



The Regional Municipality of Durham

To: The Planning, Finance & Administration, Works, and Health  
& Social Services Committee

From: A.L. Georgieff, Commissioner of Planning  
R.J. Clapp, Commissioner of Finance  
P.W. Olive, Commissioner of Economic Development and  
Tourism  
C.R. Curtis, Commissioner of Works  
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Dr. H. Drouin, Commissioner of Social Services

Report No.: 2009-J-3

Date: March 3, 2009

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**SUBJECT:**

Central Pickering Development Plan (Seaton)–Status of Implementation Update #3,  
File D03-06-24

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**RECOMMENDATIONS:**

THAT the Planning, Finance and Administration, Works, and Health and Social Services Committee recommend to Regional Council:

- a) THAT Federal Government staff be requested to attend the monthly Seaton Intergovernmental meetings (which include staff from the Region of Durham, City of Pickering and various Provincial Ministries) to:
  - i) provide current estimates for the infrastructure needs for the Federal lands in order to allow the Region to more accurately identify the capital oversizing requirements within Seaton;
  - ii) provide information regarding the potential funding of the share of infrastructure costs related to the Federal lands; and
  - iii) be involved in discussions related to the various on-going Seaton-related studies that involve the Federal lands (i.e. DTY Transportation Study, Fiscal Impact Study and CPDP Municipal Class EA for Regional Infrastructure).

- b) THAT the Province, once again, be requested to:
- i) provide upfront capital and ongoing operating funding to the Region of Durham for the transit infrastructure necessary to provide transit services at the outset of Seaton's development in order to attract ridership in the early stages of development, as envisaged by the Central Pickering Development Plan;
  - ii) amend The Development Charges Act to remove the ten year historical level of service restriction to allow municipalities to calculate transit development charges on the basis of future services, as opposed to historical service levels; and
  - iii) confirm the Provincially-owned lands in Seaton required for Regional infrastructure and Regional community facilities will be conveyed to the Region at no cost; and
- c) THAT a copy of Joint Report 2009-J-3 be forwarded to the Minister of Municipal Affairs and Housing, Minister of Energy and Infrastructure, Minister of the Environment, Minister of Transportation, Minister of Aboriginal Affairs, Indian and Northern Affairs Canada, City of Pickering, Town of Ajax, Regional Municipality of York, City of Toronto, Town of Markham, Toronto Region Conservation Authority, Ontario Realty Corporation, Sernas Associates, North Pickering Community Management Inc., 407 ETR, Transport Canada, Environment Canada, Metrolinx, and the Greater Toronto Airports Authority (GTAA).
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## **REPORT:**

### **1. PURPOSE**

- 1.1 The purpose of this Report is to provide an update on the progress of implementing the Central Pickering Development Plan (CPDP), including the status of the:
- Seaton Natural Heritage System (NHS) Management Plan and Master Trails Plan Study;
  - Municipal Class Environmental Assessment (EA) for Regional Infrastructure;

- Seaton Neighbourhood Planning Program;
- Durham/Toronto/York (DTY) Area Transportation Plan Study;
- Metrolinx Regional Transportation Plan and Investment Strategy;
- Highway 407 Interchanges at Sidelines 22 and 26;
- Master Environmental Servicing Plan (MESP);
- Highway 407 (Seaton Lands) Economic Development Study; and
- Regional Fiscal Impact Study.

1.2 This Report also summarizes the status of directions Regional Council previously identified as required to implement the CPDP (refer to Attachment 2). The previous status report was presented to Joint Committee on February 5, 2008 (Report 2008-J-1).

## **2. SEATON NATURAL HERITAGE SYSTEM (NHS) MANAGEMENT PLAN AND MASTER TRAILS PLAN STUDY**

2.1 The Central Pickering Development Plan (CPDP) requires the land owner of Seaton's Natural Heritage System (NHS) to prepare a Management Plan, including a Master Trails Plan. The CPDP also directs that Seaton's NHS is to remain in public ownership. Accordingly, in 2006, as the landowner of Seaton's NHS<sup>1</sup>, the Province (Ministry of Municipal Affairs and Housing) retained a consultant (Schollen & Company Inc.) to undertake the work. A Steering Committee, led by the Ministry of Municipal Affairs and Housing, with staff from other Provincial ministries<sup>2</sup>, the Region, the City of Pickering, and Toronto Region Conservation Authority (TRCA), guided the Study.

2.2 Following consultation with stakeholders, including First Nations, and a series of Public meetings, a draft Study was completed and circulated.

2.3 The Study, finalized in late October 2008, represents the consultant's advice to the Province on how to manage and protect Seaton's extensive NHS over the long-term. It provides guidance on how to manage Seaton's cultural heritage features and landscapes; and presents a fulsome trail system and

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<sup>1</sup> Following execution of the land exchange in August 2007, about half of Seaton's developable land (650 ha/1,600 acres) was transferred to the ownership of four major developers (Metrus, Lebovic, Mattamy, and White Sun (formerly Uxbridge Valley/Jay-M Holdings/Gan Eden)). The Province continues to retain ownership of the remainder of the residentially-designated land (about 200 ha/ 500 acres), all of the Employment Lands (400 ha/ 1,000 acres) and all of Seaton's Natural Heritage System (1,500 ha/3,700 acres).

<sup>2</sup> Ontario Realty Corporation, Ministry of Energy and Infrastructure, and Ministry of Natural Resources.

open space network for the new community -- all consistent with the vision, goals, objectives and policies of the CPDP. Estimates of the capital costs for the restoration of the NHS, construction of the trails system, and costs for additional studies are also provided. In addition, a monitoring program, and recommended roles and responsibilities for implementation are presented.

- 2.4 The Study is currently being reviewed, and a Regional response will be prepared for consideration by Committee and Council in April 2009.

