

## **COMMITTEE OF THE WHOLE – FEBRUARY 19, 2007**

### **SERVICING ALLOCATION CAPACITY STRATEGY**

#### **Recommendations**

The Commissioner of Engineering and Public Works and the Commissioner of Planning, in consultation with the City Manager, recommend:

1. That this report be received for information purposes.
2. That Council pass the following resolution with respect to the ALLOCATION of sewage capacity from the York-Durham Servicing Scheme and water supply capacity from the York Water Supply System for the PRIORITY 1 SCHEDULE of development applications listed below:

“IT IS HEREBY RESOLVED THAT the approved development applications 19T-97V15, 19T-97V19, 19T-97V21, 19T-97V23, 19T-03V03, 19T-03V20, 19T-03V24, 19T-04V01, DA.05.046, DA.04.050, B031-032/06, B061-062/06, B023/06, B051/06, B042/06, B034/06, B005/05, B041-042/05, B046/06, A220/06, Z.05.028, B003-004/07, and B037/06 are allocated sewage capacity from the York-Durham Servicing Scheme and water supply capacity from the York Water Supply System for a total of 1,164 residential units.”

3. That Council pass the following resolution with respect to the RESERVATION of sewage capacity from the York-Durham Servicing Scheme and water supply capacity from the York Water Supply System for the PRIORITY 2 SCHEDULE of development applications listed below, which may be allocated in the future by Council in conjunction with Draft Plan or Site Plan approval:

“IT IS HEREBY RESOLVED THAT the development applications 19T-06V08, 19T-06V05, 19T-00V21, DA.05.007, DA.04.022, DA.03.036, DA.03.076, and DA.06.069 are reserved sewage capacity from the York-Durham Servicing Scheme and water supply capacity from the York Water Supply System for a total of 1,323 residential units. Said reservation shall automatically be revoked after a period of one year from the time of reservation of sewage capacity through Council in the event that the Site Plan agreement has not been executed or that the Draft Plan has not been registered.”

4. That subject to the Region of York granting the City additional servicing capacity from the York-Durham Servicing Scheme and the York Water Supply System for 5,300 residential units (in accordance with the Region’s Water & Wastewater Capacity & Servicing Assignment Protocol as adopted by Regional Council on June 23, 2005) and subject to the City being satisfied that adequate local sewage conveyance capacity and water distribution capacity is available, the City plans to ASSIGN this FUTURE CAPACITY according to the PRIORITY 3 SCHEDULE as follows:

- i) 2,400 residential units be held for future allocation to Phase 2 of the four development blocks party to the Bathurst and Langstaff Development Charge Credit Agreements, to be equally distributed amongst the four blocks including 600 units to Block 11, 600 units to Block 12, 600 units to Block 18 and 600 units to Block 33 West,
- ii) 1,489 residential units be assigned and held for future allocation to the City’s active development applications as identified in the Priority 3 Schedule,

- iii) 50 residential units be assigned and held for future allocation to individual City-wide infill consent/severance applications as approved by Committee of Adjustment and requiring not more than 4 residential units per application.
  - iv) 451 residential units be assigned and held for future allocation to other development applications at Council's discretion.
5. That an annual review of the status of the available and unused servicing capacity and related distribution protocol be undertaken by Staff and brought forward to the Committee of the Whole.
  6. That a copy of this report including the related "Servicing Allocation Capacity Distribution Protocol" and associated Priority Schedules be forwarded to the Region of York.

### **Economic Impact**

There are no immediate budgetary impacts resulting from the adoption of this report. However, due to the anticipated increase in development activity resulting from allocation, reservation and assignment of servicing capacity, there will be future impacts on staffing resources required to process and administer these applications.

### **Purpose**

The purpose of this report is to provide Council with an update on the status of available servicing allocation capacity, that is, to reconcile the servicing allocation capacity from the previous year, and to reaffirm the City's 'Servicing Allocation Capacity Distribution Protocol' and related Priority Schedules.

