

2 PART 2 - THE DELIVERABLES

2.1 Objective

The Province and municipalities in Simcoe County as well as the Cities of Barrie and Orillia recognize the need to plan for long-term population growth and a healthy environment, and to effectively and efficiently deliver associated services. Since, August of 2004, the Province has been in discussions with municipalities in south Simcoe and Barrie, where currently growth pressures appear to be most pressing. The purpose of these discussions was to determine how best to address common concerns in a cost effective and timely manner. Resulting from these discussions was the development of an Intergovernmental Action Plan for Simcoe, Barrie and Orillia (IGAP).

The IGAP is a process to undertake a series of studies which, when completed, will be used by the province and participating municipalities to assist them in their long-term planning and development decision-making and service delivery. These studies will provide facts and/or recommendations on direction IGAP partners could use/take in terms of future policy development and implementation to achieve long-term sustainability for the study area. The studies alone will not provide the policy or result in actions the IGAP partners may take.

The 4 key outcomes of IGAP will be studies, which identify:

1. A defined growth capacity of the Lake Simcoe and Nottawasaga River watersheds.
2. Servicing certainty for intensification and approved growth.
3. Defined capacity for Barrie and area's additional growth.
4. Effective and sustainable municipal governance and service coordination.

The Government, through consultants, is currently conducting these studies to ensure objectivity, high-quality work and timely completion.

Upon completion of the Action Plan, it is currently expected that the participating governments will have a **basis** for:

- A long-term urban structure plan for Simcoe, Barrie and Orillia,
- A sustainable infrastructure strategy for Simcoe, Barrie and Orillia,
- Development certainty to all affected stakeholders, and
- A suitable governance structure and/or service coordination mechanisms to manage future growth and development.

The purpose of this RFP is to conduct comprehensive analyses of policy, fiscal, environmental and administrative implications of growth within the study area through: (1) the development of growth potential scenarios and the assessment of their overall impact if implemented, and (2) the assessment of implementation options to realise the proposed growth potential options and their overall impact if implemented, as detailed in Section 2.3. Upon completion of these studies, and in combination with the studies currently underway, it is expected that the participating governments will have the basis information necessary to achieve the above-described four outcomes of the IGAP.

2.2 Background

The Province is committed to its strong communities agenda, including developing long-range planning solutions for Central Ontario. Multiple interconnected initiatives are underway, including, Planning Reform, Watershed-based Source Protection Planning, Golden Horseshoe

Greenbelt, Places to Grow Proposed Growth Plan for the Greater Golden Horseshoe, the 10-Year Strategic Infrastructure Investment Plan, and Growing Strong Rural Communities.

Unique growth and development challenges exist in Simcoe, Barrie and Orillia. Various areas in Simcoe County and Barrie are experiencing increased development pressure, and are expected to continue to have rapid growth. However, municipalities in the area rely on inland water systems, which have demonstrated that they are currently under strain. For example, the Lake Simcoe and Nottawasaga River watersheds have known issues as a result of phosphorous loadings. Without implementing interventions, the available potable water and aquaculture of these watersheds are threatened. Therefore, as part of the IGAP process, servicing thresholds for these inland water systems are currently being determined through assimilative capacity studies underway by the Lake Simcoe Region and Nottawawsaga Valley Conservation Authorities.

Simcoe County, Barrie and Orillia already have approved land use plans to accommodate significant projected growth. Meanwhile, several major developments are being proposed that are beyond current land use and infrastructure commitments. Based on current conditions, analysis is underway to determine whether there is sufficient existing sewer and/or water capacity to accommodate approved land use plans and whether, and if so where, there are deficiencies with the existing systems.

The municipalities in the study area are also under increasing administrative and financial capacity constraints, which have led to various service delivery proposals being put forth; but, none that comprehensively address the study area and all the common municipal service delivery needs.