3. **MUNICIPAL CLASS ENVIRONMENTAL ASSESSMENT (EA) FOR REGIONAL INFRASTRUCTURE**

- 3.1 As reported in February 2008, five (5) engineering consulting teams were selected to respond to the Region's Request for Proposals (RFP) for the Class Environmental Assessment (EA) for Regional Infrastructure.

- 3.2 Since last reporting, in accordance with Council direction (Report #2007-J-08)<sup>3</sup>, a Memorandum of Understanding (MOU) for the funding arrangements between the Region and Seaton landowners for the cost of the EA was signed in October 2008. Subsequently, the RFP was issued on December 5, 2008, with a closing date for submissions of February 12, 2009.

- 3.3 Three submissions were received, and are currently being evaluated. A report will be presented to Works Committee on March 24, 2009, and to Regional Council on April 1, 2009, for the assignment of the EA.

4. **SEATON NEIGHBOURHOOD PLANNING PROGRAM**

- 4.1 The CPDP requires the City of Pickering to prepare neighbourhood plans and other associated planning studies, such as a sustainable development program, urban design guidelines, an affordable housing strategy, and a retail market analysis.

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<sup>3</sup> On March 28, 2007, Council directed that staff be authorized to continue to move forward with the EA for Central Pickering on the basis that... "the Region obtain indemnities from the benefiting development proponents, in a form acceptable to the Regional Solicitor, for any losses incurred as a result of the Region's participation in the Class Environmental Assessment work to be undertaken, in addition to the previously agreed upon 100% funding of the Environmental Assessments by the benefiting development proponents.

- 4.2 On October 20, 2008, Pickering Council endorsed the terms of reference for the Seaton Neighbourhood Planning Program. In addition to the studies cited above, the terms of reference also require the preparation of a community services and facilities plan, draft official plan conformity amendments, draft development guidelines, and consultation reports for community, agencies and First Nations.
- 4.3 The Program is expected to be completed within 8 – 12 months of the consultant being retained, and will be jointly managed by the City and the Seaton Landowners through a “Management Committee”. The Management Committee is to consist of 3 members each from City staff and the Seaton Landowners. The Region is to be consulted as required. Ultimately, the Region will be responsible for approving the enabling amendments to the Regional and City of Pickering official plans to implement the Seaton Neighbourhood Planning Program.
- 4.4 Currently, a “Management Committee Agreement” between the City and the Seaton Landowners is being prepared in order to establish roles and responsibilities in conducting the study. Once the Agreement is executed, the Seaton Landowners will issue a request for proposals to select a consultant. Pickering Council must endorse the consultant selection. At this time, it is anticipated that the consultant would be in a position to commence work as soon as this summer.

## **5. DURHAM/TORONTO/YORK (DTY) AREA TRANSPORTATION PLAN STUDY**

- 5.1 The Durham/Toronto/York Area Transportation Plan Study (DTY Study), which is being led by the Ministry of Transportation (MTO), has been underway since 2006. The purpose of the Study is to evaluate long-range inter-regional road and transit improvements required to support the development of Seaton and the broader DTY Study Area<sup>4</sup>. Ultimately, the Study findings and recommendations will serve as advice to the Province on inter-regional transportation deficiencies, and are intended to form the basis for provincial investments.

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<sup>4</sup> The DTY Study Area encompasses the western portion of Durham Region, an eastern portion of the City of Toronto and a southeast portion of York Region.

- 5.2 Since last reporting, some progress has been made on this Study. A draft report was recently circulated to the Region and other agencies (i.e. Ministry of Energy and Infrastructure, Ministry of Municipal Affairs and Housing, York Region, City of Toronto, GO Transit and Transport Canada) for review and comment.
- 5.3 Generally, the draft report outlines a “transit first” strategy in terms of implementing new transit and road infrastructure to support growth in Seaton and the surrounding area. An initial assessment suggests that the recommendations for implementation require more detail and further refinement in terms of scope and timing, particularly for connections outside of Seaton. It is noted that the draft report addresses the widening of Highway 7 through Seaton, which has been omitted from other transportation-related studies, such as the Metrolinx Regional Transportation Plan and the Class EA for Regional Infrastructure.
- 5.4 Regional staff will provide detailed comments on the draft DTY report within the next few weeks, seeking to ensure that Durham’s transportation interests, especially outside the Region’s jurisdiction (such as Steeles Avenue widening in Toronto, 14<sup>th</sup> Avenue completion and Highway 7 widening and improvements) are addressed. Resolution of these inter-regional matters will continue to be pursued through comments on this Study and other transit/transportation-related activities being undertaken by other agencies. Once completed, the DTY Study findings and recommendations will be presented to Council.

## 6. **METROLINX REGIONAL TRANSPORTATION PLAN AND INVESTMENT STRATEGY**

6.1 The Greater Toronto Transportation Authority (Metrolinx) released a draft Regional Transportation Plan (RTP) and Investment Strategy (IS) in October 2008. The draft RTP, entitled *The Big Move: Transforming Transportation in the Greater Toronto and Hamilton Area* “contains a vision for the future in which transportation in the GTHA is seamless, efficient, convenient, equitable and user-centred.” The draft contains almost 100 actions or projects to achieve the vision, and identifies recommended projects for the first 15 years of implementing the RTP, and projects that should be undertaken beyond the 15 year timeframe.

6.2 In November 2008, Council provided its response to the draft RTP and IS (Report #2008-J-39). With regard to Seaton, the Region noted that the Metrolinx RTP and IS should be aligned with the CPDP as a showcase for sustainability. As such, Council recommended that the RTP and IS should provide for the regional transit network to support Seaton as a “transit first” community of 70,000 people and 35,000 jobs by 2021, including:

- east-west rapid transit connections to North Toronto and to York Region;
- road widening and bus rapid transit (BRT) service in the Steeles-Taunton corridor as a top priority in the 15 year plan;
- extension of the Brock Road bus rapid transit line beyond Seaton to Highway 407 within the 15 year plan;
- Highway 7 widening and improvement through Seaton to support development and transit service within the 15 year plan;
- Highway 407 transitway to be built concurrent with the highway to save on construction time and costs and provide a “transit first” environment as new employment and residential development along this corridor proceeds; and
- bundling construction of the Seaton transit connections into a single project to accelerate their completion.

