

**From:** McDill, Leisl

**Sent:** August 9, 2021 12:29 PM

**To:** [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca)

**Cc:** Marshall, Warren <[WMarshall@eastgwillimbury.ca](mailto:WMarshall@eastgwillimbury.ca)>; Molinari, Mike <[mmolinari@eastgwillimbury.ca](mailto:mmolinari@eastgwillimbury.ca)>

**Subject:** Region's Municipal Comprehensive Review process - East Gwillimbury's Update on Growth Management, Infrastructure and Financial Planning Coordination

Good afternoon:

**RE: REGION'S MUNICIPAL COMPREHENSIVE REVIEW  
EAST GWILLIMBURY'S UPDATE ON GROWTH MANAGEMENT, INFRASTRUCTURE AND  
FINANCIAL PLANNING COORDINATION**

For your information and records, at its electronic meeting held on July 28 2021, the Council of the Town of East Gwillimbury enacted as follows:

*BE IT RESOLVED THAT Administration Report ADMIN2021-03 dated July 28, 2021, entitled "Joint Departmental Update on Growth Management, Infrastructure and Financial Planning Coordination", be received; and*

*THAT Town Council further request York Region staff, as part of their development of growth scenarios for the Region's Municipal Comprehensive Review, prepare at least one option that includes the balance of East Gwillimbury's Whitebelt lands as Urban Area, which is in line with Town Council's December 3, 2019 decision to endorse the inclusion of the Town's remaining Whitebelt lands as Urban Area; and*

*THAT as part of the Town's Official Plan review the appropriate infrastructure sustainability and environmental servicing policies be incorporated to ensure all future development is designed to the highest and best efficiency standards; and*

*THAT Council endorse the new scope of works for both the Transportation and Water & Wastewater Master Plan projects to allow for the comprehensive planning of the ultimate buildout of the Town to 2051 in line with Council's December 3, 2019 decision to endorse the inclusion of the Town's remaining Whitebelt lands as Urban Area and to also ensure that spine transportation and trunk servicing infrastructure is appropriately sized and configured; and*

*THAT Council approve \$196,000 from the Water and Wastewater DC Reserve to fund and award the new scope of work for the Water & Wastewater Master Plan to WSP Canada Inc. to model the new population and employment projections to the 2051 planning horizon year and undertake the necessary public consultation and associated rework required to align the Water & Wastewater Master Plan with the Town's comprehensive planning initiatives; and*

*THAT Council award the new scope of work for the Transportation Master Plan in the amount of \$88,000 to HDR Corporation to model the new population and employment projections to the 2051 planning horizon year and undertake the necessary public consultation and associated rework required to align the Transportation Master Plan with the Town's comprehensive planning initiatives; and*

*THAT the Manager of Procurement be directed to execute the necessary documents for both Master Plan projects, in a form satisfactory to the Town's Solicitor; and*

*THAT staff forward this report to the Regional Clerk to inform the Region's Municipal Comprehensive Review process.*

If you have any further questions, feel free to contact the undersigned.

Regards,



**Leisl McDill, B.A., Dipl. M.A.**

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# Town of East Gwillimbury

## ADMINISTRATION REPORT ADMIN2021-03

To: Council

Date: July 28, 2021

Subject: Joint Departmental Update on Growth Management, Infrastructure and Financial Planning Coordination

Origin: Administration

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### RECOMMENDATIONS

1. **THAT** Administration Report ADMIN2021-03 dated July 28, 2021, entitled “Joint Departmental Update on Growth Management, Infrastructure and Financial Planning Coordination” be received; and
2. **THAT** Town Council further request York Region staff, as part of their development of growth scenarios for the Region’s Municipal Comprehensive Review, prepare at least one option that includes the balance of East Gwillimbury’s Whitebelt lands as Urban Area, which is in line with Town Council’s December 3, 2019 decision to endorse the inclusion of the Town’s remaining Whitebelt lands as Urban Area; and
3. **THAT** as part of the Town’s Official Plan review the appropriate infrastructure sustainability and environmental servicing policies be incorporated to ensure all future development is designed to the highest and best efficiency standards; and
4. **THAT** Council endorse the new scope of works for both the Transportation and Water & Wastewater Master Plan projects to allow for the comprehensive planning of the ultimate buildout of the Town to 2051 in line with Council’s December 3, 2019 decision to endorse the inclusion of the Town’s remaining Whitebelt lands as Urban Area and to also ensure that spine transportation and trunk servicing infrastructure is appropriately sized and configured; and
5. **THAT** Council approve \$196,000 from the Water and Wastewater DC Reserve to fund and award the new scope of work for the Water & Wastewater Master Plan to WSP Canada Inc. to model the new population and employment projections to the 2051 planning horizon year and undertake the necessary public consultation