As of February 2005, the Province and the municipalities in the study area have struck a partnership to engage in the Intergovernmental Action Plan, which has resulted in the commissioning of studies including the two outlined in this RFP. The partnership is made up of the following provincial ministries and municipalities:

Provincial Ministries include:

- Municipal Affairs and Housing,
- Environment,
- Public Infrastructure Renewal,
- Natural Resources

Municipalities include:

- Simcoe County
- Township of Adjala-Tosorontio
- City of Barrie
- Town of Bradford West Gwillimbury
- Township of Clearview
- Town of Collingwood
- Township of Essa
- Town of Innisfil
- Town of Midland
- Town of New Tecumseth
- City of Orillia
- Township of Oro-Medonte
- Town of Penetanguishene

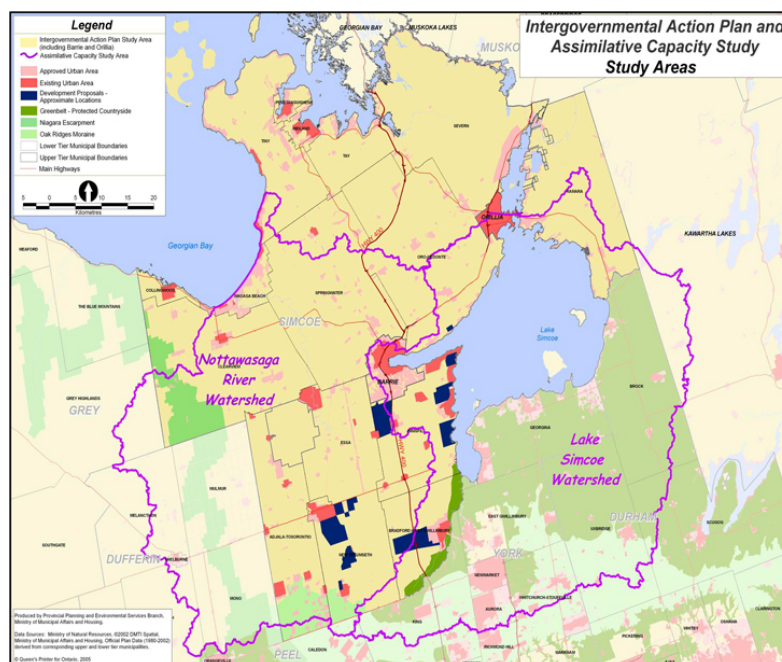


Figure 1 IGAP and Assimilative Capacity Study, Study Areas

- Township of Ramara
- Township of Severn
- Township of Springwater
- Township of Tay
- Township of Tiny, and
- Town of Wasaga Beach

The administrative structure of the partnership is as follows:

- An Oversight Committee, composed of the Ministers and a member of each council, to oversee the IGAP process;
- An Intergovernmental Review Team, composed of the Deputy Ministers and CAO's of each municipality and the County, to ensure the delivery of the IGAP by providing direction to the Working Group and advising the Oversight Committee on key decisions; and,
- Working Groups made up of provincial and municipal staff, as well as the selected consultant(s), to undertake and complete the four work program deliverables.

The applicable working group for this segment is a hybrid of the Growth Potential and Implementation Working Groups.

The partners are seeking to define, assess and address four matters of common interest:

- The assimilative capacity of the Nottawasaga River and Lake Simcoe watersheds,
- The current capacity and future expected needs for sewer, water, stormwater and transportation infrastructure to accommodate approved growth,
- The realistic potential of Simcoe County, Barrie and Orillia to accommodate additional growth beyond current land use commitments, and
- The most effective and efficient means to deliver municipal services.

The analysis of assimilative capacity is being undertaken through the Lake Simcoe Region (LSRCA) and Nottawasaga Valley (NVCA) Conservation Authorities. The current capacity of sewer, water, stormwater and transportation infrastructure as well as the existing developmental strengths, weaknesses, opportunities and threats (SWOT) for the study area are being undertaken by a consortium of consultants. The forward-looking component of the IGAP process, as it relates to future growth and service delivery, are those that need to be addressed through this RFP.

2.2.1 Assimilative Capacity Studies (ACS)

As of January 2005, the Lake Simcoe Region and Nottawasaga Valley Conservation Authorities have been leading a consortium of consultants who are developing a variety of modelling tools and analysis to determine the on-going assimilative capacity of both the Nottawasaga River and Lake Simcoe watersheds and water bodies. Assimilative Capacity is defined as *“the capability of the watercourse and/or lake to resist the effects of landscape disturbance without impairment of water quality”*. The study deliverables involve the development of tools, which can assess the impact that changes in land use will have on the assimilative capacity of the Lake Simcoe and Nottawasaga River basins and establishing targets to ensure the protection of water quality. These tools will assist agencies and municipalities in making informed land use planning decisions relative to water quality concerns.

