial Policy presently limits official plans to a 20 year planning horizon. The Region's Phase 1 report suggests a 40 year planning horizon. Kitchener Planning staff agree that a longer planning horizon is appropriate to allow long term growth management and infrastructure planning, particularly at a Regional scale.

6. Rationale for New Growth Areas

City staff are unclear as to the rationale for the growth areas shown in Phase 1. We do not necessarily disagree with them, but would appreciate some clear justification as to why these areas are the most appropriate growth areas. It makes sense to target long term growth areas with consideration of servicing and infrastructure plans and we are unclear

as to whether that has been assessed as part of Phase 1 or would be a component of Phase 2. As well, what do the growth areas represent – residential, employment lands, mixed use?

7. Forecasting vs. Planning

City of Kitchener staff suggest that long-term Regional Planning should provide a strategy to achieve a preferred community concept, rather than simply making provision to accommodate forecasted growth.

SUMMARY

In summary, City staff look forward to working with the Region and other stakeholders to refine the growth management strategy in Phase 2 of the study.

FINANCIAL IMPLICATIONS (IF ANY)

None



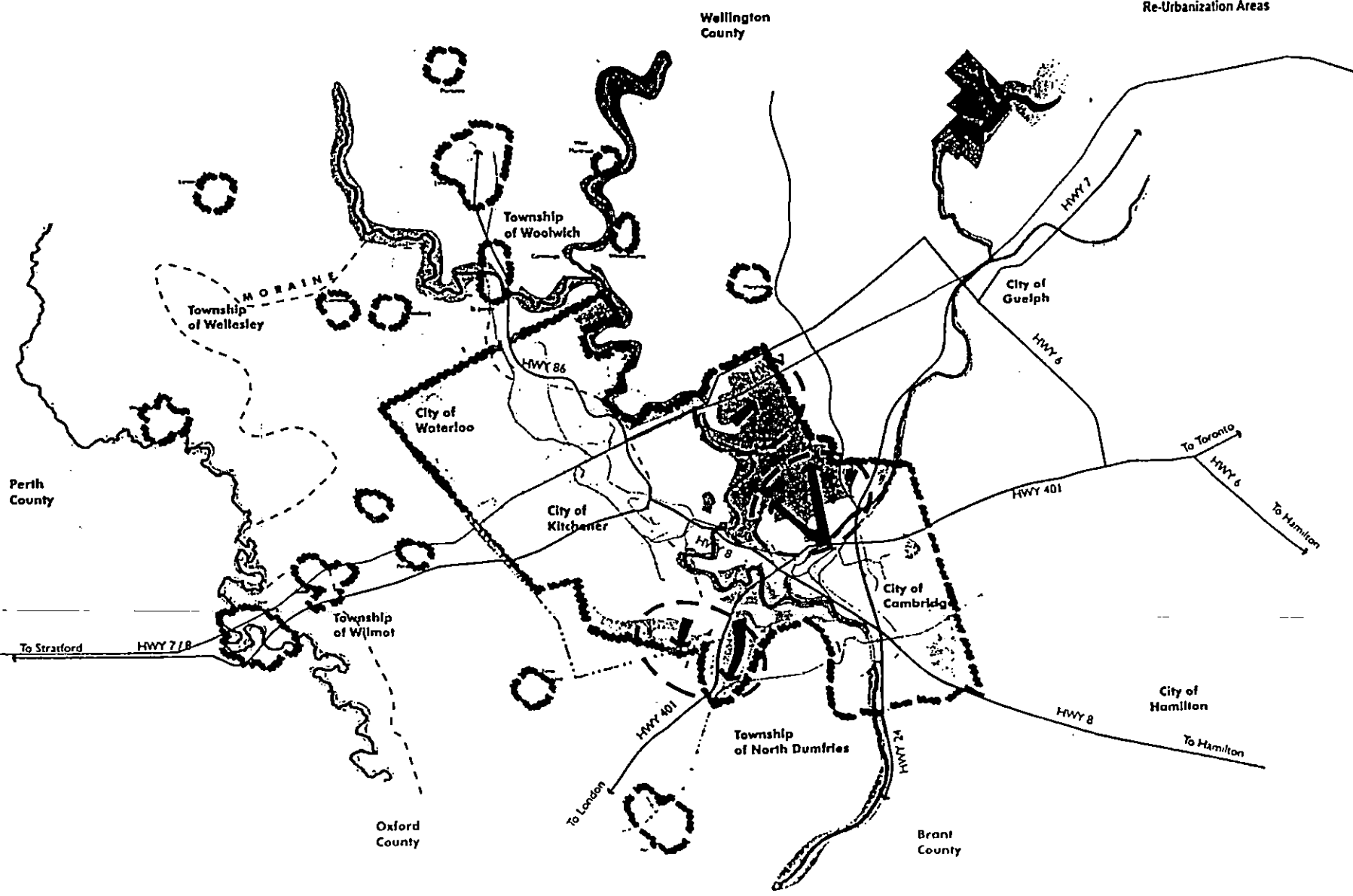
Della Ross, MCIP, RPP
Senior Planner



Jeff Willmer, MCIP, RPP
Director of Planning

Preliminary Preferred Concepts
Regarding Greenfield Development

Re-Urbanization Areas



Appendix A Preliminary Preferred Concepts

-  Countryside Line
-  Existing Urban Area and Approved
-  Growth to Edge of Countryside Line
-  Re-Urbanization
-  Potential Directions for new growth



February, 2002



REPORT

To: Planning and Development Committee

Date of Meeting: June 3, 2002

Prepared by: Alain Pinard

Department: Planning Services

Date to Management Committee: May 29, 2002

Report No.: P-58-02

File No.: D08(2).07.16

Ward No.:

Subject:

RESPONSE TO "PLANNING OUR
FUTURE": A SMART GROWTH
INITIATIVE BY THE REGION OF
WATERLOO

Recommendations:

THAT Cambridge City Council forward a copy of Report P-58-02 "Response to Planning our Future: A Smart Growth Initiative by the Region of Waterloo" to the Region of Waterloo, requesting that the City's concerns and comments be addressed.

BACKGROUND

The Regional Municipality of Waterloo has approved a document prepared by Regional staff entitled "Waterloo Region in the 21st Century: Planning Our Future". The document presents background research and introduces preliminary preferred concepts regarding growth management issues in the Region of Waterloo.

The "Planning for our Future" document completes Phase 1 of the Region's implementation of the "Smart Growth" concept that is being promoted by both the Province of Ontario and the Conservation Council of Ontario. Smart growth is a two-pronged approach to managing urban growth by encouraging redevelopment in existing urban areas while targeting new growth to specific areas outside our existing urban edges.

