

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 23, 2015

Item 11, Report No. 26, of the Committee of the Whole, which was adopted, as amended, by the Council of the City of Vaughan on June 23, 2015, as follows:

That Communication C4 from Ms. Caterina Facciolo, Brattys LLP, Keele Street, Vaughan, dated June 16, 2015, be received.

Regional Councillor Di Biase declared an interest with respect to this matter insofar as it relates to Di Poce Management lands, as he is a named defendant in a lawsuit by Di Poce Management, and did not take part in the discussion or vote on the matter.

Regional Councillor Rosati declared an interest with respect to this matter insofar as it relates to Di Poce Management lands, as he is a named defendant in a lawsuit by Di Poce Management, and did not take part in the discussion or vote on the matter.

**11 CLASS ENVIRONMENTAL ASSESSMENT STUDY- NOTICE OF STUDY COMPLETION
PROPOSED COLLECTOR STREET (STREET "A") BETWEEN
HUNTINGTON ROAD AND REGIONAL ROAD 27
WARD 2 - WEST VAUGHAN EMPLOYMENT AREA**

The Committee of the Whole recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Public Works and Director of Development Engineering and Infrastructure Planning, dated June 16, 2015, be approved; and**
- 2) That the deputation of Mr. Nick Pinto, West Woodbridge Homeowners Association, Mapes Avenue, Woodbridge, be received.**

Recommendation

The Commissioner of Public Works and Director of Development Engineering and Infrastructure Planning, in consultation with the Commissioner of Planning and the Commissioner of Finance, recommend:

1. That staff issue the Notice of Study Completion associated with the Class Environmental Assessment Study for the proposed collector street (Street "A") between Huntington Road and Regional Road 27 in accordance with the Municipal Class Environmental Assessment process; and
2. That the necessary by-law be enacted authorizing the Mayor and Clerk to execute all necessary agreements related to the design, construction, financing and implementation of the Block 59 Street "A"-Highway 427 crossing structures to the satisfaction of the Commissioner of Public Works and the Interim Commissioner of Legal and Administrative Services/City Solicitor.

Contribution to Sustainability

In considering the objectives of the City's Community Sustainability and Environmental Master Plan (Green Directions Vaughan), an east-west mid-block collector road will assist in:

- Providing a porous road network to support all modes of transportation
- Developing a City with sustainable built form
- Establishing a network of sidewalks, paths and trails that support active transportation
- Reducing single occupant vehicle trips by supporting active transportation, carpooling and public transit

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Economic Impact

The Class Environmental Assessment (EA) Study for Street “A” was completed at no cost to the City as it was undertaken as a co-proponency between the City and the Block 59 Landowners Group in support of the Block 59 block plan and Master Environmental Servicing Plan (MESP) application.

Based on the results of the EA Study, the cost to construct the preferred alignment and conceptual design Street “A” (central alignment) is estimated at approximately \$38.8 million including the roadway, three (3) structures associated with crossing the future Highway 427 (one northbound, one southbound and one transitway structure) and two (2) structures crossing the Rainbow Creek and Robinson Creek. The following table details the preliminary cost estimates for the Street “A” structures that will be paid through City Wide Engineering Development Charges Capital projects:

Street “A” Structures	Capital Cost (2014 dollars)
Southbound Highway 427 over Street “A”	\$3,202,000
Northbound Highway 427 over Street “A”	\$3,277,000
Transitway Bridge over Street “A”	\$2,682,000
Total for three Highway 427 Crossing Structures	\$9,161,000
Street “A” Bridge over Rainbow Creek	\$6,779,000
Street “A” Bridge over Robinson Creek	\$7,919,000
Total for two Bridge Structures	\$14,698,000
Total for all five Street “A” Structures	\$23,859,000

These road structures are considered growth related projects and included in the City’s 2013 Development Charge Background study. The preliminary cost estimate for the roadway sections of Street “A” linking between the structures is approximately \$15M. These sections of roadway will be built and paid for by the Block 59 Landowners as a condition of development approval.

