



Meeting Date: May 1, 2024

Submitted by: Rob Cascaden, P.Eng – Director – Public Works and Engineering

Prepared by: Rob Cascaden, P.Eng – Director – Public Works and Engineering
Andrew Giesen, C.E.T, PMP – Transportation Manager

Report No: PWE 20-2024

Subject: Elmhurst Street and Parkland Place Servicing and Reconstruction

Recommendation:

THAT Council Report PWE 20-2024, Re Elmhurst Street and Parkland Place Reconstruction be received;

AND THAT Council provide direction regarding which servicing option for Parkland Place and a portion of Elmhurst Drive they wish staff to proceed with as outlined in report PWE 20-2024.

Purpose:

The purpose of this report is to seek Council direction as to whether the required external servicing (and associated restoration) work required to support the proposed development on Elmhurst be generally limited to that necessary for the current development site or expanded. The expansion is for a larger municipal road reconstruction project to upgrade these sections of roadway to current design standards and potentially provide opportunities for future additional redevelopment.

Background:

In 2021, a site plan application was made to the Municipality proposing the redevelopment and intensification of 6,10, & 14 Elmhurst Street. After many iterations, review and an appeal by the proponent to the Ontario Land Tribunal (OLT); an OLT Decision was issued in February 2024. The decision allows for the redevelopment of the site with 44 residential units but for the development to proceed, municipal sanitary and water servicing must be extended to the property from Kilworth Park Drive along Parkland Place and Elmhurst Street.

Analysis:

In support of the new development and to demonstrate the feasibility of the municipal servicing extensions, the developer's consultant prepared external works drawings and calculations showing that it was possible to extend the existing services to allow for the development of this property. The external works require removal of the existing asphalt surface, excavation of the roadway for the installation of water mains, fire hydrants, and sanitary sewers in addition to restoration of the municipal boulevard and repaving of the roadway.

Parkland Place and Elmhurst Street do not meet the Municipality's current design standards. Completion of the required servicing work to support the development and restoration to the existing cross-section would result in these roads remaining in a non-standard condition post-construction (i.e. the streets do not have storm sewers but are serviced by ditches, do not have curb and gutter, streetlights, or sidewalks and the asphalt is a substandard width).



Length of construction is approximately 360m to support development

Providing a fully serviced municipal cross section that meets the Municipality's urban cross section would result in a larger project, with a scope of work larger than what is required for the servicing of solely the new development. However, this would result in a complete urban cross section in keeping with municipal standards and would provide for sidewalks, streetlights, fire hydrants (increased fire coverage), storm sewers, and provide full municipal services to additional residential properties.



Length of proposed urbanization construction is 540m

It is recommended that municipal service connections be provided to the lots which will front the new water and sewer installations regardless of whether the roads are fully urbanized. New fire hydrants would also be included within the construction limit regardless of urbanization. However, there are several benefits for full urban reconstruction of these roadways including:

- Creation of new sidewalk connections to service both existing residents and new residential development
- Widening of the asphalt surface
- Streetlights

- Installation of storm sewers or low-impact infiltration measures within the roadways to accommodate drainage
- Installation of street trees to increase the urban tree canopy
- Provide full municipal services to 17 properties that are currently not served by sanitary or water services (allowing them to disconnect from septic and well systems)
- Increased fire protection due to new fire hydrants
- Potential cost benefits for the Municipality to complete the urbanization as part of a single cohesive project vs. a future standalone project

Staff have reviewed the various scoping alternatives for the required servicing work. In many situations, there is a “Do Nothing” option but not in this case as the OLT decision requires the Municipality to permit the servicing for the Elmhurst residential development to proceed; however, the Municipality has some discretion on how the servicing extensions are carried out. Staff have reviewed what is required and have provided three (3) options for Council’s consideration. Each option has a different financial impact to the Municipality and as well, there are two (2) possibilities as to who leads the design and construction of the project.

Option #1:

Option #1 would limit the scope of the design and construction solely to that which would be required to service the Elmhurst development (sanitary and watermain extensions to the development site and reconstruction of the roadways to a 7m asphalt width). In this option, the developer and their consultant would be responsible for preparing all the detailed design drawings, tender packages, and providing construction inspection and administration of the servicing work. They assume the infrastructure within these road allowances after a warranty period. The cost required for this option would be 100% the responsibility of the developer.