The "Planning for our Future" document also includes Terms of Reference for Phase 2 that would result in the refinement of the preferred concepts to a level of detail sufficient for Regional Council to adopt one or more of the concepts and to set the stage for subsequent development. The Region intends on completing Phase 2 in December 2002.

OVERVIEW OF THE "PLANNING FOR OUR FUTURE" DOCUMENT

The introductory sections of the report explain the need to manage growth in the Region of Waterloo by highlighting the pressures that will be created as a result of anticipated growth. The Region's population is expected to grow to approximately 700,000 during the next 40 years. There will be a need for more affordable housing and more transportation choices and it will be a challenge to protect natural areas, environmental resources, agricultural lands and heritage features.

The Region's information gathering process included obtaining stakeholder comments from workshops held in November and December of 2001. Approximately 35 community leaders, representing diverse interests and organizations within the region, attended each of the workshops. Workshop participants provided comments on a range of growth-related matters including the following key issues:

- The need for a planning horizon that is much longer than the 20-year horizon set out in the Provincial Policy Statement (PPS)
- The need for people to be given choices
- The need to protect the environment in order to protect our quality of life and to achieve economic prosperity
- Affordability in a rapid growing and prosperous region
- The importance of downtowns
- Intensification
- The notion of a "countryside line" where urban development would end and the countryside would begin.

The growth management strategy advanced in the "Planning for our Future" document is based on a time horizon from the present to the year 2040. The most noteworthy component of the document is the illustration of preliminary preferred concepts (attached as Appendix A). The preliminary preferred concept map indicates where new growth and re-urbanization will be targeted and proposes a countryside line.

Of interest to the City of Cambridge is that two of the three areas targeted for new growth include substantive portions of the City of Cambridge. One of the targeted areas includes lands between Kossuth and Maple Grove Roads and the other includes lands between Blair and Kitchener's Doon area. The areas targeted for re-urbanization in Cambridge include the three core areas and the corridors that link them.

PLANNING COMMENTARY

Many of the concepts surrounding smart growth are based on sound planning rationale and can be supported in principle. However, some aspects of the preliminary preferred concept give rise to concern because they are not consistent with various objectives of

the City of Cambridge, many of which are set out in the City of Cambridge Official Plan. An overview of the primary concerns is provided below.