York Region will contribute 1/3 of the construction costs of 400 series highway crossing structures

The Region has recognized the direct tangible benefits that the City’s collector road network provides the arterial road system through the:

- Provision of additional transportation capacity to the Regional arterial roads,
- Relief from expansion pressures on nearby Regional arterial roads,
- Facilitation Regional transit improvements/initiatives,
- Improving the provision of emergency services, and
- Increased opportunities for growth of related businesses by the connection of employment areas flanking each side of the Highway 427 extension.

Accordingly, the Region of York adopted a policy several years ago whereby they will fund 1/3 of the capital costs to construct mid-block collector road structures over 400 series highways.

A capital funding strategy is in place for the Street “A”-Highway 427 crossing structures

For constructability reasons, the three Street “A” structures crossing Highway 427 will need to be designed and built in conjunction with the Highway 427 Extension project. The capital cost for these crossing structures is estimated at approximately \$9.2M. To facilitate the project, the east side landowners in Block 59 have committed to front end 1/3 of the initial capital costs up to a

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maximum of \$4.0M. The City would fund the remaining 2/3 of the capital cost, 1/3 of which would be recovered from York Region. The City committed to the Block 59 Landowners to move the project to an earlier timeframe in the 2018 Development Charge (DC) Background Study to facilitate an earlier reimbursement of their front ended portion within the 2018 to 2020 period, subject to the state of the Engineering DC reserve and Council budget approval.

Council has approved the expenditure of the City's share of the capital cost for the Street "A"-Highway 427 structures through Capital Project DE-7161-15, with funding from City-wide Development Charges and York Region's contribution.

The Ministry of Transportation requires an up-front life-cycle payment for all new municipal crossing structures

In the past, the Ministry of Transportation (MTO) was responsible for the maintenance and rehabilitation of a structure, and the municipality was responsible for maintenance and rehabilitation of the road surface over or under the highway. In the last decade, the MTO has increasingly taken the position that a municipality should not only pay the costs of constructing a new 400 series highway crossing structure but also contribute towards the associated life-cycle rehabilitation costs. These costs can be onerous on the municipalities, whether paid up front or spread equally over a certain period of time. Life-cycle costs cannot be funded from Development Charges. If the City is required to pre-pay these life-cycle costs then an alternate funding source must be identified such as debt.

In this case, MTO has requested the City pay a contribution towards the life-cycle maintenance cost (25 and 50 year life-cycles) associated with the three Street "A" structures crossing the future Highway 427. Based on the preliminary cost estimate provided by Cole Engineering and BT Engineering, the present value of the life-cycle costs for these structures would be approximately \$600,000. As a comparison, the life-cycle costs for similar crossing structures such as the Portage Parkway crossing of Highway 400 and the Highway 404 crossing north of Highway 7 have been typically between 10% and 20% of a project capital cost. For the Portage Parkway crossing, the life-cycle cost was approximately 10% of the actual capital cost. Accordingly, it is estimated that the life-cycle cost for the three proposed Street "A" structures under Highway 427 could range between \$0.6 and \$2.0 million. The final life-cycle payment can only be determined after the design of the structures has been further advanced.

Communications Plan

Public and stakeholder consultation has been a key component of the Municipal Class EA process for this study. The Project Team was committed to meaningfully engaging members of the public, review agencies, and other interested parties in determining methods of implementing the preferred solution, and consulted various stakeholders at key milestones through the duration of the study to gather valuable input and opinions. In order to obtain input from all affected stakeholders, a public consultation program was undertaken in conjunction with the public hearing for the Block 59 and major developments in the area. The main components of the consultation program included:

- a Notice of Study Commencement
- three Public Information Centres (PIC)
- a Notice of Study Completion (pending)

A project specific website was established at the outset of the Study and has been maintained by the City Project Team. Notification related to the Study was directly mailed to affected stakeholders on the project mailing list, advertised in local newspapers and posted on the City's website.

