



OAKVILLE

REPORT

Planning and Development Council

Meeting Date: June 7, 2022

FROM: Transportation and Engineering Department

DATE: May 31, 2022

SUBJECT: Burloak Drive Grade Separation

LOCATION: Burloak Drive, South of Wyecroft Road

WARD: Ward 1

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RECOMMENDATION:

1. That the report titled Burloak Grade Separation Update dated May 31, 2022 from the Transportation and Engineering Department be received.
2. That the CAO and Town Solicitor be delegated the authority to execute agreements with Metrolinx based on the revised cost sharing agreement outlined in this report.
3. That a 12 month closure of Burloak Drive, from Wyecroft Road to Superior Court, to begin in mid-2026, be approved.

KEY FACTS:

The following are key points for consideration with respect to this report:

- On April 16, 2018, the Engineering and Construction Department presented a report to Planning and Development Council outlining fundamental principles for cost sharing agreements with Metrolinx for the Burloak Drive and Kerr Street Grade Separation Projects, and seeking authority to enter into those agreements provided the fundamental principles were adhered to.
- Burloak Drive is a boundary road between the Town of Oakville and the City of Burlington. Oakville, Burlington and Metrolinx have been working in partnership to deliver the Burloak Drive Grade Separation.
- On February 24, 2022, Metrolinx advised the Town of Oakville that the costs for the Burloak Drive Grade Separation were significantly higher than expected, and that additional funding was required from the municipal partners.

- Subsequently, a revised cost sharing proposal, including a reduction in the additional funding requested from the municipal partners, was prepared by Metrolinx.
- Based on the revised cost sharing proposal, the Town of Oakville's share of the Burloak Drive Grade Separation would be \$16 million.

BACKGROUND:

The need and justification for the construction of a rail/road grade separation along the Lakeshore West Rail Corridor at Burloak Drive has been confirmed through multiple studies, master plans and Class Environmental Assessments (EA's). In 2018, Metrolinx completed the Burloak Drive Grade Separation Project Environmental Project Report, following the Transit Project Assessment Process (TPAP) for the proposed grade separation in this location.

In 2016, the Town of Oakville and Metrolinx began working together to advance the Burloak Drive Grade Separation. Town Council granted staff delegated authority, in 2018, to enter into a Grade Separation Agreement with Metrolinx, based on a set of cost sharing principles that were endorsed by Council. The budget for the town's share of the grade separation, based on a 25% share of the total cost, was \$15 million and has been included in the Capital Forecast, with payments anticipated in 2023, 2024 and 2025.

Since 2016, town staff have been working with Metrolinx to develop the grade separation agreement and project specifications for the Burloak grade separation. The Burloak Drive grade separation (and the Kerr Street grade separation) was included in the Lakeshore West Infrastructure Improvements Project, along with other GO Station works and the Drury Lane Pedestrian Bridge, to be delivered using the Infrastructure Ontario procurement model.

Staff had negotiated a cost sharing agreement, in partnership with staff from Metrolinx and the City of Burlington, and in accordance with the principles approved by Council through the April 2018 report. The agreement was not executed, but would have limited the town's exposure to approximately \$15M or 25% of the project budget of \$60M. Metrolinx's share would have been 50%, and the City of Burlington's share would have been 25%.

Based on the \$15 million contribution to the grade separation project, the town's share was included in the capital forecast in 2023 (\$7.8M), 2024 (\$3.9M) and 2025 (\$3.9M). The town's share would be 80% funded from Development Charges.

On February 24th, 2022, the Town of Oakville received formal notification from Metrolinx that the successful bid for the Lakeshore West Infrastructure Improvements contract included costs for the Burloak Drive Grade Separation

project that were much higher than the project budget, but that the project would still proceed. The project budget had been \$60M but the cost included in the successful bid was \$177M. Additional funds were requested from the municipal partners to maintain a 50/25/25 (Metrolinx/Oakville/Burlington) cost share. This request would have added \$29M to the town's share and the same additional amount for the City of Burlington. The additional funds request was later reduced to \$19M each for Oakville and for Burlington.

Also on February 24, 2022, notification was received indicating that Metrolinx was indefinitely postponing the Kerr Street project until more favourable market conditions exist.

A verbal update on the Burloak Drive and Kerr Street grade separations was provided to Council on February 28, 2022. The Lakeshore West Infrastructure Improvement project, minus the Kerr Street grade separation, was awarded to the successful bidder that same day.

This report provides an update regarding the revised cost sharing proposal that was received after the February 28, 2022 update to Council, and also recommends that:

- authority to execute agreements with Metrolinx based on the revised cost sharing agreement outlined in this report be delegated to the CAO and Town Solicitor.
- a 12 month closure of Burloak Drive, from Wyecroft Road to Superior Court, to begin in mid-2026, be approved to reduce the overall project cost and timeline.

Comments/Options

On May 6, 2022, town staff met with Metrolinx and Burlington staff to receive an updated cost sharing proposal for the Burloak Drive grade separation. This latest proposal shifted a significant amount of additional cost to Metrolinx, resulting in a reduction of the request for additional funding from the municipal partners to \$3.05M each (for a total contribution from each municipal partner of approximately \$18M). The reduction in the municipal cost share stems from Metrolinx assuming additional financial responsibility for utility work and track work – two major components of the overall project cost.