1. Loss of Community Identification

A primary concern with the preliminary preferred concept map is that Cambridge, Kitchener and Waterloo would become one large contiguous urban area. This would result in a loss of community identification and many economic and cultural initiatives that benefit from Cambridge's unique character would be jeopardized. The likely outcome is a seamless transition from one community to another, such as that found alongside Hwy. 401 East of Toronto. Cambridge opposes this an often-criticized urban form.

2. Community Core Areas

It is the policy of the City of Cambridge to promote the community core areas of Galt City Centre, Preston Towne Centre and Hespeler Village. Although the "re-urbanization" component of the Region's strategy may be complementary, the "new growth" component may undermine this objective because the areas targeted for new growth are so large and distant for the core areas that one or more new focal points could emerge.

3. Candidate Nodes

The Region's strategy has overlooked the candidate nodes identified in the City of Cambridge Official Plan. The candidate nodes at Franklin Boulevard and Highway No. 8 and Franklin Boulevard and Saginaw Parkway have the capacity to accommodate some of the City's growth needs and may reduce the amount of land required for new development.

4. What does re-urbanization mean? Does it address Areas in Transition?

The term "re-urbanization" is not defined in the "Planning for our Future" document. It is assumed that re-urbanization is similar to "intensification" but this is not clear. As such, it is not clear whether the Region's strategy takes into account the "Areas in Transition" identified in the Cambridge Official Plan that also have the capacity to accommodate some of the City's growth needs.

5. Blair Village

It is the policy of the City of Cambridge that the community of Blair remains a "rural" village in character, form and function that is protected from suburban development. This commitment was re-affirmed with the recent approval of the Blair Village Heritage Conservation District Plan, which among other things established limits to growth in the

area. This vision is not consistent with the Region's growth strategy where Blair is part of one of the areas targeted for new growth.

6. Rationale for 40-year planning horizon

The Region has promoted a forty-year planning horizon, but its benefits are not explained nor supported with analysis. There is concern that forty years is too long of a planning horizon and that such an approach encourages speculation on agricultural lands and in natural heritage areas that may never be developed.

7. Rationale for selecting target areas

The "Planning for our Future" document does not justify and explain the rationale for the areas being targeted for new growth and re-urbanization.

8. Not a holistic approach

The Region has targeted areas for development and re-urbanization without the benefit of a comprehensive review of the development constraints (natural heritage resources, airport noise, etc.) and the servicing implications (costs and feasibility of providing both hard and soft services). Cambridge advances that these matters should be reviewed before drawing conclusions on the development potential of lands and future land uses. The Region is proposing to address these matters in Phase 2. This approach appears to preclude the possibility that there will be findings that rule out one or more of the candidate areas.

It is a priority of the City of Cambridge to protect natural heritage areas. The lands between Maplegrove Road and Kossuth Road include vast areas of Significant Natural Features that should not be ignored. The areas of Significant Natural Features are almost contiguous and have the potential to form the nucleus of a "greenbelt" that would help maintain community identification.

The candidate growth area to the north of Maplegrove Road is rather large and poorly linked to existing focal points and services. Will it be necessary to activate the Grand River Trunk project? What transportation improvements will be required? A wide range of new community facilities will be required because the area is targeted largely for residential use. The selection of this candidate growth area is not consistent with key aspects of smart growth and sustainable development that strive to strengthen existing communities and maximize the use of existing services.

The "Planning for our Future" document does not mention the City of Guelph although this municipality has an impact on the urban form of the Region of Waterloo. Guelph is part of Canada's Technology Triangle with the cities of Cambridge, Kitchener and Waterloo.

9. One tier planning?

One of the items to be completed in Phase 2 is "a report that evaluates the opportunities to refine the existing two-tier planning framework in a manner that could increase the ability of the local area municipalities to implement Smart Growth initiatives and challenges". It is not clear what role the area municipalities would have in the preparation of this report. Cambridge is opposed to framework changes that would result in a shift of planning responsibilities from the local level to the Regional level.

10. Conclusions and Preliminary Recommendations

In conclusion, Cambridge is opposed to the creation of one large contiguous urban area for the Region of Waterloo. Cambridge is also concerned that specific areas have been targeted for urban growth without the benefit of a comprehensive review of development constraints, servicing implications and the capacity of existing urban areas to accommodate future growth.

Targeting new residential development between Kossuth and Maple Grove Roads and between Blair and Kitchener's Doon area will result in an undesirable urban form where there is no community identification. The selection of these areas for future residential growth is not consistent with key aspects of smart growth and sustainable development that strive to strengthen existing communities and maximize the use of existing services.


