

**1**

**REPORT NO. 2 - OMB HEARING FOR 19T-03001, EAST GWILLIMBURY**

**The Planning and Economic Development Committee recommends the following:**

- 1. The adoption of the recommendations contained in the following report, April 1, 2004, from the Commissioner of Planning and Development Services and the Commissioner of Transportation and Works, with the following amendments:**
  - (1) Recommendation 4. iii. be modified to include the award of the construction contract for the 19<sup>th</sup> Avenue and Lower Leslie Sewers;**
  - (2) Proposed Draft Condition No. 5 in Attachment No. 1 be modified to include the 19<sup>th</sup> Avenue and Lower Leslie Sewers in the list of required infrastructure to be in service.**
- 2. Staff be directed to report back to Council regarding the Town of Newmarket's request in connection with potential improvements required to mitigate traffic congestion that may be created in the Town of Newmarket resulting from the extension of Highway 404.**

**1. RECOMMENDATIONS**

It is recommended that:

1. This report and the initial planning report on the Ontario Municipal Board hearing for plan of subdivision 19T-03001 form the basis for the Regional position at the May 25, 2004 Ontario Municipal Board hearing on plan of subdivision 19T-03001.
2. The Ontario Municipal Board be requested to adjourn the hearing, upon the consent of all parties, with respect to the transportation and sanitary sewer issues identified in this report.
3. Prior to commencement of the adjourned portion of the hearing, Regional staff report back to Committee and Council on the resolution of the issues in Recommendation No. 2, which may result in revision to the conditions.
4. If the Ontario Municipal Board decides to approve draft plan of subdivision 19T-03001, the Board only issue its Order once all of the following have been met:
  - i. Arrangements satisfactory to York Region and the Town of East Gwillimbury for the extension of Provincial Highway 404 to provide two additional lanes of north-south road capacity.

- ii. Execution of a Pre-paid Development Charge Credit Agreement for the extension of the York Durham Sewage System and provision of municipal water supply to the community of Queensville.
  - iii. Award of the construction contracts for the Sixteenth Avenue Trunk Sewer Phase 2 and the Southeast Collector Sewer.
5. Draft approval of plan of subdivision 19T-03001 be subject to the conditions of approval set out in *Attachment No. 1* to this report.

## **2. PURPOSE**

The purpose of this report is to:

- Provide further details on the transportation and servicing infrastructure noted in Planning staff's initial report on the Ontario Municipal Board (OMB) hearing for plan of subdivision 19T-03001 and establish a Regional position for the May 25<sup>th</sup>, 2004 OMB hearing.
- Identify the impact of the transportation option to service growth in Queensville on growth in East Gwillimbury.
- Outline the anticipated timing of water and sanitary sewer servicing infrastructure to service proposed development in Queensville, including plan of subdivision 19T-03001.

## **3. BACKGROUND**

On February 19, 2004 Regional Council adopted, with amendments, Clause 4 of Report No. 2 of Planning Committee which dealt with the OMB hearing for plan of subdivision 19T-03001 located in the community of Queensville (*see Attachment No. 2*). Regional Council recommended that:

1. The Ontario Municipal Board be advised that draft plan approval of plan of subdivision 19T-03001 should only occur following the Region confirming:
  - i. A Pre-paid Development Charge Credit Agreement for the extension of the York Durham Sewage System and provision of municipal water supply to the community of Queensville has been executed; and,
  - ii. Satisfactory arrangements have been made for the extension of Provincial Highway 404 to provide two additional lanes of north-south road capacity.
2. Regional staff continue to meet with representatives from the Town of East Gwillimbury and Metrus Developments Inc. to identify that satisfactory arrangements have been made for the extension of Provincial Highway 404 to provide two additional lanes of north-south road capacity.

Regional Transportation and Works staff have provided information regarding the proposed extension of Highway 404 and a review of other transportation options for Queensville. These are set out in Section 4 of this report.

