

STAFF REPORT ENG001-14

January 6, 2014

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TO:

GENERAL COMMITTEE

SUBJECT:

SPENDING APPROVAL FOR SPECIFIC PARKS ELEMENTS WITHIN **CONTRACT 2 OF LAKESHORE DRIVE REALIGNMENT AND CENTENNIAL**

PARK IMPROVEMENTS PROJECT

PREPARED BY AND KEY

CONTACT:

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GENERAL MANAGER OF INFRASTRUCTURE & GROWTH MANAGEMENT

CHIEF ADMINISTRATIVE OFFICER APPROVAL:

C. LADD

CHIEF ADMINISTRATIVE OFFICER

RECOMMENDED MOTION

1. That further to previously Council approved road and drainage components and associated budgets, spending approval be given in the amount of \$700,000 to include within the scope of the second construction contract for the Lakeshore Drive Realignment (Toronto Street to Tiffin Street) and Centennial Park Improvements for specific park elements within Centennial Park that are necessary to coordinate with the road and drainage works and maintain access to the park for public enjoyment.

PURPOSE & BACKGROUND

- 2. The purpose of this report is to provide Council with additional details regarding the parks, parking and bridges components of the Lakeshore Drive Realignment and Centennial Park Improvements (Lakeshore Drive) project, and to obtain Council approval for specific park elements to be included in the second contract.
- 3. An environmental assessment study for the Lakeshore Drive project was completed in 2004; the design and construction phases of the project are being carried out in accordance with the requirements of the environmental assessment. The new storm drainage channels are being designed in accordance with the drainage flow capacity goals and flood line goals of the Bunker's Creek Master Drainage Plan and the Dyment's Creek Master Drainage Plan.
- The scope of the Lakeshore Drive project was approved by Council through previous motions as 4. provided in Appendix A.
- 5. Council Motion 13-G-019 2013 Business Plan states: "That no expenditure of funds occur for the following capital projects and/or operating plan related initiatives, if they are approved as part of the capital budget, until a separate staff report has been presented and approved for implementation:
 - Lakeshore Drive Toronto to Tiffin project all works associated with the a) budget lines for the Bridges, Parks/EP/OS or Parking Lots asset categories."

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- 6. The primary objectives of the Lakeshore Drive project are to reconstruct Lakeshore Drive, which has exceeded its service life and requires expensive ongoing maintenance, and to increase the capacity of the storm outfalls at Dyment's Creek and Bunker's Creek, which currently do not have sufficient capacity to convey storm flows during major storm events.
- 7. The City is currently in the process of developing a Waterfront and Marina Strategic Plan which will include a plan for Centennial Park improvements.

ANALYSIS

Project Scope

- 8. The proposed approach contemplated in the 2013 Business Plan was to tender the realigned road bridges in 2013 and then tender the road/drainage/park works together in 2014. Spending approval had been given for works relating to the road realignment and watercourses, but not for the works associated with the budget lines for the Bridges, Parks/EP/OS or Parking Lots asset categories. In order to allow time to complete the Waterfront Master Plan and confirm the final design of Centennial Park, it would be prudent to defer most of the planned upgrades to Centennial Park to a third contract. The second contract would need to include some park works required to ensure proper coordination with the road and drainage works and maintain access to the park for public enjoyment.
- 9. Therefore, staff propose that the Lakeshore Drive project be undertaken in three separate contracts:
 - a) Contract 1 (Contract 2013-045T): installing concrete bridges under the realigned Lakeshore Drive at Bunker's Creek and Dyment's Creek. Works under this contract are currently ongoing and substantial completion is expected by May 2014.
 - b) Contract 2 (proposed tendering in spring 2014):
 - i) realigning Lakeshore Drive onto the former railroad bed, including storm sewers, and illumination;
 - ii) extending servicing (water, electrical, sanitary, new Wastewater Treatment Facility outfall) across Lakeshore Drive for future park development to avoid impacting the newly built road;
 - iii) improving pedestrian access to Centennial Park with sidewalk on the west side of the new Lakeshore Drive and additional traffic signals;
 - iv) constructing a permanent bicycle path adjacent to the new Lakeshore Drive between Dyment's Creek and Hotchkiss Creek;
 - v) utilizing sections of the existing Lakeshore Drive paved roadway for a temporary two-way bike path and temporary parking lots;
 - vi) installing pay and display stations for paid parking;
 - vii) opening Dyment's Creek through Centennial Park with a channel and extended fish habitat including relocation of electrical conduits:
 - viii) constructing abutments for a future pedestrian bridge in Centennial Park across the Dyment's Creek open channel, resulting in significant cost savings by coordinating with the construction of the open channel;

