

407 East Individual Environmental Assessment (IEA) and Preliminary Design Study

Socio-Economic Existing Conditions Technical Report

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Table of Contents

	Page
1. Introduction.....	1
1.1 Socio-Economic Study Team	1
2. 407 East EA Analysis Area.....	2
3. Methodology	2
3.1 Available Secondary Source Information Collection and Review	2
3.2 Process Undertaken.....	3
4. Existing Socio-Economic Conditions.....	4
4.1 Results.....	4
4.1.1 Provincial Policy Statement.....	4
4.1.2 Greenbelt Plan	4
4.1.3 Places to Grow, Proposed Growth Plan for the Golden Horseshoe	5
4.1.4 Regional Municipality of Durham Official Plan	5
4.1.5 Durham Transportation Master Plan (TMP).....	7
4.1.6 City of Pickering Official Plan	8
4.1.7 Town of Ajax	10
4.1.8 Town of Whitby Official Plan	11
4.1.9 City of Oshawa Official Plan.....	12
4.1.10 Municipality of Clarington Official Plan	12
4.1.11 Additional Considerations	14
4.1.12 Existing Land Use.....	15
5. Conclusions.....	17
6. Recommendations / Further Work	17
7. References.....	18

List of Figures

Figure 1. Greenbelt Plan	3
Figure 2. Places to Grow, Urban Growth Centres	6
Figure 3. Places to Grow, Moving Goods Plan	6
Figure 4. Durham Transportation Master Plan	8
Figure 5. Pickering Official Plan – North Rural Area	9
Figure 6. Ajax Official Plan Urban Area.....	10
Figure 7. Town of Whitby – Proposed Extension of Hwy 407 and Freeway Connections to Highway 401	11

Figure 8.	City of Oshawa – Highway 401 and Proposed Highway 407 Corridor	13
Figure 9.	Municipality of Clarington – Proposed Extension of Highway 407 and Freeway Connections to Highway 400	14
Figure 10.	Golf Courses in Analysis Area, 2000	16

List of Tables

Table 1.	Employment Forecasts by Local Municipality and Region, 2001-2031	7
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Socio-Economic

Existing Conditions Technical Report

1. Introduction

This report provides an overview of the existing socio-economic conditions associated with the 407 East Environmental Assessment (EA) analysis area as defined in the EA Terms of Reference. A series of overviews are proposed to identify existing and future social, economic, cultural and natural environment conditions within the EA analysis area for use in generating constraints mapping, assessing alternatives to the undertaking, and refining the EA analysis area. In total, nine overviews are proposed:

1. Socio-Economic (Provincial policy/Official Plan, industrial/commercial/residential, economic base/trade corridors, tourism, and community and recreation)
2. Agriculture
3. Natural Environment (vegetation, wildlife, fish and aquatic habitat, and hydrogeology)
4. Drainage
5. Cultural Heritage
6. Archaeology
7. Air
8. Noise
9. Waste

The results from undertaking each of these overviews will be documented in a stand-alone technical report during the EA. In each case, a draft will be prepared and circulated for comment. Upon finalization, the contents will be summarized along with the other technical reports under one cover as an “Existing and Future Conditions Report” and made available for agencies/public review. The final Existing Conditions Report will form a chapter of the EA Report with each of the stand-alone technical reports becoming appendices to the EA Report.

1.1 Socio-Economic Study Team

The Socio-Economic study team consisted of Meridian Planning Consultants Inc. staff. The actual individuals and their specific roles are provided as follows:

- Jim Dymont, BES, MCIP, RPP, Partner.....Project Director
- Thor Plaxton, BURPl, Planner Planning Research
- Steve Aldred, BAG.I.S and Mapping

Socio-Economic

Existing Conditions Technical Report

2. 407 East EA Analysis Area

As part of the approved ToR, an initial 407 East EA analysis area was proposed as within Durham Region based on a preliminary identification of transportation problems and opportunities. For the purposes of providing an overview of existing conditions, the boundaries of the initial 407 East analysis area have been defined as Highway 35/115 to the east, Lake Ontario to the south, Brock Road to the west, and the Oak Ridges Moraine to the north (see **Figure 1**).

As mentioned, during the EA, the initial analysis area will be reviewed and refined to correspond with the recommended alternative (s) to the undertaking in consultation with agencies/public. The refined analysis area will be used for developing the alternatives methods and undertaking and determining potential effects on the environment.

