

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 19, 2016

Item 2, Report No. 5, of the Finance, Administration and Audit Committee, which was adopted without amendment by the Council of the City of Vaughan on April 19, 2016.

Regional Councillor Di Biase declared an interest with respect to this matter as his children own land in Block 27 given to them by their maternal Grandfather and did not take part in the discussion or vote on the matter.

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**REQUEST FOR ADDITIONAL FUNDING
AND EXTENSION OF CONTRACTS FOR RFP 14-281 AND RFP 15-064
FOR THE NEW COMMUNITY AREA BLOCK 27 SECONDARY PLAN STUDY AND
NORTH VAUGHAN AND NEW COMMUNITIES TRANSPORTATION
MASTER PLAN (NVNCTMP)
KIRBY GO MOBILITY HUB SUB-STUDY
FILE: 26.4.1
WARD 1, VICINITY OF JANE STREET, KIRBY ROAD, KEELE STREET AND TESTON ROAD**

The Finance, Administration and Audit Committee recommends approval of the recommendation contained in the following report of the Deputy City Manager, Planning & Growth Management, the Director of Policy Planning & Environmental Sustainability and the Director of Development Engineering & Infrastructure Planning, dated April 4, 2016:

Recommendation

The Deputy City Manager, Planning & Growth Management, the Director of Policy Planning & Environmental Sustainability and the Director of Development Engineering & Infrastructure Planning, in consultation with the Director of Financial Planning & Development Finance and Deputy City Treasurer recommend:

1. THAT a scope of work, coordinating the additional tasks for each study, be added to the Secondary Plan Study for the Block 27 New Community Area , and to the North Vaughan and New Communities Transportation Master Plan Study, to provide for a more detailed study of the Kirby GO Station Mobility Hub/Local Centre and surrounding area as reflected on Attachment 1;
2. THAT the budget for Capital Project PL-9535-13 (New Community Area Block 27 Secondary Plan Study) be increased by \$173,000 and funded \$155,700 (90%) from City-Wide Development Charges (CWDC)-Management Studies and \$17,300 (10%) from the capital from taxation reserve;
3. THAT a Contract Change Order be executed with the lead planning consultant Macaulay Shiomi Howson Ltd., to extend the existing contract for the Secondary Plan Study to include the additional scope of work for the GO Station Mobility Hub Sub-Study in the amount of \$143,475 (plus applicable taxes and contingency);
4. THAT a second Contract Change Order be executed with the consultant HDR Inc., to extend the existing contract for the North Vaughan and New Communities Transportation Master Plan Study to include the additional scope of work for the detailed GO Station Mobility Hub, in the amount of \$81,364 (plus applicable taxes and contingency); and
5. THAT the inclusion of this matter on a Public Committee or Council agenda with respect to increasing the Capital Budgets identified as "Request for Additional Funding and Extension of Contracts for RFP 14-281 for the New Community Area Block 27 Secondary Plan Study, is deemed sufficient notice pursuant to Section 2(1)(c) of By-Law 394-2002.

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Contribution to Sustainability

The Kirby GO Mobility Hub Sub-Study will support the objectives of the Region of York Official Plan, “Places to Grow”: the Provincial Growth Plan for the Greater Golden Horseshoe, The Big Move Regional Transportation Plan, the Vaughan Official Plan 2010; and, “Green Directions Vaughan” Community Sustainability and Environmental Master Plan respecting sustainable development and the creation of complete communities. The more detailed study will provide for a greater understanding of the environmental priority areas and limits of the Natural Areas, the mix of land uses and densities, the urban design character and supportive policies, and the creation of a seamless active and vehicular transportation network throughout the mobility hub area and extending to surrounding lands. The intention is to promote a vibrant and economically sustainable Mobility Hub and Local Centre that both supports and builds on the proposed higher order transit service. The sub-study will also inform further environmental and transportation studies by the Region of York and Metrolinx.

Economic Impact

The changes in the scope of work to include the Kirby GO Mobility Hub Sub-Study will be funded by increasing the New Community Area Block 27 Secondary Plan Study budget by \$173,000. The additional budget will be funded 90% from the City-Wide Development Charges (CWDC)-Management Studies (\$155,700) and 10% from capital from taxation reserves (\$17,300). The funding for the Block 27 Secondary Plan Study was approved in the 2013 Capital Budget as Project PL-9535-13 with a budget of \$515,000.