### **Background – Analysis and Options**

On November 14, 2005 Council adopted the City's 'Servicing Allocation Capacity Distribution Protocol' included as Attachment No. 1. This protocol essentially categorizes active development applications into three priority classes. Applications that are categorized within Priority 1 are **allocated** servicing capacity unconditionally, while applications categorized within Priority 2 are **reserved** servicing capacity for a period of one year. The reserved servicing capacity for applications within the Priority 2 category is automatically revoked after a period of one year if a development application does not proceed to registration (in the case of a draft plan of subdivision) or to execution of a Site Plan Agreement (in the case of a site development application). On November 14, 2005, Council's commitment of active development applications to either the Priority 1 or the Priority 2 categories as described above essentially depleted the City's total remaining available servicing capacity of 7,995 persons equivalent.

A Priority 3 category was also established as part of the approved 'Servicing Allocation Capacity Distribution Protocol' to deal with the **assignment** of future servicing capacity expected to be released by the Region of York and totaling 5,300 residential units.

The reservation of capacity to a number of Priority 2 development applications reserved on November 14, 2005 was automatically revoked on November 14, 2006. The reconciliation of this previously reserved and now expired capacity and the release of Priority 3 future servicing capacity to the City of Vaughan is discussed in further detail in the report.

The 'Servicing Allocation Capacity Distribution Protocol' included as Attachment No. 1 has provided Staff and Council with an effective and efficient tool for prioritizing the City's limited allocation capacity. The implementation of the protocol has been successful to ensure:

- efficient allocation of limited servicing capacity supply,
- the prioritization of development applications based on specific qualifying criteria,
- fairness and equity amongst all development interests throughout the City,
- adequate Local and Regional infrastructure has been constructed, and
- consistency and cooperation with Regional initiatives.

#### Reconciliation of Servicing Allocation Capacity

A detailed reconciliation of the servicing allocation capacity remaining available has been conducted by Staff. The analysis accounts for all development applications allocated since November 14, 2005 and any capacity reserved by Council on November 14, 2005 that has now expired and is therefore available for re-distribution. Table 1 below summarizes this analysis.

#### Regional Persons per Unit Analysis

Due to the findings of a persons per unit (PPU) analysis conducted by the Region, on June 7, 2006 written confirmation was received from the Region of York identifying that servicing capacity for an additional 465 residential units is available to Vaughan for allocation to development applications City-wide. The Region's analysis calculated a new average PPU based on 2001 Census data and compared it to the assumed PPU for individual unit types within each local municipality. In Vaughan's case, the actual PPU based on Census data was lower than the assumed PPU.

While Vaughan's share of available servicing capacity (expressed in persons equivalent) from the Region's total York-Durham Servicing Scheme capacity remains the same, an efficiency equivalent to an additional residential population of 1,576 persons or 465 units equivalent is gained by the lower actual PPU. This additional servicing capacity together with the reconciled capacity of November 14, 2005 has been accounted for in calculating the current available servicing capacity in Table 1 below.

**TABLE 1  
CURRENT SERVICING ALLOCATION CAPACITY SUMMARY**

<b>Description</b>	<b>Servicing Capacity (Persons Equivalent)</b>
Total Available Capacity as of Nov. 14, 2005	7,995
	<i>less</i>
Priority 1 Applications Allocated Capacity Unconditionally on Nov. 14, 2005	3,821
	<i>less</i>
Priority 2 Applications Reserved Capacity on Nov. 14, 2005 Not Expired & Allocated Prior to Nov. 14, 2006	1,283
	<i>less</i>
Other Applications Allocated Capacity Not Accounted For on Nov. 14, 2005	1,284
	<i>plus</i>
Confirmed Additional Capacity by York Region On June 7, 2006 from Persons/Unit Analysis (465 Units)	1,576
	<hr/>
<b>Current Servicing Capacity Remaining Available</b>	<b>3,183</b>

On a move forward basis, Staff have completed a detailed status assessment of all active development applications City-wide such that new Priority Schedules may be established to effectively distribute the remaining available capacity of 3,183 persons equivalent.

From a planning approval status perspective, immediate consideration was given to those applications having Draft Plan or Site Plan approval. In sequential order of priority, consideration was also given to those applications that have the appropriate Zoning in place for the intended use, followed by those that are Official Plan approved. Recognition was also given to those applications that represent infill development or completion of partially built communities. Accordingly, it is recommended that all applications identified on the Priority 1 Schedule (included as Attachment No. 2) be allocated servicing capacity, and those identified on the Priority 2 Schedule (included as Attachment No. 3) be reserved servicing capacity for a period of one year.

