

Provincial Priority Transit Expansion Projects – Subway Program Status Update Q3 2020

Date: September 9, 2020

To: City Council

From: Deputy City Manager, Infrastructure & Development Services

Wards: All

SUMMARY

The City and the Province entered into the Ontario-Toronto Transit Partnership in October 2019, as described in *EX9.1 Toronto-Ontario Transit Update*. The subsequent Ontario-Toronto Transit Partnership Preliminary Agreement, signed in February 2020, established the roles and responsibilities of the Province and the City in implementing major transit initiatives in Toronto.

To support the delivery of the Province's Subway Program, Metrolinx requires the City to expedite its reviews and other associated work. To that end and per the Preliminary Agreement, the Province has indicated its intention to reimburse the City for costs incurred in support of advancing its priority transit projects. This report therefore includes recommendations for City Council to approve temporary resources, fully funded by Metrolinx, to support the delivery of the Subway Program.

The purpose of this report is to provide a status update on the Province's priority transit projects in Toronto (i.e., Ontario Line, Scarborough Subway Extension, Yonge North Subway Extension, and Eglinton Crosstown West Extension, collectively the "Subway Program").

RECOMMENDATIONS

The Deputy City Manager, Infrastructure & Development Services recommends that:

1. City Council approve temporary staff positions required to support the Subway Program, wholly funded by Metrolinx at a net-zero cost to the City in 2020 and 2021 for the following City Divisions:
 - a. Corporate Real Estate Management: \$1,112,103 gross and \$0 net and 5 positions (5 positions 2020);
 - b. Engineering and Construction Services: \$1,838,944 gross and \$0 net and 9 positions (4 positions 2020, 5 positions 2021);
 - c. Legal Services: \$1,518,090 gross and \$0 net and 5 positions (5 positions 2020);
 - d. Parks, Forestry and Recreation: \$930,259 gross and \$0 net and 5 positions (4 positions 2020, 1 position 2021);
 - e. Toronto Building: \$1,953,580 gross and \$0 net and 10 positions (10 positions 2020);
 - f. Toronto Paramedic Services: \$229,139 gross and \$0 net and 1 position (1 position 2020);
 - g. Toronto Water: \$3,837,926 gross and \$0 net and 21 positions (5 positions 2020, 16 positions 2021); and,
 - h. Transportation Services: \$2,898,384 gross and \$0 net and 14 positions (12 positions 2020, 2 positions 2021).
2. City Council authorize the City Manager or designate to execute a Subway Program resource agreement between the City and Metrolinx to have Metrolinx fund temporary staff positions in support of the Subway Program for the period from 2020 to 2025 and renewable in subsequent years through agreements with Metrolinx, subject to the following terms:
 - a. Funds for 2020 and 2021 will align with those described in recommendation 1; and
 - b. Funds for subsequent years will be determined based on annual reviews of resource requirements for the Subway Program.
3. City Council forward this report to the Toronto Transit Commission Board for its information.

FINANCIAL IMPACT

Although Metrolinx will deliver the Subway Program, the City's involvement in the Program is substantial and includes activities such as reviewing technical drawings, developing required legal agreements, and reviewing construction management and traffic management plans and planning approvals, among many other activities. As such, temporary staff positions are required to support the implementation of the Program and to ensure the City's interests are addressed.

Table 1 provides a summary of the City's resource requirements for the Subway Program. The cost of these temporary full-time resources will be fully recovered from Metrolinx. Once Council has granted its authorization, Metrolinx and the City will finalize an agreement for these resources. This agreement will include funding for the period from 2020 to 2025 to the City to fund 70 new temporary full-time equivalent (FTE) positions in 2020-2021 and 10 net new FTEs for 2022-2025. The resource requirements to support the Subway Program will be reviewed annually.

Table 1. Subway Program City Staff Resourcing Requirements (net new)

	2020-2021	2022-2025	Total
Number of FTEs	70	10	80
Estimated Costs (\$M)*	14.3	2.2	16.5

* Costs will be net-zero to the City.

The temporary positions will expire on December 31, 2025 and be renewable in subsequent years through agreements with Metrolinx.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

In October 2019, City Council considered *EX9.1 Toronto-Ontario Transit Update* and authorized the City Manager to negotiate, enter into and execute a Preliminary Agreement with the Province and/or any other relevant provincial agency, in accordance with the terms set out in the term sheet in Attachment 6 to the report. City Council also directed staff to provide semi-annual updates to City Council regarding the status of the provincial transit expansion program.

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX9.1>

In January 2020, City Council considered *EX12.3 Toronto-Ontario Transit Partnership – Status Update* and made requests to the Province and Metrolinx related to the four Provincial transit priority projects.

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX12.3>

In June 2020, City Council considered *MM22.14 Ontario Line Update* and directed staff to report to the September 23, 2020 meeting of the Executive Committee with an update on the Ontario Line.

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.MM22.14>

COMMENTS

Provincial Subway Program Status Update

The Ontario-Toronto Transit Partnership Preliminary Agreement,¹ signed in February 2020, established the roles and responsibilities of the Province and the City in implementing the Province's priority transit projects in Toronto (i.e., Ontario Line, Scarborough Subway Extension, Yonge North Subway Extension, and Eglinton Crosstown West Extension, collectively the "Subway Program"). Per the Preliminary Agreement, the Province has "sole responsibility" for the planning, design and construction of the Subway Program, and will continue to engage and collaborate with the City and the TTC during the Program's delivery cycle, from the planning and design stages, through to the construction and operations stages.