(A complete Work Program for the Assimilative Capacity Studies is available to proponents by requesting it through the RFP contact up to 3 working days prior to the RFP closing date.)

Models and analysis that are under development are:

- Three Dimensional and Hydrodynamic Modelling for Lake Simcoe to provide an understanding of the existing lake processes and functions, and to understand the impact of proposed growth on water quality and quantity.
- Hydrodynamic Mixing Zone Modelling of the Confluence of the Nottawasaga River and Bay provides a tool to identify existing conditions as well as the impact of proposed growth on water quality and quantity where the river flows into Georgian Bay.
- Watershed Nutrient Modelling for Lake Simcoe and the Nottawasaga River assesses present and future nutrient (nitrogen and phosphorus) inputs under differing land use development scenarios. The model being used is the Canadian Arcview Nutrient and Water Evaluation Tool (CANWET). The CANWET Model will generate water quality projections on a sub-watershed basis using inputs, such as: growth scenarios, population projections, and spatial distribution of land uses, to run the model. It will generate projected values for various output parameters, such as: mean annual loading; agricultural and urban land Best Management Practices (BMP) (eg. retrofit stormwater facilities, buffers around watercourses); septic system and point source discharges; wastewater loadings; and BMP cost; and map them by sub-watershed.
- Lake Simcoe Phosphorous Loadings/Empirical Model is an analysis of annual phosphorous load estimates for the Lake Simcoe Basin.
- Develop Water Quality Targets and Total Maximum Daily Loads (TMDL) is a two step process whereby water quality targets are set (i.e. the desired quality of water is agreed upon) and then maximum nutrient loads are determined to achieve/maintain the targeted quality of water. The targets and loads are determined through consultation with stakeholders and modelling exercises to understand the impact such targets and loads will have on water quality and quantity.

The above models and analysis will be used in conjunction with each other to provide fulsome information pertaining to the assimilative capacity of the watersheds and to determine impacts of future growth on the watershed and the water-bodies.

The ACS will be completed by the end of February 2006.

2.2.2 Existing Capacities Assessment (ECA)

The Existing Capacities Assessment is currently underway. This work addresses the phases of the IGAP that relate to providing servicing certainty in the study area and provides much of the groundwork for the studies required through this RFP.

(A complete Work Program for the Existing Capacities Assessment available to proponents by requesting it through the RFP contact up to 3 working days prior to the RFP closing date.)

2.2.2.1 Environmental Scan

The Environmental Scan is an analysis of existing conditions in Simcoe County, Barrie and Orillia. The consulting team is reviewing: planned and approved development in settlement areas, existing and planned infrastructure to accommodate approved growth; natural and cultural heritage resources; transportation, regionally-significant public service facilities and economic indicators.

The Environmental Scan is prepared in three components: Communities Assessment, Infrastructure Assessment, and Resource Assessment.

The *Communities Assessment* provides an inventory of development approvals and provides an assessment of economic trends and conditions, and public service facilities including health, educational, recreational and culture facilities of regional significance.

The *Infrastructure Assessment* is a collection of water and wastewater data and an analysis of usage. The analysis provides “residual capacity” in the systems using historical trends and MOE guidelines. The assessment includes an analysis of stormwater and transportation facilities and will culminate in an infrastructure plan for the study area.

Finally, the *Resource Assessment* identifies soil conditions, aggregate resources, agricultural land capacity, and natural heritage features within the study.

The Environmental Scan report will be available by March 2006.

2.2.2.2 Strengths, Weaknesses, Opportunities & Threats (SWOT)

The SWOT analysis is a synthesis of information from the Environmental Scan and the Assimilative Capacity Study. The analysis of the SWOT is guided by key planning principles concerning growth management. The analysis examines the potential gap between approved growth and existing/planned infrastructure and present options for meeting infrastructure needs in an environmentally sustainable fashion. Given that the SWOT is reliant on completion of the ACS and the Environmental Scan, this analysis will not be available in draft until February 2006.

2.3 Scope of Work

The scope of work is comprised of two components. Proponents have an option to provide their submissions for one or both components. Proponents are encouraged to identify whether their proposal addresses one or both components and if both are being addressed, to frame the proposal such that if the Ministry so chooses, the Ministry may award the proponent with either one or both components. It is expected that where possible the two work components will be undertaken concurrently regardless of whether the overall work is being undertaken by one or two successful proponents.

