

# TO Public Services Committee

DATE Wednesday, June 8, 2016

LOCATION Council Chambers, Guelph City Hall, 1 Carden Street

TIME 5:00 p.m.

# DISCLOSURE OF PECUNIARY INTEREST AND GENERAL NATURE THEREOF

**CONFIRMATION OF MINUTES –** May 2, 2016 open meeting minutes

**PRESENTATIONS** (Items with no accompanying report)

James R. Taylor, President of Trees for Guelph, presenting the Trees for Guelph 2015 Annual Report.

# CONSENT AGENDA

The following resolutions have been prepared to facilitate the Committee's consideration of the various matters and are suggested for consideration. If the Committee wishes to address a specific report in isolation of the Consent Agenda, please identify the item. The item will be extracted and dealt with separately. The balance of the Public Services Committee Consent Agenda will be approved in one resolution.

ITEM	CITY PRESENTATION	DELEGATIONS	TO BE EXTRACTED
PS-2016.9 Snow Disposal Facility - Requirements			
PS-2016.10 Guelph Transit Growth Opportunities	Phil Meagher, General Manager, Guelph Transit		<b>v</b>

Resolution to adopt the balance of the Public Services Committee Consent Agenda.

# ITEMS EXTRACTED FROM CONSENT AGENDA

Once extracted items are identified, they will be dealt with in the following order:

- 1) delegations (may include presentations)
- 2) staff presentations only
- 3) all others.

# STAFF UPDATES AND ANNOUNCEMENTS

# ADJOURN

NEXT MEETING – July 4, 2016



Public Services Committee Meeting Monday, May 2, 2016 at 5:00 p.m. City Hall Council Chambers

# Attendance

Members:	Chair C. Downer Mayor C. Guthrie Councillor C. Billings	Councillor J. Gordon Councillor A. Van Hellemond
Councillors:	Councillor J. Hofland	
Staff:	Mr. D. Thomson, Deputy CAO, Pu Mr. P. Meagher, General Manager Ms. C. Clack, General Manager, C Mr. R. Keller, General Manager, C Mr. A. MacDonald, General Manage Ms. L. Briggs, Interim Manager, F Ms. G. van den Burg, Council Cor	r, Guelph Transit Fulture, Tourism & Community Investment Operations Ger, Fire Chief Recreation Services

# Call to Order (5:00 p.m.)

Chair Downer called the meeting to order.

# **Disclosure of Pecuniary Interest and General Nature Thereof**

There were no disclosures.

# **Confirmation of Minutes**

1. Moved by Mayor Guthrie Seconded by Councillor Van Hellemond

That the open meeting minutes of the Public Services Committee held on April 4, 2016 be confirmed as recorded.

VOTING IN FAVOUR: Mayor Guthrie, Councillors Billings, Downer, Gordon and Van Hellemond (5) VOTING AGAINST: (0)

CARRIED

# Consent Agenda

The following items were extracted:

# PS-2016.6 Public Services Annual Report

# Balance of Consent Items

2. Moved by Councillor Billings Seconded by Councillor Gordon

That the balance of the Public Services Committee May 2, 2016 Consent Agenda as identified below, be adopted:

# PS-2016.7 Outstanding Resolutions of the Public Services Committee

That the Public Services Report #PS-16-10 "Outstanding Resolutions of the Public Services Committee" dated May 2, 2016, be received.

# PS-2016.8 Cultural Property Category A Designation for Guelph Museums

- 1. That the Public Services Report # PS-16-09 "Cultural Property Category A Designation for Guelph Museums" dated May 2, 2016 be received; and
- 2. That the certified cultural property or property acquired with a Movable Cultural Property grant be transferred to another designated organization in the event that the City ceases operations of Guelph Museums, be approved.

VOTING IN FAVOUR: Mayor Guthrie, Councillors Billings, Downer, Gordon and Van Hellemond (5) VOTING AGAINST: (0)

CARRIED

# Extracted Items

#### PS-2016.6 Public Services Annual Report

Mr. Derrick Thomson, Deputy CAO for Public Services, provided an introduction of the Public Service area and its importance in the City's relationship with the community.

Ms. Colleen Clack, General Manager of Culture, Tourism & Community Investment; Mr. Andy MacDonald, General Manager and Fire Chief; Mr. Phil Meagher, General Manager of Guelph Transit; Mr. Rodney Keller, General Manager of Operations; and Ms. Lynne Briggs, Interim Manager of Recreation Services, provided an overview of the units within their respective divisions, key accomplishments in 2015, and plans and initiatives for 2016.

 Moved by Mayor Guthrie Seconded by Councillor Van Hellemond

That the Public Services Report #PS-16-11 "Public Services Annual Report" dated May 2, 2016 be received.

VOTING IN FAVOUR: Mayor Guthrie, Councillors Billings, Downer, Gordon and Van Hellemond (5) VOTING AGAINST: (0)

CARRIED

# **Staff Updates and Announcements**

Mr. Derrick Thomson, Deputy CAO of Public Services, provided the following announcements:

- New summer transit service commences in which service increases from 20 to 30
  minutes
- Emergency Preparedness Day on Wednesday, May 4, 2016 at West End exhibits
- River Run Centre having the Volunteer Appreciation Day on May 17<sup>th</sup>, 2016
- Appreciation for the volunteers and staff for the successful 13<sup>th</sup> Annual Clean & Green Event Saturday, April 23<sup>rd</sup>.
- Excellent in Design Award received from Parks & Recreation of Ontario Education Forum for the new natural play-space at Exhibition Park.
- Annual Kiwanis Sports Hall of Fame Celebrity Dinner will be held on Wednesday, May 18<sup>th</sup> at the Italian Canadian Club
- National Youth Week

# Adjournment (6:14 p.m.)

4. Moved by Councillor Gordon Seconded by Councillor Billings

That the meeting be adjourned.

CARRIED

Gina van den Burg Council Committee Coordinator

# PUBLIC SERVICES COMMITTEE CONSENT AGENDA

Members of the Public Services Committee:

# **SUMMARY OF REPORTS:**

The following resolutions have been prepared to facilitate Council's consideration of the various matters and are suggested for consideration. If Council wishes to address a specific report in isolation of the Consent Agenda, please identify the item. The item will be extracted and dealt with immediately. The balance of the Consent Agenda will be approved in one resolution.