TABLE 1: ADDITIONAL CONSULTING COSTS PL-9535-13	
Macaulay Shiomi Howson Ltd. Added Scope of Work	143,475.00
Contingency Allowance (15%)	21,521.25
Additional Consulting Costs	164,996.25
H.S.T. (1.76%) Not Recoverable	2,903.93
Sub-Total	167,900.18
Administration Recovery (3%)	5,037.01
Net Additional Consulting Costs	172,937.19

TABLE 2: PROJECT FUNDING POSITION SUMMARY PL-9535-13	
Approved Budget	515,000.00
Additional Consulting Costs (rounded)	173,000.00
Less: Exp. & Commitments to Date *	(515,000.00)
Additional Funding Required	(173,000.00)
* Includes 50% of the contract project manager compliment for the New Communities' Secondary Plan Studies as per Item 43, CW Report No. 52, and incidental costs related to public meetings, notifications, printing and other expenses	

In April 2015, Capital Project DE-7156-15 New Community Areas Transportation Study was approved in the amount of \$515,000 with funding from City-Wide Development Charges (Engineering), for the completion of this study. The undertaking of the North Vaughan and New Communities Transportation Master Plan as it has been renamed (NVNCTMP), is budgeted to cost \$405,900, including 15% contingency allowance, applicable taxes and administration recovery (RFP - \$373,400 and additional project costs - \$32,500). The additional recommended scope of work will be funded from the same approved Capital Project DE-7156-15, which has a remaining balance of \$109,100, sufficient to fund the proposed sub-study.

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Communications Plan

City staff will forward a copy of the subsequent Council Minutes related to this report, to the appropriate staff at the Region of York and Metrolinx.

Purpose

To obtain approval for an increase to the Capital Budget envelope for the New Community Area Block 27 Secondary Plan Study and the NVNCTMP Contract; and, obtain direction to issue contract change orders for the purposes of conducting the Kirby GO Mobility Hub Sub-Study.

Background - Analysis and Options

Executive Summary

This report sets out the rationale for undertaking a more detailed study of the Kirby GO Station mobility hub. It provides a brief description of the tasks to be undertaken, and details the related funding requirements and contract changes for which approval is sought.

This report is structured into sections which provide the following information:

- (1) The rationale for undertaking a more detailed study of the potential GO Station mobility hub.
- (2) A brief outline of tasks and deliverables to be included in the final work plan for the sub-study.
- (3) The recommended changes to the existing contracts to fund the sub-study.
- (4) The projected timeframe for the completion of the GO Station mobility hub sub-study.
- (5) The conclusion leading to the report's recommendations.

(1) Rationale for the Kirby GO Mobility Hub Sub-Study

Staff received direction to proceed with the preparation of a Terms of Reference for the Mobility Hub Study

On February 16, 2016, Council adopted the following recommendation of the Deputy City Manager, Planning & Growth Management (in part):

“THAT staff be directed to work with the Landowners’ Group, York Region and Metrolinx to prepare a Terms of Reference for a Mobility Hub Study that includes the conceptual design of a proposed GO Station in Block 27, and Kirby Road upgrades adjacent to Blocks 27 and 28, to inform future Environmental Assessment requirements associated with the GO Station, Kirby Road, and the ongoing Metrolinx Regional Express Rail Study.”

The recommendation from staff was in response to a number of complexities that have emerged in association with the proposed GO Station and the character and situation of the surrounding area. It has become evident that more detailed work is necessary in order to advance the preparation of the policies and schedules to the Block 27 New Community Area Secondary Plan.

The Mobility Hub Area will need to accommodate a range of infrastructure, land uses and services in a confined area necessitating a more detailed study

The mix of factors driving the need for greater certainty includes the requirement to accommodate the following land uses and infrastructure within a relatively confined geography, including

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consideration of the limits of the Natural Heritage Network, the existing GO Rail line; and the requirement to provide road network connectivity. A more detailed mobility hub study will be needed to ensure that the resulting policies and infrastructure recommendations are agreeable in principle to relevant agencies and key stakeholders; and that they are also realistic and implementable through the available range of planning processes.

The land uses and infrastructure required include:

The GO Rail Land Uses in accordance with the Metrolinx Mobility Hub Guidelines:

- Rail track expansion;
- The location of Platforms and station buildings, including pedestrian tunnels;
- A bus terminal (for Local and GO buses), access/egress to the road network, and opportunities for transit priority measures;
- A passenger pickup and drop off facility, and associated access/egress;
- A commuter parking layout and incremental future expansion (surface and/or structure), access/egress to the road network;
- The internal vehicular and pedestrian / cyclist circulation;
- Pedestrian and cyclist access/egress.