### **3.1 Ontario Municipal Board Hearing**

The Ontario Municipal Board has set aside six days for a hearing on plan of subdivision 19T-03001 commencing May 25, 2004. The OMB requires witness statements for the hearing to be filed by April 26, 2004. To meet this timeline Regional Council must establish its position at the Council meeting of April 22, 2004.

At the OMB pre-hearing held on February 26, 2004 Regional Legal staff indicated that transportation matters embodied in Section 11.2.6 of the Queensville Community Plan are a Regional issue for the hearing. Section 11.2.6 states:

“The Phasing Plan shall require that no development shall take place prior to satisfactory arrangements for front-ending agreements, accelerated payments, or other suitable mechanisms for the extension of Highway 404 as a two lane arterial road to Queensville Sideroad, or Regional road improvements sufficient to provide two additional lanes of north-south capacity. Provided such arrangements are implemented, a development threshold of 1,000 new residential units in Queensville could be accommodated. Beyond this threshold, additional transportation studies will be required to determine if subsequent development thresholds need to be established.”

### **3.2 History**

The origins of the Queensville Community Plan date back to the late 1980's. During the formulation and approval of the Plan, transportation matters and critical mass sufficient to make the community viable were identified and reported on by Regional staff to Committee, Council and the Ontario Municipal Board. Key events and highlights of these matters are noted below:

- May 25, 1995 – Regional Council adopts Planning staff's report on Queensville recommending approval of the Plan subject to criteria, including resolution of the alignment of Highway 404 and further reports to Regional Council. The report notes that:

“Another major issue which must be addressed is the lack of a sufficient transportation network to accommodate the proposed community. The Region is fully supportive of extending Highway 404 through the north portion of the Region. As noted previously, the Plan's phasing schedule is linked to the staging of construction of an extension of Highway 404.”

- October, 1996 – The report entitled Queensville Growth and Settlement Rationale for OPA 89 indicates that in order to create a community that will function as a distinct

“place” or “town” a full spectrum of urban services must be made available, including higher order retail facilities, entertainment, and recreation and community services. Scale and population mass are key to achieving this objective.

- April 7, 1997 – OMB issues decision approving Queensville Community Plan  
In the decision the Board notes:

“Given its proposed compact urban form, the Plan depends on the certitude of the supply of water, the availability of services and the extension of Highway 404. ... This is not to say that the completion of this infrastructure should precede wholly the development approvals. However, it is foolhardy and irresponsible to ignore the importance and timeliness of the services.”

“In a realistic sense, the Board expects that zoning changes, subdivision plans and the like will be held in abeyance until a comfortable milestone is reached with respect to the finalization of the financing, feasibility, and approval of these services.”

- June 5, 1997 – Letter from Regional Planning and Regional Transportation and Works staff to the Town of East Gwillimbury commenting on modifications to the Community Plan. Under the Transportation section staff note:

“From the transportation analysis that has been completed by Cansult in support of the Queensville Secondary Plan, it is clear that the Highway 404 extension is required to provide the necessary transportation capacity. As such the Community Plan should contain policies which ensure that development in Queensville is staged along with the provision of additional transportation capacity.”

- March 1999 – Cansult Group Limited, working for the Queensville development group, complete a Transportation Plan for the Queensville Master Plan. The report references, and appears to be based on, the extension of Highway 404 north to Queensville Sideroad.
- January and February 2000 – Cansult completes two revised Transportation Studies for the Queensville Master Plan. The January report references the provision in the secondary plan which permits development of 1,000 units provided satisfactory arrangements are made for either the extension of Highway 404 or Regional road improvements sufficient to provide two additional lanes of north-south road capacity.
- June 2000 – The Queensville Master Plan is approved and indicates that “further and more detailed analysis of the Hwy 404 extension by the Ministry of Transportation of Ontario will occur as a result of the ongoing Environmental Assessment process.” Regional Transportation and Works and Regional Planning staff support the approval of the Queensville Master Plan.

