

3

PRINCIPLES FOR PROVIDING FUTURE INFRASTRUCTURE

The Planning and Economic Development Committee recommends the adoption of the recommendations contained in the following report dated March 3, 2010, from the Commissioner of Planning and Development Services subject to amending recommendation 3 to read as follows:

- 3. At the discretion of the local municipality, for complex high-rise residential development with servicing allocation, the standard building permit trigger be extended from 18 months to 36 months.**

1. RECOMMENDATIONS

It is recommended that:

1. Council approve the following Principles as the basis of a revised Regional Servicing Protocol for providing future water and wastewater servicing capacity to local municipalities:
 - a) Infrastructure triggers and thresholds be set at both Regional and Local levels to reflect capacity requirements.
 - b) Phasing and staging plans be prepared for all new communities and infrastructure needs identified supporting each phase or stage.
 - c) Implementation be at block plan/community level with appropriate planning tools
 - d) Supply of 3-7 years of servicing allocation capacity be maintained for each local municipality based on forecasts.
 - e) Provide for appropriate infrastructure that supports managed intensification in keeping with Regional Official Plan targets as well as greenfield development.
 - f) Regular monitoring and assessment.
 - g) More efficient use of infrastructure through inflow and infiltration reduction and higher standards for buildings which reduce water use and wastewater production and promote sustainability.
2. Staff report back with a detailed updated servicing protocol to implement the principles.
3. At the discretion of the local municipality, for complex high-rise residential development with servicing allocation, the standard building permit trigger be extended from 18 months to 30 months.
4. The Regional Clerk circulate this report to all local municipalities as the basis of consultation regarding a detailed updated Regional servicing protocol.

2. PURPOSE

The purpose of this report is to confirm the Principles for providing servicing capacity to the local municipalities serviced by the YDSS once the Southeast Collector has been commissioned. These Principles will serve as the basis for an updated Regional Servicing Protocol.

3. BACKGROUND

The Planning context in York Region has evolved with the adoption of the new Regional Official Plan (2009), and the approval of an updated Regional Water and Wastewater, Transportation and new Pedestrian and Cycling Master Plans. Similar comprehensive, integrated growth management exercises are being undertaken at the local level. The Regional servicing protocol requires amendment to reflect the new planning regime and ensure infrastructure is provided in a timely manner, to support the growth management objectives of the Region and the local municipalities.

Since 2003, a protocol has been established to provide a yearly servicing allocation assignment to the local municipalities. This assignment has enabled the locals to meet their individual growth objectives within the capacity limitations of the system. On this basis, servicing allocation has been provided on an annual basis and in small segments reflecting infrastructure availability with consideration of the historical housing completions and the forecast growth of each municipality. In February of this year, another annual assignment of servicing capacity providing for growth in 2013 was provided to local municipalities conditional on approval of the Individual Environmental Assessment for the next major piece of infrastructure, the Southeast Collector.

Providing servicing capacity consistent with our forecasts and growth management objectives in the Regional Official Plan

Since 2005, the servicing allocation protocol has been based on a methodology that establishes a servicing allocation assignment which blends market demand with growth management forecasts and capacity. Currently, annual servicing allocation assignments are determined by comparing the 5 and 10 year building permit averages to the growth management forecasts.

Changes are required to ensure that the existing Regional servicing protocol accurately reflects the policy direction and forecasted growth established in the Regional Official Plan, Water and Wastewater Master Plans. It is appropriate to use the forecasts embedded in the Regional Official Plan and Master Plans as the primary basis for determining servicing allocation assignments rather than the past methodology of using historical building activity tempered by growth management forecasts. The forecasts are based on 5 year increments and provide a good basis for providing future multi-year bundles of servicing capacity to the local municipalities. The updated protocol will help support the

growth management objectives of the Region, and provide the necessary guidance for the timely provision of infrastructure.

Growth can only occur within capacities provided through our infrastructure and planned expansions and this proposed framework for managing capacity is intended to provide a closer link between growth and required servicing availability so that the infrastructure requirements are always clearly in view.

Annual monitoring will be used to ensure that Regional and local growth management objectives are being met on the ground including the phasing of development. The annual review will also serve as a vehicle to provide feedback into the annual municipal servicing assignments and 10 year capital plan review. This will provide an opportunity to make adjustments and corrections, where necessary, to ensure that Regional and local growth management objectives are supported by the timely delivery of infrastructure.