3. Methodology

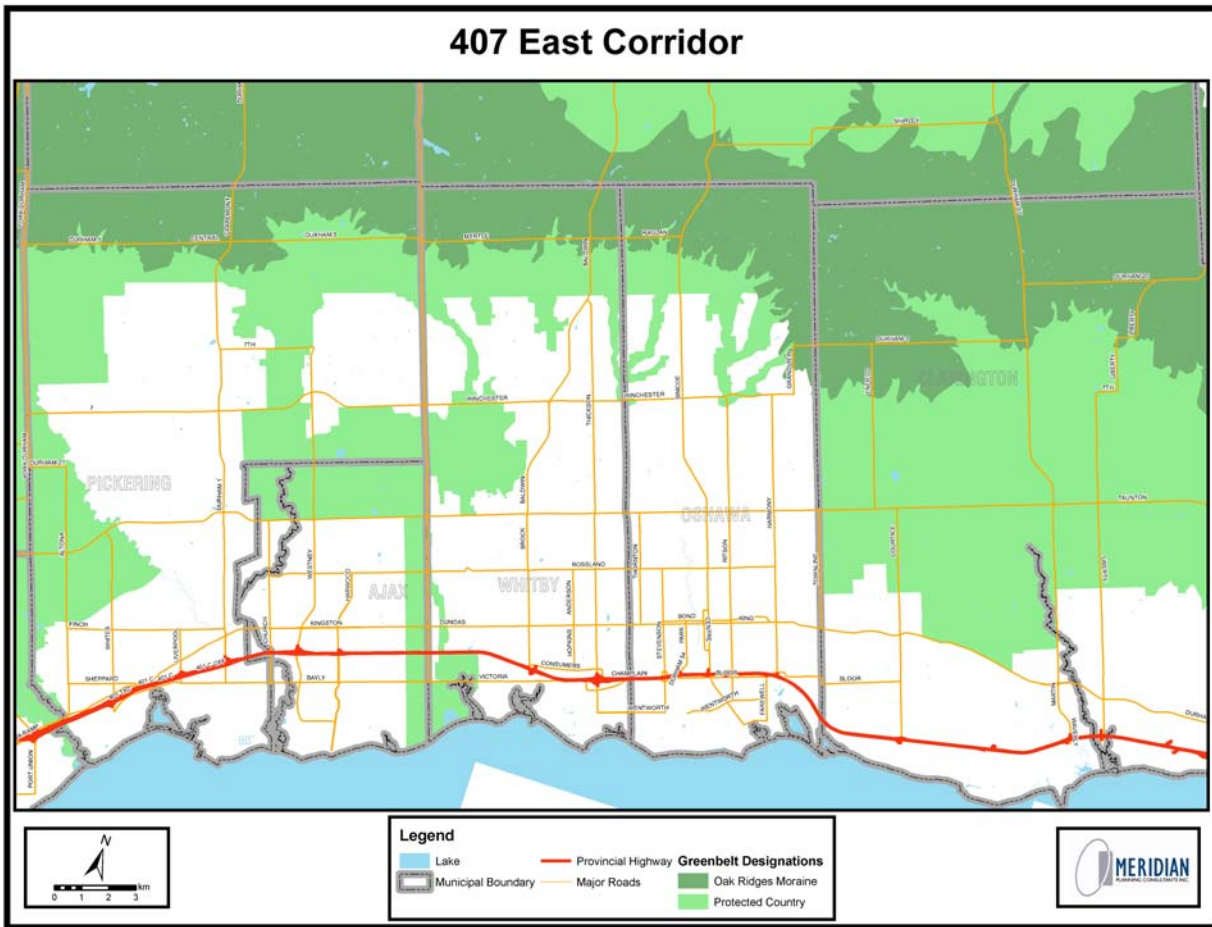
3.1 Available Secondary Source Information Collection and Review

A list of known available secondary sources of information was provided in the approved ToR (see Supporting Document C), which has been collected and reviewed as part of determining socio-economic conditions. These sources of information are described as follows:

- Provincial Policy Statement, Ontario Ministry of Municipal Affairs and Housing
- Greenbelt Protection Plan, Ontario Ministry of Municipal Affairs and Housing
- Places to Grow, Proposed Growth Plan, Ministry of Public Infrastructure and Renewal
- Region of Durham Official Plan
- Town of Whitby Official Plan and Zoning By-law
- Town of Ajax Official Plan and Zoning By-law
- City of Pickering Official Plan and Zoning By-law
- City of Oshawa Official Plan and Zoning By-law
- Municipality of Clarington Official Plan and Zoning By-law
- Region of Durham Ortho Air Photography (2004)
- MPAC parcel fabric mapping (2005)

Socio-Economic Existing Conditions Technical Report

Figure 1. Greenbelt Plan



Given the nature of the Regional and provincial policies related to the Greenbelt Protection Plan and the Oak Ridges Moraine Plan, land use and transportation policies for those municipalities north of the southerly limit of the Oak Ridges Moraine, the Township of Uxbridge, the Township of Scugog and the Township of Brock have not been reviewed at this time.

3.2 Process Undertaken

The existing conditions report is based on a review of current planning documents, including Regional and local Official Plans and Zoning By-laws. These documents identify existing settlement areas and future land uses. More detailed land use information will be gathered following consideration of the alternatives. Institutional, commercial or industrial uses tend to be identified with site-specific zoning. This assists in establishing non-residential land uses in the area. Further field analysis will also be undertaken.

Socio-Economic

Existing Conditions Technical Report

The review of existing conditions also included a windshield land use survey, completed in the first week of November 2005. Ortho-air photography was used to confirm land uses and parcel fabric mapping of lots within the analysis area was also used to identify specific non-residential uses.

4. Existing Socio-Economic Conditions

4.1 Results

4.1.1 Provincial Policy Statement

The current Provincial Policy Statement was introduced in May of 2005 and aims to guide appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment. Policies regarding Building Strong Communities focus on the orderly development of land including works necessary to meet the current and projected need for infrastructure. The PPS also requires a co-ordinated approach to planning major infrastructure and to support long term economic prosperity by:

Providing for an efficient, cost effective, reliable multi-modal transportation system that is integrated with adjacent systems and those other jurisdictions and is appropriate to address expected growth. (PPS s1.1.3(c))

The PPS policies further state that authorities shall plan for and protect corridors and rights-of-way for transportation, transit and infrastructure facilities to meet current and future demand. These policies also require that planning for transportation and infrastructure corridors must consider significant resources such as natural heritage, agriculture and cultural heritage. Wherever possible these features should be avoided.