#### Consent/Severance Applications

On a yearly basis, a relatively small number of new residential lots are created throughout the City by way of Consent/Severance applications approved by Committee of Adjustment. Once approved, servicing allocation capacity for these newly created lots must be accounted for. As a result, it is recommended that servicing allocation capacity for 50 residential units (approximately 170 persons equivalent) be held in assignment to account for new lots created by way of consent. This reserve capacity will be reconciled on a yearly basis and shall only be committed to applications requiring not more than 4 residential units. In 2006, approximately 30 units of allocation were granted by way of Consent / Severances.

#### Future Capacity & Regional Infrastructure Triggers

The release of additional servicing capacity to Vaughan is based on the completion of the Regional Bathurst and Langstaff sanitary trunk sewers. On June 23, 2005 Regional Council approved the assignment of future servicing capacity of 5,300 residential units (18,020 persons equivalent) to Vaughan. This future capacity will be effectively released one year prior to the in service target date for the Bathurst and Langstaff sanitary trunk sewers. Based on recent correspondence from the Region of York and the on-going construction progress of these projects, this release date has now been adjusted to the fourth quarter of 2007.

Beyond the 5,300 additional units discussed above, it is anticipated that the future expansion of the Dufferin Creek Water Pollution Control Plan, and the construction of the Southeast Collector Sanitary Trunk Sewer, will allow for full accommodation of the Region's sewage servicing capacity requirements (based on current growth projections) by 2010.

#### Availability of Servicing Allocation Capacity To The Woodbridge Service Area

Based on written correspondence dated August 29, 2006 received from the Region of York, and previous meetings held between Regional and City Staff, it is understood that the release of additional servicing capacity **within the Woodbridge Service Area** is not subject to the anticipated in-service date for the Regional Bathurst and Langstaff sanitary trunk sewers.

Servicing capacity to the Woodbridge Service Area is ultimately tributary to the Humber Pumping Station which will be incrementally diverted to the Region of Peel's sewage system over the next several years. Although diverted flows have been considered in the Region's analysis to determine Vaughan's future servicing capacity allotment of 5,300 residential units, the timing associated with the release of this capacity within the Woodbridge Service Area is not influenced by the construction of the Bathurst and Langstaff sanitary trunk sewers.

As a result, all active development applications within Block 39 that were granted Draft Plan Approval by Council in September 2006 and that are tributary to the Woodbridge Service Area now qualify to meet the Priority 1 criteria

It is anticipated that each application will proceed to registration within the next 12 months thereby completing the build out of Block 39. It is therefore recommended that these development applications be allocated servicing capacity and have been included on the Priority 1 Schedule included as Attachment No. 2. These applications were previously assigned allocation from the 5,300 units by Council on November 14, 2005.

#### Priority 3 Schedule – Assignment of Future Servicing Capacity

As a result of the ability to release servicing allocation capacity within the Woodbridge Service Area from the future 5,300 residential units as discussed above, a total of 4,390 residential units remain available for assignment to active development applications City-wide.

In accordance with the City's 'Servicing Allocation Capacity Distribution Protocol' (Attachment No. 1), a revised Priority 3 Schedule of active development applications has been compiled and is included as Attachment No. 4. Accordingly, it is recommended that the remaining future capacity of 4,390 residential units be assigned for future allocation amongst the participants of the Bathurst & Langstaff Development Charge Credit agreements and for other active applications throughout the City.

Based on recent correspondence from the Region of York, and subject to the completion of the installation of an in-line flow control device by the Developers' Group, the Region is prepared to advance the servicing capacity release of 1,500 units (600 units for Block 11, 600 units for Block 12 and 300 units for Block 18) from the 5,300 residential units previously identified by the Region. The sanitary sewage from these 1,500 units will be conveyed via the North Don sanitary sewer until Phase 1 of the Bathurst sanitary collector sewer is completed. The flow control device will reduce the peak flows entering the North Don Sewer to an acceptable limit until the flow is redirected to the Bathurst sanitary collector sewer, which is scheduled to be in operation in the 4<sup>th</sup> quarter of 2008. This release is subject to the finalization of an operational and maintenance procedure and final inspection of the flow control device. It is anticipated that these conditions will be satisfied within a month's time. When these conditions are fulfilled 1500 units being 600 units in Block 11, 600 units in Block 12 and 300 units in Block 18 would be re-categorized from Priority 3 to Priority 1 and reserved in bulk for each respective Block. Further reports will be prepared in conjunction with and based on direction from the Developers' Group Trustee for each Block to enable Council to lift the "Holding" zone and allocate this capacity to individual plans within these Blocks in accordance with the reserved capacity made available to each respect Block.