Each component will be evaluated separately and, where applicable, as combined components. The Ministry reserves the right to either award the highest scoring proponent for each component or to the highest scoring proponent for the combined components. (See section 3 for details regarding the evaluation process.)

2.3.1 Component 1: Growth Potential Assessment (GPA)

The IGAP partners are seeking to employ principles and practices that:

- Plan and manage growth to support a strong and competitive economy;
- Build compact, vibrant, healthy and complete communities;
- Protect, conserve, enhance and wisely use valuable natural resources of land, air, and water for current and future generations;
- Promote the use of land and resources in an efficient manner;
- Maximize use of existing infrastructure; and
- Maintain an adequate supply of strategically located employment lands.

In support of such objectives, the IGAP partners are requesting this Growth Potential Assessment to assist them in defining the most appropriate future growth path for the study area. This assessment will be used, among other things, to inform implementation of the Growth Plan; although, it will not be constituted as part of the Growth Plan for the Greater Golden Horseshoe.

The successful proponent will undertake the following four steps, which will be embodied in a final report:

- a) Identify the range of possible employment and residential growth Simcoe County, Barrie and Orillia could reasonably expect by 2031 considering:
 - Provincial policy directions; particularly the Provincial Policy Statement and the Proposed Growth Plan for the Greater Golden Horseshoe;
 - Existing research and analysis, including the Assimilative Capacity Studies and Existing Capacities Assessments;
 - Intensification potential within each approved settlement area*;
 - Rural development potential*;
 - Residential housing market area pressures*;
 - Policy changes to support growth.

The associated analysis shall be based on factual data, and Ministry accepted forecasting analysis.

* The successful proponent will be required to provide the relevant empirical data.

- b) Define reasonable and appropriate future growth scenarios (3 to 5 scenarios).

Provide a set of detailed parameters for defining three to five growth scenarios. The parameters will identify collective IGAP partner priorities related to future growth and will be determined, in part, through independent consultation with the IGAP partners. The Growth Potential Working Group will confirm the parameters to be used by the successful proponent. By providing different priority hierarchies, the framework for future growth scenarios will be formed.

In developing the scenarios, the successful proponent will consider the policy directions embodied in various provincial and municipal initiatives, the SWOT analysis that will be completed through the Existing Capacities Assessment, contemporary practices in other jurisdictions, and scoped consultation with other stakeholders.

Each scenario will provide the required data to be inputted into the Assimilative Capacity Studies model. This data will include geographic specific: population projections, location of growth areas and type of land use, at an appropriate scale for model input.

Each scenario is to communicate, at a minimum:

- The extent, form and sequencing of development;
- The opportunities for intensification, including brownfield opportunities, urban form and design considerations, and challenges/opportunities;
- The associated infrastructure needs, with particular attention paid to major sewage, water and transportation facilities;
- The protection of environmentally sensitive and agricultural lands;
- The economic thresholds related to sustaining growth (especially as it relates to land based economies and the ability for the study area to provide employment opportunities that are suited to the area and its population); and
- The policy changes that may be required to realise the proposed scenario (such as urban, rural, agricultural, and natural heritage policies).

Proponents in their submissions may suggest additional scenario items.

c) Assess the impact of each scenario.

Develop a detailed set of criteria to assess each scenario. The criteria shall include matters such as: governance and service delivery options; recent directions from Places to Grow, the Provincial Policy Statement (PPS), the Assimilative Capacity Study and the Existing Capacities Assessment; and municipal objectives. The Growth Potential Working Group shall approve the criteria prior to the successful proponent conducting an analysis of each scenario.

The impact assessment will describe the long-term:

- Provincial, upper- and single-tier policy implications specifically associated with possible key directional changes;
- Infrastructure implications, specifically sewer, water and transportation;
- Fiscal implications, specifically associated with possible major infrastructure capital and operating costs.
- Environmental implications, specifically associated with the assimilative capacity of the Nottawasaga River and Lake Simcoe watersheds (using the ACS model);
- Economic implications, specifically associated with sustaining current economic drivers (including resource based industries) and developing new ones.

The impact assessment will then compare, contrast and rank these options.