4.1.2 Greenbelt Plan

The Greenbelt Plan, also introduced in 2005, provides direction on where urbanization should and should not occur in southern Ontario. The Greenbelt Plan covers the majority of those lands north of the designated urban areas to the Oak Ridges Moraine. The goals of the Infrastructure and Natural Resources policies of the Plan are to support infrastructure that is consistent with the aim of the Plan and proposed Growth Plan, while seeking to minimize the impact on the environment. Infrastructure policies allow for the planning of new or expanded infrastructure provided that it serves the expected growth in southern Ontario by creating connections between urban growth centres. Policies further state that the location,

Socio-Economic

Existing Conditions Technical Report

construction, and maintenance of the proposed infrastructure shall minimize impacts on the environment wherever possible. Similar to the PPS, lot creation is not typically permitted, but is allowable to acquire land for infrastructure purposes.

4.1.3 Places to Grow, Proposed Growth Plan for the Golden Horseshoe

The Ontario Government enacted the Places to Grow Act in June 2005. The Act provides the framework for the proposed Growth Plan for the Golden Horseshoe which was released in November 2005. The Growth Plan is a statement of Provincial Policy, and is intended to direct local planning decisions over the next 30 years.

The Growth plan identifies specific growth centres in the province and directs the majority of growth over the life of the Plan to locate in those centres. The Plan also mandates levels of intensification and infill development that municipalities are to achieve in order to accommodate growth. The intent of the plan is to significantly reduce urban sprawl and consumption of land while making more efficient use of existing infrastructure. By increasing the density of development in existing urban areas it should be easier for people to utilize public transit and walk or cycle to work and home. The Plan also envisions transportation improvements that would provide for better movement of goods to ensure the continued economic prosperity of the GTA.

The Growth Plan identifies two major growth areas in Durham Region, Downtown Pickering and Downtown Oshawa. It also identifies proposed transportation infrastructure intended to move people and goods efficiently within and through the GTA. These plans are conceptual in nature and need to be supported through appropriate studies such as this Environmental Assessment. Figures 2 and 3 show Schedule 5, Moving People and Schedule 6, Moving Goods, from the proposed Growth Plan.

4.1.4 Regional Municipality of Durham Official Plan

The Durham Region Official Plan is based on the assumption that population and employment will continue to grow, and that densities will increase. One of the goals of the Plan is to manage this growth so that it occurs in an orderly fashion, which includes the provision of transportation infrastructure. The Region is currently in the process of updating its Official Plan. Population projections used in this update are as follows:

Socio-Economic Existing Conditions Technical Report



Figure 2. Places to Grow, Urban Growth Centres



Figure 3. Places to Grow, Moving Goods Plan

Total Population

Municipality	2001	2006	2011	2016	2021	2026	2031
Ajax	76,655	88,800	103,525	121,385	141,400	163,060	183,535
Brock	12,595	13,320	14,165	15,165	16,255	17,425	18,454
Clarington	72,585	83,510	96,695	112,485	130,155	149,270	167,375
Oshawa	144,615	151,375	159,775	170,715	183,220	196,930	209,955
Pickering	90,625	105,180	122,900	143,495	166,580	191,580	215,235
Scugog	20,980	22,425	24,005	25,820	26,220	26,560	26,830
Uxbridge	18,070	19,895	21,980	23,425	23,860	24,275	24,665
Whitby	90,930	104,450	120,885	140,310	162,085	185,660	207,925
DURHAM	527,055	588,955	663,930	752,795	849,770	954,755	1,054,060

Source: Durham Region Planning Department

As part of the Regional Official Plan review the Region has also generated projections for employment. The Region anticipates employment to grow from approximately 188,870 jobs in 2006 to 422,655 jobs in 2031. The following table provides a more detailed employment forecast for the Region.

Socio-Economic

Existing Conditions Technical Report

Table 1. Employment Forecasts by Local Municipality and Region, 2001-2031

Municipality	2001	2006	2011	2016	2021	2026	2031
Ajax	22,125	26,150	31,984	39,350	48,095	58,190	68,720
Brock	2,875	3,090	3,410	3,795	4,240	4,745	5,270
Clarington	14,985	17,665	21,495	26,295	32,000	38,595	45,465
Oshawa	57,425	61,315	67,890	76,105	85,700	96,650	108,115
Pickering	28,220	33,495	41,145	50,495	61,605	74,435	87,815
Scugog	5,410	5,945	6,710	7,525	7,850	8,185	8,520
Uxbridge	4,745	5,380	6,270	6,870	7,190	7,520	7,860
Whitby	30,535	35,820	43,520	53,035	64,315	77,325	90,885
DURHAM	166,320	188,870	222,420	263,465	310,990	365,645	422,655

Source: Durham Region Planning Department

Note: Forecasts include estimate for Census undercount

The Regional Plan provides direction to improve transportation linkages within the Region, as well as intra-regionally. Economic development policies call for improved accessibility to Employment Areas through the provision of additional/improved freeway interchanges and specifically, the construction of an extension of Highway 407. The Plan also recognizes that southern Urban Areas will expand to utilize the proposed Highway 407 extension and associated facilities. Transportation System policies recognize the importance of the Provincial freeway system including a Highway 407 extension.

Maps B1 and B2 of the Regional Plan feature the proposed extension of Highway 407 as well as the north/south freeway connections to Highway 401. Understanding that the technically preferred route had not been determined at the time of the preparation of the Plan, the policies of the Durham Region Official Plan do not require an Official Plan Amendment for a realignment of the highway route. The Plan further states that Regional Council will support the accelerated construction of Highway 407 within the Region.