6.3 On November 28, 2008, the Metrolinx Board of Directors adopted the RTP, with revisions. The RTP now includes new east-west connections to North Toronto and York Region and the extension of the Brock Road bus rapid transit corridor to Highway 407 in the 15 year plan, as requested by Council.

- However, the RTP does not include the extension of bus rapid transit services within the Steeles-Taunton corridor within the 15 year time horizon, nor does the revised RTP address or include the concurrent construction of the Highway 407 transit way with the construction of the future highway, or the Highway 7 widening and improvements that were requested by Council. Also, the RTP does not explicitly indicate that transit projects within the Seaton community be bundled into a single construction project. However the RTP does acknowledge that consideration will be given to phasing within and between corridors, and that the RTP will be integrated with other Provincial Plans, the CPDP being one such plan.
- 6.4 The RTP also includes recommendations to promote the development of complete walking and cycling networks across the GTHA and recommends a provincial funding commitment to assist municipalities in establishing these networks.
- 6.5 The RTP has been forwarded to the Minister of Transportation for approval as part of the requirement under Section 6.2 of the Greater Toronto Transportation Authority Act. At the time of preparing this report, the Minister has not made a decision.
- 7. HIGHWAY 407 INTERCHANGES AT SIDELINES 22 & 26**
- 7.1 As previously reported, in late 2007, MTO retained a consultant (Morrison Hershfield) to proceed with the studies and planning required for the design and construction of the Highway 407 interchanges that are designated by the CPDP at Sidelines 22 and 26. In late January 2008, Regional staff, among other stakeholders, attended a “start up” meeting.
- 7.2 Since last reporting, in January 2009, MTO staff advised that the consultant has completed their evaluation of interchange location alternatives, and are currently finalizing grading limits and property requirements associated with the recommended interchange locations. According to MTO staff, the consultants have concluded that there are no obstacles to locating the interchanges at Sidelines 22 and 26, and that design standards can be met at those locations. Once the study has been finalized, MTO has indicated that it will present the details to staff.

7.3 This activity needs to be closely coordinated with the roads components of the Master Environmental Servicing Plan, Municipal Class EA for Regional Infrastructure and the City's Neighbourhood Planning Program, to ensure that the interchange designs are consistent with the preferred road alignments of Sidelines 22 and 26.

## 8. **MASTER ENVIRONMENTAL SERVICING PLAN (MESP)**

8.1 The CPDP requires the preparation of a Master Environmental Servicing Plan (MESP). The purpose of this work, which is being led by Sernas Associates on behalf of the Seaton Landowners, is to complete an overall MESP<sup>5</sup> for Central Pickering, and develop phase-specific implementation recommendations for infrastructure and major community facilities in the context of the CPDP.

8.2 Terms of Reference for this Study were completed in June 2007. Subsequently, an "Oversight Committee" was established, consisting of various stakeholders, to provide an overview and consultative function, including reviewing the results of the analyses at key milestones. Regional staff from Planning and Works are members of this Committee, and consult with other Regional Departments, including Finance, Social Services, Health, Durham Transit and Durham Region Police Service, as required.

8.3 Since last reporting, in April 2008, as input to the MESP, the Province completed a "Wetlands Water Balance Study". Also, in August 2008, an "Existing Conditions Report" was completed by Sernas Associates and distributed to the Oversight Committee members, as the first phase of the MESP Study. The Existing Conditions Report contains a range of detailed and technical baseline data<sup>6</sup> required for formulating recommendations for the purposes of the next phase of the MESP. This information will also be a useful source of data for purposes of the Municipal Class EA for Regional infrastructure. Currently, Sernas Associates is making arrangements for

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<sup>5</sup> The MESP is to fulfill the requirements of the Municipal Engineers Association Class Environmental Assessment – Master Planning Process, and at minimum, address the first two phases in the Planning and Design Process of the Class Environmental Assessment for all non-Regional road projects and local water and wastewater infrastructure projects.

<sup>6</sup> Existing conditions data including, field inventories and analyses of aquatic communities, fluvial geomorphology of streams, terrestrial communities at existing and proposed road crossings of the NHS, geology, hydrogeology, hydrology, floodplain mapping, existing municipal services and road systems within Seaton.

consultation on this Study with First Nations, and to present the Existing Conditions Report to them.

8.4 Of note, as part of the MESP, an Energy Management Strategy is being prepared, and Sernas Associates has retained the services of Mr. Bill Wong of SAIC Canada for this work. The intent of this component of the MESP is to investigate opportunities for establishing a district energy production and distribution system within Seaton, incorporate renewable energy sources, and to consider the use of centralized heating and cooling systems for all or a portion of Seaton. A draft strategy on this matter is expected to become available in 2009. This component of the MESP is of interest to the Region, City, and Province. Seaton represents a great opportunity to create a fully integrated and sustainable community of significance. Local, provincial and international expertise, technologies, systems, and best practices can be brought together to create a showcase community that supports and enhances:

- the City of Pickering's Sustainable Pickering Initiative objectives;
- the Region and the Durham Strategic Energy Alliance's sustainable energy/transportation solutions objectives; and
- the Province's energy, infrastructure, research and investment/job creation objectives.

Discussions are underway to determine how best to investigate paths to attain these objectives through a comprehensive Energy Management Strategy.