Cambridge acknowledges that there will be future growth that needs to be planned for and accommodated. However, communities should remain identifiable. Modest outward expansions are desirable, particularly if the focus is on employment lands rather than residential development. Employment lands do not require as many community facilities and do not undermine existing core areas and nodes.

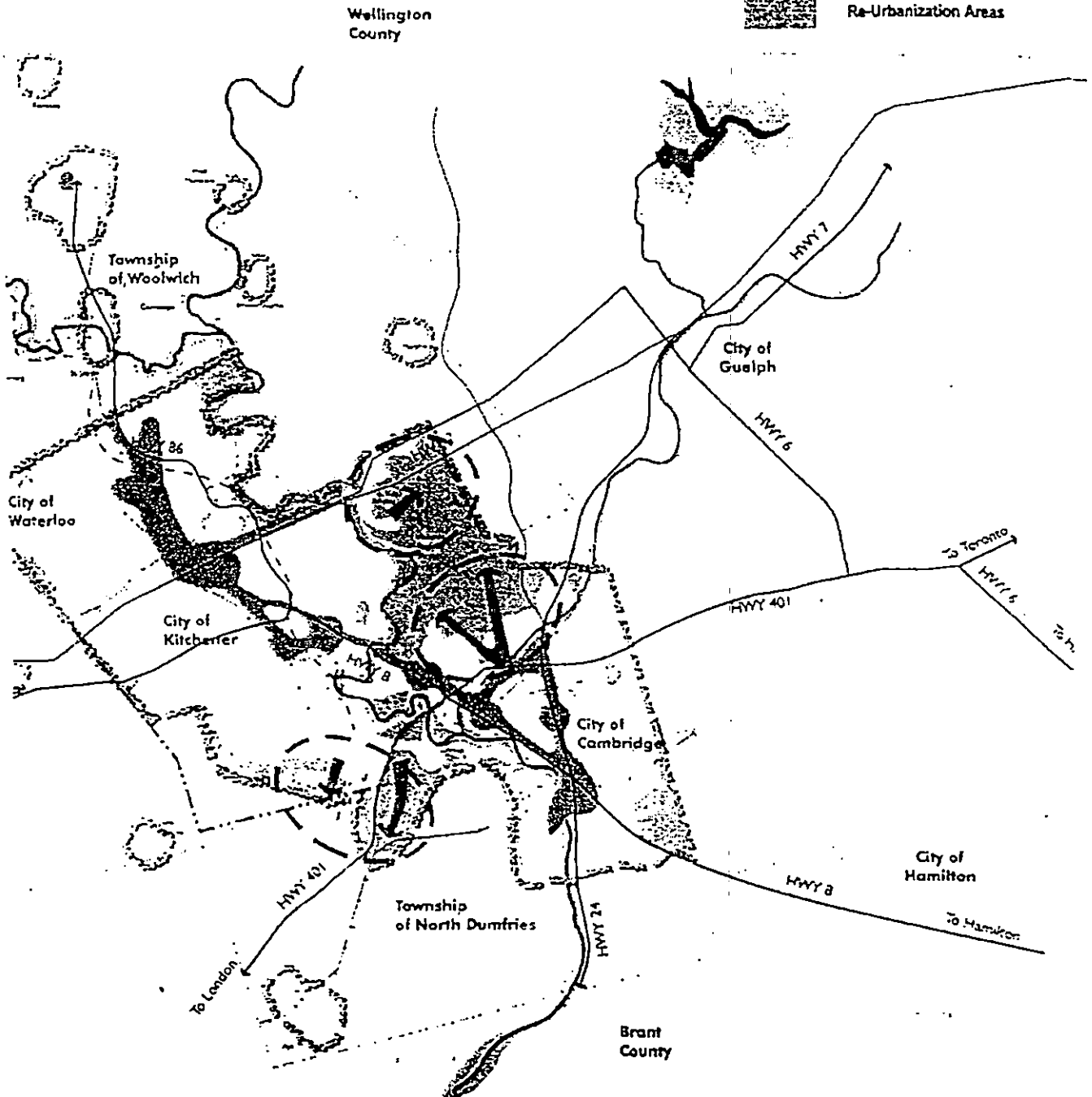
A recommended alternative to the Region's preliminary concept is illustrated in Appendix B. The alternative concept would limit urban expansion to the north of Hespeler by a true countryside line in the vicinity of Middleblock Road and Mohawk Road. No expansion is recommended for the lands to the east of Ellis Creek until all of the subwatershed studies in this area have been approved and until the capacity of existing urban areas to accommodate future residential growth has been fully explored.