Should the Environmental Assessment determine that an extension to Highway 407 is not the preferred alternative the Regional Official Plan will need to be modified to reflect the approved EA.

4.1.5 Durham Transportation Master Plan (TMP)

The Durham TMP reflects the growth related development policies of the Durham Region Official Plan. This document will be used to support a new Regional Official Plan. The TMP recommends the extension of Highway 407 given the economic and transportation system benefits. However, the TMP specifies that the need/demand for the extension must be demonstrated. The population and employment statistics that are compiled in the TMP currently show increasing demand for the infrastructure. The TMP also notes that a Highway 407 extension will provide an opportunity for the inclusion of inter-regional transit service.

Socio-Economic Existing Conditions Technical Report

The TMP recognizes Highway 407 as a key element to the economic success of the Region, noting the need for increased accessibility. The TMP also suggests that the extension of Highway 407 may negatively effect Regional road expansion and possibly create barrier effects, which need to be addressed. Figure 4 is a copy of the proposed transportation network for the Region of Durham.

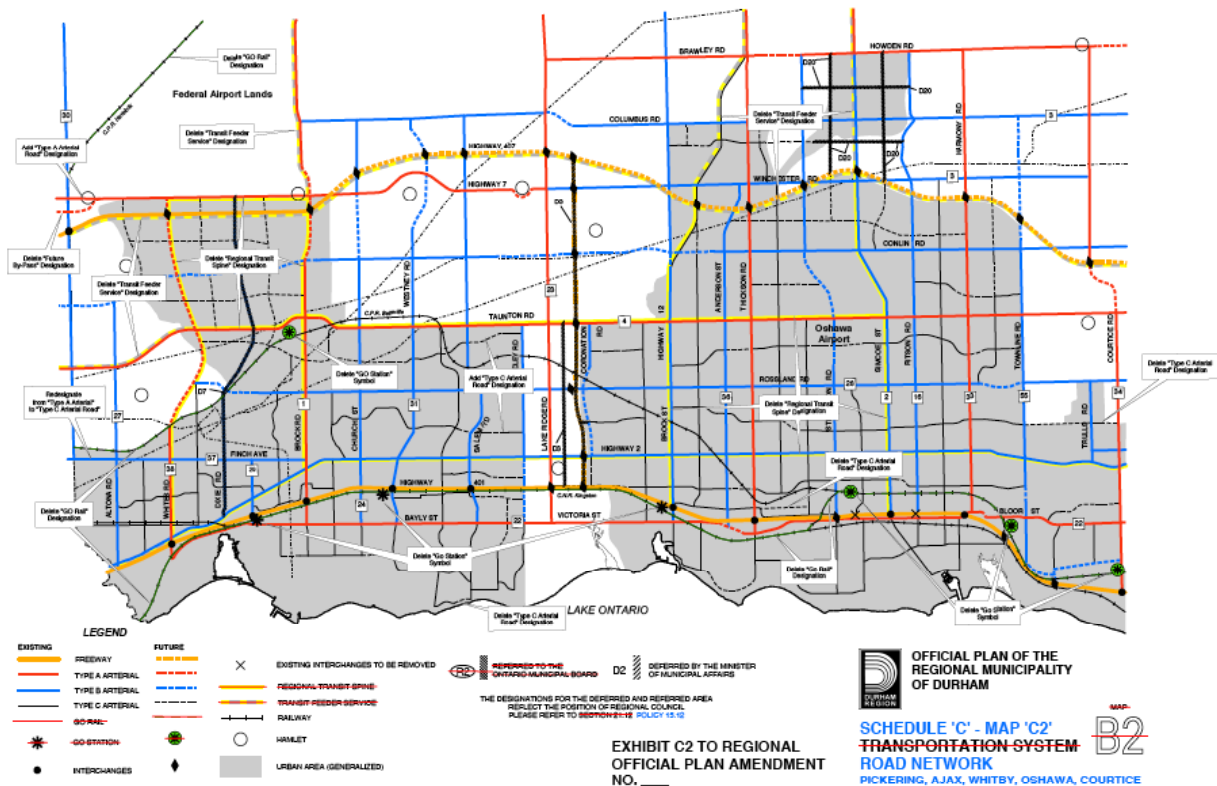


Figure 4. Durham Transportation Master Plan

As indicated earlier, should the EA establish a preferred alternative that does not include a Highway 407 extension the Regional planning documents will need to be modified to reflect the preferred alternative.

4.1.6 City of Pickering Official Plan

The City of Pickering Official Plan identifies a major urban area generally south of the main Ontario Hydro corridor and north of Lake Ontario. This area is the focus of growth in the City. North of this area there are a number of designated rural settlements, including Cherrywood, Whitevale, Green River,

Socio-Economic **Existing Conditions Technical Report**

Brougham, Altona, Greenwood, Kinsale and Claremont. The majority of lands outside of these designated settlement areas are designated as Open Space or are part of the Oak Ridges Moraine or Greenbelt Plan areas.

There are a number of significant developments planned in Pickering that will impact the need for an improved transportation system. The proposed Pickering Airport is located in the central and westerly part of the municipality. The GTAA projects that at full development the airport will employ approximately 400 people. Spin-off employment is estimated by the GTAA to be approximately 600 additional persons.

The development of Seaton will likely begin in the near future. Seaton comprises over 800 ha of land at the southwesterly limit of the City and has the potential to provide housing and employment opportunities for between 40,000 and 70,000 persons at full build out.