### **3.3 Plan of Subdivision 19T-03001**

Plan of subdivision 19T-03001 is proposing 1,026 residential units comprised of 788 detached (76 %) and 238 townhouses (24 %), a park, two school sites, open space, valleyland, woodlot and stormwater management blocks on approximately 99 ha (246 acres). Development is proposed on full municipal services. The site is located on the west side of Leslie Street, south of Queensville Sideroad and three points of access are proposed onto Leslie Street.

Lands subject to plan of subdivision application 19T-03001 are designated for low and medium density residential uses, open space, institutional, and town centre uses by the Queensville Community Plan.

### **3.4 Water and Sewer Servicing**

In addition to the extension of services to Queensville, a number of key infrastructure components are required to accommodate projected growth within the community. For wastewater servicing, the Newmarket Equalisation Tank, the Sixteenth Avenue trunk sewer and the Southeast Collector Sewer are critical for the provision of downstream servicing capacity in the York Durham Sewage System (YDSS). Water Supply is dependent on the completion of the Aurora/Newmarket Feedermain along Bathurst Street as well as external water treatment and transmission works within the Peel Region. The servicing issues are further detailed in Section 4.3.

## **4. ANALYSIS AND OPTIONS**

This section provides a review of the following:

- Growth in northern York Region that utilizes the Woodbine/Leslie Street corridor
- Growth in East Gwillimbury
- Vision for Queensville
- Transportation issues, options and a preferred option to serve Queensville
- Water and sewer infrastructure to service Queensville including the need for downstream works
- Pre-paid Development Charge Credit Agreement
- Conditions of draft approval for plan of subdivision 19T-03001

### **4.1 Growth in Northern York Region**

The Woodbine/Leslie Street corridor serves the communities of Keswick and Sharon and to a lesser extent Holland Landing, Mt. Albert and Sutton. These communities range in size from approximately 2,500 to 22,000 persons and contain a mix of residential, commercial, industrial and institutional uses. Much of the southbound morning traffic generated from these communities utilizes the Woodbine/Leslie Street corridor.

The Woodbine/Leslie Street corridor also serves development in the northern portions of Durham Region and eastern Simcoe County.

#### **4.1.1 Growth in Keswick**

The community of Keswick, from which most of the traffic utilizing the Woodbine/Leslie St. corridor originates, has an approved secondary plan with a 2016 target population of 34,500 persons. In 2001 Keswick had a population of 21,200 and an estimated mid 2003 population of 22,300 persons.

The Town of Georgina and York Region are in the process of granting final approval to approximately 6 plans of subdivision in the community of Keswick that consist of 595 residential units that will generate an additional population of approximately 1,785 persons. In addition, there are 3 more plans of subdivision consisting of 180 units that are draft approved and have servicing allocation. The intersection improvements in northern York Region, identified in Section 4.2 of this report, are being implemented to assist in providing road capacity to serve the expected development in Keswick.

#### **4.1.2 East Gwillimbury Growth**

The timing of development in Queensville plays a major role in the growth of the entire Town. Further development in the community of Holland Landing is dependent on extending municipal servicing to Queensville, as the extension of the YDSS is intended to serve both Queensville and Holland Landing. Timing of development for Queensville is dependent on the timing of the Regional servicing and transportation infrastructure improvements. Until satisfactory arrangements are made for this infrastructure, new municipally serviced development in East Gwillimbury will be limited to 120 units and approximately 550 units in Mt. Albert once construction of a new water tower and expansion of the Mt. Albert sewage treatment plant is carried out.

#### **4.1.3 Queensville**

Queensville is currently a small cluster of residential homes on private services containing approximately 600 persons. This small cluster of residential homes is envisioned to grow to a fully serviced community of 20,000 persons by 2021. The approved Queensville Community Plan envisions Queensville becoming a comprehensively developed, fully-integrated community providing a full range of facilities and services. It is to be a new town with a complete range of urban services.