and associated rework required to align the Water & Wastewater Master Plan with the Town's comprehensive planning initiatives; and

6. **THAT** Council award the new scope of work for the Transportation Master Plan in the amount of \$88,000 to HDR Corporation to model the new population and employment projections to the 2051 planning horizon year and undertake the necessary public consultation and associated rework required to align the Transportation Master Plan with the Town's comprehensive planning initiatives; and
7. **THAT** the Manager of Procurement be directed to execute the necessary documents for both Master Plan projects, in a form satisfactory to the Town's Solicitor; and
8. **THAT** staff forward this report to the Regional Clerk to inform the Region's Municipal Comprehensive Review process.

## **PURPOSE**

The purpose of this report is to request York Region Council to direct Regional staff, as part of their development of growth scenarios for their Municipal Comprehensive Review (MCR), to include a scenario that includes the balance of East Gwillimbury's Whitebelt lands as Urban Area to ensure comprehensive and proactive planning across the extended planning horizon.

This report also seeks Council's approval to fund the Water & Wastewater Master Plan update and award the new scope of work for both the Transportation Master Plan and the Water and Wastewater Master Plan (the Master Plans). This will align with the Town's Official Plan Review including the new 2051 planning horizon and the inclusion of the Town's remaining Whitebelt lands as Urban Area and will include the necessary public consultation and associated rework required.

## **BACKGROUND**

### **Several significant initiatives are being undertaken as part of a coordinated effort that aligns with the Town's Strategic Plan**

Council has recognized the need to be proactive in planning for future growth and has endorsed a strategy to align significant planning initiatives such as the Official Plan Review, Infrastructure Master Plans Update, Development Charge By-law Update and other guiding Studies and Plans such as the Health and Active Living Master Plan, the Active Trails Transportation Master Plan, and the Economic Development Strategy. Staff

have organized themselves and collaborated to align the various project implementation processes to ensure that relevant information is being shared on a timely basis and that planning activities are being coordinated effectively. To that regard, while the focus of this report applies to the Town's Water and Wastewater Master Plan, Transportation Master Plan, and ongoing Official Plan Review, continued alignment with other key initiatives remains a priority and future reporting will be provided on all of these initiatives in a coordinated manner as appropriate.

Of note and a primary driver for the new Master Plans is significant increases to the Provincial Growth Plan's population and employment projections as well as the introduction of a new planning horizon. Additional population and employment growth has been forecasted to York Region as minimum targets across a new and extended 2051 planning horizon, which requires the inclusion of the Town's remaining Whitebelt lands as Urban Area to accommodate this thirty-year period of growth.

Council authorized the award of contract for the Official Plan Review and Land Needs Assessment project in July 2020, and the Town's Official Plan Review and the Master Plan projects are intended to build upon the strategic priorities of Council, which include:

- ensuring communities are built in a responsible manner,
- providing a variety of housing options and jobs for residents,
- ensuring core infrastructure is enhanced, and that assets are managed effectively to deliver exceptional services to residents.