The aim of the City of Pickering Official Plan is to meet the needs of the population while ensuring environmentally appropriate actions. Council is dedicated to establishing a transportation system for the movement of people and goods comprised of an interrelated series of transportation corridors. The planned transportation system in the Official Plan is shown on Figure 5. The Official Plan further directs that the City will request Provincial assistance in completing the route study for Highway 407. Furthermore, the City will approach the Province for direction on mitigating the barrier effects that may be created through the construction of a Highway 407 extension through the City. The Plan indicates that immediate priority should be given to establish preferred route for Highway 407 and the freeway connection to Highway 401.

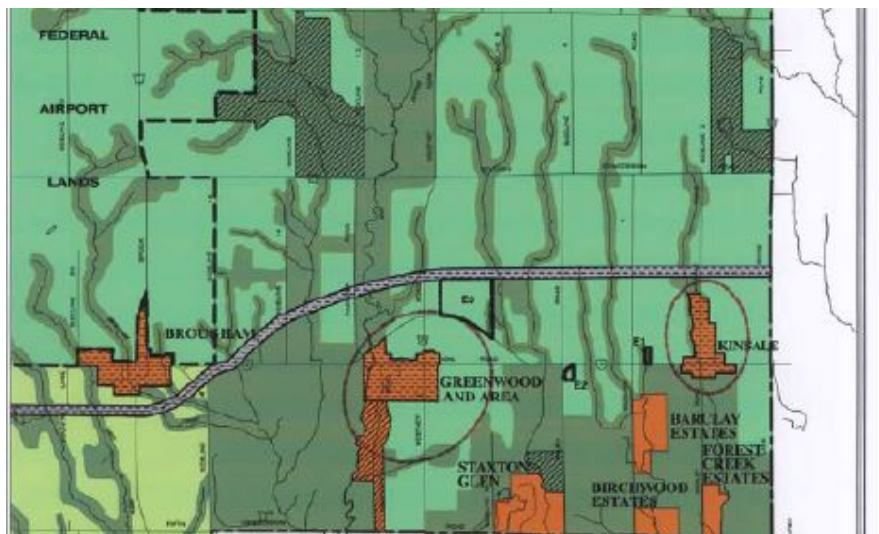


Figure 5. Pickering Official Plan – North Rural Area

Socio-Economic Existing Conditions Technical Report

4.1.7 Town of Ajax

The Town of Ajax is geographically the smallest municipality in the Region of Durham. The Official Plan anticipates a population at full build out of 120,000 in the year 2021, resulting in the addition of 17,000 new dwelling units from 2001 to 2021. Outside of the designated urban area the lands are designated as Rural. The future land use plan, Schedule A to the Official Plan is shown on Figure 6.

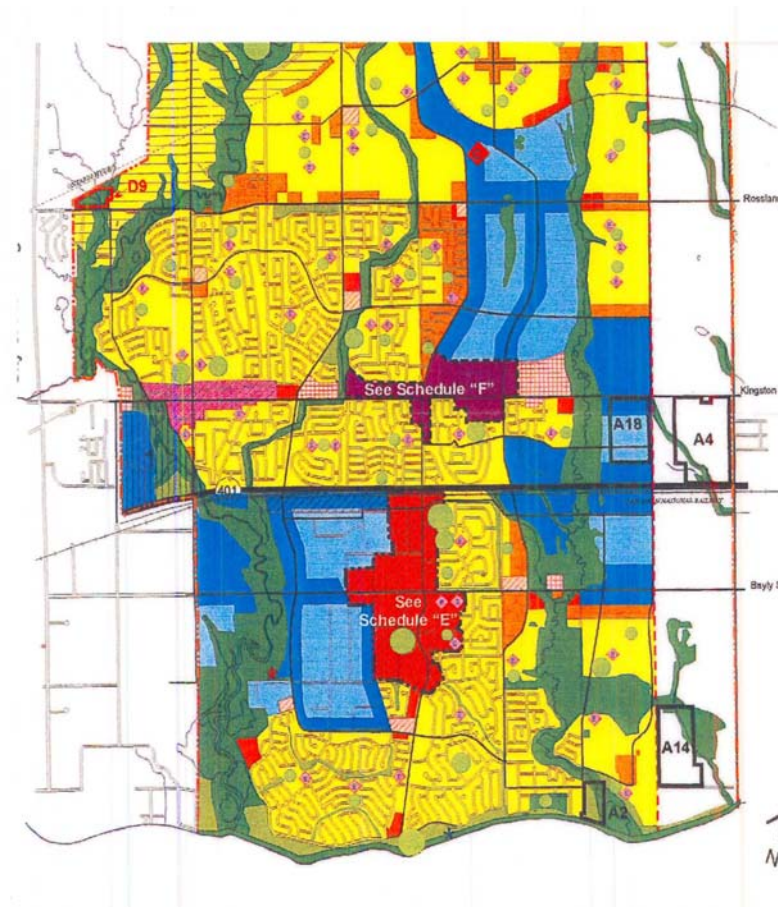


Figure 6. Ajax Official Plan Urban Area

The Transportation policies in the Plan support public transit, including the GO station and rail corridor and promote a street pattern that is well connected to Regional and Provincial Roads and supportive of public transit. The policies are aimed at increasing public transit ridership to 20 per cent of trips made during peak periods. The Plan also references the Regional transit spines along Taunton Road and Highway 2 as key components of the Town's transportation system. The Official Plan identifies a desire to plan for new interchanges with the 401 at Carruthers Creek Drive and Lake Ridge Road.

