

Item:



Finance, Administration and Audit Committee Report

DATE: Wednesday, June 06, 2018

WARD(S): 4

TITLE: Concord GO Centre Secondary Plan Comprehensive Transportation Study – Transportation Master Plan – Request for Budget Consolidation and Amendment to Expand Scope of Work

FROM:

Stephen Collins, Deputy City Manager, Public Works

ACTION: DECISION

Purpose

To obtain Council approval for a budget amendment, consolidation and expanded project scope for Capital Project DE-7169-16 for the Concord GO Centre Secondary Plan Comprehensive Transportation Study - Transportation Master Plan.

Recommendations

1. THAT Capital Projects DE-7158-15 – Concord Go Secondary Plan Feasibility Study and DE-7185-17 Concord Go Station Business Case Development be consolidated to DE-7169-16 Concord GO Centre Secondary Plan Comprehensive Transportation Study - Transportation Master Plan;
2. THAT Council approve a budget amendment to Capital Project DE-7169-16 - Concord GO Comprehensive Transportation Study-Transportation Master Plan inclusive of administration recovery and applicable taxes in the amount of \$325,000, with funding from City-wide Development Charges - Engineering to include an expanded project scope to provide for the completion of a Schedule C road project in accordance with the Municipal Engineers Association Municipal Class Environmental Assessment (MCEA); and

3. THAT the inclusion of this matter on a Public Committee or Council agenda with respect to amending the capital budget identified as “Concord GO Centre Secondary Plan Comprehensive Transportation Study – Transportation Master Plan – Request for Budget Consolidation and Amendment to Expand Scope of Work” is deemed sufficient notice pursuant to Section 2(1)(c) of By-Law 394-2002.

Report Highlights

- Staff continue to plan for a GO station on the Metrolinx’s Barrie rail line at Highway 7 in the Concord GO Centre Secondary Plan Area
- An expanded project scope is required to carry forward the completion of a Schedule C Municipal Class Environmental Assessment Road Project for a potential north-south connection east of the rail corridor, per Schedule D Concord GO Centre Secondary Plan Area
- A budget amendment of \$325,000 is required to expand the project scope
- Policy Planning and Environmental Sustainability’s Mobility Hub Study has been on hold pending retainer of consultant services for focused area

Background

The approved Concord Go Centre Secondary Plan identified a series of supporting networks that included Pedestrian and Cycling, Transit and Streets

The opportunity for a future GO Rail station at Highway 7 in Concord has been recognized by both the Region and the City through their Official Plans and Transportation Master Plans. This opportunity is the result of increased investment in higher order transit corridors and infrastructure in the immediate vicinity of the Concord GO Centre Secondary Plan area, including York Region Rapid Transit Viva Next Highway 7 projects on Highway 7, the electrification of the GO Barrie Rail Line and the planned Highway 407 Transitway.

The Concord GO Centre Secondary Plan (CGCSP) has been incorporated into the City’s Official Plan through an amendment. Some of the key principles of the Secondary Plan are to support a multi-modal transportation network and address the integration and coordination of the planned transit facilities with surrounding land uses, including the creation of a mobility hub. This includes the street and pedestrian connections by examining the overall street and pedestrian network and assessing traffic volumes in the study area.

On May 23, 2015, the CGCSP was adopted by York Region with modifications, which included two deferral areas. The deferral areas allow for consideration of potential redevelopment in support of a GO Rail Station and necessary infrastructure improvements. The deferral also allows for a Mobility Hub Study to take place concurrently with a Comprehensive Transportation Study to inform the final land use designations and polices for the lands located west of the rail corridor and north of Highway 7. The completion of a Mobility Hub Study and Transportation Master Plan,

which includes a Comprehensive Transportation Study and Feasibility Study, will fulfill the requirements of the CGCSP.