#### Non-Residential Land Uses

Current Regional policy regarding servicing capacity assignments for land uses other than residential, states that servicing capacity for industrial/employment, commercial and institutional land uses is factored into the residential assignment to individual municipalities. The City's practice has been for Council to formally allocate servicing capacity to individual industrial/employment Draft Plans of subdivision in conjunction with Draft Plan approval. This allows the City additional control to ensure sufficient infrastructure is in step with the provisions for proper conveyance for potential high demand industrial/employment developments.

Based on discussions with Regional Planning Staff, future refinements to this policy may be made to specifically address what type of land uses qualify within the institutional category from a servicing allocation requirement perspective, with particular attention given to non-profit long-term care facilities, nursing homes and/or seniors' residences (apartments) i.e., those facilities having a common kitchen in lieu of separate kitchens within the individual dwelling units.

### Kleinburg-Nashville Servicing Allocation Capacity

Sewage and water servicing for the community of Kleinburg-Nashville currently rely on a separate local water pollution control plant and communal / private wells, respectively.

Due to limitations of the existing Kleinburg Water Pollution Control Plan and the communal wells servicing the Kleinburg-Nashville area, current available capacity has been fully committed. Staff have been working closely with the Region to ensure the City's long-term build-out requirements for the Kleinburg-Nashville area are being addressed as part of the Region's on-going Class Environmental Assessment (EA) for water and wastewater servicing in the Kleinburg-Nashville community.

In conjunction with the on-going Regional Class EA, the City has retained KMK Consultants Ltd. to complete its local servicing strategy for the Kleinburg-Nashville service area. It is anticipated that both studies will be completed within the next several months. All Regional and local infrastructure requirements will be determined and additional allocation capacity for the community may then be released by the Region.

### Relationship to Vaughan Vision 2007

In consideration of the strategic priorities related to planning and managing growth as established by Vaughan Vision 2007, the recommendations of this report will assist in staging growth to coordinate with available infrastructure and community facilities.

This report is therefore consistent with the priorities previously set by Council.

### Conclusion

Staff will continue to work closely with the Region of York to ensure the City's future servicing capacity requirements will be met in a timely manner. It is anticipated that a future update report will be brought forward to the Committee of the Whole to reconcile the remaining available and anticipated future servicing capacity as of February 26, 2008 at which point any un-allocated capacity as reserved and identified on the City's Priority 2 Schedule will be automatically revoked.

### Attachments

1. Servicing Allocation Capacity Distribution Protocol
2. Priority 1 Schedule
3. Priority 2 Schedule
4. Priority 3 Schedule

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ATTACHMENT No. 1

**CITY OF VAUGHAN  
SERVICING ALLOCATION CAPACITY  
DISTRIBUTION PROTOCOL**

Development applications shall be considered for allocation of servicing capacity based on the following three priority categories. The priority categories shall apply to residential and employment lands.

**PRIORITY 1**

A development application shall classify within the Priority 1 category where:

1. Draft Plan Approval or Site Plan Approval has been previously granted by Council without condition; and
2. It is demonstrated with reasonable certainty that the application will proceed to registration or that a Site Plan Agreement will be executed within the next 12 months.

**PRIORITY 2**

A development application shall classify within the Priority 2 category where:

1. It is demonstrated with reasonable certainty that the application will proceed to registration or that a Site Plan Agreement will be executed within the next 12 months; and
2. A minimum of two of the following conditions applies;
  - i. Official Plan Approved, or
  - ii. Zoning Approved with no Holding Provisions, or
  - iii. Geographically located within an existing residential community approved prior to Official Plan Amendments 400 and 600, or
  - iv. Represents infill development or completion of a partially built community.