Note: The CANWET model is designed to describe the impact of future growth scenarios, is able to incorporate mitigation methods to minimize impact on water quality and quantity of the watersheds and their associated water bodies, and can estimate costs of mitigation to accommodate a change in land use. **The running of the CANWET model is outside of the scope of this RFP and will be completed by a separate party.**

d) Provide a recommended option and the associated framework for the implementation of that option. The recommendation should reflect the option that is consistent with and conforms to applicable Provincial policy.

2.3.2 Component 2: Implementation Assessment

The intent of the IGAP process is to undertake studies that will inform decision-making. The IGAP partners are requesting advice as to how to most efficiently and effectively apply the information of the preceding IGAP studies (ACS, ECA and GPA) in their decision-making and delivery of services. In support of this objective, the IGAP partners are seeking to undertake this Implementation Assessment. The successful proponent will undertake the following four steps, which will be embodied in a final report:

- a) Identify the current administrative mechanisms and arrangements used among and within municipalities in Simcoe County, Barrie and Orillia to deliver services related to:
- Land use planning;
 - Major development-related infrastructure, including water, sewage and transportation services; and
 - Major community-related infrastructure, including administration of community and social services (e.g. emergency, library and social programs).

- b) Define a range of possible service delivery mechanisms and governance options that Simcoe County, Barrie and Orillia could undertake, considering the growth scenarios of the Growth Potential Assessment.

Such options will focus on possible administrative mechanisms and arrangements for key municipal services. (For example, the study may suggest roles and responsibilities as they relate to the administration and implementation of infrastructure; and suggest alternate/new agencies/ structures for the delivery/administration of other municipal services.)

As part of the development of these options, the successful consultant will consult with each Ministry and municipality, independently, to gain an understanding of the different perspectives and where they converge/diverge as it relates to delivery of the identified municipal services. Prior to these consultations, the Working Group will approve the discussion framework.

- c) Assess and rank the possible service delivery options through a framework developed by the successful proponent's team and approved by the Growth Potential Working Group, with particular attention given to:
- Provincial legislative and policy directions;
 - Fiscal implications;
 - Community accountability;
 - Long-term effectiveness and sustainability; and
 - Opportunities for inter-municipal cooperation, coordination and/or consolidation of services.

The criteria to be used within this framework will rely, in part, on the SWOT analysis that will be completed through the Existing Capacities Assessment.

- d) Provide a recommended service delivery approach and the associated framework for the implementation of that approach.

2.4 Quality Standards

All analysis is expected to be technically sound and the resulting conclusions defensible. The analysis and recommendations will be consistent with/conform to existing and emerging provincial policy directions, such as the Provincial Policy Statement, Municipal Class Environmental Assessment process, the Proposed Growth Plan, and Watershed-based Source Protection Planning, and on-going IGAP studies, such as the Assimilative Capacity Studies and the Existing Capacity Assessment.

The successful proponent will work with the Growth Potential Working Group in developing parameters and criteria; however, it is expected that the successful proponent will provide independent analysis/opinion based on technical and professional judgement, and not simply a consensus of the partner's opinions.

2.5 Performance Measures and Operating Expectancies

Proponents are expected to demonstrate a clear understanding of the underlying purpose of the studies and how they will contribute to the fulfillment of the goals and objectives of the IGAP.

The majority of work will build upon existing reports and studies, and will include stakeholder and public consultation. The focus of work will be in developing criteria/parameters; deriving practical options/scenarios; conducting logical, rational analysis of these options/scenarios; and providing objective recommendations.

The successful proponent's analysis will include:

- research in other jurisdictions;
- analysis of IGAP work completed/underway (i.e. ACS and ECA);
- understanding of current practices in the study area;
- understanding the use of the Canadian ArcView Nutrient and Water Evaluation Tool (CANWET) model to project water quality and quantity impacts (running of the model will be done by a separate party);
- sound analysis within pre-defined frameworks approved by the Growth Potential Working Group
- IGAP partner consultations; and
- public consultation.

2.6 Service Levels

2.6.1 Meetings

Throughout the process, the successful proponent shall remain in regular contact with the client. The successful proponent, upon reasonable notice from the Ministry, shall attend meetings as required, including but not limited to meetings of the Working Group, the Intergovernmental Review Team, the Oversight Committee and related informal working sessions.