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For a Schedule C project, at least two (2) public consultation sessions are required to present study information and to solicit input from stakeholders. For this study, a total of three PIC's were, as follows:

- PIC #1 was held on Tuesday, June 17, 2014 at Vaughan City Hall as a discretionary public consultation session during the initial stages of the study to provide background to the study and to obtain preliminary feedback on noted problems or opportunities related to the study
- PIC #2 was held on Tuesday, December 2, 2014 at Vaughan City Hall to present the planning alternatives that were developed for the problem/opportunity as well as the evaluation of these alternatives and the preferred planning alternative
- PIC #3 was held on March 12, 2015 at Vaughan City Hall to present the design concepts for the preferred planning alternative

After each PIC, comments from attendees and responses from the Project Team were posted on the City's website. A communications database was established and kept up to date with all agencies, stakeholders, property owners and other individuals contacted over the duration of the Study.

Purpose

The purpose of this report is to highlight the findings and recommendations of the Street "A" Class Environmental Assessment Study so the Notice of Study Completion can be issued in accordance with the Municipal Class Environmental Assessment process.

Background

The West Vaughan Employment Area Secondary Plan (WVEA SP) was adopted by Vaughan Council on September 7, 2010 as part of the broader City-wide Official Plan Review which resulted in the concurrent adoption of the Vaughan Official Plan 2010 (VOP 2010). Given the abundance of regionally and provincially important transportation facilities, the West Vaughan Area is particularly suited to uses involved in the transportation, logistics and warehousing industries. As a result, this area will attract such users, which have a need for large lots accommodating major warehousing operations. The WVEA SP and the implementing Block Plans are responding to this opportunity.

The creation of a major employment area in west Vaughan including Block 59 will require improvements of existing roadways together with new roadways to accommodate future travel demands

The City of Vaughan Transportation Master Plan (TMP) Study was completed as part of the Official Plan (OP) Review to govern growth in the City to the year 2031. The TMP identifies the infrastructure requirements necessary to accommodate the population and employment growth expected from the implementation of the City's Growth Management Strategy. The determination of a preferred alignment for the Highway 427 through the environmental assessment process has led the way for the planning and development of the WVEA.

The WVEA's existing transportation infrastructure is limited primarily to arterial streets with few connections through the concession blocks. This is a legacy of its former and current use for primarily agricultural activities. The transportation network providing access to and through the area will be both significantly improved and constrained as a result of the extension of Highway 427 to Major Mackenzie Drive and the proposed improvements to the major arterial roads that bound the area, the natural features and Hydro corridor. The extension of Highway 427 now

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being pursued by the Province with full interchanges at Langstaff Road, Rutherford Road and Major Mackenzie Drive will be essential to accommodating the planned levels of development. Once implemented, Highway 427 will change the eastbound and westbound traffic patterns and help alleviate pressure on the already congested arterial roads in the area.

The WVEA SP and the City's Transportation Master Plan identifies a network of collector roads that are needed to support the planned employment growth, and to provide connectivity in the City and Regional transportation systems. As part of this planned road network in the WVEA SP, an east-west collector road referred to as Street "A" extending from the existing intersection of Trade Valley Drive and Huntington Road in the west to the existing intersection of Regional Road 27 and Martin Grove Road is proposed. This road would cross two existing valley features (Rainbow Creek and Robinson Creek), a Hydro corridor and the proposed Highway 427 extension. The WVEA SP was approved, in part, by the Ontario Municipal Board (OMB) on February 12, 2014, and the Board Order was issued on June 4, 2014.