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- removing silt from the pond on Dyment's Creek adjacent to the Wastewater Treatment Facility property; and,
- creating daylighting for Bunker's Creek between the new Lakeshore Drive and the marina.
- c) Proposed Contract 3 (tentatively planned for 2016; timing and scope to be confirmed after completion of the Waterfront Master Plan):
 - i) Reconstructing, enlarging, and paving the parking lots within Centennial Park and removing the remaining sections of the old Lakeshore Drive.
 - ii) Reconstructing and illuminating the park pathway system for pedestrians and cyclists.
 - iii) Extending and renewing servicing infrastructure (e.g. water, sanitary, and electrical) within the park.
 - iv) Extending the boardwalk from the marina across the beach front of Centennial Park.
 - v) Creating event areas with a grass surface and serviced with electrical pedestals for staged events and vendors.
 - vi) Installing a pedestrian bridge crossing Dyment's Creek.
 - vii) Adding landscaping and vegetation that discourages geese from nesting and grazing within Centennial Park.
 - viii) Replacing the shoreline protection from Dyment's Creek to Hotchkiss Creek.
 - ix) Other potential requirements resulting from the Waterfront and Marina Strategic Plan.
- 10. The project does not include work on the following existing Centennial Park features, as this work is not part of the approved budget.
 - a) Concession building and changeroom/washroom building
 - b) Lion's Club Pavilion
 - c) Playground equipment
 - d) Rotary Fountain and land spit
 - e) Well buildings (Well No. 12 and Well No. 15)
 - f) Spirit Catcher Parking Lot
 - g) Gravel parking lot abutting the north limit of the marina
 - h) Marina boardwalk and building

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Project Staging

- 11. Traffic is scheduled to be transferred to the new realigned Lakeshore Drive roadway by late summer 2015. After the new roadway is in operation, the park activities can utilize the existing roadway for parking, access to existing parking, and a bicycle path on a temporary basis until the new park upgrades are constructed.
- 12. After the new roadway is in operation, the Dyment's Creek channel can be constructed through the existing roadway and Centennial Park.

With Dyment's Creek flowing through a diversion pipe, the new channel can be constructed in dry conditions with a dewatering operation to address the ground water. This is the most efficient and cost effective time to construction the abutments for the future pedestrian bridge. Constructing the bridge abutments under Contract 2, in conjunction with the channel construction, will avoid installing a new dewatering operation and disturbing the new channel bank lining. The bridge span could then be installed in Contract #3 with other park improvements without any impact to the watercourse. The estimated savings are \$200,000 (i.e. \$100,000 for dewatering, \$80,000 for sheet piling, \$20,000 for creek channel protection/restoration). Undertaking the bridge abutments under contract #2 is not expected to constrain the design of the pedestrian bridge structure as the location, span, and loadings are known at this time.

- 13. With the new Dyment's Creek channel in operation, the existing pedestrian path will need to be rerouted to cross Dyment's Creek on the new bridge on Lakeshore Drive currently under construction until the pedestrian bridge span is constructed in Contract #3.
- 14. The Bunker's Creek daylighting section can be constructed after the new realigned Lakeshore Drive is in operation. The new daylighting meets the drainage flow capacity goals and flood line goals of the Bunker's Creek Master Drainage Plan.