The Mobility Hub Land Uses:

- Mix and distribution of Uses: Density, building height, residential, office, retail; parks, urban squares, public facilities, schools, community centres (community hubs);
- TCPL, Rail buffers, setbacks;
- Integration of land uses with GO Rail facilities.

The Road Network:

- Access requirements from surrounding areas – Pedestrian, cycling, transit priority measures, road network
 - To the arterial road network to Kirby Road and Keele Street
 - Internal to Block 27 to the west and south;
- Grade separation options for collector road crossing(s) of the GO Rail line;
- Grade separation options for the Kirby Road crossing of the GO Rail Line;
- Internal road network continuity and its sufficiency to accommodate planned traffic;
- Connectivity of the Mobility hub to the remainder part of the Block and to the arterial road system;
- Road widths consistent with planned function.

The Natural Heritage Network:

- Identification and prioritization of relevant aspects of the NHN ;
- Incorporation of all information requirements necessary to satisfy planning and infrastructure approval processes, including environmental assessments, prioritization of preservation and/ or compensation of important resources;
- Contribution of the NHN system to the creation of a continuous open space, park, and stormwater management system, which will perform important ecosystem functions and provide an attractive community amenity.

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The Infrastructure Supporting the Mobility Hub will be subject to a number of approval processes that will benefit from this study

The proposed GO Rail Station/Mobility Hub area and the internal road network will be subject to a number of related approval processes in the form of Class Environmental Assessments. These processes are required for the following initiatives:

- The Metrolinx/GO Regional Express Rail Twin Tracking and move to 2-way, all day service;
- Metrolinx is now analyzing and prioritizing potential new stations across the Regional Express Rail system. Newly identified stations must undergo the Environmental Assessment process outlined in the GO Transit Class EA Document;
- Class Environmental Assessment for Kirby Road improvements including the grade separation at Kirby Road and the GO Rail line;
- Class Environmental Assessment for new collector roads in Block 27 including grade separation at the east-west collector road and the GO Rail line.

These processes will confirm the transportation and station infrastructure needed to support major aspects of the Block 27 development. Given the number of contributing projects, the affected jurisdictions, and their individual timing needs; the EA's for these projects will not be proceeding simultaneously with the Secondary Plan and the proposed Kirby Mobility Hub Sub-Study process. Uncertainties in regard to the transportation and infrastructure feasibility present challenges from a planning perspective. This speaks to the need for the Secondary Plan to play a dual role. It would provide immediate land use guidance; and, it would also provide a blueprint for integrating the GO Station/ Mobility Hub infrastructure with the surrounding land use/transportation network for the remainder of the Block and to surrounding lands outside of the New Community Area. The sub-study will initiate some of the more detailed analyses, which will be used to build on and support the development of the supporting Secondary Plan policies. In addition, it will also provide input and background information needed for the future EA processes, which may in-turn facilitate and speed up the delivery of infrastructure supporting the block and the GO/mobility hub development pending Provincial infrastructure funding decisions.

Integrating this approach into the Secondary Plan process will ensure that the City's interests are clearly stated for consideration by the EA proponents. The City is currently in an ideal position to study the siting of the Kirby GO Station and to provide for a more detailed hub plan that would be comprehensively integrated into the overall Secondary Plan for this New Community Area. To ensure that the approach identified is sound and credible, the early planning should be done with the full participation of the expected proponent, in order to confirm that their interests are respected. A more detailed study will also aid in progressing the environmental and transportation analyses necessary to position the Kirby GO Station for consideration in the shorter term.

The York Region Municipal Comprehensive Review: Recognizing the potential for an urban boundary expansion to the north

Another emerging issue will be the need to consider the results of the Region of York's Municipal Comprehensive Review (MCR), which is assigning population and employment growth to the City to the 2041 horizon. Block 28, to the north of this Secondary Plan area has been identified as a potential Urban Expansion Area within the 2036 timeframe. In addition, Council has previously requested a study of land uses within the eastern part of Block 28 which has been put on hold until the Regional MCR is further along. The emerging direction of the MCR entails that consideration be given to positioning the GO Station Mobility Hub to best serve both Blocks 27 and 28. Including the Block 28 area in the urban envelope broadens the level of preliminary analysis that would need to be done as part of the sub-study.

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The presence of another major service area to the north might influence the location of the station, potentially making a connection to the north side of Kirby Road necessary. There would need to be greater consideration of north-south access into the station/hub and access to Kirby Road becomes a more important point of analysis. It may also affect facility size (e.g. passenger pick-up and drop-off, commuter parking supply and size of bus terminal may increase). The proposed sub-study will need to consider immediate City needs as well as identify the City's preferences for future infrastructure projects. The interests of the affected external agencies and authorities would also be considered at this time.