8.5 Also of note are ongoing meetings and discussions with a variety of service providers to continue to identify major community facility needs for Seaton, and preferred locations<sup>7</sup> as input to the MESP.

8.6 As previously reported, staff have identified the need for land in Seaton for the following Regional facilities:

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<sup>7</sup>The MESP's Terms of Reference require the identification of preferred locations for major community facilities including, but not limited to schools, district and community parks, recreational facilities, libraries, health care facilities, Regional and local operation facilities, transit facilities, and emergency service facilities such as fire, EMS and police stations. In addition, based on a needs analysis completed in consultation with the Province, the City of Pickering and appropriate stakeholders, the MESP is to identify the preferred locations for any required major provincial institutions such as a medical facility, a university, and/or college campus site.

- a centrally located police station;
- a works operations centre/depot;
- an EMS station;
- commuter/car pool parking areas;
- a transit depot; and
- water storage facilities (reservoirs) and water and sanitary sewage pumping stations.

8.7 Also, as previously reported, in October 2007, the Regional CAO and City of Pickering CAO wrote a joint letter to the then Assistant Deputy Minister of Public Infrastructure Renewal, expressing interest in the conveyance of approximately 16 hectares (40 acres) of Provincially owned land, located in the eastern portion of Seaton to the Region and City for various emergency and operational support facilities<sup>8</sup> (refer to Location Map contained in Attachment 1).

Although a response was received in late January 2008, indicating that the “Ministry is developing a comprehensive strategy to determine appropriate infrastructure investment in and around Seaton”, no further developments have occurred, and it has not been confirmed that the lands for such community facilities will be free of charge.

8.8 Since last reporting, additional Regional facility needs have been identified, and more details on previously identified needs have been compiled and communicated to Sernas Associates as input to the MESP, as follows:

- the Health Department has identified the need for approximately 260 square metres (9,000 sq. ft.) of office/clinic/meeting room space. This space is required to house staff, provide meeting rooms for coalitions of community groups, and provide space for clinical services such as sexual health clinics, breast feeding and oral health clinics;
- the Social Services Department has expressed the need to provide a “Human Resources Centre” consisting of approximately 280 square metres (10,000 sq. ft.) to provide centralized services for programs related to Ontario Works, Family Services, Children Services and referrals to services;

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<sup>8</sup> Including, but not limited to a fire hall/headquarters, a City and Regional operations centre (depot), an animal shelter, and an EMS station.

- Durham Transit has identified the need for approximately 4 hectares (10 acres) of land for a transit depot, preferably in a location on the south side of Highway 407, within the Employment Land designation; and
- the Works Department has identified the need for a waste transfer facility, 1.2 hectares (3 acres) in size. A suitable location for such a facility would be in the eastern portion of Seaton, on the Provincially owned land that the Region and City's CAOs have previously requested from the Province.

In addition, it has been suggested that the Province consider locating a Provincial head office, and/or establishing a Provincially operated arts/entertainment centre in Seaton.

- 8.9 It should be noted that it is a policy of the CPDP that facilities be “clustered”, in order to provide for joint-use and/or multi-use of public facilities. Accordingly, there have been discussions among various Regional Departments and Durham Police Service on the possibility of co-locating certain facilities to gain land use and service efficiencies. In particular, the required Police facility, combined with office, clinic and meeting room space required by the Health and Social Services Departments, on 4 hectares (10 acres) of land, in a central location, appears to be a desirable “cluster”, as there is potential to provide more efficient services and cost savings if such services are provided within one structure. The feasibility of co-locating and joint-use of municipal community facilities for financial efficiencies however, needs to be explored further.
- 8.10 The next phase of the MESP entails the preparation of draft recommendations, which are planned for release and public review in early fall 2009. This phase of the Study is being coordinated with the release of the Seaton NHS Management Plan and Master Trails Plan Study, preliminary Municipal Class EA for Regional Infrastructure work, and potentially, the Neighbourhood Planning Program. Additional natural systems monitoring<sup>9</sup> is also being undertaken to supplement the Province's Seaton Wetland Water Balance Study. This monitoring will provide additional data on the natural features and functions in Seaton, and will be used as input to the ongoing development impact analyses. The data will also assist in identifying where sensitivities exist, so that impacts can be eliminated through neighbourhood

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<sup>9</sup> A system of field monitoring stations has been established to obtain further field data on surface water flows in streams, water levels in wetlands, groundwater contributions to wetlands and site geology.

or construction design. Where impacts are unavoidable, the data and analysis will assist in the formulation of mitigative measures to be incorporated into the development design.

## **9. HIGHWAY 407 (SEATON LANDS) ECONOMIC DEVELOPMENT STUDY**

- 9.1 As previously reported, as a requirement of the CPDP, this Province-led Study was completed by Hemson Consulting Ltd. in April 2007. The purpose of the Study was to provide advice to the Province (ORC), as the owners of the Highway 407 Employment Lands, on the types of businesses that will be attracted to the areas, recommended marketing and servicing strategies, and to provide a land use concept and phasing plan to maximize the economic value of the land.
- 9.2 Contained in the Study are a number of recommendations on implementation. One of the recommendations is that the Province, as the owner of the Employment Lands in Seaton, take an active role in marketing the lands in conjunction with the Region and City. Accordingly, the Ontario Realty Corporation (ORC) has recently contacted the Region and City to implement this recommendation, and a “start-up” meeting was held in mid February 2009.