Street "A" has been identified as an important element of the WVEA transportation system

Street "A" has been identified as an important element of the WVEA transportation system that requires an interconnected street network composed of east-west and north-south collector streets. The east-west collector street (Street "A") north of Langstaff Road running east-west between Huntington Road and Regional Road 27 will contribute to a balanced street network that efficiently distributes traffic to and from the external arterial and local road systems. This network will also efficiently serve the transportation needs of local users, including servicing and goods movement needs and maximize connectivity within the employment area. A local traffic access to the future Highway 427 will be better accommodated by reducing vehicle conflicts and capacity issues on arterial streets.

In April 2014, the Block 59 Landowners Group submitted a Block Plan/MESP application

In April 2014, the Block 59 Landowners submitted a Block Plan/MESP application, which is currently under review by City staff and external agencies. The MESP addressed how municipal servicing aspects of the development of the subject lands would be addressed and integrated. The MESP presented a preliminary horizontal alignment and vertical profile for a continuous east-west mid-block collector street (Street "A") through Block 59. With consideration of the potential social, environmental and economic effects related to the construction of Street "A", the necessity to complete an environmental assessment through the Municipal Class Environmental Assessment study was identified.

In May 2014, the City of Vaughan and the Block 59 Landowners Group, as co-proponents, initiated Municipal Class EA for Street "A" that was integrated with the planning process for Block 59

In May 2014, the City of Vaughan and the Block 59 Landowners Group, as co-proponents, retained Cole Engineering to initiate Schedule C Municipal Class EA, in conjunction with the planning process for Block 59. Over the last twelve (12) months Cole Engineering and City staff have been conducting the Study in accordance with the Municipal Class EA process as outlined in the Municipal Engineers Association MCEA (October 2000, as amended in 2007 and 2011). In May 2015, Cole Engineering submitted a draft Environmental Study Report (ESR) titled "Proposed Collector Street between Huntington Road and Regional Road 27 – Municipal Class Environmental Assessment Study (Schedule C). This draft ESR is currently being reviewed by the key stakeholders.

An executive summary of the EA Study process and recommendations is provided on Attachment No.1 of this report.

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The Central Alignment alternative for Street “A” emerged as the preferred solution

Based on the evaluation of the alignment alternatives, the Central alignment of Street “A” emerged as the preferred solution as illustrated on Attachment No. 2. The Central alignment was selected primarily because it would:

- Not incur additional costs associated with altering planned and approved MTO and Hydro One infrastructure
- Provide greater options for future land development on the existing land parcels
- Have the smallest environmental footprint of the three alternative design concepts

The preliminary engineering design prepared in support of the Class EA Study meets all applicable safety standards for roadways and bridges. Urban design elements and landscaping features that esthetically enhance the overall roadway and surrounding area will be further specified during the detailed design stage.

The construction of Street “A” will be staged over the next 5 to 10 years

It is anticipated that Street “A” will be constructed in stages over the next 5 to 10 year period in the following sequence:

- Stage 1 – Regional Road 27 to approximately 300 metres westerly (currently under construction in conjunction with the FedEx development)
- Stage 2 - Highway 427 crossing (constructed in conjunction with the highway project)
- Stage 3 - Huntington Road to Highway 427 on the west side of Block 59
- Stage 4 – Highway 427 to the limit of Stage 1 including Robinson Creek bridge (future city initiated capital project)

Accordingly, Street “A” will not be constructed in its entirety until a number of years after the Highway 427 extension to Major Mackenzie Drive has been completed, which is currently scheduled for late 2019.

There is no expectation that employment traffic will use Martin Grove Road as an alternative route to Regional Road 27, especially after Highway 427 is constructed

During the undertaking of the EA Study, local residents expressed concerns that eastbound WVEA truck/employment traffic using Street “A” may choose to use Martin Grove Road to travel south to avoid the existing traffic congestion on Regional Road 27.

