
TO: GENERAL COMMITTEE

SUBJECT: REQUEST FOR MUNICIPAL SERVICING – BEYOND BARRIE’S BOUNDARY - TOWN OF INNISFIL

WARD: CITY WIDE

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DIRECTOR OF PLANNING AND BUILDING SERVICES

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GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT

CHIEF ADMINISTRATIVE OFFICER APPROVAL: C. LADD, CHIEF ADMINISTRATIVE OFFICER

RECOMMENDED MOTION

1. That the request from the Town of Innisfil to provide inter-municipal servicing (water and wastewater) for a potential future aged care development located at 1870 Big Bay Point Road be approved in principle pending the negotiation of a Municipal Servicing Agreement.
2. That a Municipal Servicing Agreement with the Town of Innisfil/InnServices be negotiated and presented to Barrie Council for consideration, with said Agreement at minimum to include the matters identified in Appendix “A” of Staff Report PLN006-17.

PURPOSE & BACKGROUND

Report Overview

3. The purpose of the report is to make recommendations with respect to a request by the Town of Innisfil for the extension of municipal services for a proposed Tollendale Village Innisfil development.
4. The subject property is located at 1870 Big Bay Point Road (Appendix “B”), outside of the limits of the City of Barrie, on the north side of Big Bay Point Road, east of Strathallan Woods Lane South (approximately 500 metres east and 30 metres north of the municipal boundary between the City of Barrie and Town of Innisfil).
5. On June 16, 2014, Council approved Staff Report ENG009-14 “Criteria for Evaluating Servicing Requests Outside City Boundaries” which provides authorization for staff to review requests for extension of services received from other municipalities in accordance with specific criteria (Appendix “C”), and to prepare a report based upon this review for General Committee’s consideration.

Proposal

6. At its meeting of November 16, 2016, Council of the Town of Innisfil approved Resolution CR-250-02.16 which reads:

"That Council support the preparation of an agreement between InnServices and the City of Barrie to provide inter-municipal servicing (water and wastewater) from the City of Barrie to a potential future aged care development at 1870 Big Bay Point Road as outlined in Staff Report DSR-166-16".
7. The purpose of entering into an inter-municipal servicing agreement would be to allow for the extension of water and wastewater services to the proposed Tollendale Village Innisfil development located at 1870 Big Bay Point Road in the Town of Innisfil (Appendix "B"). The proposal would entail a retirement housing project (similar to the Tollendale Village project located within the City on Hurst Drive), currently contemplated to provide approximately 500 residential units, with an estimated population of 900 people. The subject property is situated approximately 500 metres east of the Barrie/Innisfil municipal boundary.
8. The Town of Innisfil has not yet considered the planning merits of this proposal.

Department & Agency Comments

9. The subject application was circulated to staff in Barrie's Engineering Services and Environmental Services Departments for their review and comment. These comments are included in the Analysis Section of this report.

ANALYSIS

10. As noted earlier, Barrie Council approved a set of criteria (Appendix "C") in June 2014 which staff is to refer to when considering and reviewing a request to extend municipal services outside of the City boundaries. The following provides a review of the request in the context of these criteria:
 - a) Compliance with Applicable Planning Policies and Standards

Formal planning applications have not yet been submitted, nor analysed, by the Town of Innisfil for this project. The Town will determine if this proposal complies with applicable Provincial and Municipal policies and represents good planning. The City would also have an opportunity to review the planning applications associated with this proposed development and provide comments to Innisfil staff during their consideration of the applications.
 - b) Meet City's Strategic Objectives

The proposed development is for a retirement community of approximately 900 people similar to the existing Tollendale Village located within the City. The development would provide a form of housing that, while could potentially be provided within the City boundaries, would offer additional opportunities to a population cohort that is need of housing, not only within Barrie, but within the housing region. While this proposal is located outside of the City, it would likely have a high percentage of occupants currently residing in the City of Barrie, and thus provide a housing opportunity that would meet City objectives.
 - c) Property Adjacent to City Boundary

The City boundary is directly south of the subject lands and therefore adjacent to the City and existing services. While there are properties directly to the west of these lands that are also

not within the City, the primary intent of this clause is to avoid extending City services a substantial distance past vacant lands where it would result in high costs and inefficiencies.

d) Location is Not Bypassing Other Properties

The intent of this requirement is to avoid extending servicing into areas which bypass properties closer to the City boundary and creating inefficiencies. The existing trunk watermain is located on Big Bay Point Road in front of the subject lands. A sanitary sewer is currently located on Prince William Way and a local sewer on Queensway, both should be further assessed to determine which would better service the proposed development in consideration of downstream capacity issues.