## **10. REGIONAL FISCAL IMPACT STUDY**

- 10.1 As previously reported, the IBI Group was retained by the Province/Seaton landowners to undertake a Fiscal Impact Study, as required by the CPDP and the Regional Official Plan. The purpose of the Study is to examine the capital and on-going operating cost implications on the Region with respect to all regional services, including roads, water supply, sanitary sewerage, transit, public health, police, EMS and social services. The Study will account for the higher standards planned for this model sustainable community; demonstrate if there will be a financial hardship on the Region from the development of Seaton; and assess if the community will be financially sustainable.
- 10.2 A “Study Group”, consisting of representatives from the IBI Group, the Region, Ministry of Municipal Affairs and Housing (MMAH), Ontario Realty Corporation (ORC), Ministry of Energy and Infrastructure (MEI), Watson & Associates Economists Ltd. (representing the Region), Hemson Consulting

- (representing the Province), and Sernas Associates (representing the Seaton developers), meet to provide input to the Study, including the development of assumptions and scenarios.
- 10.3 The Study is not limited to the boundaries of the Seaton community, as the analysis includes:
- the costs (capital and operating) related to the oversizing of water, sewer and road infrastructure within Seaton required to service the Federal lands to the north;
  - the oversizing of water and sewer infrastructure already constructed outside of Seaton (i.e. oversizing of pipes and the Ajax Water Supply and Duffin Creek Water Pollution Control plants); and
  - the costs of Regional roads outside of Seaton necessary to accommodate the anticipated growth in Seaton and the Federal lands.
- 10.4 The analysis also considers the upfront capital and on-going operating costs related to a Regional transit system required to support Seaton. The transit system being proposed for the purposes of the Fiscal Impact Study:
- assumes an aggressive service will be provided at the outset of development in order to attract ridership in the early stages of development;
  - assumes service will be required to the Employment Lands along Highway 407 and Highway 7 which is to be developed concurrently with residential development; and
  - incorporates the recommendations contained in the recently completed Metrolinx RTP related to the transit service supporting the development of Seaton.
- 10.5 Two modelling scenarios are being carried out for the Study, including a 70,000 population and 35,000 jobs scenario as specified in the CPDP, and a 54,000 population and 27,000 jobs conservative scenario. By considering the lower population and employment scenario, the analysis will identify the financial impact to the Region if the population and employment figures contained in the CPDP are not achieved (i.e. worst case financial scenario).

- 10.6 Once completed, the Study will provide the information needed to ensure appropriate financial agreements, including front-ending and cost-sharing agreements are in place prior to the development of Seaton. It will also provide the information needed for staff to calculate Seaton area specific development charges for transit, water supply and sanitary sewerage.
- 10.7 Since last reporting, the Region has agreed in principle to a set of assumptions and scenarios underlying the Study, and have provided them to City of Pickering staff, as Pickering's Fiscal Impact Study may utilize some of the same assumptions. Also, Regional staff are revising the transit plan estimates to reflect recommendations contained in the Metrolinx RTP.
- 10.8 A draft Fiscal Impact Study report is expected this Spring, which will subsequently be circulated to various stakeholders, for review. The draft Study will be peer reviewed by the Region's consultant, Watson & Associates Economists Ltd. Once initial input is provided by the key stakeholders, the draft Study findings will be presented to Regional Council for input.
- 10.9 The Regional Fiscal Impact Study is only one of many studies necessary for the development of Seaton. Other Seaton-related studies include the Municipal Class EA for Regional Infrastructure, the Neighbourhood Planning Program, the Durham/Toronto/York (DTY) Study and the Master Environmental Servicing Plan (MESP) Study. The information provided from these studies will verify if the assumptions used in the draft Regional Fiscal Impact Study were reasonable. The Fiscal Impact Study will be updated to reflect any significant changes to the assumptions once these complimentary studies are completed, and more refined development and infrastructure requirements are articulated.
- 10.10 Staff are proceeding to meet with the Seaton landowners to initiate discussions on the future front-ending agreement required to advance the infrastructure work that will accommodate the growth in Seaton and the potential development of the Federal lands. However, there remains a number of outstanding issues related to the funding of infrastructure:
- the servicing costs related to the Federal lands to the north of Seaton;
  - the significant costs (capital and operating) related to the transit service required to service Seaton; and

- confirmation that the Provincially-owned lands in Seaton required for Regional infrastructure and Regional community facilities will be conveyed to the Region at no cost.

These issues are expanded upon below.

10.11 An estimate for the servicing costs related to the Federal lands to the north of Seaton will be included in the Fiscal Impact Study, however the funding source of the up-front capital costs remains unresolved. This issue has been raised in previous reports, and Regional Council has previously requested the Province to facilitate discussions with the Federal level of government to address the servicing of the Federal lands. It is recommended that at this time, staff from the Federal Government be requested to attend the monthly Seaton Intergovernmental meetings to:

- provide current estimates for the infrastructure requirements for the Federal Lands, to allow the Region to more accurately identify the oversizing requirements for infrastructure within Seaton;
- provide information regarding the potential funding of the share of infrastructure costs related to the Federal Lands; and
- be involved in discussions related to the various on-going Seaton-related studies that involve the Federal Lands (i.e. DTY Study, Fiscal Impact Study and the CPDP Municipal Class EA for Regional Infrastructure).

10.12 To make Seaton a transit friendly community and attract ridership early in its development as envisioned in the CPDP, an aggressive transit service is essential. To achieve this vision, significant capital and operating costs related to transit service for Seaton are required. However, the Development Charges Act's ten year historical level of service restriction will result in a significant financial shortfall with respect to the capital costs. As well, an aggressive transit service plan will result in high operating costs, especially in the early stages of development. Although these issues have also been raised in past reports, Regional Council's requests to the Province to address these matters should be reiterated. Council should again request the Province to:

- provide ongoing operating funding to the Region for the necessary transit infrastructure; and

- amend the Development Charges Act to allow municipalities to calculate transit development charges based on future required services and not historical levels of service.

10.13 In order for the Region to proceed with the front-ending agreements and calculation of the area specific development charges for water, sewer and transit, the Province needs to confirm that the Provincially-owned lands required for Region infrastructure and Regional community facilities will be conveyed to the Region at no cost.