Metrolinx also presented an option to reduce the municipal partners' share further. A further reduction of \$2M for each municipal partner could be achieved if the two municipalities agreed to a 12 month road closure near the end of the construction period. The additional cost savings would come from the elimination of the work to switch traffic from the detour road to the permanent road, and the closure will also allow for majority of these roadworks to occur in unison instead of a sequenced

approach. A two month reduction in the overall construction period would also be expected if the road closure were to be approved.

If the 12 month road closure is approved, the town's share would be approximately \$16M of the total \$177M project cost.

Two - 1 month road closures were already included in the project schedule: a 1 month closure early in 2024 to accommodate the construction and connection of the detour road that will accommodate traffic for the majority of the construction period, and 1 month closure towards the end of the project. The requested 12 month closure will encompass the latter 1 month closure.

The proposed 12 month closure of Burloak would occur in the later stages of construction, likely from the summer of 2026 to the summer of 2027.

The closure will impact both through traffic on Burloak Drive as well as traffic generated by the employment lands east of Burloak (Great Lakes Business Park and Oak West Corporate Centre), south of the tracks. Most of this traffic would be detoured west and east along New Street and Rebecca Street to either Appleby Line or Bronte Road. Southbound traffic from north of the Lakeshore West rail line will be detoured via the QEW.

The closure would also have an impact on transit operations. Oakville Transit routes 14 and 14A currently use this section of Burloak, and would be rerouted or accommodated by other means such as the potential for additional service offered by Burlington Transit. Oakville and Burlington staff, including Oakville Transit and Burlington Transit staff, continue to work collaboratively on ensuring that service level impacts are minimized during the requested road closure. Further, changes are anticipated to transit routing in this area once the Wyecroft Road Bridge is in place (Burloak Drive to Bronte Road); completion of the Wyecroft Bridge is currently scheduled for 2025. This may present additional options for delivering transit service during the 12 month closure period (2026-2027). Operational impacts of temporarily rerouting transit during the closure periods will be identified through upcoming annual budgets.

A preliminary traffic analysis has been undertaken by staff to determine the traffic impacts of a 12 month road closure, and they are considered acceptable. The 12 month road closure will also facilitate quicker completion of the grade separation project, which will improve mobility for all modes sooner.

Given that Burloak Drive is a boundary road, the 12 month road closure would have to be approved by both Burlington and Oakville. Burlington staff will also be taking a report to their council in June 2022 to request approval of this road closure. Approval by both authorities would allow us to both realize the cost savings.

Project Schedule

The construction of the grade separation and associated road works is expected to be complete in June 2027. The construction schedule is illustrated below:

- Relocation of Burlington Interlock (track work) - November 2022 to April 2023
- Temporary relocation of utilities - April 2023 to March 2024
- Temporary road/track detour - March 2024 to June 2024
- 30 day closure of Burloak Drive (detour road construction and connection) - May 2024 to June 2024
- Grade separation construction - August 2023 to May 2026
- 12 month closure of Burloak Drive (completion of road works) - June 2026 to June 2027 (subject to Council approval)
- Interim completion of grade separation - June 2026
- Completion of road works - June 2027

Conclusion

The Burloak Drive grade separation is a critical mobility project to support rail, road transit and active transportation within, through, to and from Oakville.

The project cost has increased from \$60M to \$177M. With the increased project cost, the town was originally asked to contribute 25% of the total project cost, for a contribution of \$44.3M from the originally budgeted \$15M. However, Metrolinx has revisited this request and is now proposing a revised cost sharing arrangement that would reduce the town's share to approximately \$16M (\$1M increase from original budget of \$15M). Staff have reviewed this updated proposal and recommend that it be approved and that staff be directed to finalize the cost sharing agreement with Metrolinx.

A town share of \$16M is dependent on also agreeing to a 12 month closure of Burloak Drive, between Wyecroft Road and Superior Court, from mid-2026 to mid-2027. Staff recommend that this road closure also be approved.

CONSIDERATIONS:

(A) PUBLIC

Inclusion of this report on the June 7, 2022 Planning and Development Council agenda serves as public notification of the status of the project.

(B) FINANCIAL

Based on the \$15 million contribution to the grade separation project, the town's share was included in the capital forecast for 2023-2025, with 80% of the funding from Development Charges (DC's) and the balance through capital reserve funding. While the Town's 2022 DC Background Study has already been posted publicly using the previous estimates, it is expected that the additional \$1M will be funded in the same manner as the original estimates.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

The Transportation and Engineering, Legal and Finance Departments, and Oakville Transit, continue to work collaboratively on this file with the City of Burlington in discussions with Metrolinx.

(D) CORPORATE STRATEGIC GOALS

This report addresses the corporate strategic goal(s) to:
Improve the town's multi-modal transportation network to support the effective movement of people and goods.

(E) CLIMATE CHANGE/ACTION

The Burloak Grade Separation would support active transportation use through the separation of road and rail traffic and through the provision of new cycling infrastructure and sidewalks. Providing increased opportunities for active transportation and transit can decrease reliance on the single occupancy vehicle use and lead to a reduction of vehicle emissions.

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