Phasing policies of the Community Plan require a development sequence which attains an appropriate community character and identity. General planning requirements include provision of a focal point and a balanced community. The intent is to ensure there is a threshold of development that fosters a balance of residential and non-residential development avoiding homogenous and/or isolated residential development.

Integral to achieving a balanced community is the provision for an adequate transportation network that provides road capacity to serve a threshold of development for a mix of uses that ultimately enables the community to grow to its 2021 population and employment targets.

## **4.2 Transportation**

Queensville is located mid-way in the congested Keswick-Newmarket transportation corridor. Therefore, any transportation improvement proposed for Queensville must also address the larger capacity need of the corridor. Regional Transportation and Works staff have assessed transportation options for this corridor.

### **4.2.1 Current Regional Initiatives**

An environmental assessment for two intersections improvements along Warden Avenue at Davis Drive and at Mt. Albert Road is currently underway. The addition of signals will improve traffic safety, thereby allowing fuller use of the existing Warden Avenue capacity and providing traffic relief for Woodbine Avenue from traffic originating from the Mt. Albert and Sutton areas. These signals and related lane improvements are programmed for installation in 2005 at an approximate cost of \$1 million.

The intersection of Queensville Sideroad and Second Concession will be rebuilt to provide safer left turn conditions. This is primarily a traffic operations improvement and will not significantly affect capacity of the roads in the corridor. This work is programmed in 2004 at \$200,000.

Although not currently programmed, the intersection of Green Lane and Second Concession could be rebuilt to improve the intersection capacity, particularly for traffic to and from the west and to and from the south. The work would essentially be an operational improvement and will cost an estimated \$1 million.

Transportation demand management (TDM) initiatives involving carpool lots and ride-matching services could reduce peak period car use in the corridor. A verbal offer has been made by Metrus Developments to provide land for three such lots – two in the Queensville area and one in the Keswick area, free to the Region until Highway 404 is extended. York Region is already a major partner in the Smart Commute Initiative, a GTA-wide TDM project. For a nominal cost of about \$100,000 a TDM program focussed on this corridor could be started.

Individually or in combination, these improvements would not be sufficient in meeting the capacity needs of the corridor. However, the Region should continue to pursue implementing all of these improvements to meet the immediate capacity needs of the corridor.

### **4.2.2 Additional Traffic Capacity Options**

The following are four options that could provide significant additional traffic capacity to meet the mid to long-term needs of the corridor.

#### **4.2.2.1 Second Concession and Leslie Street Improvements**

Widening Second Concession from Green Lane to Queensville Road to four through lanes would improve the design standard of the road and add approximately 800 vehicles per hour (vph) capacity in the peak direction to the corridor. Cost for the project would be an estimated \$16.5 million from Green Lane to Mt Albert Road and a further \$6 million

to Queensville Road. This work was identified as part of the alternative to the Sharon Bypass project.

The Sharon Bypass EA study also identified the possibility of making some minor improvements to Leslie Street through Sharon by adding a third turn lane and widening to four lanes south of the hamlet to Green Lane. This would improve the operational efficiency of the road, but would not add significant capacity to the corridor.

#### **4.2.2.2 Woodbine Avenue widening to Ravenshoe Road**

Woodbine Avenue has been identified in the Region's Transportation Master Plan to be widened to four through lanes from Green Lane to Ravenshoe Road in the 10-20 year period. This would add approximately 800 vph in the peak direction at a cost of approximately \$20 million.

#### **4.2.2.3 Highway 404 Extension to Ravenshoe Road**

The Province of Ontario has completed and received MOE approval in August 2002 for the extension of Highway 404 from Green Lane to Highway 12 in Durham Region. The extension to Ravenshoe Road would add approximately 4,000 vph capacity in the peak direction to the corridor at a cost of approximately \$117 million, including property costs. The Province announced in October 2002 that this project would start in 2006. The detailed design phase of this project can commence as soon as the Province hires a consultant.