# **REPORTS FROM ADMINISTRATIVE STAFF**

REPOR	Г	DIRECTION				
PS-201	6.9 Snow Disposal Facility - Requirements	Approve				
	<ol> <li>That the Public Services Report # PS-16-12 "Snow Disposal Facility – Requirements" dated June 8, 2016, be received; and</li> </ol>					
cc di	hat staff be directed to commence the necessary pre-design/pre- onstruction studies and data collection for an upgraded snow sposal facility at Site #1: Wellington Street Site in 2016 with a ew that construction can begin in 2017.					
PS-201	6.10 Guelph Transit Growth Opportunities	Approve				
1.	That the Public Services Report # PS-16-13 "Guelph Transit Growth Opportunities" dated June 8, 2016, be received; and					
2.	That Guelph Transit staff be directed to include proposed service improvements in the 2017 Tax Supported Budget as an expansion package; and					
3.	That Guelph Transit staff work with staff throughout the organization to develop a multi-year plan and budget for the implementation of the recommendations in the Official Plan Review and the Transportation Master Plan review to ensure transit and alternative forms of transportation are considered in developing a comprehensive plan to support the City of Guelph's transportation and transit needs to 2035 and beyond; and					

4. That City of Guelph and Guelph Transit staff be directed to start discussions with the federal and provincial governments to secure recently announced Transit Infrastructure funding.

Attach.



TO Public Services Committee

SERVICE AREA Public Services - Operations

DATE June 8, 2016

SUBJECT Snow Disposal Facility - Requirements

REPORT NUMBER PS-16-12

# **EXECUTIVE SUMMARY**

# PURPOSE OF REPORT

The purpose of this report is to provide the results of the recommendation from staff for site selection of a Snow Disposal Facility (SDF) based on the GHD engineering feasibility study, and to obtain Council approval to continue to the next step of pre-design/pre-construction studies and data collection in 2016 with a view to begin construction in 2017.

# **KEY FINDINGS**

The existing SDF does not meet Ministry of Environment and Climate Change guidelines or best management practices. As a result, funds were requested in 2011 to be included in the 10 Year Capital Budget for SDF lifecycle upgrades to begin in 2016. In 2015 GHD engineering consultants based in Waterloo, ON were retained to conduct a feasibility study and basic costing for an upgraded SDF for the City of Guelph. The scope of the engineering evaluation included a constraint that the SDF was to be located on existing City owned property with a view that City operations were already occurring in those locations and land assembly would be prohibitive from both a time and financial cost perspective. Three sites on existing City property were considered. Other options to deal with excess snow were considered but deemed not viable.

Based on the GHD report and further City staff discussions, staff recommends the selection of Site #1: Wellington Street Site (Wastewater Treatment Plant location) as the preferred location of an upgraded SDF for the City of Guelph.

# FINANCIAL IMPLICATIONS

It is estimated that the cost for the detailed design, detailed costing, environmental studies, permitting and contract administration would be approximately \$515,000 from the Capital Budget.

# ACTION REQUIRED

To approve the recommendation.



# RECOMMENDATION

- 1. That the Public Services Report # PS-16-12 "Snow Disposal Facility Requirements" dated June 8, 2016 be received
- 2. That staff be directed to commence the necessary pre-design/preconstruction studies and data collection for an upgraded snow disposal facility at Site #1: Wellington Street Site in 2016 with a view that construction can begin in 2017

# BACKGROUND

As part of provincially regulated Winter Control operations in the City of Guelph, there is a requirement to move and remove snow in order to maintain highway (street) lane widths. This is mandated under the provincially legislated minimum maintenance standards, O Reg. 239/02, Section 4. By way of supporting these operations, the City has been operating a Snow Disposal Facility (SDF) on City owned land south of Wellington Street West (adjacent to the City's Wastewater Treatment Plant) for more than 30 years. The SDF is used by both City departments and third-party contractors for excess snow disposal (revenue source). The SDF is also used for stockpiling street sweepings from the City's spring and summer sweeping programs. The operation of the SDF is the responsibility of the Operations Department.

Upcoming changes to the Source Water Protection legislation were first introduced to the broader City approximately five years ago, and were followed up with the establishment of the Risk Management Office in the Engineering & Capital Infrastructure Services Department. Given the proximity of the SDF to source water vulnerability sites, staff determined improvements to the SDF were necessary in order that it would be compliant with any future legislation change, and to consider best practices in general. As a result, funds were requested in 2011 to be included in the 10 Year Capital Budget for SDF lifecycle upgrades to begin in 2016.

The City of Guelph is no different than other municipalities in Ontario that are experiencing similar challenges with snow removal, storage and disposal. These challenges have been impacted by design standards, growing downtown areas, heritage locations and intensification which all contribute to factors affecting location, size and environmental impacts of SDFs<sup>1</sup>.

To date there are no federal or provincial laws or regulations that speak to the storage and disposal of excess snow; however, there have been some recent updates to a few source documents. Environment Canada recommends the use of the Transportation Association of Canada's *Syntheses of Best Practices Road Salt* 

<sup>&</sup>lt;sup>1</sup>Source: City of Kitchener Staff Report "Snow Disposal Site Selection Report" September 9, <u>2015</u>



*Management (2013).* The Ontario Ministry of Environment and Climate Change (MOECC) recommends the use of their *Guidelines on Snow Disposal and De-Icing Operations in Ontario (February 2011).* 

Capital funding was approved in 2014 for a feasibility evaluation study to be completed in 2015 to determine the recommended next steps to put the City's SDF into compliance with the Provincial MOECC guidelines and other best management practices.

# REPORT

In 2015 GHD engineering consultants based in Waterloo, Ontario were retained to conduct a feasibility evaluation and basic costing for an upgraded Snow Disposal Facility (SDF) for the City of Guelph. The purpose of this report is to provide the results of the recommendation from staff for site selection based on the GHD engineering feasibility evaluation study, and get Council approval to continue to the next step of pre-design/pre-construction studies and data collection in 2016 with a view to begin construction in 2017.

