

Clause No. 16 in Report No. 7 of Committee of the Whole was adopted, without amendment, by the Council of The Regional Municipality of York at its meeting held on April 17, 2014.

**16**  
**CONSULTANT SERVICE FEES FOR ADDITIONAL SCOPE OF WORK**  
**RUTHERFORD ROAD/CARRVILLE ROAD**  
**BETWEEN JANE STREET AND YONGE STREET**  
**MUNICIPAL CLASS ENVIRONMENTAL ASSESSMENT**

**Committee of the Whole recommends adoption of the following recommendation contained in the report dated March 20, 2014 from the Commissioner of Transportation and Community Planning:**

**1. RECOMMENDATIONS**

It is recommended that:

1. Council authorize the agreement between the Region and HDR Corporation for consulting engineering services to be amended to increase the contract price, within the Capital Spending Authority for this project, from \$1,261,700 to \$2,113,800, excluding HST.

**2. PURPOSE**

This report seeks Council authorization to increase the scope of work and contract value for consulting engineering services for the Rutherford Road/Carrville Road – Jane Street to Yonge Street Environmental Assessment (EA). This authorization will enable York Region to complete the EA and to determine specific improvements needed for Rutherford Road and Carrville Road (Rutherford-Carrville) in the City of Vaughan and Town of Richmond Hill. Refer to *Attachment 1* for study area. The amount of the increase associated with the revised scope of work is beyond staff-delegated authority as described in the Purchasing Bylaw.

### **3. BACKGROUND**

#### **An Environmental Assessment for Rutherford Road and Carrville Road commenced in July 2009 with Phases 1 and 2 of the four EA phases completed and Phases 3 and 4 were in progress.**

The EA assignment was awarded to HDR Corporation (HDR) in July 2009. This stretch of Rutherford-Carrville has four general purpose lanes, is approximately 8.4 kilometres long and has 16 signalized intersections.

The surrounding land uses are a mix of residential, commercial and industrial; the land uses along the Carrville Road section are mainly residential. Major destinations in proximity or within the study area include Highway 400, Vaughan Mills Mall, GO Rutherford Station, Hillcrest Mall, and Canada's Wonderland. The road also crosses the CN Rail line that serves the MacMillan Yard, as well as sensitive natural areas, including the West and East Don River tributaries.

The work completed in Phases 1 and 2, consisting of stakeholder and public consultation, data collection, establishing existing and future conditions and assessing alternative solutions, was presented to the public at Public Consultation Centre #2 in September 2011. The preliminary recommendations of Phases 1 and 2 included widening Rutherford Road from a four-lane section to a six-lane section from Jane Street to Bathurst Street. The widening would accommodate one Transit/High Occupancy Vehicle (Transit/HOV) lane and one bike lane in each direction. Widening of the Carrville Road section for Transit/HOV was not warranted before 2031. The Carrville Road section was initially proposed to be widened for cycling lanes.

#### **Some local property owners and residents raised concerns over the road widening recommendations**

Concerns regarding the preliminary recommendations include the following:

- Impacts to community features and property
- Safety and operations within a multimodal corridor
- GO station access and future grade separation

In light of these concerns, the EA was paused in mid-2012 to re-evaluate options for each segment of the Rutherford-Carrville corridor.

**Since the start of the study, additional major development proposals and traffic generators were identified and are expected to place increased pressure on the Rutherford-Carrville corridor.**

The initial travel demand requirements of the study considered the Region's land use forecasts that were established in 2008. The forecast provided population, employment and development levels up to 2031. An amendment to those forecasts is currently ongoing with the objective of establishing levels up to 2041, which may change initial Phase 1 and 2 preliminary recommendations.

#### **4. ANALYSIS AND OPTIONS**

Proceeding with the recommended approach will go beyond the level of effort identified within the original study scope and contract amount, but will benefit the EA study and the implementation of the project, as discussed below.