Martin Grove Road is a major collector road with a 26.0 metre right-of-way that extends from Regional Road 27 to Steeles Avenue. The road has a four lane cross-section except for the section of Martin Grove Road between Castlepoint Drive to north of Milano Avenue where the road is reduced to a two lane cross-section. The majority of the length of Martin Grove Road north of Regional Road 7 is fronted by residential dwellings. The posted speed on Martin Grove is 50km/h except in the vicinity of St. Angela Merici Catholic Elementary School where the posted speed is 40 km/h. This section of Martin Grove Road has numerous stop controlled intersections and on-street parking is permitted. A truck prohibition is in place along Martin Grove Road between Regional Road 27 and Regional Road 7.

Given the residential frontage along Martin Grove Road and the numerous stop controlled intersections, there is no expectation that Martin Grove Road will be attractive to WVEA employment traffic as a suitable alternative to using Regional Road 27. To validate this, Staff conducted a basic travel time study during the morning rush hour on June 3, 2015 to compare the southbound travel time of a motorist using Martin Grove Road versus Regional Road 27. For this

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study, both vehicles starting at the intersection of Regional Road 27 and Martin Grove Road, and ending the trip at the intersection of Regional Road 7 and Martin Grove Road. The driver traveling on Martin Grove Road at the posted speed limit reached the destination in just over nine minutes. In comparison, the motorist using Regional Road 27 reached the same destination in five minutes. Accordingly, travel on Regional Road 27 is generally faster than Martin Grove Road during the morning rush hour. This conclusion is further substantiated in the traffic analysis presented in the Block 59 MESP and the Street “A” EA Study.

In addition, Street “A” will not be constructed in its entirety before the completion of the Highway 427 extension to Major Mackenzie Drive. Once Highway 427 is open, it will change the eastbound / westbound traffic patterns and help alleviate congestion on the neighbouring arterial road network including Regional Road 50 and 27. This will improve the free flow of traffic on Regional Road 27 and make Martin Grove much less attractive to cut through traffic from the adjacent employment areas. Accordingly, the potential for future employment traffic to infiltrate on to Martin Grove Road is very low, especially after Highway 427 is constructed.

In August 2014, TransCanada Pipelines Limited (TCPL) applied to the National Energy Board (NEB) for an order approving the construction and operation of the King’s North Connection Pipeline Project

In August 2014, TransCanada Pipelines Limited (TCPL) applied to the National Energy Board (NEB) for an order approving the construction and operation of the King’s North Connection Pipeline Project. The Project consists of approximately 11 km of pipeline and associated facilities. The Project location crosses the three municipalities of Vaughan, Toronto, and Brampton, as well as the Regional Municipalities of York and Peel. The route is proposed to follow, in part, an existing Hydro corridor and the proposed Highway 427 extension. The City of Vaughan applied for and received an intervenor status in the NEB hearing process for this project.

As the Project Team advanced the design options for Street “A” and more specifically its preferred design alternative (the Central Alignment Alternative), it was determined that a segment of the proposed pipeline route would be in conflict with the proposed profile of Street “A”. In May 2015, TCPL agreed to modify the portion of its design that is in conflict with the Central Design Concept by lowering its pipeline. This adjustment will allow for additional clearance so that Street “A” can be built.

The Street “A”- Highway 427 crossing structure must be constructed in conjunction with the Highway 427 Extension project

The MTO has commenced the design process for the extension of Highway 427 to Major Mackenzie Drive. For constructability reasons, the Street “A”-Highway 427 crossing structure must be constructed in conjunction with the highway project. MTO has advised that they could consider including the Street “A” crossing structure in the highway construction project if the City can secure all the necessary approvals, property and funding by Q3/2015.

The MTO has identified the following key milestones in the process to complete the construction of the Highway 427 expansion project by late 2019:

- Request for Quotation (RFQ) Release in June 2015 by Infrastructure Ontario (IO) to identify project teams that have the required experience and financial capacity to undertake the project
- RFQ Close in August 2015 by IO
- Request for Proposal (RFP) Release in October 2015 to short-listed teams and invite them to submit proposals
- RFP Close in April 2016 to select the preferred team

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- Financial Close in October 2016
- Construction Start in Fall 2016
- Construction Completion in December 2019

Staff is working with the MTO to satisfy the pre-requisites for inclusion of the Street “A” crossing structures into the Highway 427 design-build RFP.