The existing infrastructure was built to service properties on the south side of Big Bay Point which are located within the City, and therefore infrastructure is in-place and available in close proximity to service the subject property. Therefore there would not be any bypassing of properties as a result of service extension to the proposed development.

e) No Land Use Approval Until Servicing Commitment has Been Confirmed

The intent of this clause is to avoid having the City pressured to extend services based upon a land use approval having first been given and that is reliant on the City's approval. By requiring that the servicing decision being made first, the land use authority is able to make the decision aware that servicing would be available if the development were to be approved. As noted earlier, the Town of Innisfil has not given land use approvals for Tollendale Village Innisfil at this time.

f) Refusal for Servicing at Sole Discretion of City

This clause is meant to acknowledge that the City, and only the City, has it in its mandate to determine how use of City services is to be allocated and utilized.

g) Capacity of Wastewater Collection and Treatment Systems and Capacity of Water Distribution and Treatment Systems

Obviously there needs to be capacity available in the water and wastewater systems before the City would be willing to offer extensions to service uses outside of the boundaries of the Municipality. The City's Environmental Services Department has confirmed that there is adequate water and wastewater treatment capacity available, but that any allocation to this proposed development would advance the need for planned future upgrades/expansions to the system. This proposed development would accelerate the needed upgrades at the WwTF by 1.5 months. Capacity improvements at the SWTF could be similarly affected.

The Engineering Department has advised that there may be downstream issues with respect to the waste collection system when this development is combined with the annexation area flows. This would be need to be analysed further and any capital improvements necessary as a result of this proposal be paid for by the proponent. In addition, the City does not permit a small water service connection from a 400 mm trunk watermain, therefore depending upon the size of a connection that is necessary the proponent could also be responsible for the cost of a new watermain from Prince William Way Queensway.

h) No Partial Servicing

Any request for service extension is required to be for both wastewater and water as partial servicing of non-urban properties contravenes the Provincial Policy Statement. The proposal being considered has requested both water and wastewater services.

i) Financing for City's Expansion Costs is Affordable

The intent of this clause is to ensure that service extensions would not negatively impact the delivery of these services to existing or planned uses within the City, or cause the City the need to expand water and wastewater systems prematurely, to the benefit of uses not located within the City. The Environmental Services Department has confirmed that the proposal would advance the need for planned future upgrades to the system, but that the costs of replacing this capacity would be the responsibility of the proponent.

j) No Negative Impacts on other City Services

The land use to be serviced is not to have negative impacts on such services as fire, library, roads/transportation and recreation. The proposed development would appear not to have a negative impact on the identified City Services except for a potential turning lane being required into the development, and with respect to library and recreational services the development could potentially have a positive impact on the use of these facilities and programs.

k) Transportation

There is currently no sidewalk on the north side of Big Bay Point Road. The sidewalk would need to be extended from Queen Elizabeth Parkway to the Queensway and potentially traffic signals or an IPS added at The Queensway. It is also recommended that the need for turning lane into the proposed developed be considered during detail design.

l) Hydro

Hydro servicing issues would need to be discussed with potentially both InnPower and PowerStream/Electra Utilities.

m) Drainage

A portion of the proposed development site drains south back into Barrie. A stormwater management plan/facility would need to be designed to Barrie/LSRCA/MOE standards. This facility would be outside of Barrie so dedication / maintenance issues would need to be sorted out as part of development approval in discussion with Innisfil.

11. In addition to the criteria referred to above, should Council agree to the service extension request, an agreement would be negotiated with InnServices/Town of Innisfil. The requirements of the Agreement would include, but not necessarily be limited to, those items identified in Appendix "A".

Summary

12. Staff have reviewed the comments received and considered the request for water and wastewater extension to 1870 Big Bay Point Road. Staff believes that the request conforms to Council's criteria. If Council were to agree with this recommendation, the next step would be to enter into negotiations with InnServices/Town of Innisfil for a Municipal Servicing Agreement which would include addressing the matters identified, but not limited to, in Appendix "A".