Centennial Park Use During Contract 2

- 15. Construction under Contract 2 is planned to start in spring 2014 and continue to the end of 2015. In general, the construction will accommodate regularly scheduled annual events in Centennial Park and will have minimal impact on those events.
- 16. Access to the park and its parking lots will be provided throughout the construction under Contract 2. During the construction of Contract 2, access along Lakeshore Drive and through Centennial Park is illustrated and described in more detail in Appendix B.
- 17. Two road closures to through traffic on Lakeshore Drive are anticipated in 2015 for the following durations:
 - a) One road closure would extend from Simcoe Street to Victoria Street for approximately 3 days to permit the contractor to tie in the new roadway at Toronto Street; and,
 - b) The other road closure would extend from Victoria Street to Tiffin Street for approximately 3 days to permit the contractor to tie in the new roadway at Hotchkiss Creek.
- 18. The first road closure would be an arrangement similar to the road closure in 2013 when Lakeshore Drive was closed to construct the temporary creek diversion pipe across Lakeshore Drive for Bunker's Creek. During the first road closure:
 - a) the section of Lakeshore Drive from Simcoe Street to Victoria Street would permit local traffic to access the 2-6 Toronto Street condominium towers, the marina and Centennial Park;

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- b) the section of Lakeshore Drive from Victoria Street to Tiffin Street would remain open to through traffic; and,
- The detour route around the road closure would direct traffic onto Victoria Street, Bradford Street and Simcoe Street.
- 19. The second road closure would occur immediately after the aforementioned closure. It would be arranged similarly to the first closure, allowing local traffic to access Centennial Park and its parking lots, and using Bradford Street and Victoria Street as the detour route.
- 20. To help minimize the duration of each road closure, night work would be permitted and fast curing concrete would be permitted for the curbs.

Centennial Park Use and Lakeshore Drive Access Following Contract 2

- 21. The following summarizes works proposed in Contract 2 that are intended to maintain the park's utility following completion of the contract works. The works are illustrated in the sketches of Appendix B:
 - a) Creating temporary parking on sections of the existing paved roadway of Lakeshore Drive to help expand parking lots on the east side of Lakeshore Drive;
 - b) Temporarily diverting the pedestrian path between the playground and the parking lot south of Dyment's Creek to cross the Dyment's Creek Culvert on Lakeshore Drive;
 - Creating a temporary bicycle path on the existing paved Lakeshore Drive roadway from the marina boardwalk to Dyment's Creek; and,
 - d) Constructing a permanent bicycle path from the Dyment's Creek Culvert southerly to the bicycle path crossing Hotchkiss Creek.
- 22. The following table shows the park usage through the construction stages of Contract 2 and Contract 3. Contract 3 timing is not determined, but is anticipated to begin as early as 2016.

Park Function	Summer 2014 (Contract 2)	Summer 2015 (Contract 2)	Summer 2016 (Contract 3, scope and timing to be confirmed)	
Parking	Continue to use existing parking lots (paid parking could be accommodated through installation of pay & display machines)	Once new Lakeshore Drive is operating, use old Lakeshore Drive to create additional temporary parking space	Build new permanent parking lots	
Bicycle Paths	Use existing bicycle path	Use temporary path on existing roadway	Use new permanent path as it becomes available	
Pedestrian Paths	Use existing pedestrian path	Use existing pedestrian path from the marina to playground and build temporary path from playground to crossing of Dyment's Creek at Lakeshore Drive	Use new permanent pedestrian paths as they become available and new pedestrian bridge crossing Dyment's Creek when complete	
Playground	Use of playground equipment will not be affected by these contracts			

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Park Function	Summer 2014 (Contract 2)	Summer 2015 (Contract 2)	Summer 2016 (Contract 3, scope and timing to be confirmed)
Beach	Beach use will not be affected by Contract 2		Boardwalk Construction will occur outside of Beach Swimming Season

ENVIRONMENTAL MATTERS

- 23. The detail design for the Lakeshore Drive Realignment and Centennial Park Improvements includes:
 - a) naturalization strategies along the edges of the Bunker's Creek and Dyment's Creek corridors:
 - b) additional lake edge planting to assist with shoreline beautification and stabilization; and,
 - c) landscaping design and vegetation for geese management.

ALTERNATIVES

24. The following alternative is available for consideration by General Committee:

Alternative #1

General Committee could choose to undertake the remaining work on the Lakeshore Drive Realignment and Centennial Park Improvements under one single contract instead of two separate contracts.