# <u>SCOPE</u>

The scope of the engineering evaluation included a constraint that the SDF was to be located on existing City owned property, with a view that City operations were already occurring in those locations and land assembly would be prohibitive from both a time and financial cost perspective. With that constraint in mind, City staff determined that there were three possible locations that should be considered. Those locations were as follows:

- Site #1: Wellington Street Site (Wastewater Treatment Plant location)
- Site #2: Stone Road Site (Waste Resource Innovation Centre location)
- Site #3: Eastview Road Site (Former City Landfill location)

The purpose of the feasibility study was to provide staff with a high level, objective, evaluation matrix with comparison of each of the locations against multiple criteria. Further, the report was to provide conceptual designs and screening level capital cost estimates for each location. The capital cost estimates were prepared as Class 4 cost estimates, as defined by the recommended practices of the Association of the Advancement of Cost Engineering (AACE) International which is the accepted practice for feasibility studies. No detailed engineering studies or environmental site assessments were conducted as part of this study.

GHD engineering consultants gathered data and documentation in the summer of 2015 which included MOECC guidelines, Grand River Conservation Authority (GRCA), Ministry of Natural Resources and Forestry (MNRF), interviews with other municipalities and interviews with staff in several affected City departments.



### **ASSUMPTIONS**

### Service Life

The service life of the existing SDF is unknown. It does not appear to have been built following a formal design process and is therefore considered legacy. GHD assumed that an operational service life of a newer/upgraded facility would be 25 years beginning its service operation in the winter of 2017/18, providing that design and construction is completed before then.

### Snow Volume

Based on staff feedback from the winter of 2013/14, it was assumed that the worst case scenario for snow volume is approximately 69,000 cubic metres (m3) based on an existing SDF surface area of 1.38 hectares. Given population growth estimates for the next 25 years, it is estimated that the worst case scenario for snow volume would be approximately 93,000 cubic metres (m3) needing a surface area of 1.86 hectares.

#### Conceptual Design

Using best practices and guidelines, the following factors were considered in the conceptual designs provided:

- The SDF layout would have as much setback as possible from known and potential sensitive receptors (such as residential areas, wetlands, floodplains, surface water features, woodlands, recreational areas and significant wildlife habitats)
- Allowances for minimizing infiltration in areas of vulnerable groundwater resource via asphalt surface with underlying clay or other low permeability layers
- Site access and vehicular movements into and from the site as well as within the site (to include alternate uses such as temporary storage of street sweepings and other materiel from operational activities)
- Controlled entry into and from the site
- Environmental design to reduce peak chloride concentrations, reduce possible hydrocarbons and fine solids removal

It was noted that presently there are no known passive treatment technologies for chlorides in stormwater; however, quantity control devices can be utilized to reduce the peak concentrations during melt events at a facility. All conceptual designs provided to the City will require more refinement, which will occur during a detailed engineering design phase.



### OTHER OPTIONS

Other options for the disposal of excess snow were considered. Three alternate options considered but not found viable were:

- Leave snow in situ on edge of right of way. This option is not practical, nor is it safe. Ontario regulations stipulate that the minimum lane width that must be maintained is 3m in order that emergency service vehicles can pass. In times of significant snowfall and cold weather, many City streets do not have the boulevard capacity to store excess snow which causes unsafe narrowing of streets.
- <u>Transfer snow outside the city</u>. A review of other municipalities indicates that each municipality takes responsibility for excess snow removed from within their boundaries and do not transfer outside their jurisdiction. Further, similar to landfill operations, there is no interest to accept snow from other jurisdictions given the high chloride levels contained in the excess snow and other possible contaminants.
- <u>Use of mechanical snow melting equipment</u>. Mechanical snow melting equipment is used primarily by airport authorities and a few municipalities where space requirements are critical. Most municipalities contacted do not have mechanical snow melters that are used regularly. Some municipalities reported that mobile mechanical melting equipment was not considered favorably by MOECC, largely due to safety, noise, and discharge quality concerns.

#### RECOMMENDATION OF SDF SITE SELECTION

Multi-Criteria Evaluation Matrix Summary

GHD consultants prepared a preliminary list of criteria to City staff to be used as evaluation for the SDF site selection. This was followed up with initial discussions with several departments and a preliminary site visit to each potential location. Based on feedback from City staff the evaluation criteria were reviewed and finalized, weights were then assigned to each criterion based on constraints and benefits.

After all data was collected and considered, a multi-criteria evaluation matrix summary was produced which shows side-by-side the three possible sites evaluated against the approved criteria (see ATT-1).

Examination of the attached summary shows that Site #1 and Site #2 were similar in total score, while Site #3 scored substantially lower. Further, the total estimated cost for Site #1 and Site #2 was similarly close while Site #3 was significantly higher.

Given the close evaluation scores for Site #1 and Site #2, City staff met to further discuss the multi-criteria evaluation summary to determine if there was a preferred



site. After further discussion, it was determined that the two criteria of "Social impact" and "Accessibility/ease of use" were of sufficient deviation that Site #1 was considered more favourable. However, it should be noted that the criteria of "Available area" concerning future expansion was also discussed and determined to not have as high a concern for Site #1 as indicated in the feasibility study. **Based on the above discussion, staff recommend the selection of Site #1:** Wellington Street Site (Wastewater Treatment Plant location) as the preferred location of an upgraded SDF for the City of Guelph.

# NEXT STEPS

It is recommended that staff now proceed with pre-design/pre-construction studies that require completion to inform the detailed design. Once the studies are complete, the City intends to complete detailed design, permitting, and begin construction in 2017. It is estimated that the cost for the detailed design, detailed costing, environmental studies, permitting and contract administration would be approximately \$515,000 and would be funded out of the capital budget. More accurate construction costs would be available once this detailed design phase is completed and will inform the 2017 Capital Budget process.

Support to prepare a Request for Proposal (RFP) and contract administration will be provided by the Engineering and Capital Infrastructure Services.