Responding to the Level of Complexity and Minimizing Risk in Subsequent Processes

The level of complexity inherent in the mix of land uses, the potential environmental constraints, the number of non-concurrent approval processes and the proposed expansion of the urban boundary, support the need for a closer examination of the station area/mobility hub. A focused study of this area will support the policy development program for the Secondary Plan and ensure that the City's position and information from the sub-study is available to inform the various required Environmental Assessment approvals.

The sub-study will also help secure the form and function of the mobility hub, as a defining feature in north Vaughan, while ensuring its integration into the Block 27 Secondary Plan area and the broader community, including Block 28, should an urban boundary expansion be approved by the Region and the Province. This study would be expected to inform the preparation of the implementing Block Plan application which will follow after the adoption of this plan. As such, it will also minimize the level of risk that might be encountered at the Block 27 Block Plan review stage.

Advancing the Mobility Hub will reinforce the City's commitment to the GO Rail station at the same time Metrolinx is conducting its Regional Express Rail Study and RER Existing and New Station Analysis

Metrolinx is analyzing new station locations as part of the regional transit network expansion, to provide more rapid transit to more communities. The City has been actively engaging Metrolinx to better understand their requirements for a station. Metrolinx has identified a list of potential new stations across all of its lines and is evaluating them on the basis of a number of key criteria. It is intended that recommendations on new station sites will be announced in the late Spring of 2016.

Moving forward on more detailed planning for the mobility hub and station site will reflect the City's commitment to the future GO Station as an important priority; and will ultimately provide policy that will accommodate a station, whenever the level of development and the resulting ridership warrants it.

This Mobility Hub Study can be undertaken by extensions of the current consulting contracts on the basis of a coordinated work plan

The original terms of reference for the Secondary Plan Study identified the need to investigate and develop policies to support a potential GO Station mobility hub/local centre. However, given the complexity of the issues, it is now apparent that a more detailed level of investigation and policy development will be necessary. The Consulting Team, led by the firm Macauley, Shiomi, Howson, has the capability to undertake this work.

In addition, transportation planning expertise is available to the City through the firm HDR Inc., which was retained to conduct the North Vaughan and New Communities Transportation Master Plan study. As part of that mandate HDR has already undertaken a review of the Block 27 internal road network, the arterial connections and preliminary options for the collector road

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overpass/underpass of the GO Rail line. The additional scope of work will provide more details with respect to road network connectivity and functions, accesses and parking requirements; and, permit the development of a preferred functional layout and design for the transit station and related amenities.

To expedite the preparation of the study, a work plan allocating the additional tasks to the two consulting teams has been prepared and is reflected in the recommended budget amendments. This work plan will benefit from input from landowners and will leverage existing studies that have been prepared by Block 27 and certain Block 28 landowners. The results of this work will then be incorporated into the Block 27 Secondary Plan and the North Vaughan and New Communities Transportation Master Plan.

(2) Brief Outline of Sub-Study Tasks

The primary tasks and deliverables to be included in the final work plan for the sub-study include the following:

1. The determination of the amount of land required for the station, including:
 - a. Functional requirements of the GO Station, ie. track and platform, station buildings, parking, bus terminals, passenger pick-up and drop-off, etc.
 - b. Amount and location of land needed to be protected for Grade Separations
 - c. The confirmation of the limits of the Natural Heritage Network
 - d. Buffer requirement for the TransCanada Pipeline, Metrolinx GO Rail line, and environmental features
2. A recommendation of one preferred Conceptual layout for the station by:
 - a. Developing up to three conceptual station alternatives
 - b. Consideration of consistency with Metrolinx mobility hub design guidelines
 - c. Development of evaluation criteria through examination of:
 - Environment, heritage, and engineering constraints, including additional environmental field work if necessary to ensure road network crossings of environmental features are feasible
3. The development of land use designations and a policy framework, including urban design policies and specific environmental sustainability policies for the GO Station mobility hub, including identification of opportunity sites.
4. Provide for the integration of the mobility hub into the broader Block 27 Plan Area. Policies are to be designed to provide for the seamless integration of the Mobility Hub area into the remaining Block 27 lands, as part of the Secondary Plan.
5. A Consultation Program:

The proponent will be required to implement a public consultation program that is coordinated with the consultation programs for the New Community Area Block 27 Secondary Plan and the NVNCTMP Studies, in order to minimize the necessity for additional public consultation meetings.