**The recommended approach recognizes additional developments that will place greater pressure on the Rutherford-Carrville corridor**

The Region's land use forecasts are currently being updated to include new growth in population, employment and development levels up to 2041. To date, the study relied upon forecasts established in 2008 that provided forecasts up to 2031. The recommended approach will incorporate available data from the ongoing update to land use forecasts.

The Vaughan Mills Secondary Plan area, GO Rutherford Station, the Yonge Street and Carrville/16<sup>th</sup> Avenue Key Development Area, Richmond Hill/Langstaff Gateway, and Buttonville Airport Redevelopment will all be recognized as major anchors within and in proximity to the study area. Two-thirds of existing trips are local trips; however, with Rutherford-Carrville being the continuous corridor through southern York Region that will serve these anchors, there is a need to recognize that it will also serve an expanded role as a key east-west corridor and regional connection.

**Past recommendations made during the EA will need to be revisited.**

Phases 1 and 2 of the EA study will need to be revisited to account for the updates in the forecasts. The additional population may translate into increased demand forecasts that need to be accommodated in the recommended improvements. If fundamental changes to the Phase 1 and 2 recommendations are needed (such as modifying lane configurations), it will be necessary to revisit the work completed in Phases 3 and 4 as well.

### **The EA will need to be sensitive to the context of the land uses within the Rutherford-Carrville corridor**

The recommended approach seeks to address the issues raised by balancing the needs of all users while minimizing impacts. Specific concerns identified included the following:

- Impacts to Community Features and Property – Widening to six lanes will require significant property acquisition and major construction in close proximity to sensitive natural areas in the corridor, especially in the section from Dufferin Street to Bathurst Street. Moving forward, the EA will be highly consultative and focus on working with stakeholders to identify acceptable mitigation and context sensitive solutions.
- Operations within a Multimodal Corridor – The preliminary recommendations do not adequately address the needs of all modes. More assessment is needed to select the appropriate type and location of pedestrian and cycling facilities for each section of Rutherford-Carrville. The objective will be to achieve an improved level of operations for all users of the corridor.
- GO Station Access and Future Grade Separation – The future grade separation of Rutherford Road from the tracks, plans for parking facility expansion, future two-way/all-day service and electrification initiatives, will place greater pressure on the station. With the grade separation, there is the potential for visual, noise, air quality, light intrusion, access and property impacts. The approach moving forward includes an integrated study and assessment of the two facilities.

### **Operational analysis requires more effort due to the increased scope**

The recommended approach will allow for more detailed study of the required improvements for each mode. With a considerable portion of trips (approximately 9 per cent) being made by non-auto modes, a critical component of this study will be to improve operations for all users, especially for those that are more vulnerable. Examples include:

- There are high traffic volumes and operational issues at the GO Rutherford Station/rail crossing area, including illegal parking and uncontrolled pedestrian crossing movements. The station access and crossing will be studied as one integrated facility, with a focus on all modes of access and egress.
- The previous recommendations provide for on-street bike lanes. The approach moving forward will determine if other options, such as buffered cycling lanes, are feasible or appropriate.

### **A higher level of analysis will provide recommendations for improved link and intersection operations**

A significant portion of the delays within the corridor are related to intersection operations. It will be necessary to assess other transit priority approaches (such as queue-jump lanes and transit signal priority) as a part of addressing overall future capacity issues within the corridor.

### **The project team developed a revised work plan to reflect a refined vision and enhanced consultation program**

Regional staff refined the project vision for the corridor to address key outstanding issues, including the GO station access/crossing, incorporating the needs of all users, the concerns raised by the public and stakeholders and an updated outlook on future development.

In summary, objectives of the study include:

- The corridor moves people - in cars, on transit, on bicycles and by foot - within a larger Regional and local network
- Rutherford-Carrville-16th Avenue is the key continuous east-west transportation corridor that spans the boundaries of York Region in the south
- Rutherford-Carrville provides inter-regional and local east-west connections between major commercial, employment and residential anchor areas and transportation nodes
- GO Rutherford Station is an important multi-modal interchange
- Improvements to the corridor will enhance/protect the surrounding environment and communities

The refined vision and recommended approach served as a guideline for developing the revised work plan, which included changing the study scope and contract amount to complete the EA and preliminary design.