# CORPORATE STRATEGIC PLAN

Innovation in Local Government

2.2 Deliver Public Service better

# City Building

- 3.1 Ensure a well designed, safe, inclusive, appealing and sustainable City
- 3.2 Be economically viable, resilient, diverse and attractive for business

# DEPARTMENTAL CONSULTATION

Operations Engineering and Capital Infrastructure Services Environmental Services Planning, Urban Design and Building Services Legal, Realty and Risk Services

# COMMUNICATIONS

N/A

# ATTACHMENTS

ATT-1 Multi-Criteria Evaluation Matrix Summary



# **Report Author:**

Rodney Keller General Manager Operations Department

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Recommended By Rodney Keller General Manager Operations Department 519-822-1260 ext. 2949 Rodney.keller@guelph.ca

Approved By Derrick Thomson Deputy CAO Public Services 519-822-1260 ext. 2665 derrick.thomson@guelph.ca

#### **Multi-Criteria Evaluation Matrix Summary**

Evaluation Criteria			Site #1: Wellington Street Site	Site #2: Stone Road Site	Site #3: Closed Eastview Landfill Site
Criterion	Factors Considered	Criterion Weight	Score <sup>1</sup>	Score <sup>1</sup>	Score <sup>1</sup>
Social impact	Proximity to residential areas, amount of surrounding residential areas, proximity to recreational areas, proximity to businesses, proximity to future developments, population density, noise	0.15	8	6	5
Environmental impact	Sensitivity of surface water receptors, proximity to sensitive surface water receptors, proximity and extent of surrounding Natural Heritage Systems, proximity to potential identified species at risk habitats, proximity to flood plains, potential for air quality concerns	0.15	6	7	4
Cost	Capital cost to establish Site, operational costs, hauling costs, cost/complexity of required studies (e.g. EIS, traffic etc.) cost of completing engineering design	0.15	5	6	3
Source water protection	Vulnerability of site and surrounding area, permeability of surficial soils, proximity to municipal drinking water supply, proximity to domestic water supply wells, proximity to well head protection areas	0.15	5	4	6
Alternate Site Use	Potential for other uses such as equipment storage, vehicle parking, street sweepings management area, soil storage, recreational use	0.15	7	8	6
Available area	Available area, future expansion, proximity of the site to future projects	0.1	4	7	5
Security	Access control, proximity to populated areas, potential for flood risk, proximity to future projects	0.05	7	6	6
Accessibility/ease of use	Traffic access, proximity to snow removal areas/city centre, adjacent road infrastructure, ability to capture and control site runoff, access to necessary utilities	0.05	8	5	6
Ease of permitting	Number of permits required, complexity of the permits required, likelihood of agency acceptance, compatible current land-use	0.05	7	6	2
Total Score Note:		1.0	6.15	6.20	4.80

1. Scoring system for rating each alternative in this decision matrix is based on a scoring range of 1-10 (1 least favourable - 10 most favourable)

Based on the results of the evaluation, Site #2: Stone Road Site had the highest score, closely followed by Site #1: Wellington Street Site.

An overview of the screening level cost estimates to compare the total costs for all three Sites is presented in Table 5 below.

Overview of Screening Level Cost Estimate				
	Construction Cost	Studies, Design, Permits, Construction Administration	Total Estimated Cost	
Site #1 - Wellington Road Site	\$3,429,250.00	\$514,387.50	\$3,944,000.00	
Site #2 - Stone Road Site	\$3,118,750.00	\$467,812.50	\$3,587,000.00	
Site #3 - Eastview Landfill Site	\$4,891,800.00	\$978,360.00	\$5,870,000.00	

Notes:

 This capital cost estimate is a Class 4 cost estimate developed as defined by the recommended practices of the Association for the Advancement of Cost Engineering (AACE) International and is to be used for Feasibility Studies. The methodology used to develop this cost estimate was based on approximate quantities and unit costs and should be considered to have an accuracy range of +50 percent to -30 percent.

2. Costs were based on available data that were cursory in nature. No detailed engineering studies or environmental site assessments were available for use in preparation of these costs.

3. The costs were estimated for comparison purposes between potential Sites.

4. Final cost was rounded to the nearest \$1,000.

The approximate capital cost to develop Site #2 (Stone Road Site) in general accordance with the MOECC Guidelines is approximately \$3,587,000 as presented in Table 6 below.

The capital cost estimate is a Class 4 cost estimate developed as defined by the recommended practices of the AACE International. The cost estimate should be considered to have an accuracy range of +50 percent to -30 percent.

The evaluation and capital cost estimates were based on available data and no engineering studies or environmental site assessments were available for use in preparation of the Costs and are intended for preliminary discussion purposes.







# >> A PLAN FOR PROGRESS



# THE OPPORTUNITY...

Guelph Transit is the preferred transportation mode over the single occupant vehicle

# 81 recommendations

- 44 completed successfully
- one completed but unsuccessful
- one ongoing
- six in progress
- 13 not started and no future plans
- 16 part of a future Transit Strategy

2014	(millions)	Annually (millions)	Revenue (millions)		Subsidy
2014	4.5	6.9	10.0	39	61
2013	4.8	6.9	10.2	42	58
2012	5.1	6.5	10.3	46	54
2011	4.4	6.3	9.7	46	54
2010	4.3	6.2	9.0	48	52
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# **ROUTE CHANGES**

- 1A/B College Edinburgh
- 2A/B City Loop (formerly 2A/B West Loop and 3A/B East Loop)
- 3 Westmount
- 5 Clair (formerly 5 Gordon) 8 Stone Road Mall
- 9 Waterloo
- 10 Imperial
- 11 Willow West
- 13 Victoria Road Recreation Centre
- 14 Grange
- 16 Southgate
- 21 Speedvale (new)
- 50 Stone Road Express
- 56 Victoria Express

# ANNING FOR THE FUTURE

Nº Labor

# **PRIORITY PROJECT FINDINGS**

- Safety for pedestrians, cyclists and drivers
- Preferred transit priority measures
- Minimize negative impacts
- Fleet and storage
- Parking
- Accessibility
- Coordination
- Traffic congestion
- Destinations/proximity

• Cost

Future development











# FINANCIAL INVESTMENT

#### **Operating budget requirements**

 – \$3.7 Million – \$4.2 Million – \$5.2 Million – \$5.6 Million – \$5.9 Million

#### **Capital budget requirements**

2017 – \$7.5 Million 2018 – \$7.5 Million 2019 – \$6.9 Million 2020 – \$7.4 Million 2021 – \$7.3 Million







TO Public Services Committee

SERVICE AREA Public Services – Guelph Transit

DATE June 8, 2016

SUBJECT Guelph Transit Growth Opportunities

REPORT NUMBER PS-16-13

# EXECUTIVE SUMMARY

# PURPOSE OF REPORT

To identify short- and long-term growth opportunities for Guelph Transit over the next 20 years to meet the City's anticipated growth as outlined in the *Provincial Growth Plan for the Greater Golden Horseshoe* (and the *Places to Grow Act*), and Guelph's Official Plan, Transportation Master Plan and 2010 *Transit Growth Strategy and Plan.* 

# **KEY FINDINGS**

Guelph Transit has seen incremental growth in revenue and ridership since the 2010 Transit Growth Strategy and Plan was implemented. Of the 81 recommendations identified in the Plan, 44 (54 per cent) were completed, including the construction of Guelph Central Station.