The Concord GO Centre Secondary Plan (CGCSP) identifies a street network and sets out transportation and implementation policies for potential road connections, subject to further studies, including a Comprehensive Transportation Study

The CGCSP sets out a policy framework and identifies a street network for potential east-west Minor Collector Street and a north-south Minor Collector Street in the northern section of the Secondary Plan area, as shown on Attachment 1 (Concord GO Centre Secondary Plan, Schedule D - Transportation Network). The potential east-west Minor Collector would connect Bowes Road to the potential north-south Minor Collector Street extending from Highway 7 to Ortona Court. The final determination of the need, location, and design of these Minor Collector Streets will be determined through the following:

- a Feasibility Study to establish whether an east-west street from Bowes Road (minor collector) north of Highway 7, extending over (or under) the GO Rail line, into the Concord GO Secondary Plan Area (Area 1) is required and longer-term consideration of a furtherly westerly connection from Bowes Road to Keele Street;
- a Comprehensive Transportation Study to address the post-Phase 1 development of the area with the purpose of identifying the development limit(s) in subsequent phases and any concurrent transportation improvements that would be required; and
- the review of site-specific development applications.

Previous Reports/Authority

The Vaughan Official Plan 2010, Volume 2 - 11.10 Concord GO Centre Secondary Plan can be found at the following link:

https://www.vaughan.ca/projects/policy_planning_projects/General%20Documents/Official%20Plan%20Vol%202/Volume%202%202017%20Office%20Consolidation/VOP%202010%20Chapter%2011%20-%202017%20Consolidation/11.10%20Concord%20GO%20Centre%20SP%20-%20January%202017%20Consolidation.pdf

The Extract from the Council Meeting of January 24, 2014 can be found at the following link:

https://www.vaughan.ca/council/minutes_agendas/Extracts/30cw0617_14ex_7.pdf

The Metrolinx Draft 2041 Regional Transportation Plan and Regional Express Rail Initiatives Update can be found at the following link:

https://www.vaughan.ca/council/minutes_agendas/AgendaItems/CW_0404_18_9.pdf

Analysis and Options

Capital transportation projects supporting the Concord GO Centre Secondary Plan (CGCSP) were approved through successive budget processes from 2015-2017

Capital transportation projects supporting the CGCSP were approved through successive budget processes from 2015-2017, and included the following:

- Capital Project DE-7158-15: Concord GO Secondary Plan Feasibility Study for a Minor Collector Connection to Bowes Road;
- Capital Project DE-7169-16: Concord GO Centre Secondary Plan Comprehensive Transportation Study's, and
- Capital Project DE-7158-17: Concord GO Station Business Case Development

Staff have attempted to procure consultant services for the above-mentioned projects in 2016 and 2017. Project planning efforts for the retention of consultant services for the delivery of transportation projects, either as standalone or as part of a Comprehensive Transportation Study, as summarized below did not materialize:

- The Assessment of RFP 16-449 for procurement of consultant services to undertake the Concord GO Secondary Plan Connection Feasibility Study was cancelled, as costs for the retention of consultant services were not justified; and
- With respect to the second RFP 17-188, the City did not receive any bids in response to the RFP, with proponents citing that there was inadequate time to complete the project.

Staff continue planning for a new GO station at Highway 7- Concord

At the Metrolinx Board meeting on March 8, 2018, Metrolinx indicated that a proposed GO station at Highway 7 in Concord would not be part of its 10-year Regional Rail Expansion program and would be reevaluated beyond the 2025-time horizon. Metrolinx concluded that while there is strong strategic and policy support for a new station in this area, including a potential Major Transit Station Area (MTSA – Growth Plan, 2017) and Mobility Hub, the net loss of ridership on the Barrie GO Rail line, as a result of delays to upstream riders, was the main factor in excluding the potential of a new station at Highway 7 in Concord in the current 10-year plan.

Both the Regional and City Official Plans and Transportation Master Plans identify the potential for a future GO Rail station at Highway 7 in Concord. The City's approved CGCSP specifically establishes a planning framework to support a potential station. The CGCSP identifies potential connections of this station to the Viva Bus Rapid Transit System on Highway 7, and to the future Highway 407 Transitway. The Concord GO station remains a priority project for the City and staff will continue to support the planning and development of the Secondary Plan area.