Socio-Economic Existing Conditions Technical Report

4.1.8 Town of Whitby Official Plan

The Town of Whitby Official Plan is intended to provide policies and direction for the overall management of growth to the year 2014. The plan recognizes a primary urban area stretching from lake Ontario in the south, to the Ontario Hydro corridor in the north, plus the development of the community of Brooklin, north of the corridor. In the northern, more rural portion of the Town there are three smaller settlement areas: Ashburn, Myrtle, and Myrtle Station. Lands north of the urban boundaries are located either in the Greenbelt or the Oak Ridges Moraine.

The Official Plan encourages the development of a variety of forms of transportation including rail, transit and air to accommodate people and goods. Municipal Structure policies of the Plan are based on a series of core elements including a rural area that will accommodate a proposed Highway 407/Transitway and the location of major industrial and business employment areas along the proposed 407/Transitway corridor. The Transportation policies acknowledge that the system must be responsive to environmental features and aesthetic principles. Furthermore, the Plan establishes the need to provide a high level of road network capacity, which can be achieved through the extension of Highway 407. Controlled access highways including Highway 401, proposed Highway 407 and freeway connections to Highway 401 are designed to accommodate large volumes of regional and inter-regional traffic.

The Plan allows for alignment changes that maintain the intent of the Plan without an Official Plan Amendment, and provides a degree of flexibility in determining a final alignment of Highway 407 and the 401/407 freeway connection. These policies would need to change in the event that an alternate transportation strategy is developed through the EA. Figure 7 shows the proposed extension of Highway 407 and freeway connections as currently outlined in the Whitby Official Plan.

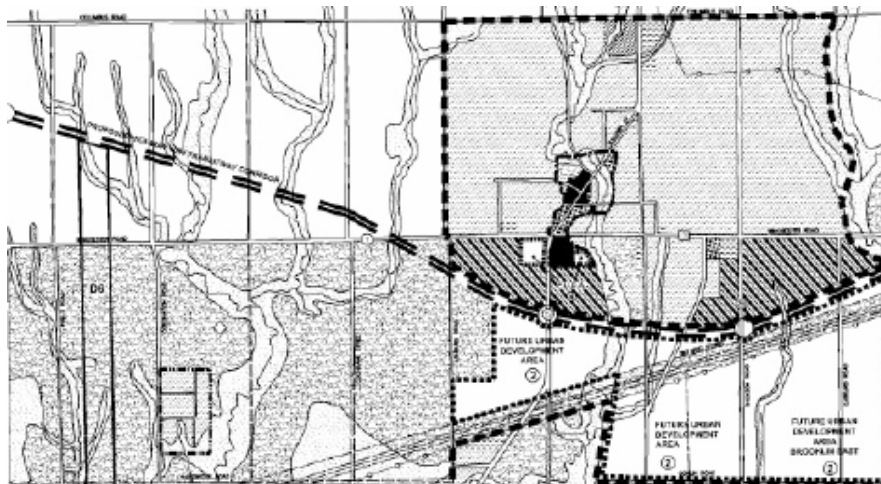


Figure 7. Town of Whitby – Proposed Extension of Hwy 407 and Freeway Connections to Highway 401

Socio-Economic

Existing Conditions Technical Report

4.1.9 City of Oshawa Official Plan

The City of Oshawa Official Plan was originally approved in 1987 as a 20-year guide to the physical development of the City. It has been amended many times on a site specific or issue related basis since that time; however, the base document is approximately 19 years old.

The Plan defines the urban service area as lands extending from Lake Ontario in the south to Winchester Road in the north. Columbus is identified as a secondary urban area in the central portion of the municipality. This is a rural settlement with limited planned development based on private services. Outside of the settlement areas the rural portions of the municipality fall under the provisions of the Oak Ridges Moraine Conservation Plan or the Greenbelt Plan.

Development in the City is proceeding in a northerly direction with development in the Windfields Planning Area (shown on Figure 8) well underway at this time. This development will provide housing for approximately 13,000 people upon completion. In addition the development of the University of Ontario, a new university associated with Durham Collage has been initiated in the north end of the City. The University anticipates having 500 full time employees by the year 2010 (Region of Durham data).

Transportation policies in the Plan identify major existing and planned transportation corridors through the City. Figure 8 recognizes the proposed Highway 407 corridor, as anticipated at the time of preparation of the Plan (1987). The Plan recognizes that the technically preferred route may differ from that of Schedule B, and permits realignments as necessary. The Plan also identifies rail and public transit as major elements of the over-all transportation network in the City.

Economic development policies identify the importance of an accessible freeway transportation system including improvements to Highway 401 and support the extension of Highway 407 through the City to at least the Courtice freeway.

The City owns and operates a municipal airport located at the southeast corner of Thornton Road and Taunton Road. This facility provides a variety of small to medium scale air transport services. The Official Plan supports the continued operation and viability of the airport.

4.1.10 Municipality of Clarington Official Plan

The Municipality of Clarington Official Plan was adopted by the Municipality in 1996. The Plan identifies two existing major urban centres, Bowmanville and Newcastle, as well projecting growth of the Courtice area, abutting the Oshawa urban area to a population of about 39,000. At the present time the population of this area is estimated to be less than 2,000.