Recognizing the need for ongoing service improvements, Guelph Transit undertook two significant reviews in 2015:

- Guelph Transit Route Review and Rationalization, and the
- Guelph Transit Priority Project.

The Guelph Transit Route Review and Rationalization review identified the need for immediate service enhancements which would include higher frequency service to accommodate increased passenger volumes and route adjustments to meet passengers' needs.

The Transit Priority Project identified opportunities to enable improved service delivery and growth. These options will be considered as part of the work the City will undertake on its Transportation Master Plan, Growth Plan and Guelph Transit Strategic Plan in 2017.

This report and attachment details the recommended service changes to take place in 2017, growth opportunities for Guelph Transit over the coming years, and presents a first estimate of costs. Noted in the report are potential funding



sources which may be available to the City through the announcement of dedicated infrastructure funding for public transit by the federal and provincial governments.

The report, Moving Guelph Forward, lays the foundation for the City to update its 2010 Guelph Transit Growth Strategy. Together with the Transportation Master Plan and Growth Plan, the City's renewed Guelph Transit Strategic Plan will position the City to accommodate future community need, achieve the target of a 15 per cent transit modal split and address the requirements in the *Provincial Growth Plan for the Greater Golden Horseshoe*, the Province's Places to Grow Plan as well as the City's *Official Plan*.

# FINANCIAL IMPLICATIONS

Costs identified through the Guelph Transit Route Review and Rationalization and Guelph Transit Priority Project have been included in ATT-1. Costs associated for the short-term changes have been reviewed with the City's Finance and Public Works (Fleet) departments.

# ACTION REQUIRED

To receive the staff report, and to direct staff to include the proposed transit service improvements in the 2017 Tax Supported budgets as an expansion package, and to include transit as an active contributor to the Official Plan Review and Transportation Master Plan in order to develop a multi-year plan and budget for the implementation of the recommended transit proposals identified in the reviews. In addition, to direct staff to start discussions with the appropriate government agencies in order to secure transit infrastructure funding that has been announced by the federal and provincial governments.

# RECOMMENDATION

- 1. That the Public Services Report # PS-16-13 "Guelph Transit Growth Opportunities" dated June 8, 2016 be received
- 2. That Guelph Transit staff be directed to include proposed service improvements in the 2017 Tax Supported Budget as an expansion package
- 3. That Guelph Transit staff work with staff throughout the organization to develop a multi-year plan and budget for the implementation of the recommendations in the Official Plan Review and the Transportation Master Plan review to ensure transit and alternative forms of transportation are considered in developing a comprehensive plan to support the City of Guelph's transportation and transit needs to 2035 and beyond.

# STAFF <u>REPORT</u>



4. That City of Guelph and Guelph Transit staff be directed to start discussions with the federal and provincial governments to secure recently announced Transit Infrastructure funding

# BACKGROUND

Transportation infrastructure and investment have been identified as key priorities for all levels of government. Guelph's *Official Plan* states that the City will plan, implement and maintain a transportation system to facilitate increasing mode shares to 15 per cent for transit by 2031. The 2010 *Transit Growth Strategy and Plan* requires Guelph Transit to plan for growth. The *Provincial Growth Plan for the Greater Golden Horseshoe* mandates that public transit will be the first priority for transportation infrastructure and major transportation investments in Guelph. The provincial and federal governments have demonstrated their support of improved transportation infrastructure to public transit through announcements of dedicated funding support.

To meet the needs of the community today and in the future, and to increase overall use of transit, the City needs to:

- Invest in more frequent service;
- Re-organize and expand the routing; and
- Implement appropriate transit priority measures.

# 2010 Strategic Plan Update

In 2010, the City completed the Guelph Transit Growth Strategy and Plan and Mobility Services Review. This review examined the City's existing transit service offering and explored future options that would enable the City to meet changing social, economic and planning needs of the community.

Upon completion of the review, it was recommended that the City work towards the completion of 81 recommendations (ATT-1). To date, the City has successfully completed 44 recommendations (54 per cent). One was completed but unsuccessful, one is ongoing, six are in progress, 13 were not started and there are no future plans for implementation, and the remaining 16 will be considered as part of a revised Transit Strategy in 2017.

# Summary of 2015 Reviews

# 1) Guelph Transit Route Review and Rationalization

The Guelph Transit Route Review and Rationalization identifies the need for enhanced transit service and frequency on a number of existing routes and the need for higher order transit service on specific routes with increased frequency and passenger capacity.

The development of a route along the Gordon/Norfolk/Woolwich corridor is a key component, and the backbone of the proposed route changes. This route will



provide 10 minute service along the corridor, from Woodlawn Road to Clair Road, taking pressure off of the radial routes to all meet downtown or at the University at the same time. The higher service offered by this route is a step towards higher-order rapid transit, and a step towards the increased transit use that is mandated in the City's Official Plan. With the implementation of the new route, supporting changes are required on 14 additional routes (ATT-2, pages 22-23).

Once the proposed scheduled changes are implemented, service will operate at a 30-minute frequency during off-peak service hours and 20-minute frequency during peak service for all routes except Gordon/Norfolk/Woolwich corridor, 1A/B College Edinburgh and 50 Stone Road Express (10-minute frequency off-peak and peak hours).

Implementation of the Route Review and Rationalization is proposed in stages over the next five years.

# 2) Guelph Transit Priority Project

The Transit Priority Project identifies opportunities to make changes over the next 20 years to help Guelph Transit and the City achieve the target of a 15 per cent transit modal split. This includes transit priority measures along with implementing a Bus Rapid Transit (BRT) system on specific routes which were also identified during the Route Review.