This alternative is not recommended as the finalization and adoption of the Waterfront and Marina Strategic Plan could require revisions to the currently proposed elements of the Centennial Park design, requiring expensive redesign and removal/adjustments to newly constructed park elements.

FINANCIAL

25. The approved total project budget is \$25,655,400 broken down as shown below (refer to Appendix C for a more detailed breakdown). The project costs are anticipated to remain within budget.

Year	Contract	Description	Budget Value		
2013	Contract 1	Bridges crossing Bunker's and Dyment's Creeks	\$8,020,000		
2014	Contract 2	Lakeshore Drive realignment and drainage work (year 1)	\$7,066,000		
2015	Contract 2	Lakeshore Drive realignment and drainage work (year 2)	\$2,419,400		
2016 (To be confirmed)	Contract 3 (To be confirmed)	Centennial Park Improvements (To be confirmed)	\$8,150,000		
Total			\$25,655,400		

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Staff are requesting that spending approval be granted for specific Parks and Bridge elements under Contract 2 of the project. These elements are the flagpole relocation, pedestrian bridge abutments and electrical conduit adjustments at the Dyment's Creek watercourse, asphalt pathways, and temporary parking including pavement markings. The Parks and Bridge elements proposed under contract 2 represent approximately 8% of the bridge and parks elements for the entire project. Staff will request spending approval for Contract 3 of the Project once the scope has been finalized.

LINKAGE TO 2010-2014 COUNCIL STRATEGIC PLAN

- 27. The recommendation included in this Staff Report supports the following goals identified in the 2010-2014 City Council Strategic Plan:
 - Manage Growth and Protect the Environment
 - Create a Vibrant and Healthy City Centre
- 28. Reconstructing Lakeshore Drive from Toronto Street to Tiffin Street and expanding the capacity of Centennial Park through the realignment of the roadway will respond to the growing population.
- 29. Constructing the Bunker's Creek open channel and Dyment's Creek open channel and removing silt from the pond adjacent to the Wastewater Treatment Facility will significantly enhance and improve fish habitat.



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APPENDIX "A"

Lakeshore Drive Realignment and Centennial Park Improvements Project Site

Motions Adopted by Council for Lakeshore Drive Realignment

- 1. The realignment of Lakeshore Drive was adopted by Council in previous motions as outlined below.
- On December 6, 2004, City Council adopted Motion 04-G-676, WATERFRONT/DOWNTOWN TRANSPORTATION IMPROVEMENTS CLASS ENVIRONMENTAL ASSESSMENT RECOMMENDATION OF PREFERRED DESIGN ALTERNATIVES, AS AMENDED by Resolution 04-A-590, which includes Amendments #1, #2 and #3:
 - "1. That, further to prior Council direction establishing the preferred solution for the Waterfront/Downtown Transportation Improvements Class Environmental Assessment (See motions listed on Attachment #1 to Staff Report ENG046-04), the preferred design as shown on Attachment #2 to Staff Report ENG046-04 be adopted as complementary refinements to the previously approved preferred solution.
 - 2. That the Environmental Study Report be finalized and the Notice of Completion published twice in the local newspaper. (ENG046-04) (File: T00-WA).

3. AMENDMENT #1:

That motion 04-G-676 of General Committee Report No. 52, Section "C" concerning the Waterfront/Downtown Transportation Improvements Class Environmental Assessment – Recommendation of Preferred Design Alternatives be amended by inserting the following as paragraph 3:

"3. That as a condition of any future development proposals for the lands located adjacent to 2-6 Toronto Street, staff consider requesting that the owner of the subject property be required to enter into a joint access agreement with 2-6 Toronto Street Condominium Complex, to allow for joint access from the properties to High Street and/or Bradford Street."

4. AMENDMENT #2:

That motion 04-G-676 of General Committee Report No. 52, Section "C" concerning the Waterfront/Downtown Transportation Improvements Class Environmental Assessment – Recommendation of Preferred Design Alternatives be amended by inserting the following as paragraph 4:

- "4. That Attachment #2 to Staff Report ENG046-04 be amended by deleting Item # 4 and replacing it with the following:
- "4. Area of Interest #4

Victoria Street - Lakeshore Drive Intersection and Parking Lots

That the Lakeshore Drive-Victoria Street intersection be aligned with the proposed Marina Parking Lot and Boat Launch as per Alternative #2, Drawing 14, as opposed to Alternative #1, Drawing 13 as originally recommended."