Agreements will be required to facilitate the implementation of the Street “A”-Highway 427 crossing

It is anticipated that a number of agreements with the MTO, Region and the Block 59 Landowners will be required to facilitate the design, construction and financing of the Street “A” –Highway 427 crossing. Given the tight timelines associated with incorporating municipal works in the Highway 427 project and the limited availability of committee meeting over the next several months, staff is seeking Council’s authorization to permit the Mayor and Clerk to execute all necessary agreements associated with this project.

Next Steps in the process

The next steps in the project are as follows:

- Finalize the ESR based on comments from the key review agencies and stakeholders
- Issue a Notice of Study Completion and place the ESR for the mandatory 30-day public review period
- Work with the MTO to confirm the requirements for including the Street “A”-Highway 427 crossing structures in the design/build RFP
- Execute the necessary agreements with the Block 59 Landowners, Region and MTO related to the project

Regional Implications

York Region’s Official Plan (2010) supports the implementation of mid-block collector roads as the presence of this infrastructure prioritizes the development of this area for employment uses.

As a key stakeholder, York Region has been involved throughout the duration of the study. As such, York Region staff has attended all three Public Information Centres and provided valuable comments on the proposed planning alternatives and design concepts.

Although jurisdictional responsibility for the construction of mid-block collector roadway and highway crossings is at the local municipal level, direct tangible benefits to the Region are realized as a result of their construction. These benefits include:

- The provision of additional transportation capacity to the Regional arterial roads
- Relief from expansion pressures on nearby Regional arterial roads
- Facilitating Regional transit improvements/initiatives
- Improving the provision of emergency services
- Supporting the Region’s intensification goals, and
- Increased opportunities for growth of related businesses by the connection of employment areas flanking each side of the Highway 427 extension

Accordingly, the Region of York adopted a policy several years ago whereby they will fund 1/3 of the capital costs to construct mid-block collector road structures over 400 series highways.

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Relationship to Vaughan Vision 2020 / Strategic Plan

In consideration of the strategic priorities related to Vaughan Vision 2020, the recommendation of this report will assist in:

- The pursuit of excellence in service delivery
- Enhancing and ensuring community safety, health and wellness
- Leading and promoting environmental and financial sustainability
- Planning and managing growth, and economic vitality

The recommendations of this report will assist in advancing the City's Strategic Plan initiative to integrate sustainable transportation measures with land use planning. This report is therefore consistent with the priorities previously set by Council.

Conclusion

The West Vaughan Employment Area Secondary Plan identifies a network of collector roads that are needed to support the planned employment growth, and to provide connectivity in the City and Regional transportation systems.

As part of this planned road network, a proposed east-west collector roadway referred to as Street "A" extends from the existing intersection of Trade Valley Drive and Huntington Road in the west to the existing intersection of Highway 27 and Martin Grove Road in Block 59. This proposed roadway will cross two existing valley features (Rainbow Creek and Robinson Creek), a Hydro corridor and the proposed Highway 427 extension. A Class EA Study has now been completed for this proposed collector roadway and identifies the Central alignment as the technically preferred alternative.

The Environmental Study Report (ESR) associated with the Class EA Study is now in its final draft and has been submitted to the main stakeholders for their review. Once their review is completed, it is recommended that the final ESR for the Street "A" Class EA Study together with the Notice of Study Completion be issued to begin the 30-day public review period in accordance with the Municipal Class Environmental Assessment process.

Attachments

1. Executive Summary – Municipal Class Environmental Assessment Study (Schedule C) – Collector Road (Street "A") Block 59
2. Street "A" Alignment Alternatives

Report prepared by:

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(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.)