These priority measures and future BRT routes were identified on:

- Gordon/Norfolk/Woolwich Streets from Woodlawn Road to Maltby Road;
- Stone Road from the Hanlon Expressway to Watson Parkway;
- Speedvale Avenue from Elmira Road to Victoria Road; and
- Woodlawn Road from Elmira Road to Victoria Road.

Recommended transit priority measures include a combination of transit signal priority, queue jump lanes and/or right-turn channelization; roundabouts; turning movement improvements; changing the use and/or the addition of travel lanes; improvements to a rail crossing; and improvements to/construction of transit hubs. In addition, there is a need to expand Guelph Transit's rolling stock and build a larger facility to house and maintain new vehicles.

# Next Steps

- With the support of Council, Guelph Transit will work to implement service improvements in 2017 based on the findings of the Route Review and Rationalization Review.
- Guelph Transit will work alongside other City departments to update the City's Transportation Master Plan, Growth Plan and Guelph Transit Strategic Plan. Findings from the Transit Priority Project will be considered during these reviews.



# CORPORATE STRATEGIC PLAN

Innovation in Local Government

- 2.1 Build an adaptive environment, for government innovation to ensure fiscal and service sustainability
- 2.2 Deliver Public Service better

### City Building

3.2 Be economically viable, resilient, diverse and attractive for business

# DEPARTMENTAL CONSULTATION

Business Development and Enterprise Corporate Communications and Customer Service Emergency Services Engineering and Capital Infrastructure Services Finance Information Technology Services Intergovernmental Relations, Policy and Open Government Legal, Realty and Risk Services Operations Planning, Urban Design and Building Services

# COMMUNICATIONS

Corporate Communications supported the internal and external consultation for the reviews as outlined in the community engagement strategy through various promotional activities.

# ATTACHMENTS

- ATT-1 2010 Guelph Transit Growth Strategy and Plan and Mobility Services Review – Recommendations Listing
- ATT-2 Moving Guelph Forward: Options for Guelph Transit

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NUMBER

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**Recommended By** 

Derrick Thomson Deputy CAO Public Services 519-822-1260 ext. 2665 derrick.thomson@guelph.ca

# ATT-1: 2010 Strategy Recommendations



# ATT-1: 2010 Strategy Recommendations

The following lists the recommendations from the 2010 report.



# Completed

In progress

Completed but unsuccessful

Future

Ongoing

# Transit vision statement, goals and objectives (part b - 8)

That the City of Guelph adopt the Transit Vision Statement and supporting goals and objectives developed in this report.

Not completed, not started

### Conventional transit review and 5-year plan (part c)

### Service Standards (Part C – 13.1)

That Guelph Transit adopt the service standards document and monitoring strategy for conventional services.

That Guelph Transit adopt the proposed routing plan identified in this report, with the service change to occur with the opening of the Downtown Transit Terminal;

C That Guelph Transit operate at a 15 minute frequency during the weekday AM and PM peak periods on all base and peripheral routes and 30 minute frequency service during the midday and evening periods;

#### Weekday Service (Part C – 13.2)

That Guelph Transit operate the peripheral routes as a semi-express service between the University Centre and the Downtown Transit Terminal;

That Guelph Transit eliminate the Hart's Lane High School Special upon implementation of the recommended routing strategy and consider implementation of two additional specials at Centennial CVI and Guelph CVI;

That Guelph Transit operate three University Express services, with routes determined by Guelph Transit based on demand;

That Guelph Transit maintain the existing weekday end time of 12:45am; and

That Guelph Transit begin weekday service at 5:45am starting mid-route.

#### Saturday Service (Part C – 13.3)

That Guelph Transit operate the weekday route structure on Saturdays;

That Guelph Transit operate base and peripheral routes between 5:45 am and 12:45am on Saturdays;

That Guelph Transit operate base and peripheral routes at 30 minute frequencies all day on Saturdays; and

That Guelph Transit continue to not run the Express Routes and High School Specials

#### Sunday/Holiday Service (Part C – 13.4)

That Guelph Transit adopt the weekday route structure on Sundays and selected Holidays;

That Guelph Transit extend existing service hours and operate base and peripheral routes between 9:15 am and 7:45pm on Sundays and selected Holidays;

That Guelph Transit operate base and peripheral routes at 30 minute frequencies all day on Sundays and selected Holidays; 60 minute as approved in the 2016 Budget

That Guelph Transit continue to not run the Express Routes and High School Specials on Sundays and Holidays;

That Guelph Transit provide Holiday Service for 5 holidays a year; 11 holidays

That Guelph Transit explore the Zone bus concept with Gordon/Norfolk/Woolwich Corridor in further detail within 2 or 3 years after the implementation of the recommended service strategy.

Summer Service (Part C – 13.5)

That Guelph Transit adopt the same weekday route structure, hours of service and frequency of service during the summer period;

That Guelph Transit look to reduce the length of peak period 15 minute service during summer from 3 hours in each AM and PM peak to 2 hours for each peak period; and

That Guelph Transit continue to not run the Express Routes and High School Specials during the summer period.

#### Service Operations (Part C – 13.2)

That Guelph Transit extend its transfer window from 60 minutes to 90 minutes with no restriction on route selection other than time;

That Guelph Transit interline routes at the Downtown Transportation Terminal and the University Centre Terminal based on the results of a transfer trace being conducted; and

That Guelph Transit continue to operate its Late Night Bus Service based on the operating and revenue agreement developed with the University.

#### Industrial Service (Part C – 13.6)

That Guelph Transit work with the Chamber of Commerce and enter into agreements with industrial partners to provide Industrial Specials to the Hanlon and Northwest Business Parks based on the Financial Partnership Approach described in this report and with the City Council setting an appropriate R/C target. (The industrial service strategy should also be open to any other interested employers in the City);

That Guelph Transit operate this industrial special service using 4 buses (9 revenue service hours each) during the weekday, 2 buses (9 revenue service hours each) on Saturdays, and 2 buses (6 revenue service hours each) on Sundays. Hours of

revenue service would need to be confirmed with participating employers;

That Guelph Transit design industrial routes based on input from participating employers (employee survey recommended);

That Guelph Transit identify opportunities to use industrial special buses to provide extra capacity on Base Radial Routes (where time permits) when deadheading to/from the industrial areas;

That Guelph Transit/TDM Coordinator develop an emergency ride home program for employers participating in the Industrial service strategy;

That Guelph Transit explore opportunities for a TransCab application to service public facilities in the two industrial areas if these facilities are not adequately serviced by the industrial specials; and

That Guelph Transit address industrial service requests beyond Guelph Transit's regular hours of service based on a full cost recovery agreement.