ALTERNATIVES

13. There is one alternative available for consideration by General Committee:

<u>Alternative #1</u>	<p>General Committee could refuse the proposed servicing extension request from the Town of Innisfil/InnServices.</p> <p>This alternative is available to General Committee but not recommended as the proposed use which would have benefit of the services would help address housing for seniors which is not only needed within the City, but within the local Region. The proposed development also would be cost neutral to the City.</p>
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FINANCIAL

14. If approved, the City of Barrie would be providing water and wastewater services to facilitate a development within the Town of Innisfil. As a result, while the City would require the payment of any and all costs associated with the service extension, the City would not receive Development Charges nor tax revenues associated with this proposal.
15. The proposed development would advance the need for planned future upgrades to the water and wastewater treatment system, and improvements to the collection system are also a potential cost. Any costs associated with advancing these works would be identified and addressed through a servicing agreement with InnServices/Town of Innisfil.

LINKAGE TO 2014-2018 STRATEGIC PLAN

16. The recommendations included in this Staff Report support the following goal identified in the 2014-2018 Strategic Plan:
 - Inclusive Community
17. In accordance with Council's goals, the proposed development would provide for retirement housing units which are needed within the City and local market, albeit outside of the City of Barrie.

Attachments: Appendix "A" – Requirements for Municipal Servicing Agreement with Town of Innisfil/InnServices - 1870 Big Bay Point Road

Appendix "B" – Location of Subject Property

Appendix "C" – Criteria for Evaluating Servicing Requests Outside City Boundaries

Appendix "D" – Motion from the Town of Innisfil

APPENDIX "A"