#### **4.2.2.4 Highway 404 Extension as a two-lane arterial road to Ravenshoe Road**

Extending Highway 404 as a two lane arterial with at-grade intersections is considered a possible initial phase while the full expressway and grade separations are being built. These two lanes could form either the northbound or southbound ultimate roadway and, as such, minimize the future throwaway cost. It would add approximately 1,500 vph in the peak direction to the corridor capacity at a cost of about \$50 million, excluding property costs. Funding options to extend Highway 404 have not been determined at this time.

#### **4.2.3 Evaluation of Traffic Capacity Options**

The advantages and disadvantages of the above four options are presented in Table 1 shown below.

**Table 1  
Advantages and Disadvantages of Capacity Options**

| <b>Capacity Option</b>  | <b>Advantages</b>                                                                                                                                                           | <b>Disadvantages</b>                                                                                                                                                                       |
|-------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Widen Second Concession | <ul style="list-style-type: none"> <li>• Additional capacity of about 800 vph can meet the 10-year needs of the corridor</li> <li>• Town of East Gwillimbury has</li> </ul> | <ul style="list-style-type: none"> <li>• Will cost \$23 million</li> <li>• Not in Region's 10 year capital plan or DC By-law</li> <li>• If Highway 404 Extension is constructed</li> </ul> |

| Capacity Option                 | Advantages                                                                                                                                                                                                                                      | Disadvantages                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|---------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                 | requested that York Region take over Second Concession                                                                                                                                                                                          | <p>within 10 years, the added capacity will be excess capacity for the next 10-15 years</p> <ul style="list-style-type: none"> <li>• Obtaining EA approval will not be easy due to significant natural environmental features adjacent to the road</li> <li>• Under the most optimistic scenario, construction timing would not meet the schedule of Queensville Phase 1 or the Keswick developments</li> </ul>                                                                                         |
| Widen Woodbine Avenue           | <ul style="list-style-type: none"> <li>• Additional capacity of about 800 vph can meet the 10-year needs of the corridor</li> <li>• Woodbine Avenue is a Regional road and as such improvements are within the control of the Region</li> </ul> | <ul style="list-style-type: none"> <li>• Will cost \$20 million</li> <li>• If Highway 404 Extension is constructed within 10 years, the added capacity will be excess capacity for the next 10-15 years</li> <li>• Not in the 10-year capital plan but is in the DC Bylaw for the 10-20 year period</li> <li>• Requires EA approval</li> <li>• Under the most optimistic scenario, construction timing would <b>not</b> meet the schedule of Queensville Phase 1 or the Keswick developments</li> </ul> |
| Construct Highway 404 Extension | <ul style="list-style-type: none"> <li>• Traffic capacity added (4,000 vph) would satisfy the 25 to 30-year capacity needs of the corridor</li> <li>• Environmental approval</li> </ul>                                                         | <ul style="list-style-type: none"> <li>• Highway 404 is a Provincial road</li> <li>• Would require Provincial action for extension to Ravenshoe Road only</li> </ul>                                                                                                                                                                                                                                                                                                                                    |

| Capacity Option                                                            | Advantages                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Disadvantages                                                                                                                                                                               |
|----------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                            | <p>already obtained</p> <ul style="list-style-type: none"> <li>• Initiation of detailed design phase pending Provincial hiring of consultant</li> <li>• Under normal circumstances, the construction timing could possibly meet requirements of Queensville Phase 1 and Keswick developments</li> <li>• Takes through traffic out of the Regional road system and communities to the south of Queensville</li> </ul>                                                                                                                        | <ul style="list-style-type: none"> <li>• Property required is not available yet</li> </ul>                                                                                                  |
| Extend Highway 404 as a two-lane arterial road with at-grade intersections | <ul style="list-style-type: none"> <li>• Traffic capacity added (1,500 vph) would satisfy 15 to 20-year capacity needs of the corridor</li> <li>• Can potentially be constructed as the initial phase of the full expressway extension</li> <li>• Environmental approval already obtained</li> <li>• Initiation of detailed design phase pending Provincial hiring of consultant</li> <li>• Under normal circumstances, the construction timing could possibly meet requirements of Queensville Phase 1 and Keswick developments</li> </ul> | <ul style="list-style-type: none"> <li>• Will require Provincial approval</li> <li>• May require addendum to MTO's approved EA</li> <li>• Property required is not available yet</li> </ul> |