## **11. SUMMARY OF COUNCIL DIRECTIONS TO ADDRESS REGIONAL ISSUES**

11.1 Attachment 2 provides a summary of the status of Regional Council directions to staff to address Regional issues related to the implementation of the CPDP and the development of Seaton. The Attachment also lists the requests that Council has made to the Province to seek assistance in the development of Seaton.

11.2 Since last reporting, steps have been made toward the resolution of some of the Region's issues, including:

- ORC, in conjunction with the Region and City, is initiating a marketing strategy for Seaton's Highway 407 Employment Lands;
- the detailed design of the Highway 407 interchanges has progressed, and is nearing completion;
- the recently released draft DTY report addresses the widening of Highway 7 through Seaton and other inter-regional transportation deficiencies that have previously been identified by the Region; and
- as directed by Council, the MOU related to the Class EA for Regional Infrastructure has been completed, the RFP has been issued, and a consultant selection process to undertake the EA work is underway.

## 12. **CONCLUSIONS AND RECOMMENDATIONS**

12.1 Since our last update report, steady progress in the implementation of the CPDP has occurred:

- the Province-led Seaton NHS Management Plan and Master Trails Plan Study has been completed;
- an MOU has been signed, and the selection of an engineering consultant to undertake the Municipal Class EA for Regional Infrastructure is underway;
- Terms of Reference have been approved, and the RFP for the City's Seaton Neighbourhood Planning Program is soon to be issued, pending execution of a Management Committee Agreement between the City and Seaton landowners;
- a draft report of the Province-led DTY Study has been released which, once finalized, will inform the Province on where provincial investments need to be made to address inter-regional road and transit deficiencies in and around Seaton;
- the Province-led detailed design work for the Highway 407 interchanges at Sidelines 22 and 26 is near completion, which will assist as input to the MESP, Class EA for Regional Infrastructure and the Neighbourhood Planning Program;
- some of Council's requests related to Metrolinx's draft RTP and IS that are relevant to implementing the CPDP have been included in the final RTP, which is now awaiting approval by the Minister of Transportation;
- the first phase of the MESP has been completed, which will provide a useful source of data for purposes of the Class EA for Regional Infrastructure, which is about to commence;
- as part of the MESP, an Energy Management Strategy study is underway, which may provide opportunities for the Region, City, Province and Durham Strategic Energy Alliance to accomplish energy, sustainability, job creation, research and infrastructure objectives;
- major community facilities required by the Region to provide services to the Seaton community and vicinity have been identified and conveyed as input to the next phase of the MESP;
- discussions are taking place among service providers for clustering facilities in order to provide for joint-use and /or multi-use of public facilities;

- the ORC, in conjunction with the Region and City, is initiating a marketing strategy for Seaton's Highway 407 Employment Lands; and
- work on the Regional Fiscal Impact Study has continued, and a draft is anticipated in the Spring.

- 12.2 Issues remain however, with respect to the funding of infrastructure, such as the servicing costs related to the Federal lands north of Seaton, and the significant capital and operating costs related to Seaton's transit requirements. Although Council has previously requested the Province to address these matters, it is recommended that the Region reiterate its concerns. Accordingly, it is recommended that Federal Government staff be requested to attend Seaton Intergovernmental meetings in order to provide information, and be part of the discussions related to infrastructure requirements and funding. Also, the Region should request the Province, once again, to provide ongoing operating funding to the Region for the necessary transit infrastructure for Seaton, and to amend the Development Charges Act to allow municipalities to calculate transit development charges based on future required services, and not historical levels of service. In addition, it is recommended that the Region request the Province to confirm that the Provincially owned lands required for Regional infrastructure and Regional community facilities will be conveyed to the Region at no cost.
- 12.3 It is also recommended that a copy of this report be forwarded to various stakeholders to keep them informed.
- 12.4 Staff will continue to participate, contribute and advocate for Regional interests to resolve Regional issues, and report on the progress of implementing the CPDP, as appropriate.
- 12.5 This Report has been prepared in consultation with the Legal Department, Office of the CAO, Durham Region Transit and Durham Police Service.

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C.R. Curtis, P.Eng., MBA  
Commissioner of Works

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Patrick W. Olive  
Commissioner of Economic  
Development and Tourism

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Dr. Kyle  
Commissioner and  
Medical Officer of Health

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Dr. Drouin  
Commissioner of Social Services

RECOMMENDED FOR PRESENTATION TO COMMITTEE

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Garry H. Cubitt, M.S.W.  
Chief Administrative Officer

- Attachments:
1. Location Map of Seaton Lands requested of the Province for Emergency and Operational Support Facilities
  2. Summary of Regional Council Directions to Staff and Requests to the Province Related to the Implementation of the CPDP and the Development of Seaton

**Summary of Regional Council Directions to Staff and Requests to the Province  
Related to the Implementation of the CPDP and the Development of Seaton**

Report No. and Subject	Council Date	Direction	Status
<p><b>2006-J-14</b></p> <p><b>Central Pickering Development Plan (CPDP)</b></p>	<p>May 31, 2006</p>	<p>That the Minister of Municipal Affairs and Housing be advised that the Region of Durham will continue to pursue resolution of the following interests through Stage 2 of the implementation of the Central Pickering Development Plan:</p> <p><u>Planning</u></p> <ul style="list-style-type: none"> <li>• Establishment of a Provincial role and commitment to achieving a viable agricultural community, over the long term;</li> </ul> <p><u>Servicing and Financing</u></p> <ul style="list-style-type: none"> <li>• Financial Agreements to ensure that:               <ul style="list-style-type: none"> <li>i) the Region is fully funded by the Province and/or developers for the actual costs to construct the necessary infrastructure; and</li> <li>ii) the Region does not bear any extraordinary long-term operating costs resulting in higher property taxes and/or water and sewer rates for Durham Region residents;</li> </ul> </li> <li>• servicing of the Federal airport lands prior to development approvals;</li> <li>• servicing and release for purchase of the 407 Employment Lands prior to any residential development in Seaton;</li> <li>• transportation concerns, including the financing of the proposed Highway 407 interchanges; Highway 7 upgrades/widening and "Freeway" designation; expanded transit services for Central Pickering'; and</li> </ul>	<p>No progress to date on this matter.</p> <p>Ongoing. Regional Fiscal Impact Study is underway to address these matters.</p> <p>Unresolved.</p> <p>Unresolved.</p> <p>Ongoing. MTO staff have advised that their consultant (Morrison Hershfield) has completed an evaluation of interchange location</p>