**MINIMUM REQUIREMENTS FOR MUNICIPAL SERVICING AGREEMENT BETWEEN BARRIE AND
THE TOWN OF INNISFIL/INNSERVICES**

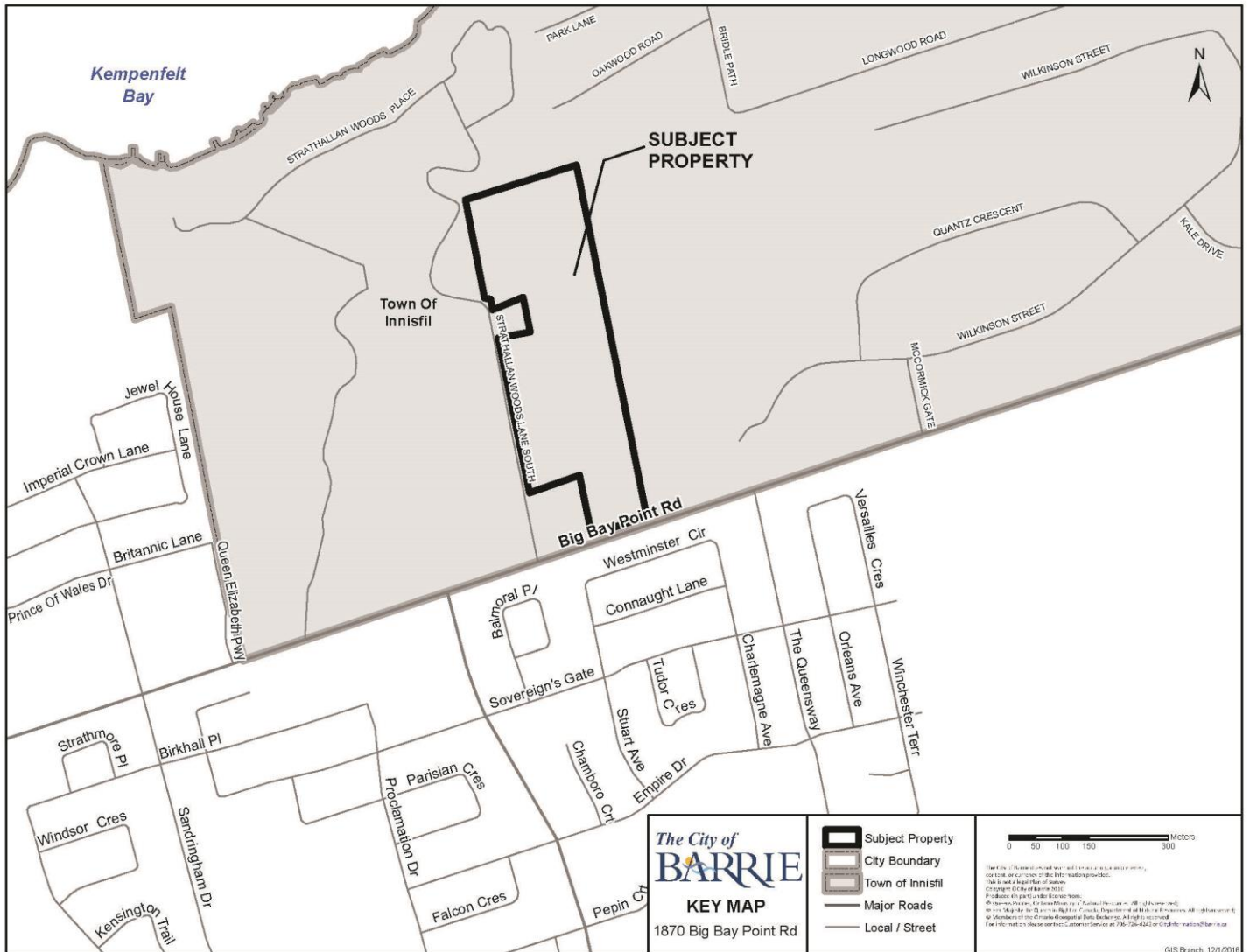
1870 BIG BAY POINT ROAD

- A) The Agreement for servicing would be made between the City of Barrie and the adjacent municipality as is required under the Municipal Act, and would only apply to the lands subject to this request. Any future requests for servicing for other lands would be reviewed separately and be at the discretion of the City of Barrie.
- B) No infrastructure expansion in Innisfil beyond this specific development shall occur without prior review/approval by the City (an approved servicing area Map should be included).
- C) Extension of services would be owned by the adjacent municipality and they would be responsible for the cost of design and construction of infrastructure, the operation and maintenance of that portion of the system, replacement of capacity, and City costs related to the review and processing on individual applications including the review of specific land use proposals.
- D) The Planning Act requires that the City receive notice of any proposed amendments to Official Plans/Zoning By-laws/Plans of Subdivision; but not for Site Plan Control. A process would be established to allow the City to comment on proposals to ensure that the proposed development is agreeable to the City.
- E) The servicing agreement would allow the City the ability to decline the provision of servicing for specific proposals, and require that the servicing commitment from the City be confirmed prior to a final decision being made by the Municipal Land Use Authority.
- F) The City would monitor flows and the applicable water and sewage costs would be billed to the adjacent municipality, the Town of Innisfil, for full cost recovery.
- G) Extension of services would need to meet all applicable provincial requirements.
- H) Innisfil must enact By-law(s) to regulate sewer use and water taking which mirrors the City's By-laws as amended from time to time (including: Barrie's Sewer Use By-law, Barrie's Water Use Restrictions Procedures, Barrie's Water & Wastewater Billing By-law, etc.).
- I) Extension of services would need to meet all applicable City Standards.
- J) Extension of services would be subject to Council approval.
- K) A boundary delivery/receiving facility would be required to permit metering, monitoring and sampling, which would be at the cost of the Town of Innisfil/InnServices.
- L) Barrie would provide and read individual meters (AMI radio read system) – and either prepare invoices on Innisfil's behalf or provide usage information to allow Innisfil to prepare the invoices (our preference would be that Innisfil pays Barrie directly – but if otherwise, Innisfil must commit to Barrie that it would use all the same powers for collection that are available to Barrie (i.e. move overdue invoice to taxation and collect on Barrie's behalf, etc.)
- M) All infrastructure must be constructed to Barrie's Standards including approved materials and appurtenances as revised from time to time (or better, as approved in writing by Barrie).