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5. AMENDMENT #3:

That motion 04-G-676 of General Committee Report No. 52, Section "C" concerning the Waterfront/Downtown Transportation Improvements Class Environmental Assessment -Recommendation of Preferred Design Alternatives be amended by inserting the following as paragraph 5:

- **"**5. That the details of the specific intersection design for Lakeshore Drive and Simcoe Street be brought forward to General Committee as a Schedule "A" activity under the Class Environmental Assessment."
- 3. This project, LAKESHORE DRIVE REALIGNMENT (TORONTO STREET TO TIFFIN STREET) AND CENTENNIAL PARK IMPROVEMENTS, addresses Amendment #2 to Motion 04-G-676 described above. Amendment #1 is being addressed in a development proposal project. Amendment #3 was addressed in a previous capital project and in Motion 05-G-299, adopted by Council on June 6, 2005.
- 4. The 2013 Business Plan as adopted by Council Motion 13-G-19, indicated:

That, consistent with the Capital Project Control Policy, the 2014, 2015 and 2016 capital budget relating to new 2013 capital projects of \$38.6 million in 2014 and \$13.7 million in 2015, and a new capital budget amount for 2016 be approved, as amended below:

- a) That \$6,388,000 for the Lakeshore Drive - Toronto to Tiffin project be included in 2014 (a reduction of \$6,465,000):
- b) That \$0 for the Victoria Street – Bradford to Ellen project be included in 2014 (a reduction of \$32,400);
- That \$6,817,000 for the Lakeshore Drive Toronto to Tiffin project be included c) in 2015 (an increase of \$2,790,000);
- d) That \$32,400 for the Victoria Street - Bradford to Ellen project be included in 2015 (an increase of \$32,400); and
- e) That \$3,675,000 for the Lakeshore Drive – Toronto to Tiffin project be included in 2016 (an increase of \$3,675,000).

and

That no expenditure of funds occur for the following capital projects and/or operating plan related initiatives, if they are approved as part of the capital budget, until a separate staff report has been presented and approved for implementation:

b) Lakeshore Drive - Toronto to Tiffin project - all works associated with the budget lines for the Bridges, Parks/EP/OS or Parking Lots asset categories.

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APPENDIX "B"

Lakeshore Drive Realignment

Contract 2 Staging

Staging of works from 2014 through 2015 are described in the following, and illustrated on the following figures.

Stage 1: Vehicular Traffic/Pedestrian Traffic Provisions and Drainage Staging at Completion of Contract 2013-045T

Currently, Contract 2013-045T (known as Contract #1) is constructing bridges crossing the following watercourses on the new Lakeshore Drive alignment:

- 1. Bunker's Creek; and
- 2. Dyment's Creek.

When the contract is complete in May 2014, the project site will have:

- 1. Traffic on existing Lakeshore Drive remaining on the current roadway;
- 2. Park paths within Centennial Park remaining on their current alignments.

Stage 2: Conclusion of Construction Season of 2014 (works under Contract #2)

At the conclusion of the 2014 construction season, the project site will appear as this:

- 1. The new roadway will be constructed except for streetlighting and top lift of asphalt;
- 2. Sanitary servicing will be extended across the new roadway to a point between the new roadway and the existing roadway:
- 3. Victoria Street, from Lakeshore Drive to Ellen Street will be reconstructed;
- 4. The existing Lakeshore Drive will remain open for the vehicular traffic;
- 5. The existing paths within Centennial Park will remain open for the bicycle and pedestrian traffic;
- The Bunker's Creek piped diversion will continue functioning;
- 7. The Dyment's Creek piped diversion will continue functioning;
- 8. During a major storm event, runoff will continue overtopping Lakeshore Drive and Centennial Park/Marina boardwalk (as occurs under the existing conditions).