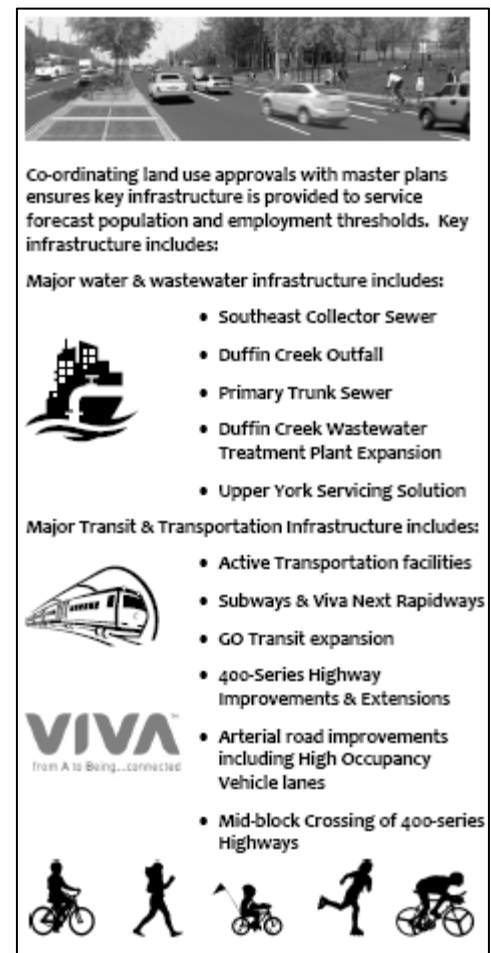
4. ANALYSIS AND OPTIONS

PROTOCOL FOR PROVIDING FUTURE SERVICING CAPACITY, POST 2013, IN THE CONTEXT OF GROWTH MANAGEMENT IN THE REGION

Managing Growth and provision of Infrastructure directed through Regional Official Plan policies

The adopted Regional Official Plan contains policy direction that defines the importance of linking the provision of key infrastructure to growth based on sustainable and innovative approaches. In addition, the Regional Official Plan contains specific policies requiring the use of a phasing and sequencing approach for both growth and infrastructure delivery at the Regional and local level. The Regional Official Plan also provides information on the key pieces of infrastructure that will be required to service the Region in order to meet the Regional forecast population and employment thresholds as shown in *Figure 1* which includes water and wastewater infrastructure. These key pieces of infrastructure will provide major thresholds of servicing capacity required to meet multiple years of growth across the Region. There is also area specific Regional