Both intermediate capacity options (Second Concession and Woodbine Avenue) would need to be constructed to provide the same capacity as the two-lane arterial extension of Highway 404. As well, the construction timing of the Second Concession and Woodbine Avenue options will not meet the timing requirements of the Queensville Phase 1 and Keswick developments, assuming the development timings represent the schedule that must be met. On a cost basis, the intermediate capacity options are not any more cost effective than the two-lane arterial Highway 404 extension option. More importantly, the added capacity on Woodbine Avenue and Second Concession will become mostly redundant for a 10-15 year period once the Highway 404 Extension is built.

#### **4.2.4 Transportation Recommendation**

As noted above, the minor improvements currently being pursued by the Region should continue to be implemented to meet the existing capacity needs of the corridor.

As the implementation of the intermediate capacity options will not be timely and will represent excess capacity once Highway 404 is extended, they should not be pursued at this time. This means that the options of extending Highway 404, either as the full expressway or as a two-lane arterial road, are the only viable options in providing additional traffic capacity in the Keswick-Newmarket corridor. This also confirms the analysis set out in the Transportation Plans prepared by Cansult Group Limited that appear to be based on extending Highway 404 to serve proposed development in the new community of Queensville.

Therefore, in terms of plan of subdivision 19T-03001, satisfactory arrangements must be made to ensure that Highway 404 is extended to at least Queensville, preferably to Ravenshoe Road, in time to meet the demands of the new Queensville community. The transportation improvements necessary to support development in Queensville should take into consideration the long term vision for the community which is intended to become a new town with a full range of urban services.

Regional Transportation and Works staff will meet and discuss with representatives of the Ministry of Transportation and the developer(s) regarding the potential for partnership to advance the construction of the Highway 404 extension. Staff will report on the results of the discussion.

### **4.3 Water and Sewer Servicing**

Water and sewer infrastructure needs to service Queensville are noted below.

#### **4.3.1 Water**

The communities of Holland Landing, Queensville and Sharon are currently serviced by the Yonge Street Aquifer, an integrated groundwater based system that also services the Towns of Aurora and Newmarket. There are four groundwater wells in Queensville that supply the communities of Queensville, Sharon and the Town of Newmarket.

The 2003 Long Term Water Master Plan Update identified the required infrastructure to meet projected growth in the Region. Servicing new growth areas in Queensville is dependent on the construction of two elevated tanks; the first scheduled for completion in

2006, and the second in 2012. A major project identified in the Master Plan is the Aurora/Newmarket Feedermain, which will provide Lake Ontario based water supply to Aurora and Newmarket. Servicing of Queensville is dependent on the completion of the Feedermain, which is currently under construction, with a completion date expected in early 2006.

Additional water supply from Peel Region is also critical in supplying the demands of growth in York Region. Regional staff are currently involved in discussions with Peel to confirm the timing of necessary water supply infrastructure and the supply available to York. Regional staff are also currently discussing the possibility of additional water supply with the City of Toronto.

#### **4.3.2 Wastewater**

A Class EA was completed in April 2000 which determined the preferred route alignment for extending the York Durham Sewage System (YDSS) to service the communities of Holland Landing and Queensville. The recommended route from Queensville will follow the Second Concession and Holland River to the existing Newmarket Pumping Station.

An update of the YDSS Master Plan was completed in 2002 to identify the capital improvements necessary to meet the servicing needs to the year 2036. To address constraints in the existing system and to accommodate projected growth a trunk sewer system was proposed, parallel to the existing system. A phased approach to construction of the parallel system has been implemented. To accommodate the projected growth in the Region, including Queensville, certain critical infrastructure projects need to be completed, namely the Newmarket Equalisation Tank, the 16<sup>th</sup> Avenue Trunk and the Southeast Collector Sewer.