### Passes (Part C – 13.7)

That Guelph Transit assess the feasibility of extending the U-Pass concept to employers in the City of Guelph.

#### GO Premium Shuttle Service (Part C – 13.7)

That Guelph Transit staff design and market the Premium Shuttle service offering to residents and current GO Train users on a monthly subscription basis, with implementation targeted at Year 2 or 3 of this service strategy. Initially this service would be offered for a six month trial period;

That Guelph Transit allocate 2 buses in the early AM and late PM (consistent with GO Train departure ad arrival times) to provide this type of service (approximately 1 revenue service hour per bus); and

That City Council set and approve an acceptable cost recovery rate for a Premium GO Shuttle Service.

#### Mobility services review and 5-year family of services plan (part d)

#### Marketing and Promotion of Family of Services (Part D – 20.1)

That Guelph Transit promote the use of the conventional services to existing and potential clients of Mobility Services as a short-term measure. This would include:

Updating the Mobility Services brochure to provide a section on the current accessibility features of conventional transit including information on how to use the services;

Maintaining and possibly expanding the accessibility information on the Transit Map and Transit web site and, over time, adding communication elements which more directly target seniors. Taking steps to ensure information is available on general service accessibility (e.g., any change in availability of accessible buses, bus shelter locations and bus stop conditions); and

Conducting occasional demonstrations of low floor bus accessibility for groups of seniors and persons with disabilities.

#### Accessibility on Conventional Transit (Part D – 20.1)

That Guelph Transit expand the current program for the ongoing upgrading of high volume and other important bus stops to improve accessibility. Improvements include landing pads, paved connections to sidewalks, benches, shelters or other accessibility enhancements. In conjunction with this program, an accessibility inventory of all bus stops should be developed to guide improvements as well as to be able to provide information to customers. The bus stop improvement program is proposed as a medium to long-term measure;

That Guelph Transit provide an incentive to Mobility Service clients to use conventional transit service under conditions (e.g., non-winter seasons, daylight hours, accessible bus stops at origin and destination) in which they are able to use the service. The incentive could be in the form of free passage for clients who have a time limited (e.g., six months) photo identification pass issued by Guelph Transit. This incentive is suggested as a short to medium-term measure;

That Guelph Transit (Mobility Services) offer a travel training program to encourage and assist persons with disabilities to use conventional transit. It is suggested that this be a medium to long-term measure so more experience can be gained from others in the industry. It is also suggested that opportunities to provide this service through partnerships with external agencies should be explored.

### Taxi Scrip Program (Part D – 20.2)

That Guelph Transit expand eligibility for the taxi scrip program to all Mobility Services registrants; and

That Guelph Transit consider expanding the availability of the Taxi Scrip service to all licensed taxi companies.

#### Community Bus (Part D – 20.3)

That Guelph Transit expand and redesign the Community bus service in consultation with seniors groups, persons with disabilities, other stakeholders and Mobility Services staff. This expanded service would require the use of a second Mobility Services van and should be implemented in the medium term;

That the current Community bus service be extended from 4 to 8 hours per day, the route be slightly modified and better promoted and that staff adopt a target of one prescheduled Mobility Services trip being accommodated on each route cycle of the Community bus;

That Guelph Transit pursue partnership and sponsorship opportunities for Community bus capital acquisitions and operations such as shoppers specials; and  $\frac{1}{2}$  complete

That, as demand grows for Community bus, Guelph Transit should consider increasing the number of routes, operating at lower frequencies as well as replacing vans with conventional accessible buses of higher capacity (i.e. 30 ft transit buses).

#### Contracted Taxi Service and Mobility Van (Part D – 20.4)

That Guelph Transit expand the pre-scheduled door-to-door service through increased use of the contracted taxi in the short-term; and

That Guelph Transit increase the capacity of the Mobility van service in the medium

term (2 to 3 years) via the purchase and operation of an additional van.

# Eligibility Guidelines (Part D – 20.5)

That Guelph Transit review eligibility guidelines for Mobility Services.

### Assessment of higher order opportunities (part e)

### Gordon/Norfolk/Woolwich Higher Order Transit (Part E – 24.1)

That the City of Guelph protect the entire Gordon/Norfolk/Woolwich Corridor for future dedicated right-of-way higher order bus rapid transit implementation;

That the City of Guelph intensify residential and employment uses along the Gordon/Norfolk/Woolwich Corridor;

That Guelph Transit implement a Transit Priority Corridor (BRT lite) for the section of the Gordon/Norfolk/Woolwich Corridor between the Downtown and the University. In the short-term implement transit priority measures along the corridor at the following locations:

- o Northbound left turn priority at Woodlawn Road & Woolwich Street;
- A dedicated southbound transit lane with transit priority indicator at the intersection of Wellington Street & Gordon Street;
- Queue jump or queue relocation with stop bar set back on Gordon Street northbound and southbound at College Avenue. This would allow buses on Gordon to pull ahead of stopped vehicles when they arrive during a red signal phase for Gordon;
- Coordination of pedestrian crossing signals with traffic control signals along Gordon between College Avenue and Stone Road;
- Transit-actuated southbound left and westbound left turn priority phasing at intersection of Gordon Street and South Ring Road; and
- Transit-actuated southbound left turn priority phasing at intersection of Stone Road and South Ring Road;

That, as transit demand develops, Guelph Transit implement semi-express and express bus services along the Gordon/Norfolk/Woolwich corridor;

That, as transit demand develops, Guelph Transit implement a dedicated transit/High Occupancy Vehicle right-of-way by adding one additional lane in each direction on the Gordon/Norfolk/Woolwich Corridor between Stone Road and Clair Road;

That, as transit demand develops, Guelph Transit implement a dedicated transit/HOV rightof-way by converting one lane of traffic in each direction on the Gordon/Norfolk/Woolwich Corridor between Speedvale Avenue and Woodlawn Road; and

That, as plans develop, the City of Guelph and Guelph Transit implement similar measures on the Gordon/Norfolk/Woolwich Corridor south of Clair Road.