Further, in considering development applications that classify within the Priority 2 category, capacity shall be allocated in conjunction with Site Plan or Draft Plan Approval where the City is satisfied that;

- Adequate local and Regional sanitary sewer system conveyance capacity to the York Durham Sewage System is available at time of registration or execution of Site Plan Agreement; and
- Adequate local water distribution infrastructure and Regional water supply capacity from the York Water Supply System is available at time of registration or execution of Site Plan Agreement.



### **PRIORITY 3**

A development application shall classify within the Priority 3 category where:

1. It is demonstrated with reasonable certainty that the application will proceed to registration or that a Site Plan Agreement will be executed within the next 12 to 24 months; and
2. A minimum of two of the following conditions applies;
  - i. Official Plan Approved, or
  - ii. Zoning Approved, or
  - iii. Geographically located within a currently approved Block Plan, or
  - iv. Represents infill development or completion of a partially built community, or
  - v. Geographically located within an area where the City strategically chooses to provide for deliberate growth.

Further, in considering development applications that classify within the Priority 3 category, capacity shall be allocated in conjunction with Site Plan or Draft Plan Approval where the City is satisfied that:

- Adequate local and Regional sanitary sewer system conveyance capacity to the York Durham Sewage System is available at time of registration or execution of Site Plan Agreement; and
- Adequate local water distribution infrastructure and Regional water supply capacity from the York Water Supply System is available at time of registration or execution of Site Plan Agreement.

**PRIORITY 1 SCHEDULE**

ALLOCATION OF EXISTING SERVICING CAPACITY

WOODBIDGE SERVICE AREA - ALLOCATION FROM FUTURE 5,300 (PRIORITY 3) UNITS

BLK	OPA	File No.	Description/Owner/Developer	Approval Status	PROPOSED UNITS				Population	Required Infrastructure / Comments
					Sing	Smml	Town	Apmt		
39	400/600	191-97V15	Autlux Development Corporation - Phase 3	Drail Plan Approved (H)	176				176	Major/Moderate P06 West W/M
39	400/600	191-97V19	Supaberry Holdings Inc.	Drail Plan Approved (H)	202				202	Major/Moderate P06 West W/M
39	400/600	191-97V21	Bialum Development Inc.	Drail Plan Approved (H)	65				65	Major/Moderate P06 West W/M
39	400/600	191-97V23	850955 Ontario Limited	Drail Plan Approved (H)	117				117	Major/Moderate P06 West W/M
39	400/600	191-03V03	Terval Developments Inc.	Drail Plan Approved (H)			123		123	Major/Moderate P06 West W/M - Woodbridge Units Only
39	400/600	191-03V20	Terval Developments Inc.	Drail Plan Approved (H)	32				32	Major/Moderate P06 West W/M
39	400/600	191-03V24	Euro Estates Inc.	Drail Plan Approved (H)	48				48	Major/Moderate P06 West W/M
39	400/600	191-04V01	1307180 Ontario Inc.	Drail Plan Approved (H)	94				94	Major/Moderate P06 West W/M
					<b>734</b>	<b>53</b>	<b>123</b>	<b>0</b>	<b>910</b>	<b>3,094 TOTAL</b>

WOODBIDGE & MAPLE SERVICE AREAS

BLK	OPA	File No.	Description/Owner/Developer	Approval Status	PROPOSED UNITS				Population	Required Infrastructure / Comments
					Sing	Smml	Town	Apmt		
18	350	DA.05.046	Maple Orchard Investments Inc.	Site Plan Approved					10	13 units previously allocated - Total proposed units = 23 Apts
44	240	DA.04.050	Scotlec Developments Inc.	OP Approved					215	Site Plan will proceed for approval in Feb. or Mar. 2007
					<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>225</b>	<b>450 TOTAL</b>