The Newmarket Equalisation Tank is required to attenuate peak flows associated with wet weather conditions. The Region is currently proceeding with the detailed design of this facility, which will be located at the Newmarket Pumping Station site. The anticipated in-service date for this project is spring 2006.

Phase 1 of the 16<sup>th</sup> Avenue Trunk sewer has been completed from Ninth Line to Stone Mason Road in Markham. The tunnel construction of phase 2 of the 16<sup>th</sup> Avenue Trunk will extend from Stone Mason Road west to Woodbine Avenue and is currently in the environmental approval phase. Recent delays in gaining agency approvals have resulted in a delay of infrastructure delivery. The Region and its consultants have been working since June 2002 to secure a Permit to Take Water (PTTW) from the MOE. Upon receipt of the Permit to Take Water, the construction of the 16<sup>th</sup> Avenue Trunk Sewer will commence.

Another main component of the YDSS parallel system is the Southeast Collector Sewer which will parallel the existing YDSS sewer through parts of Markham, Scarborough and Pickering between 9<sup>th</sup> Line and Townline Road. The EA for this project was initiated in 2001 and is still underway, with additional hydrogeological investigation undertaken to address concerns from approval agencies that have arisen as a result of the 16<sup>th</sup> Avenue

Trunk Sewer. Based on the current schedule, the earliest completion is anticipated in 2007 and 2008 for the 16<sup>th</sup> Avenue Trunk and the Southeast Collector respectively.

To ensure adequate capacity is available to service projected growth, approval of draft plans in Queensville must be subject to award of the construction contracts for the 16<sup>th</sup> Avenue Trunk and the Southeast Collector sewers.

The projected growth over the next 4-5 years will require staging to manage the environmental risks potentially associated with surcharging or flooding in the existing YDSS. Currently, Regional staff is reviewing a number of options to implement a strategy for the staged release of capacity based on the progress of the critical infrastructure projects.

#### **4.4 Pre-paid Development Charge Credit Agreement**

Delivery of the necessary sewer and water infrastructure to service Queensville requires the execution of a Pre-paid Development Charge Credit Agreement between York Region and the Queensville/Holland Landing Developers Group. On June 12, 2003 Regional Council authorized Regional staff to negotiate terms and have the agreement executed. In light of the issues with the 16<sup>th</sup> Ave and Southeast collector trunks, the agreement should only be executed once the Region receives the necessary agency approvals and is satisfied that construction of the 16<sup>th</sup> Ave and Southeast Collector trunk sewers will commence. The Pre-paid Development Charge Credit Agreement will contain a schedule of the anticipated timing of the construction of the necessary water and sewer infrastructure to service growth in Queensville. This may include suitable arrangements other than the 16<sup>th</sup> Avenue and southeast collector trunks, provided the Region is satisfied with the alternate arrangements. Draft plan approval should only occur once the contracts have been awarded for the 16<sup>th</sup> Avenue trunk and southeast collector sewer works.

#### **4.5 Conditions of Draft Approval**

It is recommended that the OMB not issue its Order to approve draft plan of subdivision 19T-03001 until the Region and Town are satisfied that arrangements are in place for the extension of Highway 404 and a Pre-paid Development Charge Credit Agreement is executed. A decision of the Board is not final until the Order is issued which effectively means that draft approval does not occur until the Order is issued. In the interim the proponent would not be permitted to market and/or sell residential units to end users.

Conditions of draft plan approval are set out in Attachment No. 1 to this report and contain provisions requiring the application of an "H- Holding Zone" in the implementing zoning by-law. The removal of the "H" will require confirmation from the Regional Commissioner of Transportation and Works that adequate water and sewer servicing is available to service development proposed by plan of subdivision 19T-03001. Conditions of approval require the Sixteenth Avenue and Southeast Regional trunk sewers, Aurora/Newmarket feedermain, and Queensville elevated water tank to be service prior to final approval of plan of subdivision 19T-03001.