Socio-Economic Existing Conditions Technical Report

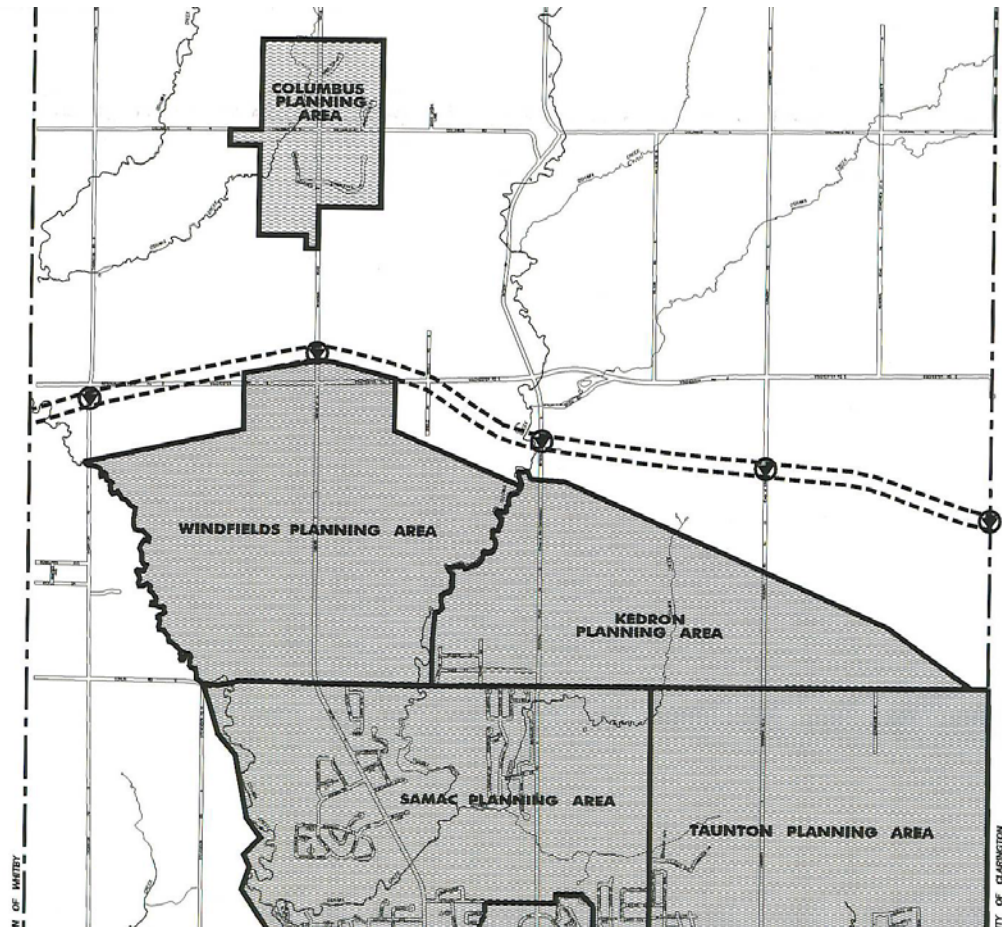


Figure 8. City of Oshawa – Highway 401 and Proposed Highway 407 Corridor

The Transportation System policies are intended to facilitate the movement of people and goods in a safe, efficient and balanced transportation system. Policies further state that the transportation system shall be compatible with and supportive of future land uses. The policies support the development of accessible public transit, the extension of GO services to Bowmanville, and development patterns that will encourage the use of public transit.

A future extension of Highway 407 and a freeway connection to Highway 401 east of Courtice Road, referred to as the Courtice Freeway in the Plan, are shown on Figure 9 Transportation - Clarington Rural Area and the Transportation System Plan, map B1 to the Official Plan.

Socio-Economic Existing Conditions Technical Report



Figure 9. Municipality of Clarington – Proposed Extension of Highway 407 and Freeway Connections to Highway 400

The Municipality of Clarington Official Plan supports the extension of Highway 407, and a connection to Highway 401 to the south. Should the EA determine that alternate forms of transportation are more appropriate, the local Official Plan will need to be revised.

4.1.11 Additional Considerations

In addition to reviewing the policy documents which are in force and effect, consideration must be given to current projects being undertaken by associated Ministries. Both the Ministry of Economic Development and Trade, and the Ministry of Tourism and Recreation have indicated that no specific projects or initiatives will be impacted as a result of the conclusions of this transportation study.

Socio-Economic

Existing Conditions Technical Report

4.1.12 Existing Land Use

The analysis area lies entirely within the Region of Durham and comprises portions of each of the:

- City of Pickering
- Town of Ajax
- Town of Whitby
- City of Oshawa
- Municipality of Clarington

The analysis area follows an east/west direction generally south of the Oak Ridges Moraine to Lake Ontario. Developed urban areas of Pickering, Ajax, Whitby, Oshawa, and Clarington comprise the southerly third of the area. These areas are fully serviced urban areas with a full range of residential, commercial, industrial, institutional and open space land uses.

Land uses in the central and northerly portions of the analysis area are primarily agricultural, the exception being the community of Brooklin located in the north central portion of the Town of Whitby. Brooklin is a fully serviced urban community that is experiencing a rapid rate of growth. It includes a full range of residential, commercial, institutional and industrial uses.

Due to a lengthy history of Local and Regional Official Plan policies and local municipalities and the presence of high quality agricultural lands, a significant portion of the analysis area remains in large agricultural parcels at this time. Agricultural uses range from market gardens to equestrian operations, beef cattle, dairy cattle, and other small-scale livestock operations. A more detailed analysis of agricultural land uses will be contained in the agricultural existing conditions technical report.

