

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar



Report Title: Columbus Road Phase 1 Construction (Country Lane to Ashburn Road)

Report to: Committee of the Whole

Date of meeting: May 12, 2025

Report Number: PDE 02-25

Department(s) Responsible:

Planning and Development Department
(Engineering Services)

Financial Services Department

Submitted by:

Roger Saunders, Commissioner,
Planning and Development x4309

Fuwing Wong, Commissioner, of
Financial Services, x4314

**Acknowledged by M. Gaskell,
Chief Administrative Officer**

For additional information, contact:

Peter Angelo, Director, Engineering
Services, x4918

1. Recommendation:

1. That a new 2025 capital project, in the amount of \$40,000,000 be approved for Columbus Road Widening Phase 1 (Country Lane to Ashburn Road) funded as follows:
 - a. \$15,052,500 reallocated from Project #40246048 (Ashburn Road to Baldwin Street) as outlined in Staff Report PDE 02-25;
 - b. \$19,918,750 from the Province of Ontario's Housing-Enabling Core Servicing grant;
 - c. \$4,274,437.50 from the Development Charges Reserve Fund for Roads and Related Town-wide Infrastructure; and,
 - d. \$754,312.50 from the Growth Capital Reserve Fund
2. That Bumstead Integrated Transportation Consulting be awarded a single source contract for municipal-side contract management of the

project, in the amount of \$375,000, funded from the new 2025 Capital Project Columbus Road Widening Phase 1 works;

3. That, for the Columbus Road Phase 1 project, the Commissioner of Planning and Development, together with the Commissioner of Financial Services and Treasurer, and the Senior Manager of Procurement be delegated authority to award contracts that normally require Council authorization beforehand;
4. That Staff report on procurements awarded, that normally would require Council approval, at the earliest opportunity following the event;
5. Staff be authorized to enter into funding agreements with the Region of Durham and/or Developers for the cost recovery of water and sewer servicing works; and,
6. That prior to the award of the construction contract, Staff be authorized to create a new capital project for Columbus Road Phase 1 water and sewer works budget to be funded by the Region of Durham and/or the Developers subject to receipt of:
 - a. A signed agreement from the Region of Durham and/or Developers on the cost recovery of water and sewer servicing works; and,
 - b. A purchase order from the Region of Durham and/or a letter of credit/financial securities from the Developers totaling the amount of the award for the water and sewer works.

2. Highlights:

- The 90% Detailed Design package for the Columbus Road Detailed Design will be delivered May 15, 2025.
- Phase 1 of the project, from Country Lane to Ashburn Road, is the subject of a \$19,918,750 grant from the Province under the Housing-Enabling Core Servicing (HECS) stream of the Municipal Housing Infrastructure Program (MHIP).
- The estimated cost to complete the Phase 1 project, excluding property acquisition is \$40,000,000. Accounting for the grant, this leaves \$20,081,250 (just over 50%) to be funded by the Town.
- Staff propose funding the new Columbus Road Widening Project (from Country Lane to Ashburn Road) from:
 - The \$19,918,750 HECS grant;
 - A reallocation of \$15,052,500 from approved 2024 Capital Project #40246048 Columbus Road (Ashburn Road to Baldwin Street);

- \$4,274,437.50 as an additional draw from the Development Charges Reserve Fund for Roads and Related Town-wide Infrastructure; and,
 - \$754,312.50 as an additional draw from the Growth Capital Reserve Fund
-
- Project Delivery Approach - Traditional Municipal Construction Project:
 - Issue Request for Qualifications in May 2025;
 - Tender Construction Package in August, 2025;
 - Award Construction Tender November, 2025;
 - Initiate construction April 1, 2026; and,
 - Complete Construction March 31, 2028.
 - Stantec Consulting will adjust the delivery timelines and their scope of work for the Detailed Design, to address the specific needs and timing to the Phase 1 design and construction tender package.
 - Bumstead Integrated Transportation Consulting will be retained to provide municipal-side project management throughout the Phase 1 works. This role will ensure that Town of Whitby processes and standards will be applied and will integrate lessons learned through recent studies in West Whitby and Brooklin.

3. Background:

The Town completed the Brooklin Transportation Master Plan (Brooklin TMP) in December 2017. This planning document assessed the long-term transportation system infrastructure and mobility requirements in the Brooklin area of the Town. The conclusions of the Brooklin TMP included a recommended arterial and collector road network, as well as an implementation plan schedule. The Brooklin TMP specifically recommended the widening of Columbus Road between Lake Ridge Road and the Whitby/Oshawa Boundary from 2 to 4 lanes by 2031.