Report No. and Subject	Council Date	Direction	Status
		<p>binding agreements to address inter-regional transportation systems;</p> <ul style="list-style-type: none"> <li>• financial assistance to the Region, in accordance with subsection 20 of the Ontario Planning and Development Act, in the event that increased costs are encountered in the implementation of the Central Pickering Development Plan;</li> <li>• amendments to the Development Charges Act to enable municipalities to fully recover the costs of new development, so that 'growth pays for growth' in Seaton;</li> </ul> <p><u>Health</u></p> <ul style="list-style-type: none"> <li>• formalization of an implementation plan for a Health Care Strategy with the Minister of Health and Long Term Care, that will address the issue of the shortage of physicians that exists in Durham Region.</li> </ul> <p>That the Durham Regional Official Plan be amended through the Regional Official Plan Review, to recognize that a Development Plan is in effect for Central Pickering.</p>	<p>alternatives, and are currently finalizing grading limits and property requirements associated with the recommended interchange locations. Once the Study has been finalized, MTO has indicated that it will present the details of the Study to staff.</p> <p>Increased costs are yet to be determined.</p> <p>Unresolved.</p> <p>Unresolved.</p> <p>Completed. Amendment 114, which was approved, in part, by the Ontario Municipal Board on January 2, 2008, recognizes the CPDP. The Amendment also acknowledges that conformity amendments to the Regional Plan to implement the CPDP will be considered at a later date, in consultation with the City of Pickering, TRCA and the Ministry of Municipal Affairs and Housing.</p>

Report No. and Subject	Council Date	Direction	Status
<p data-bbox="107 267 254 300"><b>2006-W-73</b></p> <p data-bbox="107 342 436 630"><b>Class Environmental Assessment (EA) for Regional Infrastructure Related to Water Supply, Sanitary Sewerage and Transportation for the Central Pickering Development Plan</b></p>	<p data-bbox="459 267 638 300">June 21, 2006</p>	<p data-bbox="682 267 1356 553">That Regional staff be authorized to proceed with Class Environmental Assessment for Regional Infrastructure. That the Class EA studies are to be funded 100% by the landowners within the CPDP (to be secured by a letter of credit), with the costs of the study recognized as part of the overall costs to service the CPDP, and that their costs be incorporated into the final financial agreement with the Region.</p>	<p data-bbox="1375 267 1803 300">Also See Report 2007-W-86 below.</p> <p data-bbox="1375 342 1881 375">Consultant selection process is underway.</p> <p data-bbox="1375 417 1953 553">Completed, in so far as a Memorandum of Understanding (MOU) between the Region and the Seaton landowners for funding the Class EA was signed in October 2008.</p> <p data-bbox="1375 596 1953 881">On December 5, 2008, a Request for Proposals (RFP) was issued to 5 pre-qualified consultants, with a closing date for submissions of February 12, 2009. Three submissions were received, and are currently being evaluated. A report to Works Committee will be presented on March 24, 2009, and to Regional Council on April 1, 2009 for the assignment of the EA.</p> <p data-bbox="1375 924 1953 1101">The financial agreement for cost recovery of the Class EA study by the Seaton landowners will be addressed through the financial arrangements that will be determined upon completion of the Regional Fiscal Impact Study.</p>

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<p data-bbox="117 272 243 297"><b>2007-J-08</b></p> <p data-bbox="117 342 441 483"><b>Status of Implementation of the Central Pickering Development Plan (CPDP)</b></p>	<p data-bbox="470 272 663 297">March 28, 2007</p>	<p data-bbox="693 272 1356 540">That given the uncertainties related to the completion of the Seaton land exchange transaction due to recent court challenges, and the heightened risks that the required Class Environmental Assessments for Regional infrastructure for Seaton may be subject to appeals, Regional staff be authorized to continue to move forward with the Environmental Assessments required for the development of Central Pickering on the basis that:</p> <ul data-bbox="693 578 1346 1065" style="list-style-type: none"> <li data-bbox="693 578 1346 789">• The Province, being the owner of the Seaton lands, provides the Region with adequate assurance that the Region may fully participate in its Class Environmental Assessment work for water, wastewater and transportation infrastructure, including access to Provincially owned lands, pending completion of the land exchange; and</li> <li data-bbox="693 826 1346 1065">• The Region obtain indemnities from the benefiting development proponents, in a form acceptable to the Regional Solicitor, for any losses incurred as a result of the Region's participation in the Class Environmental Assessment work to be undertaken, in addition to the previously agreed upon 100% funding of the Environmental Assessments by the benefiting development proponents.</li> </ul>	<p data-bbox="1386 578 1948 789">Completed. The Province has provided assurances by way of correspondence received in March/April 2007. The Land Exchange Agreement between the Province and the Oak Ridges Moraine developers was completed in August 2007.</p> <p data-bbox="1386 826 1948 963">Completed. A Memorandum of Understanding (MOU) between the Region and the Seaton landowners for funding the Class EA was signed in October 2008.</p> <p data-bbox="1386 1008 1948 1292">On December 5, 2008, a Request for Proposals (RFP) was issued to 5 pre-qualified consultants, with a closing date for submissions of February 12, 2009. Three submissions were received, and are currently being evaluated. A report to Works Committee will be presented on March 24, 2009, and to Regional Council on April 1, 2009 for the assignment of the EA.</p>

