

Committee of the Whole (2) Report

DATE: Tuesday, December 5, 2023

WARD(S): 2

TITLE: HUMBER TRAIL DESIGN AND PERMIT APPROVALS - BOYD CONSERVATION PARK TO LANGSTAFF ROAD

FROM:

Vince Musacchio, Deputy City Manager, Infrastructure Development

ACTION: DECISION

Purpose

To seek Council approval to retain Toronto and Region Conservation Authority (TRCA) to provide design and permit approval services for development of a new section of the Humber Trail from Boyd Conservation Park to Langstaff Road.

Report Highlights

- The 2021 Humber Trail Feasibility Study recommends design and construction of a 1.4km section of the Humber Trail from Boyd Conservation Park to Langstaff Road, a key segment of the Vaughan Super Trail.
- This portion of trail will provide improved pedestrian access from Woodbridge to the south, and a connection to the existing William Granger Greenway that extends north of Boyd Conservation Park into Kleinburg.
- The City has received a \$50,000 grant through the federal Infrastructure and Communities Active Transportation Fund – Planning Stream towards the design phase of this project.
- This section of the Humber Trail is located entirely on lands owned and operated by TRCA and is within the regulated area.
- TRCA has the expertise needed to complete the required detailed design studies and the ability to streamline permit and approval processes by delivering this portion of the project.
- Following completion of design and permit approvals, the City will issue a tender for trail construction and lead the delivery phase of this project.

Recommendations

1. THAT the City engage Toronto and Region Conservation Authority under a single-source contract for the design and permit approvals phase of the Humber Trail development project from Boyd Conservation Park to Langstaff Road with an upset limit of \$342,100 plus applicable taxes;
2. THAT staff be authorized to take any steps, including executing agreements in a form satisfactory to Legal Services, to deliver Capital Project PK-6373-19.

Background

Previous studies identified key gaps along the Humber Trail as a priority for implementation, including the connection between Boyd Conservation Park and Langstaff Road

The 2018 Active Together Master Plan (ATMP) sets out a vision for a healthier and more active community. Recommendations in the ATMP identify “that implementation of the City’s proposed recreational trail network – including the Vaughan Super Trail – is reflected as a high priority through the proper allocation of capital and maintenance funding and resources.” Implementation of the Vaughan Super Trail continues to be a Term of Council priority initiative with completion of this project identified as a priority for implementation.

The 2020 Pedestrian and Bicycle Master Plan recommends closing gaps along key city-wide trails, including key sections of the Humber Trail.

The Humber Trail Feasibility Study, endorsed by Council in November 2021, recommends completion of the Vaughan Super Trail from Boyd Conservation Park to Langstaff Road as one of the priority locations for implementation, as it would extend a key regional trail northward through the William Granger Greenway to Kleinburg and provide a key connection and bridge crossing over the Humber River to Langstaff Road.

Previous Reports/Authority

[Humber Trail Feasibility Study \(2021\)](#)

[Pedestrian and Bicycle Master Plan \(2020\)](#)

Analysis and Options

Approved capital funding is available for the completion of trail development for this section of the Humber Trail between Boyd Conservation Park and Langstaff Road including \$50,000 federal grant funding for trail design.

Capital Project PK-6373-19 Vaughan Super Trail Program has been established to support the planning, design and construction of priority trail projects city-wide. Approved capital funding is available for the design and construction of this section of trail from Boyd Conservation Park to Langstaff Road.

The City was also the successful recipient of a \$50,000 grant through the federal Infrastructure and Communities Active Transportation Fund – Planning Stream, which includes a deadline for design completion before March 31, 2026.

The scope of work for delivery of the entire project includes the design and construction of 1.4km of granular trail, corten steel pedestrian bridge over the Humber River, trail signage, benches, landscape planting and environmental restoration works. Construction will predominantly take place within active areas of Boyd Conservation Park and will require environmental works associated with the Humber River valley. The existing concrete bowstring bridge, which is owned and maintained by TRCA, is not included in the scope of work for this project.

A Single Source procurement is justified in accordance with the City's 15.C.03 Corporate Procurement Policy.

The City's updated Council-adopted Corporate Procurement Policy 15.C.03 came into effect on July 1, 2023. A Single Source Procurement is one where other supplier(s) are available, however, there are valid and sufficient reasons for selecting one supplier in particular. The Corporate Procurement Policy 15.C.03 provides criteria which must be met in order to procure via Single Source Procurement. Given the need for standardization and compatibility with previously acquired services, and the special knowledge, skills and expertise required, it is the Director of Procurement Services' determination that this justifies the use of Single Source Procurement in this case. The Corporate Procurement Policy further provides the City protection in that a Single Source Procurement must be undertaken to obtain best value for the City. Given the anticipated amount of the award, Council must first approve proceeding via Single Source Procurement.

TRCA has the expertise needed to complete the required detailed design studies and the ability to streamline permit and approval processes by delivering this portion of the project.

It is proposed that TRCA be engaged to complete the detailed design and tender package preparation for this project based on their operations and management of the Boyd Conservation Park site and Humber River valley in this area. TRCA has extensive knowledge of the project site and have completed several background studies that will be used to support the detailed design and permit approvals process. The TRCA has also identified opportunities for them to fund and deliver additional restoration works and riverbank planting which can help reduce the City's overall project costs.

The City partnered with TRCA to complete the 2021 Humber Trail Feasibility Study, and TRCA is familiar with the following existing studies:

- Natural heritage & fisheries
- Cultural heritage
- Fluvial geomorphology and hydrology
- Geotechnical slope stability assessment
- East Humber River Geomorphic Assessment and Erosion Risk Assessment

TRCA has direct experience working within Species-at-Risk habitat and existing relationships and processes established with Regulatory Agencies.