Stage 3: 2015 (continuation of works under Contract #2)

During summer 2015, the project site will appear as this:

- The new roadway will have streetlights installed and operating, and the top lift of asphalt will be placed;
- 2. Victoria Street will have its top lift asphalt placed from Lakeshore Drive to Ellen Street;
- 3. Victoria Street will be resurfaced from Ellen Street to Bradford Street;
- 4. Vehicular traffic will be transferred onto the new Lakeshore Drive alignment;
- 5. The new Lakeshore Drive will also have a continuous (pedestrian) sidewalk on the west side of the right-of-way;
- 6. The asphalt on the existing Lakeshore Drive will be removed where the new Dyment's Creek channel will be excavated and the new daylighting for Bunker's Creek will be excavated;

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- 7. The pedestrian path extending from the playground southerly to the parking lot adjacent to Dyment's Creek will be redirected temporarily onto the Lakeshore Drive Culvert crossing Dyment's Creek.
- With the construction activity for Dyment's Creek, abutments will be constructed for the future pedestrian bridge crossing the open Dyment's Creek channel (the bridge span will be installed as part of Contract #3 for Centennial Park Improvements);
- 9. The remaining asphalt associated with the existing Lakeshore Drive alignment will be converted into:
 - a. Temporary parking areas using limits similar to the final proposed parking lot limits;
 - b. a 4.0 m wide temporary bicycle path abutting the easterly curb line of the existing Lakeshore Drive; and
 - c. the existing Lakeshore Drive street lighting can remain as parking lot and bicycle path illumination.
- 10. The new bike path will be extended from the Dyment's Creek culvert southerly to tie into the bicycle path crossing the Hotchkiss Creek culvert;
- 11. The existing paths within Centennial Park from the marina to the playground will carry the pedestrian traffic.

Stage 4: End of Construction Season 2015

At the conclusion of the 2015 construction season, the project site will appear as this:

- 1. The new daylighted area for Bunker's Creek between the marina and the new (realigned) Lakeshore Drive will be constructed;
- 2. The new daylighted channel for Dyment's Creek through Centennial Park will be constructed;
- 3. Vehicular traffic will be on the new Lakeshore Drive (as in Stage 3);
- 4. Bicycle traffic from the marina southerly to Hotchkiss Creek will remain on the path described in Stage 3:
- 5. Pedestrian traffic within Centennial Park from the marina southerly to Hotchkiss Creek will remain on the path described in Stage 3.
- The existing parking lots will be utilizing sections of the existing Lakeshore Drive paved roadway for access:
- 7. The North Centennial Parking lot beside the marina boat launch will be accessible to vehicles with trailers from the laneway.



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APPENDIX "C"

Project Construction Costs for 2013 through 2016

The costs for the various components of Contracts 1 through 3 for 2013 through 2016 are included in the following table.

Сотропепт	Budget Year			Totals	
	2013	2014	2015	2016 (TBD)	
Contract 1 (2013-045T) Bunker's Creek Culvert Dyment's Creek Culvert - utilities	\$3,690,000 \$3,830,000 \$500,000				£2 020 000
Total Contract 1	\$8,020,000				\$8,020,000
Contract 2 Victoria Street (Lakeshore Dr. to Ellen St.) - roadway to base asphalt including sidewalk, storm, roads, street lighting		\$678,000			
- top asphalt Victoria Street (Ellen St. to Bradford St.)			\$45,000	i	
 top asphalt Lakeshore Drive roadway to base asphalt including sidewalk, storm, roads 		\$5,438,000	\$32,400		
traffic signalswatermaintop asphaltstreetlighting		\$310,000 \$640,000	\$342,000 \$850,000		
Dyment's Creek Channel			\$405,000		
Bunker's Creek Daylighting			\$45,000		
* Flagpole Relocation			\$20,000		
* Pedestrian Bridge Abutments			\$600,000		