### **The Infrastructure Master Plan Projects were essentially complete**

The original scope of work involved updating the previous 2010 Transportation Master Plan and 2009 Water & Wastewater Master Plan based on population and employment projections from the Town's current Official Plan which included:

- Mandatory notices, public meetings and consultation with a variety of stakeholders including Council, the public, development landowners, neighbouring municipalities, the Region, special interest groups and indigenous communities,
- Following the requirements specified through the Municipal Class Environmental Assessment (MCEA) process for Master Planning
- Developing detailed computational models for 3 unique systems for transportation, water and wastewater infrastructure

- Assessing future infrastructure needs and their sequencing to support population and employment growth within the Town's urban boundary through to 2041
- Population and employment projections were based upon the Town's 2010 Official Plan and adjusted in 2016 with intensification rates driven by Regional planning policy and used to review and approve development applications
- Whitebelt Lands were not included in the update as they were deemed to be premature at the time given that Council had not endorsed including the Whitebelt lands within the urban boundary and that they did not have status through the Official Plan, nor have clear land use policies and population and employment projections linked to them. Council has since endorsed including the Whitebelt lands in the urban boundary through Development Services Report P2019-34 and the Official Plan review to provide status is now underway.

The modelling and work for the Transportation Master Plan (RFP No. P-2016-26) and the Water & Wastewater Master Plan (RFP No. P-2016-31) was essentially complete prior to the Province issuing the 2020 Provincial Growth Plan. The Master Plans were presented to a Special Meeting of Municipal Council on October 8, 2019 and to stakeholder groups and the general public through the Town's Community Open House later that evening. The two master plan projects followed a streamlined process involving significant public outreach through 2 Public Information Centres, 1 open house and numerous updates and presentations through Special Council Meetings and Workshops.

Significant coordination was held with Planning, especially during the initiation of both master plan projects to obtain population and employment figures for use as the primary input into the master plan work. At the time, there was much debate over the intensification targets which were finally agreed to by the Region and Town and the Master Plans were advanced to near completion stage based on these inputs.

In 2020, the Provincial Growth Plan was updated by the Province to extend the planning horizon from 2041 to 2051, and to allow Whitebelt lands to be included within the urban boundary. Based on Planning Report P2019-34, Council endorsed this strategy. These changes are significant and would require an update to the Official Plan as well as to the modelling and background work to the Master Plan documents, with effort closely resembling new Master Plans. Further work on the Master Plans was paused while an impact assessment was completed by staff and the master plan consultants.

A formal working group was established and led by the Deputy CAO and including senior staff from Planning, CIES, Finance, Economic Development and CPRC to align, coordinate, and harmonize the Official Plan with the Town's Master Plans

(transportation, water/wastewater, active transportation and trails, etc.) as well as to coordinate the Development Charge Background Study and By-law update with the project outputs from the Master Plans.

Council has subsequently endorsed staff's strategy to align all planning initiatives through the following reports, memos and presentations:

- Special Council Workshop, June 16, 2020 - Major Town Project Updates
- Municipal Council Meeting, July 28, 2020 - Development Services Report P2020-19: Official Plan Review and Land Needs Assessment Award of Contract
- Municipal Council Meeting, September 9, 2020 - Administration Memo: Update on the Town's Comprehensive Planning Initiatives

This framework provides the underlying foundation to proactively plan for the Town's future growth through to 2051 and include the Whitebelt Lands into the urban boundary.

## **ANALYSIS**

### **The Province's Growth Plan Land Needs Assessment Methodology justifies inclusion of the Town's remaining Whitebelt lands as Urban Area**

In updating the Growth Plan in 2020, the Province established a clear Land Needs Assessment Methodology for municipalities to use that aligns with the new extended 2051 planning horizon and recognizes the Growth Plan population and employment projection targets as minimums. Further, the new Growth Plan also introduced the ability for municipalities to forecast land needs based on market-demand, which allows for greater flexibility to accommodate housing and employment needs across the planning horizon based on the specific market trends and pressures within the Region. These Growth Plan changes were developed as part of the Province's Housing Supply Action Plan to provide municipalities with more flexibility to provide housing supply and choice for residents to 2051.

When updating the Growth Plan in 2020, the Province retained Hemson Consulting to prepare a Growth Outlook and Forecast report to 2051. This report developed and supported a reference forecast for the Region that had a population of 2,021,000 and employment of 994,000 jobs by 2051, which ultimately became the forecasts included in the approved 2020 Growth Plan. This report went on to further state for York Region that the forecasts "assume more rapid growth as the Region expands its urban boundaries", which is a fundamental component in the evaluation and accommodation of growth, and is critical to meet the market demand and affordable housing needs that are present in the Region.