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		<p>That the Minister of Municipal Affairs and Housing be requested to facilitate discussions between:</p> <ul style="list-style-type: none"> <li>• the Ministry of Transportation, 407 ETR, and the Region of Durham, to determine the timing, design and construction of the Highway 407 interchanges designated at Sidelines 22 and 26; and</li> <li>• Transport Canada, Environment Canada, the Greater Toronto Airports Authority (GTAA), and the Region of Durham, in order to participate in planning for Regional infrastructure (water and wastewater) required to service the Federal airport lands.</li> </ul>	<p>Ongoing. In January 2009, MTO staff advised that their consultant (Morrison Hershfield) has completed an evaluation of interchange location alternatives, and are currently finalizing grading limits and property requirements associated with the recommended interchange locations. Once the Study has been finalized, MTO has indicated that it will present the details of the Study to staff.</p> <p>Unresolved.</p>
<p><b>2007-J-22</b></p> <p><b>Highway 407 (Seaton Lands) Economic Development Study</b></p>	<p>June 20, 2007</p>	<p>In order to promote development of the Highway 407 Prestige Employment Lands concurrent with the development of the residential lands within Seaton, the Province who are the sole owners of the land, be requested to:</p> <p>i) Commit funding for the infrastructure necessary to service the employment lands;</p>	<p>Unresolved.</p>

Report No. and Subject	Council Date	Direction	Status
		<p>ii) Sell a minimum of 40% to a maximum of 50% of the industrial lands prior to the servicing being finished;</p> <p>iii) Work with the Hwy 407 Interchange Consortium to ensure that Hwy 407 Interchanges be constructed at Sideline 22 and 26 (as identified in the Central Pickering Development Plan) in a timely manner;</p> <p>iv) Commence with the Environmental Assessment to widen Provincial Highway #7 within the Seaton lands (from the York-Durham Boundary to Brock Road in Pickering) and commit to funding the necessary road improvements; and</p> <p>v) Limit the amount of employment lands sold and subsequently developed as design-build arrangements.</p> <p>In order to abide by the North Pickering Land Exchange Review Panel's Principles, the Province should remain an active participant in the development of Seaton employment lands through the following actions:</p> <p>i) Market the prestigious employment lands in conjunction with the Region of Durham and City of Pickering;</p> <p>ii) Take an active role in attracting the first major users to Seaton to provide overall market profile to</p>	<p>Ongoing. In January 2009, ORC initiated meetings to address the marketing of the Highway 407 Employment Lands.</p> <p>Ongoing. In January 2009, MTO staff advised that their consultant (Morrison Hershfield) has completed an evaluation of interchange location alternatives, and are currently finalizing grading limits and property requirements associated with the recommended interchange locations. Once the Study has been finalized, MTO has indicated that it will present the details of the Study to staff.</p> <p>Unresolved, however the draft DTY Study report presented in February 2009 recommends widening of Highway 7 to 4 lanes through Seaton by 2021.</p> <p>Unresolved.</p> <p>Ongoing. In January 2009, ORC initiated meetings to address the marketing of the Highway 407 Employment Lands.</p> <p>Ongoing. In January 2009, ORC initiated meetings to address the marketing of the</p>

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		<p>the area and encourage prestige employment development;</p> <p>iii) Sell large blocks of land to industrial developers to advance the timing of development and control the type of development; and</p> <p>iv) Prohibit the development of large warehousing type developments.</p> <p>In order to provide transit services at the outset of development and attract ridership in the early stages of development for this compact model community, the Province provide upfront capital and ongoing operating funding to the Region for the necessary transit infrastructure.</p> <p>In order for the Highway 407 Employment Lands to capitalize on the eastern market, the Province advance the timing of the Environmental Assessment to extend Highway 407 east of Brock Road in Pickering.</p>	<p>Highway 407 Employment Lands.</p> <p>Ongoing. In January 2009, ORC initiated meetings to address the marketing of the Highway 407 Employment Lands.</p> <p>This matter will be addressed through the City's Neighbourhood Planning process.</p> <p>Unresolved.</p> <p>The Province has committed to a completion date of 2013 for the Highway 407 extension.</p>
<p><b>2007-W-86</b></p> <p><b>Class Environmental Assessment (EA) for Regional Infrastructure related to Water Supply, sanitary Sewerage and Transportation for the Central Pickering Development Plan –</b></p>	<p>September 19, 2007</p>	<p>The Region of Durham agrees to undertake the class Environmental Assessment study on behalf of property owners administratively, but that such approval does not change the current Regional position regarding financing of Regional infrastructure for Seaton.</p> <p><i>NOTE: the Regional position regarding financing for Seaton is:</i></p> <ul style="list-style-type: none"> <li>• <i>that growth pays for growth, and</i></li> </ul>	<p>Completed. A Memorandum of Understanding (MOU) between the Region and the Seaton landowners for funding the Class EA was signed in October 2008.</p> <p>On December 5, 2008, a Request for Proposals (RFP) was issued to 5 pre-qualified consultants, with a closing date for submissions of February 12, 2009. Three submissions were received,</p>

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<b>Prequalification process for a Request for Proposals</b>		<ul style="list-style-type: none"> <li data-bbox="688 272 1358 438"> <i>that the Region does not bear any extraordinary long-term operating costs resulting in higher property taxes and/or water and sewer rates for Durham Region residents as a result of the Seaton development.</i> </li> </ul>	and are currently being evaluated. A report to Works Committee will be presented on March 24, 2009, and to Regional Council on April 1, 2009 for the assignment of the EA.