Recognizing that the existing planning framework identifies a potential GO Station in this area, Staff concluded that refocusing services to advance functional planning and design of the CGCSP supporting networks (Attachment 2: Schedule D – Transportation Network, Attachment 3: Schedule E – Transit Network, and Attachment 4: Schedule G - Pedestrian and Cycling Network), would better position the City to respond to growth and unlock the development potential in the area.

Consolidation of the capital transportation projects are aligned to deliver a focused area Transportation Master Plan in accordance with the Municipal Class Environmental Assessment

The capital budget consolidation of all three projects to Capital Project DE-7169-16 are aligned to deliver a focused area Transportation Master Plan under an approach that at a minimum addresses Phases 1 and 2 of the Municipal Class Environmental Assessment. This also provides flexibility to advance the functional planning and design of the Capital Projects in accordance with the Municipal Engineers Association Municipal Class Environmental Assessment (October 2000, as amended in 2007, 2011 & 2015).

The Transportation Master Plan will provide a long-range plan to integrate the infrastructure requirements for existing and future land uses utilizing environmental assessment principles. In addition, the Transportation Master Plan will address the following key objectives:

- Address Phases 1 and 2 of the Municipal Class Environmental Assessment to the 2041 planning horizon for a preferred alternative solution to provide connectivity, mobility and accessibility to the street network, cycling and pedestrian and transit networks;
- Recommend transportation infrastructure projects;
- Provide a long-term implementation framework for investment and strategy for protecting and not precluding transportation infrastructure improvements, addressing connectivity, mobility and accessibility for all users with prior to non-auto modes of travel;
- Provide input to the Mobility Hub Study and implement the policies in the CGCSP to support growth to the 2041 planning horizon;
- Address the integration and coordination of the planned transit facilities with surrounding land uses, including the treatment of street and pedestrian connections by examining the overall street and pedestrian network and assessing traffic in the study area;
- Examine the feasibility of a grade separated crossing and provide the basis for the need and justification or and input to amendments to the transportation networks (Pedestrian and Cycling, Transit and Street Network);
- Advance functional planning and design of the connections and transportation infrastructure, contributing to unlocking the potential for the establishment and development of a Major Transit Station Area and positioned for transformation in an environmentally and fiscally responsible manner; and

The Policy Planning and Environmental Sustainability Department continues to postpone the Mobility Hub Study, pending the retention of consultant services for a focused Transportation Master Plan

In June 2017, the Policy Planning and Environmental Sustainability Department retained Dillon Consulting under RFP 17-006 to undertake the Concord GO Centre Mobility Hub Study. The objective of the Study was to prepare draft Official Plan Amendments for Council's consideration and to guide the creation of a multi-modal Mobility Hub in the context of a mixed-use Local Centre, supporting a GO Rail station.

The Mobility Hub Study is being conducted in accordance with the CGCSP and the requirements of the York Region Official Plan and the Vaughan Official Plan 2010, which guide the development of Local Centres/Key Development Areas, as well as the Metrolinx Mobility Hub Guidelines. The purpose of the Study is to accommodate a commuter rail

station on the Barrie GO Rail Line and associated intermodal facilities, taking into consideration the surrounding development context, on-going site-specific development applications, required infrastructure, road network, and transit access. In addition, the compatibility issues of the area and the inclusion of further mixed-use development in Study area will be considered.

The Transportation Master Plan is a critical supporting study that is to proceed concurrently with the Mobility Hub Study.

Staff have collaboratively investigated expanding the scope to complete the planning and design of a new potential road connection in accordance with the MCEA

The expanded scope provides flexibility and positions the City to seamlessly advance the planning and design of the road connection to completion as a “Schedule C” Environmental Assessment (EA) road project, subject to study process, conclusions and recommendations. More specifically, the expanded scope will comprehensively identify alternative design concepts, evaluate and establish an alignment and preliminary preferred design for new City public road right- of- way and associated improvements for the extension of a Ortona Court from Highway 7 to Rivermede Road.

It is noted that the EA study will be proceeding, recognizing the road segment and associated improvements from the new intersection at Highway 7 north to the southern limit of Ortona Court are being advanced and secured through planning application (Zoning By-law Amendment Z.16.049 and Draft Plan of Subdivision 19T-16V-009), consistent with the implementation policy framework in the CGCSP. Consultation with area land owners and properties subject to planning applications, as key stakeholders, is integral to the work plan.