The Region proposed a preliminary forecast and land needs assessment in March of 2021 that included approximately 25% of the Town's net developable Whitebelt lands being brought in as Urban Area. This has been the only growth scenario developed by the Region as part of their Municipal Comprehensive Review process. Typically, multiple growth scenarios are developed to help evaluate the options and flexibility to accommodate growth as permitted under the Growth Plan through varying assignments of densities and intensification rates throughout the geography of the Region. Multiple growth scenarios allow for greater analysis into the means and options of accommodating growth and market needs across the planning horizon, however the Region is moving forward having only developed one option for consideration.

Critical in the need to develop multiple growth scenarios is the fact that the forecasts implemented in the 2020 Growth Plan allow for market-demand planning and are now minimums, enabling municipalities to be flexible in their approach to not just meet, but exceed these targets. Previously, the Growth Plan forecasts were caps and did not permit this level of flexibility in developing and implementing Regional growth scenarios.

It is known that the market demand in York Region, particularly since COVID-19, is for ground-oriented housing. East Gwillimbury is uniquely positioned within the Region as one of the only municipalities able to deliver this housing market demand at a more affordable rate comparative to southern parts of the Region. Including the full extent of the Town's Whitebelt lands as part of a growth scenario to 2051 allows for the provision of more diverse and affordable housing options, which is a primary goal of the Town, Region, and Province, and any growth in these new community areas can also be tied to clear phasing and growth management conditions to ensure coordinated and responsible development of the Whitebelt lands.

Further, the Growth Plan minimum density target for York Region is 50 residents and jobs combined per hectare. The Region's sole forecast prepared to date has decided to use a density target of 60 residents and jobs combined per hectare, whereas the development of an alternative growth option at this prescribed Growth Plan density target would yield a more equitable distribution of growth within the Region that in turn would better meet the housing market demand and needs of residents.

Overall, the Region needs to develop multiple growth scenarios to consider an optimal solution for its residents to 2051 that accounts for the Region's market demand and takes advantage of the opportunities presented in the Growth Plan to accommodate growth flexibly.



**Future development will be designed to ensure the highest and best sustainability and environmental efficiency standards**

As part of the Town’s ongoing Official Plan review, existing Sections 2.4 – Towards a Sustainable Community and 7.0 – Sustainable Infrastructure will be updated. Updates to these sections will aim to prioritize the design of future development in a manner that promotes the highest sustainability and servicing efficiency standards.

The Official Plan policies will be used to reduce per-capita consumption of non-renewable resources such as water throughout future development within Town. These policies will complement the Town’s Thinking Green Development Standards and further alignment of the Official Plan review and Infrastructure Master Plans will encourage new, innovative, and leading-edge community and infrastructure design standards to be implemented. Incorporation of these policies and strategies remains a priority undertaking for both the Official Plan review and Master Plan projects.

**Updated population projections, planning horizon and Whitebelt land inclusion impacts the contractual scope of work for both Infrastructure Master Plan projects**

With updated population and employment projections phased in over a revised planning horizon and more land servicing analysis for residential, commercial, institutional and industrial uses, a new scope of work is contractually required to recalibrate and rerun the models to update the work that has been completed to date.

To provide context, the following table highlights the change in the scope of works:

<b>Metric</b>	<b>Current Master Plan Scope of Works</b>	<b>Expanded Master Plan Scope of Works</b>	<b>Approximate % of Increased Change</b>
Planning Horizon	2041 (20yrs)	2051 (30yrs)	50%
Population	118,000	+/- 150,000	27%
Employment	45,000	+/- 75,000	67%
Urban Boundary	1,571 ha	1,571 ha	57%
Whitebelt Lands	Not assessed	1,000 ha	
		Total 2,571 ha	

**The proposed workplan includes additional consultation as well as expanding and updating models and background work across the Whitebelt lands to 2051**

At a high level, the new scope of work expands and builds upon the work completed to date for both Master Plans. To account for the revised timing and population growth, residential and employment areas will need to be distributed over approximately 57% greater land area.

Given Council's endorsement to include the Town's remaining Whitebelt lands as Urban Area, staff propose to incorporate these lands into the Master Plans to ensure the ultimate networks are being modelled and planned. This principal-based consideration will account for future infrastructure oversizing and implementation and sequencing, of which will better inform future updates to a number of guiding documents such as the Official Plan, Secondary Plans, Master Plans and the Development Charge Background Study and By-law. This scope of work has been accounted for and reflected in the costs presented within this report.