# Guelph Junction Railway (Part E – 24.1)

That the City of Guelph undertake the necessary planning and protection activities for a future DMU transit service on the Guelph Junction Railway from the Guelph Innovation District through the Downtown to the north city limits along the Guelph Junction Railway corridor;

That the City of Guelph locate potential stations along the Guelph Junction Railway

and protect for appropriate property and access requirements; and

That the City of Guelph intensify residential and employment uses around the designated stations along the Guelph Junction Railway.

#### Stone Road Corridor (Part E – 24.1)

That the City of Guelph protect the Stone Road corridor between the Guelph Innovation District and the Hanlon Expressway for future higher order BRT implementation;

That the City of Guelph intensify residential and employment uses along the Stone Road corridor between the Guelph Innovation District and the Hanlon Expressway;

That, in the near term, Guelph Transit implement transit priority measures along the Stone Road corridor at the following locations:

- Signal priority at the intersection of Stone Road West & Edinburgh Drive South;
- o Signal priority at the intersection of Stone Road West & Scottsdale Drive;
- Transit-actuated southbound left turn priority phasing at intersection of Stone Road and South Ring Road; and

That, as demand develops, Guelph Transit implement semi-express and express bus services along the Stone Road corridor between the Guelph Innovation District and the Hanlon Expressway.

#### External Corridors (Higher Order Transit) (Part E – 24.2)

That the City of Guelph work with municipal partners, transportation operators and the Province in a detailed assessment of the three road and rail options identified for interregional transit service between Guelph and Kitchener Waterloo;

That the City of Guelph work with municipal partners, transportation operators and the Province in a detailed assessment of the three road and rail options identified for interregional transit service between Guelph and Cambridge;

That the City of Guelph work with Region Waterloo (and the Province as a potential funding partner) on the short-term introduction of linked paratransit and conventional services between Guelph and Kitchener/Waterloo and Guelph and Cambridge using Guelph Transit and GRT buses;

That the City of Guelph initiate discussions with Wellington County regarding the opportunity of interregional services to Wellington County based on full cost recovery by the City;

That the City of Guelph work with municipal partners, transportation operators and the Province to implement shoulder DMU service between Guelph and Georgetown/Brampton to supplement planned GO Rail services; and

That the City of Guelph work with municipal partners and the Province to ensure that long term opportunities for higher order transit implementation are maintained and promoted through necessary transportation planning activities. Specific focus should be on Highway 6 to Hamilton and the Guelph Junction Railway/CP South Mainline to Milton (Mississauga- Toronto).

### Future studies/capital costs (part f – 30)

### Expansion Vehicles (Part F - 30.1)

That Guelph Transit acquire 4 to 6 expansion low-floor accessible conventional transit vehicles in years 2 to 5 of this plan for internal and external expansion; and

That Guelph Transit acquire 2 expansion Mobility Services vehicles in years 2 to 3 of this plan for expansion of Mobility Services and the Community Bus service.

#### Higher Order Transit Studies (Part F – 30.2)

That the City of Guelph and Guelph Transit initiate a number of feasibility and EA studies required to move forward with the higher order transit opportunities (both internal and external corridors). Completed 2 studies but not the EA

#### Terminals (Part F - 20.3)

That Guelph Transit explore opportunities for additional lands in the vicinity of the VIA/Carden Transportation Terminal to accommodate future growth in transit and associated works within the 2031 planning horizon;

That Guelph Transit and the University of Guelph revisit the terminal design at the University Centre terminal over the next year to accommodate expansion of routes and timed transfers between routes;

That Guelph Transit work with representatives from Stone Road Mall to improve the ability for buses to make left turns into the Stone Road Mall Terminal from Scottsdale Drive; and

That the City of Guelph and Guelph Transit work with local property owners to design 4 to 6 bay transit terminal/transfer points within each of the Sub-Area Nodes (North End Node, East End Node, South End Node, West End Community Centre Node).

#### Bus Stops and Pads (Part F – 20.4)

That Guelph Transit identify improved passenger amenities at stops along the future Gordon/Norfolk/Woolwich Bus Rapid Transit corridor as it moves towards implementation.

#### Staffing implications & organizational structure (part f - 29)

That Guelph Transit implement improvements to the current organizational structure and business practices based on two phases outlined below:

_	Phase 1
	Simplify staffing nomenclature;
	Create an organizational culture which is proactive in addressing current and future challenges;
	Ensure transit growth is sustainable from the perspective of having the appropriate staff resources to operate a fully functional and efficient transit system;
	Develop a Performance Monitoring and Management system aligned to

	the vision, goals and objectives of Guelph Transit and its business units;
	Review and realign current roles and responsibilities within the Business Services unit, to establish a stronger focus on the marketing and promotion of Guelph Transit;
	Establish a new position - Transit Planner/Scheduler reporting to the Supervisor, Planning and Scheduling;
	Establish a new position - Supervisor, Mobility Services reporting to the Supervisor, Transit Operations;
	Undertake cross training of all operators to deliver conventional, Community Bus or Mobility Services;
	Transfer the Operator Trainer, with responsibility for all operator training, to the Supervisor, Transit Operations; and
	In consultation with the City Fleet Manager develop a series of performance standards and indicators for the repair and maintenance of the Guelph Transit fleet.
Phase	e 2
	Conduct a comprehensive review of external and internal communications to determine how information is communicated; and
	Based on the results of the communications review, revise the organizational structure to effectively deal with customer contact and service.

#### Monitoring program (part f - 30)

That Guelph Transit adopt a comprehensive Planning Review and Monitoring Process to assist Guelph Transit staff in achieving a fair and balanced appraisal of service requirements, which is based on sound technical analysis and effective consultation. This should include:

- Performance Standards to assess new and existing services;
- A series of on-going route assessments comprising:
  - Regular route reviews as part of an on-going monitoring process;
  - Periodic service reviews to monitor the on-going performance of the system or to respond to requests for minor changes;
  - Annual service reviews to assess major requests for new or revised services;
  - Detailed assessment of various service improvement proposals;
- A data collection program required to support the review process; and
- A comprehensive consultation process.