The EA Study will be supported by a robust and comprehensive technical review and study of transportation, natural, socio-economic and built environment of the project area. Supporting technical studies, findings and conclusions will in part inform and provide the basis of a reasonable range of alternatives, identification and consideration of effects on all aspects of the environment and a systematic evaluation in establishing a preliminary preferred design as subject to study process.

As part of project planning, Parsons Inc. was retained as a cost consultant to prepare a cost estimate of the proposed scope of work

As part of project planning, to determine budget requirements for the revised and expanded scope, the City retained Parsons Inc. on April 6th, 2018 to undertake a high-level cost estimate for consultant services and resources necessary to deliver a Transportation Master Plan (Phases 1 and 2 of the MCEA) for required road network improvements in the Concord GO Centre Secondary Plan Area, and a Schedule C Environmental Assessment project (Phases 3 and 4 of the MCEA) for a north – south road connection between Highway 7 and Ortona Court. Parsons Inc. was requested to present their results based on each phase consistent with the MCEA, and include distinct costs for a consultation plan meeting mandatory points of contact.

Financial Impact / Budget considerations

The total estimated cost of the project including contingency, applicable taxes and administration recovery is \$1,011,879. The current approved Capital Project DE-7169-16 - Concord GO Comprehensive Transportation Study – Transportation Master Plan is not sufficient to accommodate the total cost of the project and therefore a budget amendment of \$325,000 is required.

The required amendment to the budget includes funding for the revised and expanded project scope, contingency allowance and administration review fees for the TRCA. The Environmental Assessment study is considered to be high in complexity, as proceeding under Schedule C of the MCEA process, and a contingency allowance of 15% has been identified as an appropriate amount to address any unforeseen work in completing the scope of this study. In addition, budget requirements include administration review fees for the TRCA. In consultation with TRCA staff, and as per TRCA's Fee Schedule for Environmental Assessment and Permitting Services the expanded and revised scope for the Phases 1 and 2 of the MCEA (Transportation Master Plan) represents a Minor type of Master Plan, while the scope for the Phases 3 and 4 for the north-south road project road represent a Major type of Environmental Assessment.

The recommended capital budget increase will be funded from City-Wide Development Charges – Engineering. Any residual funds will be returned to the original funding source.

The proposed budget amendment is summarized as follows:

TABLE 1: PROJECT FUNDING POSITION SUMMARY (DE-7169-16)	
	\$
Approved Capital Budget (DE-7169-16)	465,410
Budget Consolidation (DE-7158-15 & DE-7185-17)	221,500
Revised Capital Budget	686,910
Less: Expenses ¹	
Consulting Engineering Services (Including Contingency)	866,144
TRCA Review and Administrative Fees	35,731
Project Management (Internal Staff Time)	110,004
Subtotal	1,011,879
Budget Shortfall	(324,969)
Budget Amendment Request (rounded)	325,000

¹Inclusive of the 1.76% non-recoverable HST and 3% administration recovery

Broader Regional Impacts/Considerations

There are no Regional impacts resulting from the information presented and recommendations of this report.

York Region and the Toronto and Region Conservation Authority are key review and regulatory agencies. More specifically, representatives from York Region, as owners of regional roads such as Highway 7, Langstaff Rd., Dufferin St. and Keele St., and as transit service providers, will form part of the project's Technical Advisory Committee (TAC) that meet during the course of the project to discuss progress and findings.

Conclusion

City staff, recommend a budget consolidation and amendment for an expanded project scope of work to Capital Project DE-7169-16 - Concord GO Comprehensive Transportation Study – Transportation Master Plan, in order to proceed to issue an RFP to retain consultant services.