The alternative concept would also maintain Blair as an identifiable community that is defined by a countryside line. New employment lands are recommended adjacent to Hwy. 401, in order to take advantage of the Province's largest transportation corridor that would also provide linkages between the proposed employment lands and the rest of Cambridge.

Appendix A

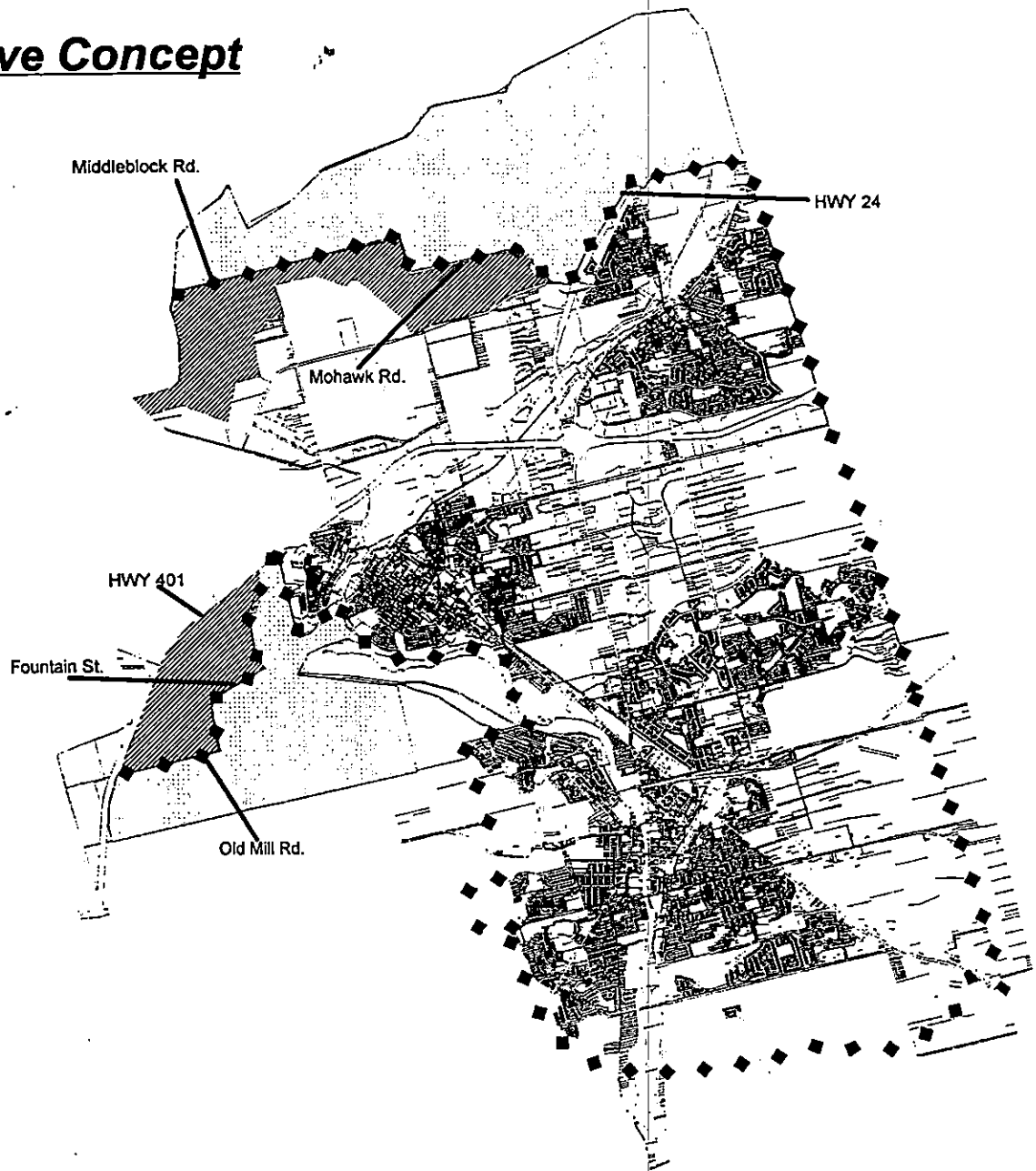
 Preliminary Preferred Concepts Regarding Greenfield Development

 Re-Urbanization Areas



	Countryside Line		Growth to Edge of Countryside Line		Potential Directions for new growth	 February, 2002
	Existing Urban Area and Approval		Re-Urbanization			

Alternative Concept



Recommended Candidate Areas for Urban Area Expansion (Primarily Employment Lands)



Remaining Agricultural Resource Areas



Proposed Countryside Line