#### 4.6 Relationship to Vision 2026

Goal 7 of Vision 2026 states *“In 2026, York Region will have effective, efficient and environmentally sensitive transportation, waste management and water systems.”* An effective and efficient transportation system includes the extension of Highway 404 to serve northern York Region.

### 5. FINANCIAL IMPLICATIONS

Staff resources will be required to attend the OMB in support of the position of Regional Council, prepare the Pre-paid Development Charge Credit Agreement and ensure the necessary arrangements are made for the extension of Highway 404.

The timing of the extension of Highway 404 will determine, in part, the timing of development in Queensville and Holland Landing, which will provide assessment growth to the Town of East Gwillimbury and York Region.

Costs for the current Regional road initiatives and transportation options identified in Section 4.2 are noted below.

| Transportation Option                                             | Cost (\$ millions)     |
|-------------------------------------------------------------------|------------------------|
| Current initiatives                                               | 2.3                    |
| Second Concession & Leslie Street                                 | 22.5                   |
| Woodbine Ave widening                                             | 20                     |
| Highway 404 extension to Ravenshoe Road                           | 117                    |
| Highway 404 extension as a 2 lane arterial road to Ravenshoe Road | 50 plus property costs |

Infrastructure requirements and associated costs to service development in Queensville and Holland Landing include:

| Component                                               | Timing    | Estimated Cost |
|---------------------------------------------------------|-----------|----------------|
| <i>Water Infrastructure</i>                             |           |                |
| Queensville Elevated Tank #1                            | 2006      | \$ 3.0 Million |
| Queensville Elevated Tank #2                            | 2011-2016 | \$ 3.0 Million |
| <i>Wastewater Infrastructure</i>                        |           |                |
| Queensville Pumping Station                             | 2006      | \$ 3.6 Million |
| YDSS Extension<br>(from Newmarket PS to Queensville PS) | 2006      | \$ 9.0 Million |
| Holland Landing Connection to YDSS                      | 2006      | \$ 2.1 Million |
| Decommissioning of Holland Landing Lagoons              | 2006      | \$ 1.5 Million |

## **6. LOCAL MUNICIPAL IMPACT**

The recommendations of this report are consistent with the position of the Town of East Gwillimbury that Highway 404 must be extended prior to development occurring in Queensville.

## **7. CONCLUSION**

Queensville is to become a new town that functions as East Gwillimbury's town centre and provides a full range of residential, community, retail and recreational services. A population threshold of approximately 3,000 persons or 1,000 residential units has been determined by policies of the Community Plan to provide a satisfactory initial phase of development. It is important to provide for the entire initial threshold of development to ensure growth will result in a community with a range of uses and services.

To provide a transportation network that accommodates the first phase of development of approximately 1,000 residential units the Regional Transportation and Works Department has determined that Highway 404 must be extended to provide at least two additional lanes of north south road capacity. This confirms a series of transportation reports and Regional reports to Committee and Council identifying the need for the extension of Highway 404 to serve the expected development in the new community of Queensville.

It is recommended that if the Ontario Municipal Board decides to approve draft plan of subdivision 19T-03001 it should withhold its Order until the Region and the Town are satisfied that arrangements are in place for the extension of Highway 404 and a Pre-paid Development Charge Credit Agreement has been executed between the Region and the Queensville/Holland Landing Developers Group. Draft plan approval should also be subject to the conditions set out in Attachment No. 1 to this report.

The above noted recommendations impact the timing of development of the plan of subdivision and have not been agreed to by the subdivision proponents. It is recommended that the Ontario Municipal Board be requested to adjourn the hearing, upon the consent of all parties, for approximately 6 months, to provide time to resolve issues arising from the recommendations noted in this report.

The Senior Management Group has reviewed this report.

*(A copy of the attachments referred to in the foregoing is included with this report and is also on file in the Office of the Regional Clerk.)*