In April 2019, the Brooklin North Landowners Group (BNLG) submitted a Comprehensive Block Plan (CBP) to the Town of Whitby for the development lands in Brooklin, north of Winchester Road. The CBP is a tertiary level of concept development and represents the planning layer between the Secondary Plan and the Draft Plan stage. Council approved the CBP in June 2019 and as such it became the foundation for land use in the context of the Roads EA study. The traffic analysis completed for the CBP confirmed the future importance of Columbus Road to support the Brooklin Secondary Plan development, as a Type B Arterial with 36m right-of-way and a widening from 2 to 4 lanes.

In December 2021, the Town in partnership with BNLG, completed the Brooklin North Major Roads EA. The scope of work for the EA included a review the Brooklin TMP to ensure Phase 1 and 2 of the MEA Class EA planning process were fulfilled and to complete Phases 3 and 4, to prepare alternative design concepts for the preferred

solutions and submit an Environmental Study Report (ESR) of the Municipal Class Environmental Assessment. The ESR identified all required approvals to proceed from preliminary design to Detailed Design and Construction.

In February 2023, the Town in partnership with BNLG, initiated the Columbus Road Detailed Design. A five (5) kilometre segment of Columbus Road (from Country Lane to the West Town Limit with Oshawa) is proposed to be widened to a 36-metre cross section with a 4/5-lane road, active transportation, and a corridor for water, wastewater and electrical services. The Columbus Road Project supports future growth in both Brooklin and the Town as a whole.

In September 2024, the Town submitted an application for a grant under the Housing-Enabling Core Servicing (HECS) stream of the Municipal Housing Infrastructure Program (MHIP), for the construction of the first phase of the project from Country Lane to just east of Ashburn Road (1.7km section). The Province subsequently awarded a grant to the Town in January 2025. The province will contribute a maximum of \$19,918,750 towards the total eligible costs of this project.

4. Discussion:

4.1 Approach to Project Execution

The HESC grant is contingent upon construction of the project being completed by no later than March 31, 2028. While the 100% design is to be completed in Q3 of 2025, in order to meet the HESC prescribed deadline, construction tenders must be completed and awarded by Q4 2025. There are several critical and complex issues that need to be addressed vis-à-vis the implementation and construction of the corridor as follows:

- Electrical service – the Team is liaising with Elexicon and BNLG to confirm the interim and ultimate strategies for relocation and expansion of the service to support future growth, the design of the service, and the timelines. The implementation and accommodation of the final strategies will continue throughout the contract administration and road construction.
- Environmental permitting – While applications for review have been submitted to MECP, DFO, and CLOCA, the ongoing mechanics of implementing mitigation to address compensation requirements will continue throughout the contract administration and road construction.
- Communications with other utility services – The Team is liaising with Bell, Rogers, Enbridge and Durham OneNet to confirm the interim and ultimate strategies for location of expanded service in the corridor. The implementation and accommodation of the final strategies will continue throughout the contract administration and road construction.
- Water and Sanitary servicing – The Team is working with Durham Region and the BNLG to identify and confirm the regional servicing requirements for the future development within the Brooklin North Development Area. It is

recommended to have this infrastructure constructed before or during the road widening and urbanization works. Funding will be secured through alternative agreements with the Region and/or developers.

- Property Acquisition – both private and developer property takings are required to accommodate the future 36-40m Right of way requirements, and future grading limits. Confidential Staff Report LS 05-25 details the private property acquisition requirements. The Developers abutting the Columbus Road Corridor have agreed to convey the required lands at no cost to the Town.

These issues are to be resolved as part of the Columbus Road team's (Town, BNLG, and Stantec) delivery of the construction tender packages.

Concurrent with the work on these issues in Q2 of 2025, the Town will be issuing a Pre-Qualification package(s) for construction contractors to respond to. The Town will screen and select qualified candidates to respond to the Request for Submissions in Q3 of 2025 for the Construction Tender.

Town staff would provide the contract administration and management of the project. The Town will assign a project manager to monitor and guide the technical and administrative processes. It is proposed that Bumstead Integrated Transportation Consulting Ltd be retained to perform this municipal-side contract manager role.