CONSENT (SEVERANCE) APPLICATIONS CITY-WIDE

BLK	OPA	File No.	Description/Owner/Developer	Approval Status	PROPOSED UNITS				Population	Required Infrastructure / Comments
					Sing	Smml	Town	Apmt		
1		B031-432/06	Tony Iola	Consent Approved	3				3	10
1		B061-062/06	Paul Valenti	Consent Approved	2				2	7
1		B02/006	Emmano & Jeanette Gaziano	Consent Approved	1				1	3
1		B05/106	Stevens Memorial Chapel	Consent Approved	4				4	14
2		B04/206	Arnold Szaszgaj	Consent Approved	1				1	3
9		B04/206	Arnold & Sherry Bocchicchio	Consent Approved	1				1	3
10		B04/206	Nelson & Sarah Frenschmann Yeshiva College	Consent Approved	4				4	14
19		B04/206	Nelson & Sarah Frenschmann Yeshiva College	Consent Approved	2				2	7
51		B04/606	Dino Falco	Consent Approved	2				2	7
44		A22/006	1593527 Ontario Inc.	OP Approved			6		6	20 Will proceed by way of consent application.
44		Z.05.028	2055065 Ontario Inc.	Consent Approved	2				2	7
52		B003-904/07	Bayview Construction of 1231674 Ontario Inc.	Consent Approved	1				1	3
45		B03/706	Isabelle Filippelli	Consent Approved					1	3
					<b>22</b>	<b>6</b>	<b>0</b>	<b>1</b>	<b>29</b>	<b>98 TOTAL</b>

Notes: Density used is 3.4 persons/unit for singles, semis and towns based on 2001 Census data and 2.0 persons/unit for apartment units.



**PRIORITY 3 SCHEDULE**

ASSIGNMENT OF 5,300 RESIDENTIAL UNITS - DISTRIBUTION OF FUTURE SERVICING CAPACITY

MAPLE - BATHURST/LANGSTAFF SERVICE AREA

BLK	OPA	File No.	Description/Owner/Developer	Approval Status	PROPOSED UNITS				Total Units	Required Infrastructure / Comments
					Singl.	Seml.	Town.	Apmt.		
11	400/600	From Enders	Block 11 Group Trustee - Phase 2 Units	OP Approved		600			600	Langstaff / Bathurst Collector
12	400/600	From Enders	Block 12 Group Trustee - Phase 2 Units	OP Approved		600			600	Langstaff / Bathurst Collector
18	400/600	From Enders	Block 18 Group Trustee - Phase 2 Units	OP Approved		600			600	Langstaff / Bathurst Collector
33W	400/600	From Enders	Block 33 West Group Trustee - Phase 2 Units	OP Approved		600			600	Langstaff / Bathurst Collector
40S	400/600	BK- 40 South	Block 40 South Group Trustee - Phase 1 Units	OP Approved			600		600	Langstaff / Bathurst Collector
10	400/600	19T-09V06	2072463 Ontario Ltd. (Baker/Rutherford Conting)	OP Approved		201	70	48	319	475 Apartment Units Deferred To Future
20	332	19T-03V11	Venaha Homes Inc.	OPA 332 Approved		81			81	OPA 332 Duffin/Treson Sanitary Sewer Outlet
20	332	19T-06V02	Duffin Heights Estates Inc.	OPA 332 Approved		18			18	OPA 332 Duffin/Treson Sanitary Sewer Outlet
25		DA 04 023	Jane Ruth Developments Inc. (Solman) Phase 2	OP Approved				260	260	Langstaff / Bathurst Collector
25		DA 06 027	Springdale Gardens Estates Corporation	OP & Zoning Required				134	134	Langstaff / Bathurst Collector
39	400/600	19T-03V03	Ferred Developments Inc.	OP Approved			77		77	Langstaff / Bathurst Collector (Total Proposal = 204 Towns)
					300	70	126	394	3,889	SUBTOTAL

WOODBRIE / THORNHILL SERVICE AREAS

BLK	OPA	File No.	Description/Owner/Developer	Approval Status	PROPOSED UNITS				Total Units	Required Infrastructure / Comments	
					Singl.	Seml.	Town.	Apmt.			
					0	0	0	0	0		
					<b>PRIORITY 3 SUMMARY:</b>						
					2,400 RESIDENTIAL UNITS - BLOCK FRONT ENDERS						
					1,489 RESIDENTIAL UNITS - MAPLE						
					910 RESIDENTIAL UNITS ALLOCATED						
					WOODBRIE - BLOCK 39 - PRIORITY 1						
					50 HELD FOR CONSENT / SEVERANCE						
					451 HELD FOR COUNCIL'S CONTROL						
					<b>5,300 TOTAL - RESIDENTIAL UNITS</b>						