However, the extension of the municipal sanitary and water systems to the Elmhurst development property would result in approximately 8 lots with frontage along Parkland Place and 3 lots along Elmhurst Street gaining access to these municipal services. Based on our current Wastewater and Stormwater Discharge By-Law (2017-060) and Water By-Law: Regulation of Water supply (2018-028) the existing homes on these lots will be exempt from the requirement to connect to the services (buildings built before 2012) but they would still be required to pay the monthly “Frontage Charge” for each municipal service. Any homes constructed after 2012 would be required to connect and pay the associated fees.

Option #2:

Option #2 is very similar to Option #1 with the addition of individual water and sanitary service connections to all lots which can be serviced from the proposed main extensions. The developer would not be responsible for the cost of these service connections and associated restoration works beyond what would have been required with Option #1.

The developers consulting engineer, LDS, prepared an Opinion of Probable Cost in September 2023. Based on LDS's calculations, the Municipality's estimated cost share for the addition of services to the fronting lots as well as 3 new municipal hydrants was approximately \$123,000 plus HST (2023 \$).

Option #3:

Option #3 includes the full urbanization of Elmhurst Street from Parkland Place to Glendon Drive and the urbanization of Parkland Place. The intent of this option is to include full municipal services within Elmhurst Street and Parkland Place which would potentially require the installation of a section of storm sewer on Kilworth Park Drive to connect to the Westbrook storm sewer. This option would also include a full urban cross-section with sidewalk on one side of the road and streetlights.

Due to the larger scope of this project and increased project limits, Option #3 would proceed as a municipal reconstruction project where a consulting firm would be engaged to complete the detailed design, tender process, site inspection and contract administration.

The increased scope (both in length of the project and ultimate road cross-section and services) significantly increases the overall cost of the project by approximately \$1,500,000 with the introduction of storm sewers accounting for around \$700,000 (both values exclude HST) of this additional cost. It is anticipated that this additional cost will largely be borne by the Municipality however there may be an opportunity to justify some level of cost sharing on items that directly benefit the proposed Elmhurst development (e.g. sidewalk and streetlights).

Analysis of Three Options

Prior to proceeding with either Options #2 or #3, the Municipality and the developer will need to enter into a cost sharing agreement. If Option #2 is selected, then the developer will lead the project and the municipality will pay the developer the agreed upon value after completion of the project. If Option #3 is the preferred option, the municipality will lead the project and the developer will be responsible for funding their agreed upon portion of the project (LDS's 2023 estimate of the developer's share was approximately \$736,000, excluding HST).

If Council directs staff to proceed with Option #3, it is expected that the engineering for detailed design would be awarded by the end of June 2024, with the design and tender package substantially complete for November/December 2024. The intention would be to have the work tendered in December/January for construction to begin as soon as the weather permits in 2025. This would allow for all updated and complete urbanization costs to be accurately budgeted for and accounted for in the 2025 budget process.

If the design and tender package are completed earlier than anticipated allowing for potential fall construction, staff will bring a report to Council for consideration of funding and completing the project in the fall of 2024.

If Council directs staff to proceed with Option #1 or Option #2 it is anticipated that the design and construction timelines will be modestly shorter as the developer already has a consultant engaged and the scope of the project will largely conform to the design work completed to date for the external works.

Financial Implications:

The urbanization of Parkland Place and Elmhurst Street was contemplated in the 2024 budget and identified in the 5-year capital forecast.

The 2024 budget also carried capital projects associated with this project based on the assumption that the works would proceed generally in alignment with Option #2 and would proceed to construction in 2024. The 5-year capital forecast included money in 2025 for further upgrades to Elmhurst and Parkland with regards to the transportation components.

Project/Department	2024 budget	2025 budget
24-3118 - Elmhurst S & Parkland Urbanization (Transportation)	\$100,000	\$500,000
24-4135 -Parkland & Elmhurst (Wastewater Servicing)	\$40,000	
24-4334 -Parkland & Elmhurst (Water Servicing)	\$60,000	
24-4236- Parkland & Elmhurst (Stormwater Servicing)	\$30,000	
Total	\$230,000	\$500,000

The approved 2024 budget is sufficient for the costs the municipality would incur with Options #1 or #2. It is estimated that the 2025 budget forecast would need to be increased to approximately \$1,400,000 should Council opt to proceed with Option #3. The most significant portion of the cost increase will be the stormwater servicing component.

Strategic Plan:

This matter aligns with following strategic priorities:

- Sustainable Infrastructure and Services

Leveraging the required development driven servicing on Parkland Place and Elmhurst Street will realise economies of scale for the Municipality and allow for the timely replacement and full urbanization of Elmhurst Street and Parkland Place allowing residents access to full municipal services and connectivity to the existing urban infrastructure in Kilworth.

Attachments:

N/A