The process is expected to include, at a minimum, the following meetings:

- At least four meetings with the Growth Potential Working Group over the course of the assignment(s) at key milestones, such as: finalizing the project work plan; defining parameters/criteria/frameworks, assessing options, and drafting the report.

The successful proponent will be responsible for providing minutes of these meetings.

- 2 meetings with the Intergovernmental Review Team (Deputy Ministers and CAO's)
- 3 meetings with the Oversight Committee (Ministers and council members).

2.6.2 Consultations

- IGAP Partner consultation shall occur to assist with the development of both the growth potential and service delivery options.
- Other scoped IGAP stakeholder consultation shall occur to assist with the development of the Growth Potential Assessment.
- The consultant shall conduct the consultations as an objective third party.

2.6.3 Public Input

The successful proponent shall allow for public input in these final phases of the IGAP. At a minimum, the successful proponent shall:

- prepare up to 2 reports/newsletters for public distribution providing progress report on the project. (The proponent shall be responsible for writing. The client shall be responsible for printing. Distribution will occur through the IGAP partners' council reports and at appropriate public forums, such as open house sessions.)

- conduct 1 public open house session at two venues (i.e. north and south Simcoe) at a point in the process to be determined. These public sessions may occur along with the ongoing phases of the IGAP. Responsibilities in this capacity include: prepare all required presentation boards and, if necessary power point presentations for the session; consider and execute all logistical details related to preparing for, conducting and following-up on these sessions, including contacting media, preparing notice of public open house sessions and related media release.

2.6.4 Reporting

The successful proponent's first point of contact is the IGAP Project Leader at the Ministry of Municipal Affairs and Housing. The successful proponent will receive direction from the Working Group. This working group is made up of 4 provincial staff, including the IGAP Project Leader, and 4 municipal staff, who will make decisions on a consensus basis. The successful proponent will be meeting with, taking direction from, and providing recommendations to the Working Group.

2.6.5 Progress Reports, Drafts and Final Documents

The successful proponent shall provide written progress reports within appropriate timeframes (approx. one per month to be submitted with applicable invoices).

A minimum of two drafts of the documents of the final report shall be submitted at appropriate times in the work plan (mid-point draft and near-final draft).

2.6.6 Final Reports

The final reports shall include a description of the methodology and process used; description of assumptions/criteria/parameters used and why; description of a range of potential scenarios; and a detailed description of implications of adopting certain scenario paths, which illustrates the range of options. The report shall also provide associated maps, flow charts, tables, diagrams, etc., as appropriate

The successful proponent will deliver the final reports in the following format:

- 25 bound copies including maps,
- 2 unbound copies including maps for additional client copying,
- 25 CDs of PDF copies,
- 1 CD of original files (including maps), and
- GIS mapping in transferable format for both provincial and municipal use as follows:
 - Format: Environmental Systems Research Institute (ESRI) Shapefile or Personal Geodatabase Format
 - Projection: UTM Zone 17
 - Datum : NAD 1983

2.7 Time Frame

All work must be completed by June 2006. Proponents are encouraged to identify means to expedite the overall process and provide work program improvements consistent with the scope and budgetary limits. Furthermore, proposals will identify interim completion dates for each deliverable or part thereof.

2.8 Available Resources

The following resources are available:

Reports

- *The Growth Outlook for the Greater Golden Horseshoe*, Hemson Consulting, 2005.
- *Application of a Land-Use Intensification Target for the Greater Golden Horseshoe*, Urban Strategies Inc, Winter 2005.
- *A Current Assessment of Gross Land Supply in the Greater Golden Horseshoe*, PIR, Winter 2005
- *Watershed Reports (i.e. Lake Simcoe Environmental Management Strategy reports)*
- *State of the Lake Simcoe Watershed*, Lake Simcoe Environmental Management Strategy, 2003

Planning Documents

- *Provincial Policy Statement*, Ministry of Municipal Affairs and Housing, 2005
- *Provincial Plans*, MAH
- *Proposed Growth Plan for the Greater Golden Horseshoe*, Ministry of Public Infrastructure Renewal, November 2005

Data

- *Assimilative Capacity Studies (available February 2006)*
- *Environmental Scan (available March 2006)*
- *SWOT/Existing Capacity Assessment, (available April 2006)*

Ministry and municipal contacts will also be available throughout the study process.

[End of Part 2]