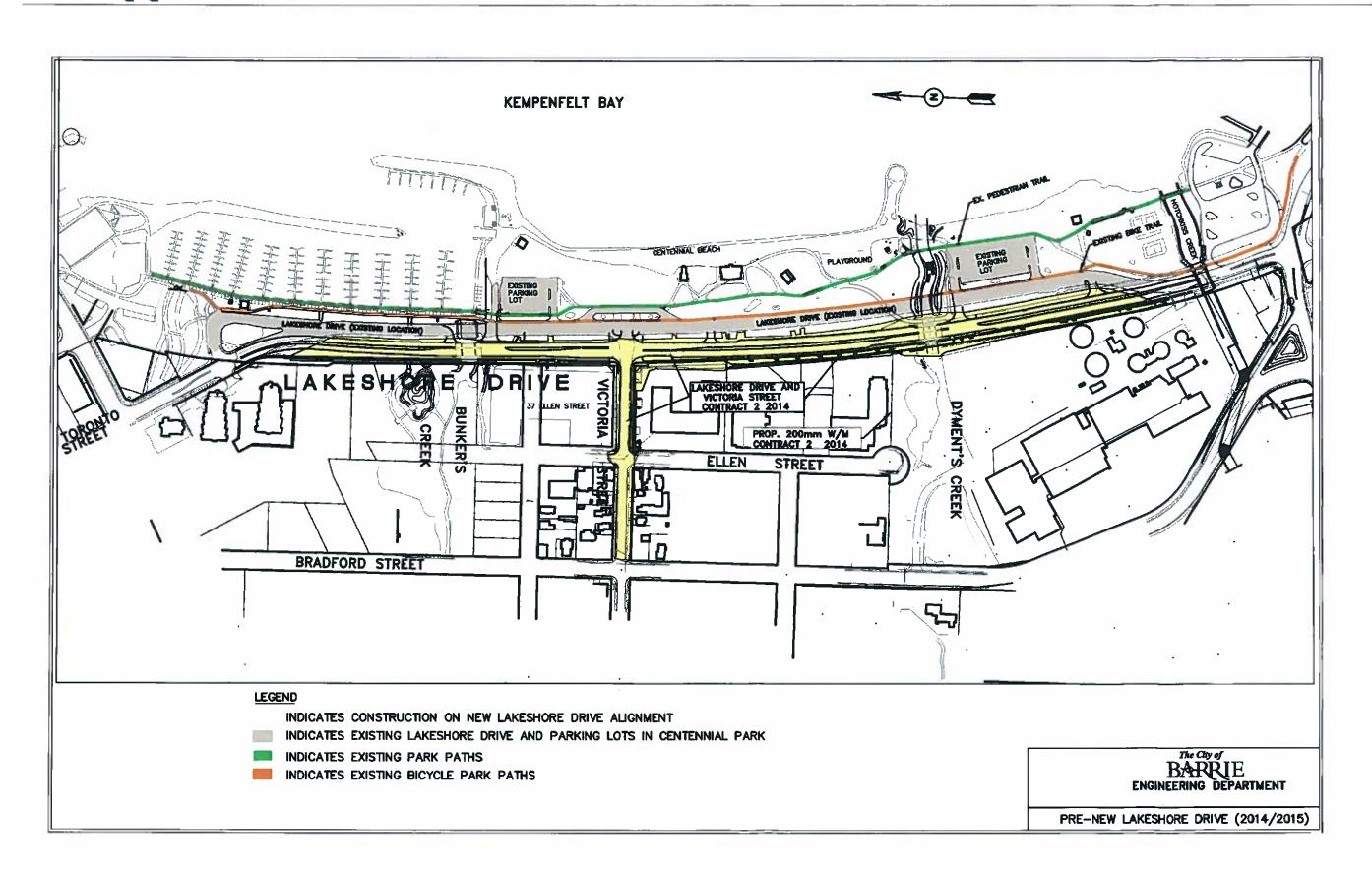
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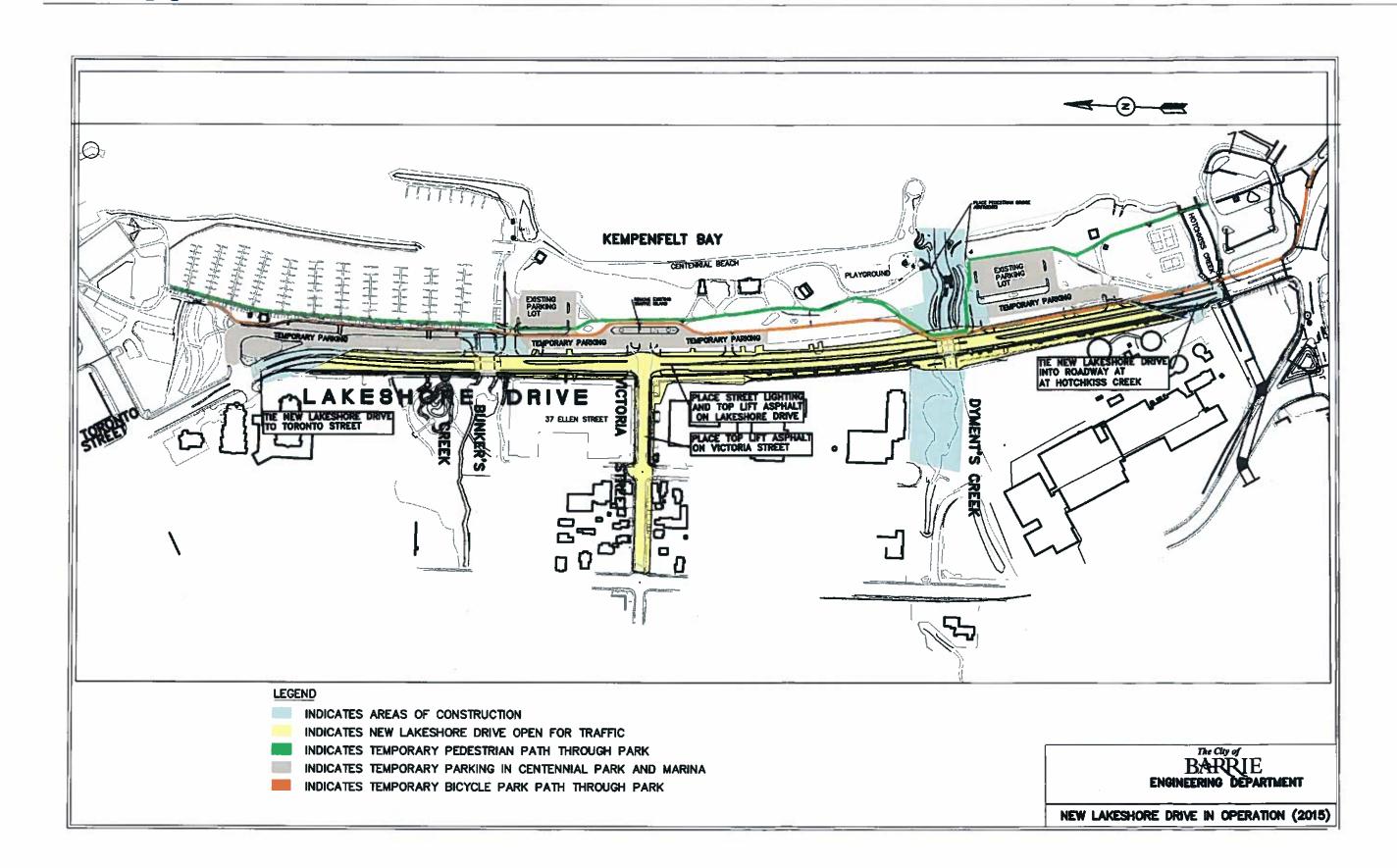
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Component	Budget Year			Totals	
	2013	2014	2015	2016 (TBD)	
* Temporary Parking, including Pavement Marking			\$20,000		
* Electrical conduits relocation			\$20,000		
* Bicycle Path			\$40,000		
Total Contract 2		\$7,066,000	\$2,419,400		\$9,485,400
Contract 3 (TBD) Pedestrian Bridge Span Pathways Landscaping, Furniture, Boardwalk Parking Lots Electrical for paths, parking lots				\$900,000 \$180,000 \$2,060,000 \$2,505,000 \$2,505,000	
Total Contract 3				\$8,150,000	\$8,150,000
Totals	\$8,020,000	\$7,066,000	\$2,419,400	\$8,150,000	\$25,655,400

^{*} Specific parks and bridge related elements for which spending approval is being sought.





The City of