This update and new scope of work also requires adherence with the Municipal Class Environmental Assessment (MCEA) process for Master Planning which dictates a thorough and rigorous review and public consultation process.

The Water & Wastewater Master Plan project is affected to a greater degree by the change in scope when compared with the Transportation Master Plan as water and wastewater systems each have their own models and require a greater level of assessment. Much of the background work is still valid to build upon however the models will have to be expanded, run, analyzed and validated. This work also requires a restart of all the public engagement, administration and coordination with agencies in line with a new master plan update.

**Staff and Town consultants are aligned to deliver these important, strategic plans**

In order to deliver these projects successfully, CIES and Development Services staff are participatory members of each other's project working groups and have proactively met and coordinated many meetings with our respective consultants to clarify and coordinate schedules, who does what, specify what information is needed, when is it needed and in what format, to streamline the extension of work in a cost effective manner.

Collaboration amongst staff beyond technical requirements also include Procurement and Finance. With the terms of the new scope of work developed collaboratively, the Master Plan consultants produced new scope of work proposals and cost estimates for

each project. Staff have evaluated the work-task breakdown and pricing and consider it fair and reasonable, specifically when compared with the original scope of works.

Given the concerns raised by Council associated with the cost of the Master Plan updates, staff have minimized the proposed scope of works. The following is a high level summary of the work plan for both projects:

- Issuing mandatory notices
- Consultation aligned with the Official Plan's consultation with a variety of stakeholders including Council, the public, development landowners and community, neighbouring municipalities, special interest groups and indigenous communities. (Public consultation limited to 2 Public Information Centers, 3 Internal & External Technical Advisory Committee Meetings and 1 update presentation to Council)
- Update 1 transportation, 1 water and 1 wastewater computer model with the new input parameters
- Expand the models to account for new developable areas that were not considered in the original scope of work (primarily the Whitebelt Lands and new employment corridors resulting from the proposed Bradford Bypass project)
- Analyze, modify and/or expand upon the current infrastructure solution scenarios developed through the original scope of work
- Develop new infrastructure solution scenarios where none exist
- Analyze and evaluate the scenarios against each master plan's criteria
- Conduct extensive consultation with the Region regarding wastewater allocation, jurisdiction and transmission to an as yet undetermined Upper York or York-Durham sewer solution
- Develop the preferred solutions that will ultimately inform and update the Development Charges Background Study and By-law
- Close coordination with the Region as they update their Transportation and Water & Wastewater Master Plan to ensure alignment

The following scope has been removed from the proposed scope to minimize costs:

- Unplanned or ad-hoc meetings with external stakeholders beyond those conducted with the Planning Partnership, Technical Advisory Committee, York Region or through Public Information Centres
- Any work that acts as input or directly supports the Official Plan Update
- "Open House" presentations with the exception of Public Information Centres
- Additional analysis and revisions to the Master Plans beyond the current scope

The budget for the Water and Wastewater Master Plan extension of work was originally presented to Council during the 2021 Budget and Business Plan deliberations and was valued at \$260,000. The revisions and scope changes discussed in this report have resulted in a cost reduction of approximately \$64,000 for the Water & Wastewater Master Plan budget. Staff also note that the cost for undertaking the MCEA process for master planning including modelling and assessing 3 unique systems for transportation, water and wastewater are generally uniform at approximately \$85,000 per system.

**Provincial decision to implement a northern, Lake Simcoe based sanitary servicing solution or a southern, Lake Ontario based solution has little impact on the Town's Master Plans**

Although there is uncertainty with regard to providing a northern or southern sanitary servicing solution, as long as the Province continues to add the proposed population and employment to East Gwillimbury as a place to grow there is a need to plan for growth in the Town. Fundamental components of this planning are, among others, the Official Plan and master servicing plans for water, wastewater, and transportation to ensure the Town has the necessary infrastructure to support the growth.