The TRCA is responsible to screen proposed projects for Species-at-Risk and has identified that the Humber Trail project area is habitat for endangered species (Red Side Dace, Butternut). TRCA staff also participate in regular working meetings with the Ministry of Environment Conservation and Parks and Department of Fisheries and Oceans. Retaining TRCA will provide an overall benefit to the City by having them lead negotiating and obtaining all required permitting and approvals for detailed design, helping to reduce permitting review timelines.

Retaining TRCA for design and permit approval services will allow the project to meet required grant funding timelines for completion and will set the stage for the City to lead procurement and contract administration of construction services.

With TRCA's background knowledge of the site, and role as property owner and Regulatory Agency, they can immediately initiate design upon contract execution, and deliver the project within the established deadlines.

The scope of work for the design and permit approvals phase of this project includes project management services for TRCA staff and required subconsultants to complete the following:

1. Background data collection and reporting
2. Detailed tree inventory and natural heritage data collection
3. Stage 1 and 2 archaeological assessment
4. Indigenous consultation

5. Species-at-risk screening
6. Public lands act screening
7. Design development drawings, engineering and specifications
8. Permit approvals

A TRCA permit will be required for the final design. By having TRCA lead the project management services for the detailed design process, a simplified internal review and approval process would be used for the project, rather than the more formal external consultant submission and review process.

The design and permit approvals phase of the project will be completed by 2025 followed by procurement for construction which is anticipated to begin in 2026.

Timing and next steps:

- Execute Agreement with TRCA for Design and Permit Approvals (Q1 2024)
- Initiate Studies and Preliminary Design (Q2 2024)
- Finalize Design and Procurement Documents (Q1 2025)
- Secure Permits and Approvals (Q2 2025)

To ensure the success of project delivery while minimizing risks to the City, staff will negotiate the terms and conditions of a single-source contract with TRCA, including critical milestone dates, deliverables, payment terms, and change order procedures, which will establish a clear set of expectations. The Agreement with TRCA will be used as a baseline to monitor performance standards.

Financial Impact

The design and permit approvals phase of this project will be funded within the existing approved Capital Project PK-6373-19 Vaughan Super Trail Development. The balance of funding required for trail construction is identified within the current capital budget and forecasts and any additional funding requirements, if needed, will be submitted for consideration in future budget processes.

The \$50,000 grant funding received from the federal Ministry of Intergovernmental Affairs, Infrastructure and Communities Active Transportation Fund – Planning Stream has been added to the capital project account and will be used to offset approved capital funding for the design of the project.

The following table illustrates the estimated costs and proposed funding sources for this project:

TRCA Fee Proposal for design and permit approvals	\$261,000
Allowance for additional studies if required	\$50,000
10% Contingency	\$31,100
3% Administration Fee	\$11,313
Labour Recovery	\$35,000
Total Estimated Project Cost	\$388,413
Project Design Funding PK-6373-19	\$338,413
Infrastructure Grant Funding	\$50,000
Total Project Funding	\$388,413

The proposed single-source contract for the TRCA to provide design and permit approvals will include a total upset limit of \$342,100 (\$261,000 fee + \$50,000 additional studies allowance + \$31,100 contingency amount). The 3% Administration Fee and Labour Recovery amounts are City of Vaughan internal recoveries.

Operational Impact

This section of trail is fully located on TRCA-owned and managed lands and will become TRCA responsibility to maintain similar to the existing management arrangement for the existing sections of William Granger Greenway at Boyd Conservation Park. All future capital assets replacements would be the responsibility of TRCA.

Broader Regional Impacts/Considerations

The Boyd Conservation Park to Langstaff Road trail connection forms part of the City-wide Vaughan Super Trail, which is an important recreational amenity. This trail connection will establish an important link to the larger regional trail network within the Humber River watershed and will afford the potential for users to enjoy and experience the unique natural and cultural heritage attributes along the Humber River including the cultural history of the Carrying Place Trail (part of the existing William Granger Greenway).

The trail connection contributes to the Regional and Provincial trail and active transportation strategies outlined through the TRCA Trail Strategy for the Greater Toronto Region (2019), York Regional Transportation Master Plan, York Region Pedestrian and Cycling Master Plan (2008), Ontario's Cycling Tourism Plan: Tour by Bike, Natural Environment Trail Strategy, and Toronto Ravine Strategy and the City Pedestrian and Bike Master Plan (2020).

Conclusion

Staff are seeking Council approval to retain TRCA to provide design and permit approval services for development of a new section of Humber Trail from Boyd Conservation Park to Langstaff Road. TRCA has extensive knowledge of the project site and have completed several background studies that will be used to support the detailed design and permit approvals process. Following completion of design and permit approvals in 2025 the City will issue a tender for trail construction and lead the delivery phase of this project starting in 2026.

For more information, please contact: Jamie Bronsema, Director, Parks Infrastructure Planning and Development, ext. 8858.

Attachments

1. Humber Trail Map – Boyd Conservation Park to Langstaff Road
2. Humber Trail Cross-Sections

Prepared by

Alexis Moxley, Project Manager, ext. 8272

Walter Fischer, Manager, Parks Delivery, ext. 8861

Jamie Bronsema, Director, Parks Infrastructure Planning and Development, ext. 8858

Approved by



Vince Musacchio, DCM
Infrastructure Development

Reviewed by



Nick Spensieri, City Manager