- N) Innisfil must be committed to work collaboratively with Barrie to effect any potential direction received relative to the facilities emanating from the Province (i.e. MOECC, MOH, Health Unit, etc.), Federal Government and/or any bona fide regulatory agency.
- O) All prevailing Legislation, Acts, Regulations, etc. must be fully adhered to by the Development and Innisfil (including the OWRA, SDWA, OBCA/OBC, etc.).
- P) Barrie shall be afforded the ability to inspect the system from time to time and to be fully informed by Innisfil of any and all repairs and/or replacement work impacting the system in Innisfil.
- Q) Innisfil would be the “owner” of the municipal water and wastewater systems within Innisfil and fully responsible as the owner in accordance with all prevailing legislation.
- R) The Town of Innisfil must pass a By-law for the area to be serviced that replicates Barrie’s Backflow Prevention By-law and amend it to fully conform with Barrie’s as Barrie amends theirs from time to time.
- S) Innisfil would pay Barrie for all related costs, as calculated by Barrie, incurred in establishing the services including but not limited to:
 - a. Wastewater conveyance capacity
 - b. Wastewater Treatment capacity
 - c. Water Conveyance
 - d. Water Treatment Capacity

APPENDIX "B"

SITE LOCATION MAP – 1870 BIG BAY POINT ROAD



APPENDIX "C"

CRITERIA FOR EVALUATING REQUESTS FOR SERVICING OUTSIDE THE CITY BOUNDARY

Planning Criteria

1. That any associated Planning Act applications would need to comply with the Planning Act, Provincial Policy Statement, applicable Provincial and Municipal land use policies, regulations, standards and guidelines and general good planning principles.
2. That the land use would need to meet the City's strategic objectives.
3. That the property for which servicing extension is requested is immediately adjacent to the City boundary.
4. That the location of the property to be serviced fits with the development within the City and is not bypassing other properties.
5. That there would be no provision of land use approval by the adjacent municipality until servicing commitment has been confirmed by the City following a review of compatibility, appropriateness and impact on the City's goals and objectives.
6. That refusal to provide servicing in a specific circumstance would be at the sole discretion of the City and not be subject to any outside decision making authority such as the Ontario Municipal Board.

Engineering Criteria for Water and Wastewater

7. Wastewater Servicing:
 - That the City's wastewater collection system has the capacity to convey the additional flow to the WwTF.
 - That the City's WwTF has the available capacity to treat additional flows and still meet regulatory requirements.
8. Water Servicing
 - That the City's distribution system has the capacity to provide additional flows without impacting fire flows, pressure or water quality.
 - That the City's water treatment system has the available capacity to provide the additional flows.
9. That the request must include both water and wastewater servicing because partial servicing is contrary to the Provincial Policy Statement.

Financial Criteria

10. That the financing for the City's portion of any expansion costs would be affordable by the City, including the required capital and operating funding and cash flow availability.

Other Criteria

11. That the proposed land use to be serviced would have no negative impacts on other City services such as fire, library, roads/transportation system and recreation.

12. Wastewater conveyance capacity – although, I expect there is adequate, this response should come from Engineering with input from RPF (Craig Morton), as they are responsible for this aspect.
13. Wastewater Treatment capacity – Currently there is adequate treatment capacity available – but this would advance the need for planned future capacity upgrades – and there buy-in contribution value would have to reflect this.
14. Water Conveyance – the current system would have adequate capacity at this point. Engineering should also probably weigh in on this as the Hydraulic Model is in their court.
15. Water Treatment Capacity - Currently there is adequate treatment capacity available – but this would advance the need for planned future capacity upgrades – and there buy-in contribution value would have to reflect this plus an allowance for necessary Storage considerations.

APPENDIX "D"

MOTION FROM THE TOWN OF INNISFIL

(D.9) Staff Report DSR-166-16 - 1870 Big Bay Point Road –
Alternative Servicing.

CR-250-02.16 Resolution

Moved By: Councillor D. Lougheed

Seconded By: Councillor B. Loughead

That Council support the preparation of an agreement between InnServices and the City of Barrie to provide inter-municipal servicing (water and wastewater) from the City of Barrie to a potential future aged care development at 1870 Big Bay Point Road as outlined in Staff Report DSR-166-16.

In Favour: Councillor D. Lougheed
Councillor R. Simpson
Councillor B. Loughead
Councillor C. Payne
Councillor S. Daurio
Councillor D. Orsatti
Deputy Mayor L. Dollin
Mayor G. Wauchope

Against: Councillor R. Nicol

--carried--