In developing the work plan and contract amount, staff stressed the importance of value and cost-effectiveness. HDR were requested to tailor the work plan around reusing as much of the previous work as possible, finding efficiencies in staffing and assigning hours to the study (e.g. minimizing staff overlap in completing tasks and reducing the number of staff).

Regional staff reviewed the revised work plan and fees, compared them to similar studies and found them to be fair and reasonable providing good value.

Proceeding with HDR's revised work plan and contract amount will require an increase of \$852,100 to the current contract value.

## 5. FINANCIAL IMPLICATIONS

While the total value of the revised work plan is \$1,097,600, the additional fees over the current contract are \$852,100. Staff reviewed and negotiated the request for additional work and consider the work necessary, and the fees fair and reasonable. A breakdown of the additional fees is provided below in Table 1:

**Table 1**  
Breakdown of Additional Fees

<b>Fees</b>	<b>Amount</b>
<b>Current Contract Amount</b>	<b>\$1,261,700</b>
LESS: Fees Paid to date	1,016,200
<b>Available Funding for revised Work Plan</b>	<b>245,500</b>
LESS: Total value of revised work plan	1,097,600
<b>Additional Fees Over Current Contract Amount</b>	<b>(\$ 852,100)</b>

The current construction cost estimate is \$86 million in the 10-year capital plan. The industry benchmark in terms of fees for EA and preliminary design work generally ranges from three per cent to five per cent of expected construction value. If approved, the total EA and preliminary design component cost of this project will be \$2,113,800, which is less than three per cent of the project construction estimate. The additional fees are reasonable given the scope of the project and the benchmarked experience in the industry.

The \$852,100 of additional costs associated with expanding the scope for the study have been included in the approved 2014 10-year Capital Budget and is within the Capital Spending Authority. All expenditures for this project will be funded 90 per cent from Development Charges and 10 per cent from tax levy.

## 6. LOCAL MUNICIPAL IMPACT

Rutherford-Carrville, while designated a Regional road, serves inter-municipal as well as local commuters. Congestion is prevalent along the corridor and the proposed improvements (including HOV/transit lanes, intersection modifications, bicycle facilities, completed sidewalks and improvements to the GO station area) will better manage delays for local and longer distance trips in comparison to not making any improvements.

Benefits of the project include:

- Improved traffic capacity and level of service to accommodate approved growth
- More efficient and sustainable movement of people and goods
- Improved operations in the corridor
- Appropriate accommodations for pedestrians and cyclists
- A multi-modal corridor that gives priority to transit
- Preserving community and cultural heritage features
- Protecting and enhancing the environment
- Reflecting the interests and concerns of impacted stakeholders
- Supporting economic vitality
- Supporting future land use