4.2 Advantages Approach to Project Delivery

The following provides a summary of the advantages to the recommended approach for the delivery of the project:

- As a Municipally led project, Agreements and Funding mechanisms already exist with required agencies (Region of Durham) and third party service providers (Elexicon, Bell), allowing for simple and efficient execution of critical path tasks and contract tenders.
- Rationale for sole sourcing and retaining Bumstead Integrated Transportation as municipal side project manager:
 - In accordance with Purchasing Policy F 080 Sole Source justification that the expertise of an individual organization is deemed specifically required by the municipality;
 - Proven track record having provided similar role in the Brooklin North Major Roads EA and the Columbus Road Detailed Design;
 - Familiarity with area infrastructure projects (need, justification, and timing) will minimize start-up time and costs, enhancing the project team's ability to address the time requirements of the project;
 - Strong relationship and familiarity with BNLG and team, resulting in trust and confidence in ability to represent Town interests while moving projects forward; and,

- Bumstead Integrated Transportation has no conflict of interest in relation to any of the BNLG developments and is best positioned to provide the oversight services needed according to the Engineering Services Division.

4.3 Delegated Authority

The Town of Whitby's Procurement Policy, Policy Number F 080, requires Council approval prior to contract award if the procurement exceeds budget or in limited tendering situations (e.g. single/sole source awards) in excess of \$133,800 for goods and services and \$334,400 for construction. To avoid project delays, it is recommended that the Commissioner of Planning and Development, together with the Commissioner of Financial Services and Treasurer, and the Senior Manager of Procurement be delegated authority to award contracts that normally require Council authorization beforehand.

While it is not anticipated at this time that the delegated authority will be required, it is being sought for this project to meet the HECS grant deadline of construction completion by March 31, 2028 as:

- there are only two (2) construction seasons (2026 & 2027) to complete this project;
- certain works can only be completed within specific in-stream work periods so a delay in obtaining clearance from an external agency may mean that the Town misses the in-stream construction window;
- there may be times where work must be approved in a timely manner to avoid delay claims, costs of workers/equipment de-mobilizing and re-mobilizing while authorization is being sought. If this approval normally requires Council authorization before-hand, such approval may be delayed due to:
 - lead times to prepare reports;
 - Council meetings being held approximately once per month;
 - No regularly scheduled Council meetings during the Council summer recess; and
 - Lead times required to organize/call and communicate a Special Council Meeting to deal with the matter

As noted above, the delegated authority is not expected to be exercised based on the current plan and timing of events. However, if the delegated authority was exercised for this project, a report or memo will be provided to Council (after-the-fact) at the earliest opportunity following each event that normally would require Council authorization.

5. Financial Considerations:

The cost estimate for the Columbus Road Widening Phase 1 (from Country Lane to Ashburn Road) project is \$40,000,000 as outlined in Table 1, below:

Table 1:

Estimated Phase 1 Construction Costs		
Consulting Fees	\$775,000	
Roadway Construction	\$20,000,000	
Structure Construction	\$9,900,000	
Construction Contingency (25%)	\$7,475,000	
Utility & Servicing Relocation	\$500,000	
Other Project Costs (Tree clearing, testing, indigenous consultation, permitting, sundry, etc.)	\$498,487	
Non-Recoverable HST	\$689,013	
Project Contingency	\$162,500	
Total Estimated Phase 1 Project Costs		\$40,000,000

It is recommended that the Columbus Road Phase 1 construction project be funded as follows:

\$15,052,500.00	Reallocation of funding for 2024 Capital Project #40246048 Columbus Road Widening (Ashburn Road to Baldwin Street);
\$19,918,750.00	Provincial Housing-Enabling Core Servicing (HECS) grant;
\$4,274,437.50	Additional funding from the Development Charges Reserve Fund for Roads and Related Infrastructure; and,
<u>\$754,312.50</u>	Additional funding from the Growth Capital Reserve Fund
<u>\$40,000,000.00</u>	Proposed Funding

More information on the sources of funding is provided below:

Reallocation of Existing Capital Project for Columbus Road Widening:

The Columbus Road project is included in the Town's 2021 Development Charges Background Study as a Road Widening and Extension project between the years 2024-2031. The Columbus roadway segments identified in the Development Charges study

span approximately (5.5) kilometres between Country Lane to the East Town Limit with Oshawa. The study identified the total project costs to widen and extend the roadway to cost approximately \$78.8 million.