For more information, please contact:

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Attachments

Attachment 1: Concord Go Centre Secondary Plan Schedule D - Transportation Network

Attachment 2: Concord Go Centre Secondary Plan Schedule E - Transit Network

Attachment 3: Concord Go Centre Secondary Plan Schedule G - Pedestrian and Cycling Network

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In Consultation With

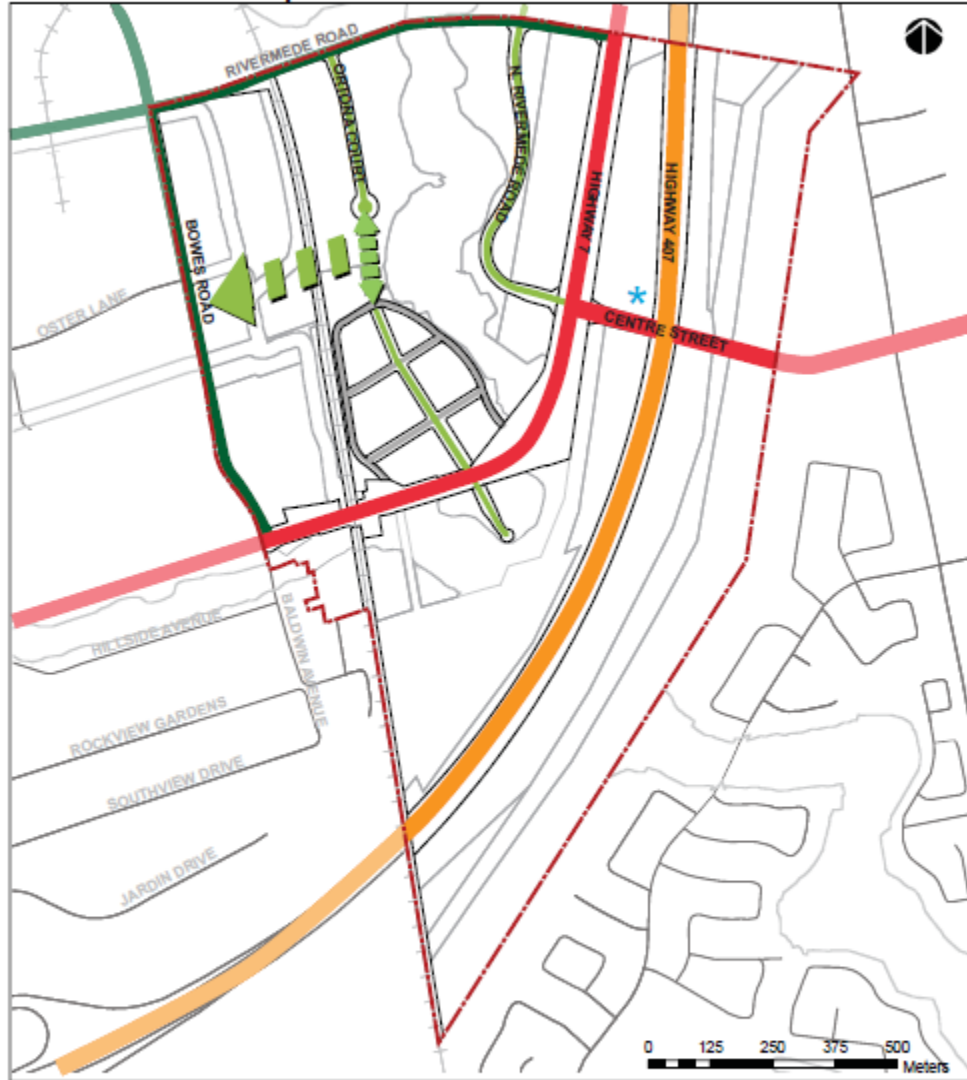
Financial Planning and Development Finance