## **7. CONCLUSION**

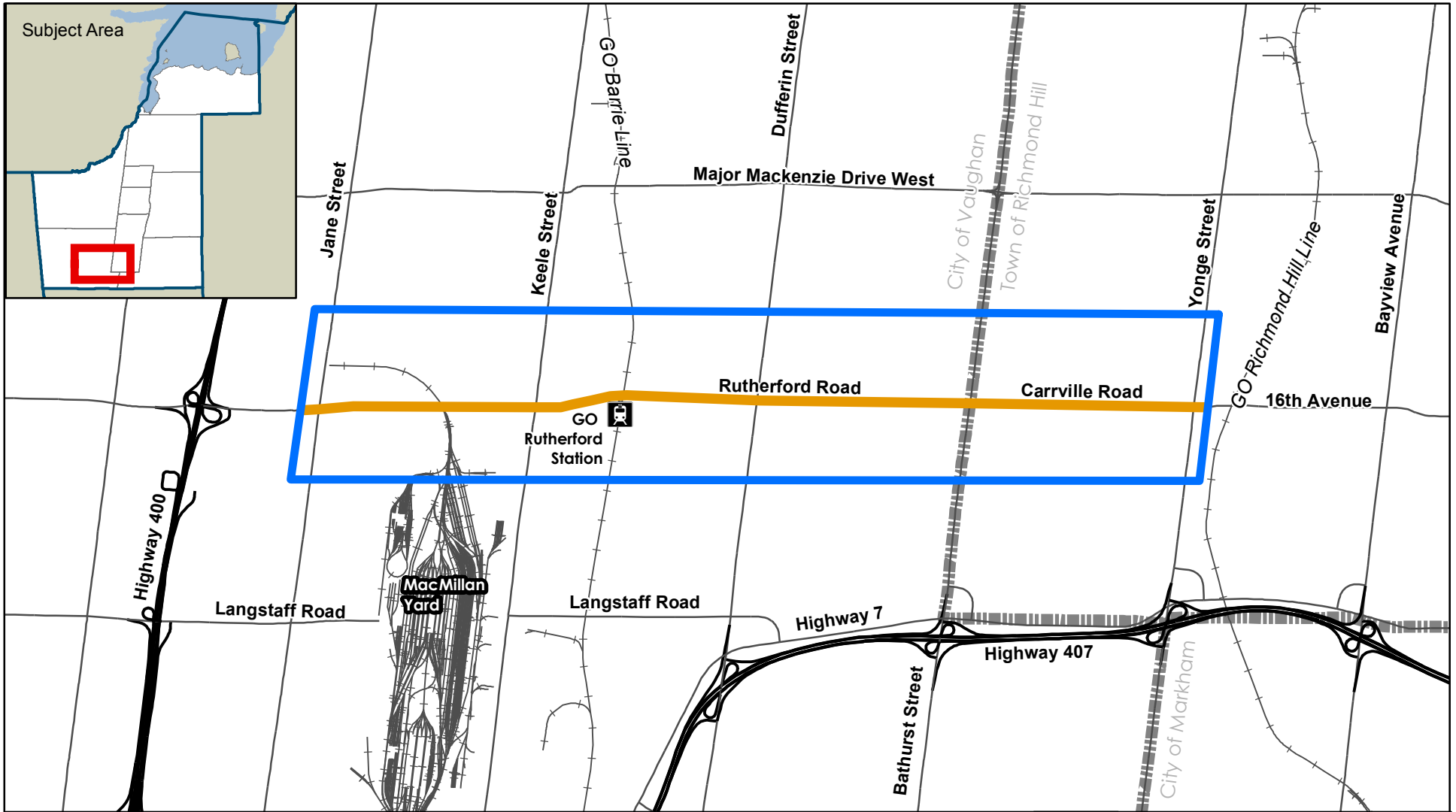
As the EA study progressed, major stakeholder and public concerns were raised and revised land use proposals beyond previous forecasts were developed that impacted the scope of the project. The revised work plan and contract amount will address these issues, thereby minimizing the risk of delays and further increases in the contract amount. The value of the revised work plan amounts to \$1,097,600 which requires increasing the total value of the study to \$2,113,800, excluding HST.

Authorization of the additional fees will enable York Region to complete the environmental assessment and preliminary design for road improvements to Rutherford Road (Y.R. 73), from Jane Street to Bathurst Street, in the City of Vaughan and Carrville Road (Y.R. 73), from Bathurst Street to Yonge Street, in the Town of Richmond Hill.

For more information on this report, please contact Loy Cheah, Director of Transportation Planning at ext. 75024.

The Senior Management Group has reviewed this report.

*Attachment (1)*

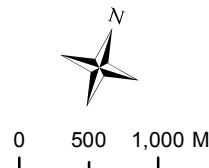


## Rutherford Road/Carrville Road Between Jane Street and Yonge Street Municipal Class Environmental Assessment





Study Area (City of Vaughan/Town of Richmond Hill)  
April 3, 2014



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### Legend

-  Study Area
-  Study Corridor
-  Road
-  GO Rutherford Station