A review of parcel fabric for the analysis area illustrates the extent to which the agricultural lands have been fragmented in the past. Many of these smaller parcels of land presently are the site of residential dwellings. In many portions of the analysis area there are small-scale home industry and home commercial uses such as contractor's yards, garden centres and vehicle-related storage and repair uses. These industrial and commercial uses are generally found in the existing Highway 7 corridor throughout the analysis area. Similar uses are found in the north/south analysis area related to Courtice Road and more easterly within this corridor. There are also a number of tree nurseries located within the analysis area. These operations provide nursery stock for landscaping of the increasingly urbanized lands to the south. A number of these operations have small-scale garden centres attached to them.

There are many golf courses located within the analysis area. Figure 10 illustrates existing and proposed golf courses as identified by the Region of Durham in 2000.

Socio-Economic Existing Conditions Technical Report

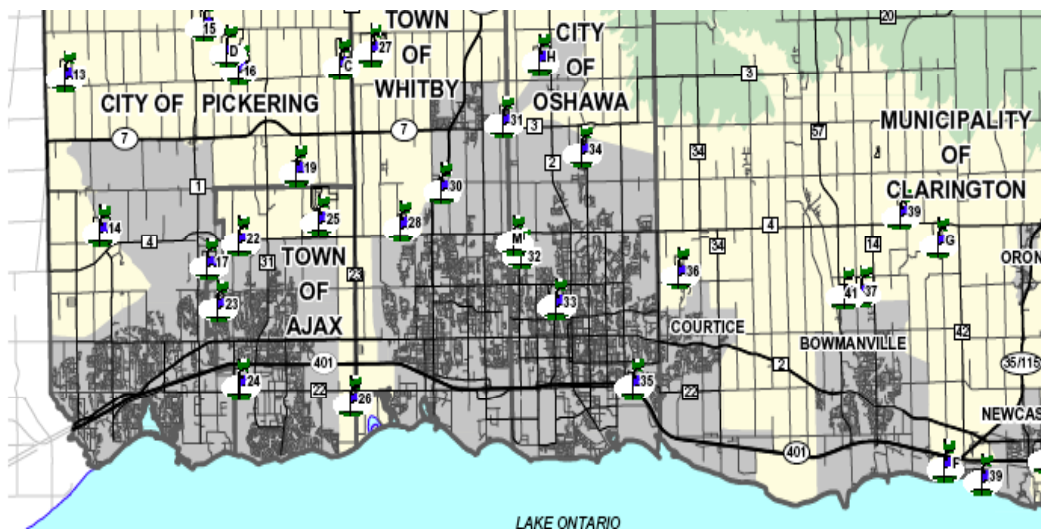


Figure 10. Golf Courses in Analysis Area, 2000

Source: Region of Durham Planning Dept.)

A number of highway commercial uses currently exist along the Highway 7 corridor. Many of these uses are smaller, likely family-run operations and would appear to be generally in a state of decline. A number of the restaurants and gas stations within the analysis area are presently closed. Much of the land bordering the existing urban areas are likely held by development companies and are currently rented or leased to non-owner tenants.

Major non-residential developments in the analysis area include the campus of Ontario University/Durham College, located at the intersection of Regional Road 2 (Simcoe Street) and Regional Road 3 (Winchester Road), southeast of the Brooklin Urban Area. On the north side of the Brooklin Urban Area are a number of larger industrial operations including Brooklin Concrete which manufactures construction materials.

There is also a concentration of residential and commercial related uses at the intersection of Highway 7 and Highway 115/35 in the north end of the community of Orono. Concentrations of non-residential uses exist in the Courtice/Highway 401 and Courtice/Bloor Street areas. The west side of Courtice Road includes the urban extension of the Oshawa Urban Area, located within the Municipality of Clarington.

In addition to the Oshawa Airport there is also a small airfield located at the easterly end of the analysis area adjacent to the 7th Concession in Clarington.

During subsequent phases of the Environmental Assessment detailed land uses will be mapped in order that a specific Impact Assessment can be undertaken in relation to the preferred corridor.

Socio-Economic
Existing Conditions Technical Report

5. Conclusions

Plans for the development of Highway 407 through the Region of Durham have been incorporated into Regional and local planning documents since the 1980's. As a result, land use decisions based on those planning documents have limited the forms of development that may be significantly impacted by the proposed new highway. The one exception to this circumstance may be the proliferation of golf courses within the area.

Outside of the urban areas the predominance of high quality agricultural land in the analysis area has also served to preclude fragmentation of the land and urban land uses in the area. However portions of the analysis area contain significant numbers of small rural residential lots. Should the preferred alternative be a new highway route selection and design process these areas will need to be considered in greater detail in order to minimize impacts on the existing and future residents.

Commercial uses that have historically located in the rural areas are diminishing due to consumer trends, including preferences to nationally branded restaurants and retail uses. These uses have developed in the urban areas throughout the analysis area and remain very accessible to the rural residents. Most of the municipalities in the analysis area have adopted Official Plans that recognize the positive economic impact of the proposed highway.

6. Recommendations / Further Work

The assessment work done to date provides sufficient information to move to the next stage of the Environmental Assessment, identifying a preferred route. As this stage is initiated more detailed and specific land use investigations will occur and detailed land use mapping will be prepared. Further field work and public consultation will be necessary to confirm land uses and identify sensitive land uses. In addition, consultation with the local municipalities to obtain information about development approvals that are not yet shown in approved planning documents will be required.

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Socio-Economic
Existing Conditions Technical Report

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