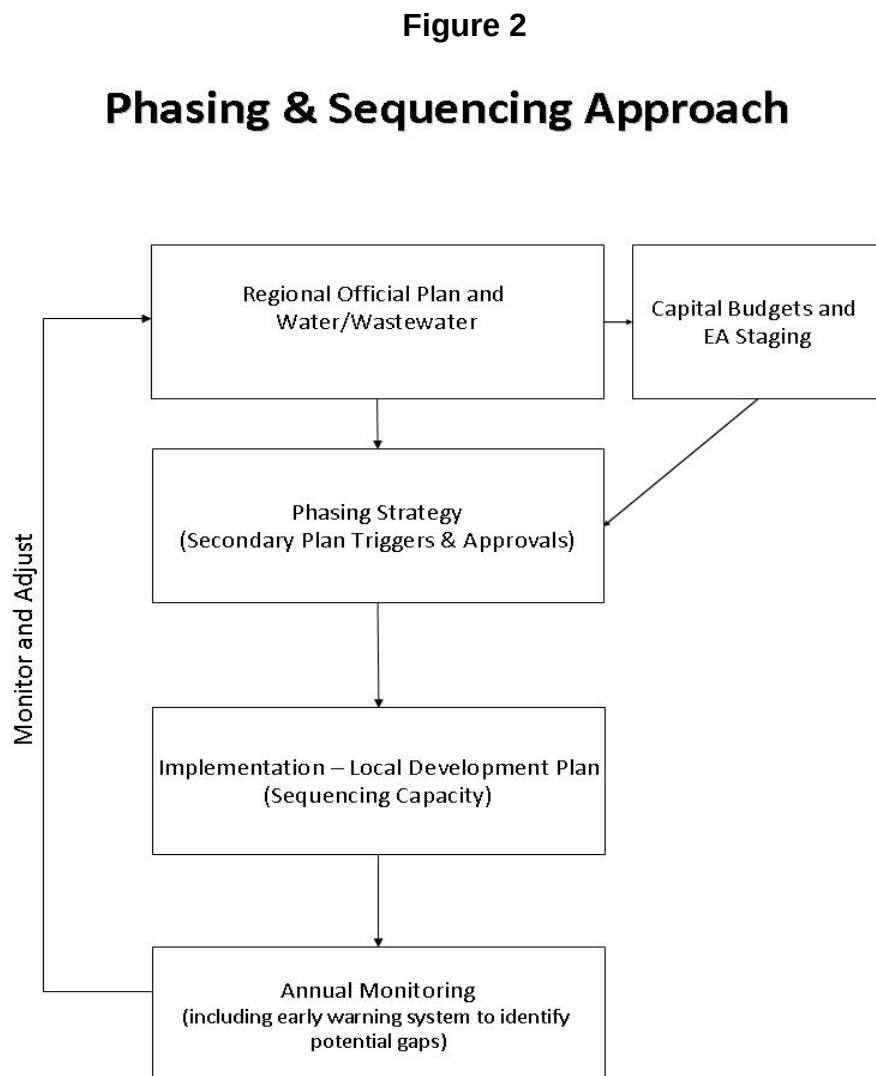
Figure 1



infrastructure identified in the Master Plans which provides capacity for more localized areas. These localized capacity thresholds can be managed at a local level through local Official Plan policies for growth management, phasing, and infrastructure delivery. The intent is to provide a definitive policy approach regarding where, when and how growth will occur across the Region and provides certainty on what infrastructure is required and when.

Strengthening the linkage between the Planning Process and Infrastructure Delivery

Servicing requirements need to be considered throughout the planning process from the Regional Official Plan and Master Plan level to the implementation and phasing of individual neighbourhoods, block plans, or intensification concept plans. *Figure 2* provides an illustration of the required phasing and sequencing approach and demonstrates how the feedback process will operate.



The key components of managing future servicing capacity linked to growth management will be a yearly monitoring process to assess servicing capacity supply, demand (building permits) with a comparison to forecasts, to determine if there are any gaps.

Principles for updating the Servicing Protocol for Water and Wastewater needs to be well defined

Providing infrastructure capacity, in terms of water/wastewater, is a key component in supporting the Region's growth management goals. In order to implement the more closely linked management of growth and infrastructure delivery, the following principles have been established for inclusion within the existing protocol:

- Setting infrastructure triggers or thresholds at both Regional and Local levels that reflect capacity requirements and are supported by appropriate official plan policies requiring phasing and staging plans for all new communities that reflect regional and local infrastructure master plans.
- Providing for appropriate infrastructure that supports intensification and managing intensification targets set out in both the Regional and Local Official Plans.
- Implementation at block plan/neighbourhood level/intensification concept plan as appropriate for the type of development.
- Maintaining forecast supply of 3-7 years of servicing allocation capacity for each local municipality based on forecasts.
- Annual monitoring of servicing capacity supply, demand (building permits), and comparison to forecasts to assess gaps and make adjustments.
- More efficient use of infrastructure through inflow and infiltration reduction and higher standards for buildings which reduce water use and wastewater production.

Through local Official Plan reviews, local Official Plan policies will be developed which ensure that the link between planning and infrastructure is clearly established in the Regional and local levels of government. These policies will include infrastructure triggers and capacity thresholds that support carefully phased and managed growth. Intensification targets for each local municipality will be considered as part of the framework. With the policies in place, this provides the basis for managing growth and infrastructure delivery through an administrative process that can be reported back to Council in the form of monitoring reports, and the Infrastructure Status reports which are currently prepared 3 to 4 times a year.

Managing Water and Wastewater Infrastructure delivery will require early initiation of Environmental Assessments

A key component of managing infrastructure delivery is making provisions for the varying approval timeframes and requirements of the Environmental Assessment process. Recent changes to the Environmental Assessment process have been made that will assist Regional staff in managing infrastructure delivery. Environmental Assessment approvals are now valid for a period of 10 years compared to the previous seven years. Early

initiation of Environmental Assessments could be used as a mechanism for managing variable approval timeframes and ultimately Regional infrastructure delivery. Given the magnitude of some of the key infrastructure projects such as the twinning of the Primary trunk or further expansion to the Duffin Creek WPCP, it is strongly recommended that York Region continue the practice of starting Environmental Assessments as early as possible.

Regional Servicing Protocol supports growth through Intensification

Intensification projects can include multiple phase, mixed use projects as well as individual residential apartment developments. Through monitoring development, as these type of projects become more common, it has become apparent that for the more complex, multi-phase developments with underground parking a longer construction period than 18 months may be required to complete the development.