Through the 2024 annual Capital Budget process the Engineering Services Division submitted a budget proposal to for \$15,052,500 for Phase 1 works Project #40246048 (Ashburn Road to Baldwin Street). Council approved the proposed project, which is currently funded as shown in Table 2, below:

Table 2

Project #40246048 Funding	
Development Charges Roads and Related Town-wide Infrastructure Reserve Fund	\$12,641,380
Proceeds for Long Term Debt	\$2,246,392
Sub-Divider Contributions	\$164,728
Total Project Funds Previously Secured	\$15,052,500

Priorities and developer timelines have shifted since the 2024 budget proposal and Engineering staff now recommend that the Columbus Road Widening Phase 1 works should include the (1.7) kilometre roadway segment between Country Lane and Ashburn Road rather than the segment between Ashburn Road and Baldwin Street. The Columbus Road Widening work between Ashburn Road and Baldwin Street re-planned for a future year in the Town's 10-year capital forecast.

HECS Grant

On January 17th, 2025, the Town received notification from the Ministry of Infrastructure that the Widening of Columbus Road Phase 1 (Country Lane to Ashburn Road) had been selected as an approved project under the Housing-Enabling Core Servicing grant stream. The recent approval of this grant initiative has advanced the timing of the Columbus Road improvement work. This stream will contribute 50% towards eligible costs up to a maximum of \$19,918,750 performed under the new Phase 1 project.

The Columbus Road Phase 1 Project work will include improvements to three water crossing structures, the provision of active mode facilities (sidewalks, multi-use path, and emerging technology lane), and applicable utilities (new/expanded drinking water and wastewater works, stormwater management facilities, power line, and communication services). The outcomes of this project will be to enhance roads and bridges, promote growth, and enable housing. Under the terms of the grant, the Town must complete construction of the Columbus Road Phase 1 Project by no later than March 31, 2028.

Additional DC and Growth Reserve Funding

After accounting for the existing capital project and HECs grant, the balance of funding for the proposed \$40 million Columbus Road Phase 1 project, in the amount of \$5,028,750 (= \$40,000,000 - \$15,052,500 existing capital project - \$19,918,750 HECS grant), will be funded \$4,274,437.50 (or 85%) from the Development Charges Reserve Fund for Roads and Related Town-wide Infrastructure and \$754,312.50 (or 15%) from the Town's Growth Capital Reserve Fund (subject to Council approval of this report).

The Development Charges Reserve Fund for Roads and Related Town-Wide Infrastructure is projected to have a 2025 beginning balance of \$29 million and the Growth Reserve Fund is projected to have a 2025 beginning balance of \$44 million.

Water and Sewer Works

The \$40 million budget is for Town's works related to the Columbus Road Widening Phase 1 project and excludes any underground works for water and sewer services which are the responsibility of the Region of Durham and/or the Developers benefiting from these works. To avoid duplication of work, minimize disruption to the community, and streamline the construction of all (above and below ground) infrastructure, the Town's construction tender will include the water and sewer works.

It is recommended that Staff be authorized to:

- enter into funding agreements with the Region of Durham and/or Developers for the cost recovery of water and sewer servicing works; and,
- establish a separate capital project for the water and sewer servicing works and award the construction contract to also include the water and sewer works subject to the Town receiving:
 - A signed agreement from the Region and/or Developers on the cost recovery of water and sewer servicing works; and,
 - A purchase order from the Region of Durham and/or a letter of credit/financial securities from the Developers totaling the amount of the award for the for the water and sewer works.

6. Communication and Public Engagement:

The construction of Columbus Street will be staged to minimize impacts to traffic. Traffic management plans will be developed by the contractor and will be reviewed and approved by the Town. Prior to construction, advance public notice will be posted in the local newspaper and on the Town's website to notify the public about major construction activities and upcoming road/lane closures. During construction, proper signage will be provided to direct drivers through the work zone.

7. Input from Departments/Sources:

Engineering Services staff will continue to collaborate with Planning Services, Financial Services, and Communications and Creative Services to address project needs and issues as they arise.

8. Strategic Priorities:

Report PDE 02-25 is consistent with the findings and recommendations of the approved Brooklin Secondary Plan, Comprehensive Block Plan, and the Brooklin North Major Roads EA.

The advancement of the design and construction of Columbus Road in a timely manner, to support and facilitate approved developments in north Brooklin, aligns with the objectives of the Corporate Strategic Plan to provide a consistent, optimized and positive customer service, and the Ministry of Infrastructure's plan to Build More Homes, Faster.

9. Attachments:

N/A