Policy Planning and Environmental Sustainability

Development Engineering

ATTACHMENT 1

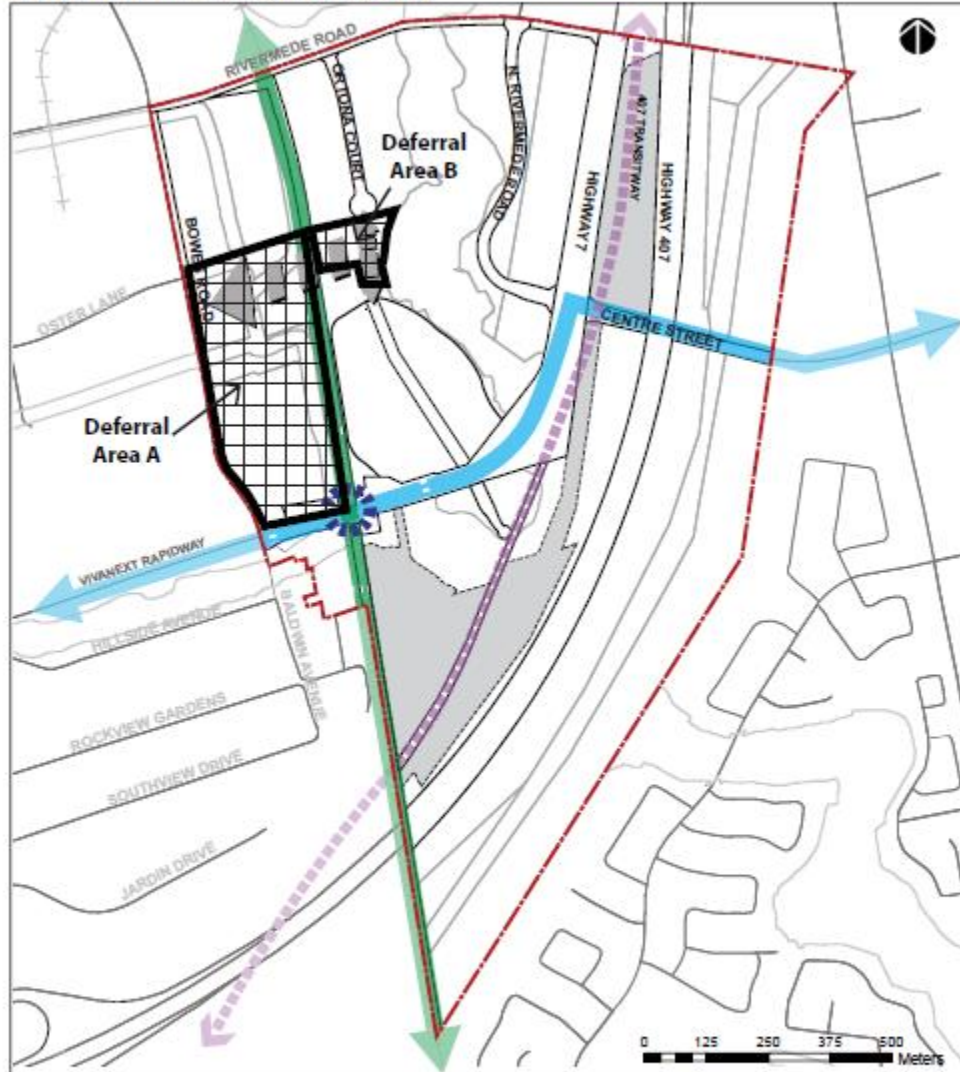
Concord GO Centre Secondary Plan Schedule D - Transportation Network



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|--|---|--|
|  Concord GO Centre Boundary |  Major Collector |  Proposed New Road Link (Conceptual) |
|  Freeway (Provincial) |  Minor Collector |  Railway |
|  Regional Arterial |  Local Street |  Potential Highway 407 Ramps |

ATTACHMENT 2

Concord GO Centre Secondary Plan Schedule E - Transit Network



- | | | |
|---|---|--|
|  Concord GO Centre Boundary |  407 Transitway Alignment (Approved Transitway EA) |  Potential Mobility Hub (could include integrated transit facilities such as transit stops, parking areas and pedestrian connection enhancements.) |
|  VivaNext Rapidway/YRT Route 77 |  Railway |  Proposed New Road Link (Conceptual) |
|  GO Transit |  Inter-Urban Transit (Refer to Policy 3.4) | |
|  See York Region Notice of Decision, May 8, 2015 | | |

ATTACHMENT 3

Concord GO Centre Secondary Plan Schedule G - Pedestrian and Cycling Network