A specific amount of water and wastewater servicing allocation was first set aside for intensification as part of the provision of servicing allocation for 2011. Subsequent to Council's adoption of a specific intensification requirement, Council adopted a policy to provide a longer trigger period recognizing the longer construction period for high-rise development. It is important that this practice remain an important element of the Regional servicing protocol in order to promote Regional and local intensification objectives as identified through the respective official plans.

In order to help implement some of the larger complex intensification projects, there have been requests to adjust the building permit triggers. To address this issue and to continue encouraging significant intensification, it suggested that exceptions may be made, at the discretion of the local municipalities, to allow building permits up to a maximum of 30 months prior to occupancy only for complex multiphase high-rises. These complex high-rises are more specifically defined as developments over 200 units with multiple levels of underground parking as a minimum. Any exceptions that are granted needs to maintain the principle that occupancy only occur at the time infrastructure capacity comes into service.

The proposed trigger timing would apply to the 2013 allocation and would be carried forward post 2013.

Linking Transportation Capacity to Secondary and Block Plan Implementation needs further consideration and will be the subject of a future report

Linking of transportation capacity to secondary and block plan implementation is an important and well established phasing principle in York Region. This approach clearly links planned infrastructure to development levels or approvals and reflects the risks which would be incurred by the Region and local municipalities if the planned infrastructure is not implemented as developments are constructed and occupied.

Phasing and staging plans will be prepared for all new communities which will identify the infrastructure and service delivery requirements to support a new community including: water and waste water, transportation and required human services. In the case of transportation related facilities, regular monitoring of demand and capacity will inform and adjust the transportation implementation plans accordingly.

Delay in the completion of required transportation infrastructure results in increased congestion, economic disadvantage, challenges to efficient goods movement and resident frustration as the transportation system can no longer cope with the demands placed upon it.

We are in the process of developing an annual monitoring report that will be used as one tool to monitor the report on progress in the implementation the Transportation Master Plan. Staff will also report back to the Committee on thresholds, annual monitoring of transportation capacity, constrained areas in the Region and appropriate process to implement transportation servicing principles for development.

Further consultation is a critical next step in implementing an updated servicing protocol based on the principles established in this report

In order to implement a new servicing protocol based on the principles of this report, further consultation will be required with the local municipalities, development industry (BILD) and other stakeholders to establish: appropriate multiple year capacity supply to the local municipalities, local Official Plan policies linking growth management and infrastructure delivery, and a streamlined servicing allocation monitoring process enabling the administration of providing additional capacity. Upon the completion of these tasks, a further report will be presented to Council outlining the revisions to the servicing protocol and its implementation.

Relationship to Vision 2026

The continued management of servicing allocation achieves goals of Visions 2026 in many aspects as it supports the objective of taking a strategic approach to growth management through more deliberate direction for future development which is co-ordinated with efficient infrastructure delivery.

5. FINANCIAL IMPLICATIONS

The Principles in this report provide a basis for a revised protocol for providing future servicing capacity to local municipalities allows appropriate development approvals to move forward which is important to maintain a sufficient pool of approvals and avoid processing challenges when servicing allocation becomes available. The servicing capacity permits the local municipalities to construct both intensification projects and complete existing communities.

6. LOCAL MUNICIPAL IMPACT

There has been consultation with the local municipalities regarding the Principles outlined in this report through presentations to the Planning Commissioners and Directors Group, individual meetings with the local municipalities as part of the 2013 servicing allocation work. Through further consultation with the local municipalities, a detailed implementation plan will be finalized. This will complement the work being done by the local municipalities as part of their official reviews to bring their plans into conformity with Places to Grow and the Regional Official Plan.

7. CONCLUSION

The Principles outlined in this report provide the basis for a transition to a new protocol for providing servicing capacity, which maintains a forecast supply of servicing, and focuses on supporting and achieving the goals of the new Regional Official Plan, provides a greater level of co-ordination between policy and growth. The protocol will provide for a closer link between providing servicing capacity and planned future growth with regular monitoring to ensure the Region's growth objectives can be met in a sustainable manner.

For more information on this report, please contact Heather Konefat, Director of Community Planning at (905) 830-4444, Ext. 1502 or Karen Whitney, Manager of Planning and Infrastructure Integration Ext. 1505.

The Senior Management Group has reviewed this report.