The Town's network of sanitary sewers collects sanitary flows from the Town's serviced residences and businesses and these flows are received by the Regions infrastructure to process and treat the waste. This treated wastewater is sufficiently clean to be safely returned to the natural environment. As such, as long as the transfer points from the Town to the Region remain the same and the population and employment growth remain in effect, there is little if any change to the Towns proposed sewer network and master servicing plans. As a result, a decision by the Province to implement a Northern-Lake Ontario based solution or a Southern- Lake Ontario based sanitary servicing solution has little impact on the Towns Master Plans and thus is not a reason to delay completing the Town's Master Plans. Further, proactive planning through our Master Plans allows the Town to be in a better position to adapt to changes and nuances that occur in the future.

**Updated growth and infrastructure projections are required to ensure sufficient development charges will be collected to service growth**

Development charges are the main source of funding for growth-related capital infrastructure. The current Development Charge By-law approved in 2019 included over \$640 million in infrastructure to service growth to 2041.

Current legislation requires the Town to complete an update to its Development Charge By-law by September 2022, otherwise, the Town will not be permitted to collect

development charges on new development. Two of the key inputs to the Development Charge By-law and supporting background study are the revised 2051 growth projections included as part of the Town’s Official Plan update and the revised infrastructure requirements to be outlined in the proposed master plan updates. If the results of these key inputs are not available, an update to the Development Charge By-law would not be possible. This would inhibit the Town’s long term financial planning and jeopardize the Town’s ability to service growth.

**FINANCIAL IMPLICATIONS**

The cost to undertake the new proposed scope of work for both Master Plan projects, not including contingency nor applicable taxes, are as follows:

- Transportation Master Plan \$88,000
- Water and Wastewater Master Plan \$170,000

Council has approved additional funding in the 2021 Capital Budget for the Transportation Master Plan. Additional funding is required to undertake the Water & Wastewater Master Plan update and there are sufficient funds within the Water and Wastewater DC Reserve.

The following table outlines budgets, expenditures to date and cost implications related to the proposed extensions of work for both Master Plan projects.

	<b>Transportation Master Plan</b>	<b>Water &amp; Wastewater Master Plan</b>
<b>Original Master Plan Projects</b>		
Approved Funding Sources - Budget:		
15-083 Transportation Master Plan Update	\$200,000	
16-073 Water & Wastewater Master Plan		\$340,000
Expenditures to Date:	\$155,091	\$269,377

	<b>Transportation Master Plan</b>	<b>Water &amp; Wastewater Master Plan</b>
<b>2021 Capital Budget Implications</b>		
Approved Funding Source: CI-21-006 2021 Trans. Master Plan Update	\$110,000	
Proposed Funding Source: Water and Wastewater DC Reserve		\$196,000
Proposed New Scope of Work Expenditures	\$88,000	\$170,000

### **NEED FOR PUBLIC CONSULTATION**

No public consultation is required for this report, however the Official Plan Review, the Master Plans and the DC By-law Updates will each have significant public and stakeholder consultation.

CIES will align the statutory Public Information Centre and stakeholder meetings for the Master Plans with the Town’s Official Plan Review process as appropriate.

### **ALIGNMENT TO STRATEGIC PLAN**

The recommendations of this report align with the following Strategic Priorities:



**Responsible  
Growth &  
Environmental  
Protection**

Ensure that communities are built in a respectful manner, with resident and business quality of life protected



**Build  
Complete  
Communities**

Enhance the Town’s core infrastructure network including roads, sidewalks, water, sewer, and broadband

Effectively manage new and existing assets to deliver exceptional services to residents while ensuring a sustainable community



Quality Programs & Services

Provide programs and services that are inclusive, affordable, and accessible to all residents



Culture of Municipal Excellence

Build an engaged and strategically aligned staff team to deliver high quality programs

Ensure strong fiscal responsibility and program delivery

Enhance Customer Service focused culture with increased engagement and communications

## CONCLUSION

Approving the recommendations outlined in this report will enable the Town to coordinate the Official Plan with the Master Plans and the DC By-law to effectively plan for growth, identify the necessary infrastructure to support the existing communities and future development, and ensure that growth is adequately funding the infrastructure to support the Province's Growth Plan population and employment forecasts to 2051.

**APPENDICES**

No appendices are attached to this report.

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