The consultation program will include consideration of all stakeholders, including the Region of York, Metrolinx, Block 27 landowners, the surrounding landowners including known Block 28 landowners, City Council, and other relevant public agencies. The consultation program will be finalized as part of the consultant's work plan, to the

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satisfaction of the City of Vaughan. Metrolinx and York Region will be consulted on integrating this process with any Environmental Assessment/Transit Project Assessment being undertaken for any aspect of the expansion of GO Rail or York Region transportation improvements.

(3) Recommended Changes to Existing Study Contracts

The expanded scope of work for the Secondary Plan Study Consulting Team (project PL-9535-13) will be funded from the City-Wide Development Charges (CWDC)-Management Studies (90%) and the capital from taxation reserve (10%).

The additional recommended scope of work for North Vaughan and New Communities Transportation Master Plan Consultant (HDR Inc.) will be funded through the approved Capital Project DE-7156-15, which has a remaining total of \$109,100, sufficient to fund the sub-study.

(4) Timeframe for the Completion of the Mobility Hub Sub-Study

The timeframe for completion of this sub-study will be coordinated with the Secondary Plan Study (Primary Study) and the North Vaughan and New Communities Transportation Master Plan to the extent possible so as to support the timely completion of both the Studies. Should the additional work be approved by Council in April 2016, the work on the sub-study would be initiated following that approval; both the NVNCTMP and the Secondary Plan Work Program could be off-set by approximately 4 - 5 months. It is noted that the off-set assumes that the required environmental fieldwork and agencies' reviews' of the work, are completed within the anticipated timeframe.

The sub-study is expected to take approximately 10 months to complete. As the latter part of the sub-study work will be integrated with the final tasks of the Secondary Plan and NVNCTMP Studies, the delay to the completion of both studies will be minimized.

Relationship to Term of Council Service Excellence Strategy Map (2014-2018)

This report is consistent with the Term of Council Service Excellence Strategy objectives to:

- Develop transit, cycling and pedestrian options to get around the City;
- Create and manage affordable housing options; and,
- Continue to cultivate an environmentally sustainable City.

Regional Implications

Regional staff are members of the Block 27 Secondary Plan Study and NVNCTMP Technical Advisory Committees and are actively participating in these studies. As in the case of the Primary Secondary Plan and NVNCTMP Studies, Regional staff will continue to be active stakeholders in the consultation program for the proposed mobility hub sub-study. This study will help inform future Environmental Assessments for which the Region will be the proponent; and studies by other proponents (i.e. Metrolinx) and the City that may affect Regional infrastructure.

Conclusion

Since the Block 27 Secondary Plan Study commenced, a number of issues have arisen that make it necessary to revisit certain aspects of the study. Foremost is the treatment of the potential GO Rail Station identified in the City and Regional Official Plans, and Transportation Master Plans. The station site has the potential to be a defining feature of north-east Vaughan and would serve to support the evolution of a complete, sustainable community consistent with Provincial, Regional and City policy. Ensuring that the Secondary Plan supports the City's objective of securing the station is a priority.

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The additional work identified herein responds to these changes of circumstances. In effect, the mobility hub study will provide a greater level of detail than might normally have been provided by acting as a tertiary plan for the hub area, rather than a Secondary Plan. Carrying out the work at this time will have a number of benefits. It will confirm the City's commitment to the station, in the context of a broader mobility hub solution; the level of detail will minimize uncertainty in undertaking future development processes; it will identify the City's preferences when future Environmental Assessment processes are conducted for major infrastructure investments (e.g. Kirby Road improvements, the station and associated facilities); and, it will ensure that potential growth in Block 28 (to 2036) identified through the Region's Municipal Comprehensive Review, has been acknowledged and addressed.

It is therefore recommended that the City proceed with the preparation of the Kirby GO Mobility Hub Sub-Study in accordance with the recommendations of this report and that the budget for capital project PL-9535-13 (New Community Area Block 27 Secondary Plan Study) be increased by \$173K and be funded by City-Wide Development Charges – Management Studies (90%) and from the capital from taxation reserve (10%). The budget for capital project DE-7156-15 (North Vaughan and New Community Areas Transportation Master Plan) is sufficient to cover the additional scope of work for the engineering analyses/tasks of the proposed sub-study.

Attachments

1. Block 27 Location Map (showing Sub-Study Area)

Report prepared by:

Anna Sicilia, Project Manager, New Community Areas, ext.8063
Winnie Lai, Transportation Project Manager, ext. 8192

(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)

Regional Councillor Di Biase declared an interest with respect to this matter as his children own land in Block 27 given to them by their maternal Grandfather and did not take part in the discussion or vote on the matter.