Since the signing of the Preliminary Agreement, and despite the COVID-19 pandemic, Metrolinx, working closely with the City and TTC, has continued to advance the Subway Program and bring it closer to delivery. Attachment 1, prepared by Metrolinx, offers an update on the status of the Subway Program, and includes information pertaining to the Program's community and Councillor communications and engagement strategy, the Environmental Assessment process for the four projects, and procurement updates.

Ontario Line

The Ontario Line is a rapid transit line that will connect the Ontario Science Centre to the Exhibition/Ontario Place grounds. It will be approximately 15.5 km in length with 15 stations, including six interchange/intermodal stations, that will connect to GO train services at Exhibition/Ontario Place and East Harbour, to the TTC subway network on Line 1 at both Queen and Osgoode stations and on Line 2 at Pape station, and to the future Eglinton Crosstown LRT (Line 5) at the Ontario Science Centre. More information about the status of the Ontario Line is available in Attachment 1.

Maintenance and Storage Facility

The proposed location for the Ontario Line Maintenance and Storage Facility (MSF) is in the designated Leaside Employment Area. City staff raised initial concerns about the location for the MSF when the Ontario Line project was first introduced in 2019, prior to the release of the Initial Business Case. During discussions at the time, City staff recommended a site selection study be undertaken because the proposed location would impact local businesses.

¹ Available at <http://www.mto.gov.on.ca/english/transit/pdfs/ontario-toronto-transit-partnership.pdf>

The City has strongly recommended that Metrolinx undertake a study, in consultation with the City and TTC, which considers a full range of alternative solutions for train storage and maintenance for the Ontario Line project and identifies other potential sites for an MSF along the entire length of the project and not necessarily lands within the Leaside Employment Area. Further, the City has requested that Metrolinx identify other possible solutions to developing a new MSF (e.g., whether its purpose can be achieved through storing the trains on the tracks/pocket tracks and/or along GO right-of-way, and/or at the TTC Greenwood Yard).

The City has also requested Metrolinx's strategy to mitigate the full range of impacts, including the potential to relocate affected businesses and a corresponding plan for outreach to those businesses and the surrounding community (including a detailed schedule) on the benefits that can be achieved as part of the Ontario Line project.

Procurement Update

Table 2 provides an update on procurement for the Ontario Line packages of work. The Joint Corridor and Early Works contracts are for critical work to be done in advance of the larger procurement packages. The Rolling Stock, Systems, Operations and Maintenance Contract will result in the selection of a proponent that will act as the single point of contact during the maintenance and operations of the automated trains. The City/TTC will be responsible for the day-to-day operations of the Subway Program projects and the existing transit system. The South Civil Contract will deliver all tunnel and station scope of work from Exhibition station and tail tracks to the Don Yard portals. The North Civil Contract will delivery all tunnel and station scope of work from Gerrard portals to Ontario Science Centre and trail tracks.

Table 2. Ontario Line procurement update.

Package of Work	Anticipated Timing
Joint Corridor and Early Works	Procured in winter 2021, with some work starting as early as summer 2021
Rolling Stock, Systems, Operations and Maintenance Contract (RSSOM)	Issue RFQ – July 2020 Issue RFP – fall 2020 Financial close – early 2022
South Civil Contract	Issue RFQ – July 2020 Issue RFP – fall 2020 Financial close – early 2022
North Civil Contract	Issue RFQ – winter 2022

Scarborough Subway Extension

The Scarborough Subway Extension (SSE) extends Line 2 by 7.8 km from Kennedy Station to a new terminus at Sheppard Avenue and McCowan Road. The SSE will run below grade from the existing Kennedy Station to a new terminus at Sheppard Avenue

East via Eglinton Avenue, Danforth Road and McCowan Road, with three new stations. More information about the status of the SSE is available in Attachment 1.

Tunnelling

A single 10.7 m internal diameter tunnel will be used for the SSE, constructed by way of two Tunnel Boring Machines (TBMs). The TBMs will be used to excavate the tunnel, remove the excavated material, and place the initial concrete tunnel lining in a continuous, automated process. There will be two launch shafts, one for each TBM. The first launch shaft will be constructed at Eglinton Avenue East and Midland Avenue, and the second will be at the terminus station at Sheppard Avenue and McCowan Road. Both TBMs will be removed from the completed tunnel at an extraction shaft that will be constructed at Lawrence Avenue East and McCowan Road where the new Lawrence East station will be located.

Procurement Update

Table 3 provides an update on procurement for the SSE packages of work. The Advance Tunnel Project includes construction of the launch, maintenance, and extraction shafts for two TBMs, supply of the TBMs, and construction of the tunnel and the headwalls for the stations and Emergency Exit Buildings. The Stations, Rail and Systems (SRS) Project includes design and construction of the stations, platforms and associated facilities, and installation of the rails and signal, communication and electrical systems in the tunnel.

Table 3. Scarborough Subway Extension procurement update.

Package of Work	Anticipated Timing
Advance Tunnel Project	Issue RFQ – March 2020 Issue RFP – August 2020 Financial close – mid-2021
Stations, Rail and Systems (SRS) Project	Issue RFQ – Q2 2021

Eglinton Crosstown West Extension

The Eglinton Crosstown West Extension (ECWE) extends the Eglinton Crosstown LRT from the existing Mount Dennis station to Renforth Station, spanning 9.2 km. It is mainly grade separated with seven new stations, including two elevated stations at Jane and Scarlett, four underground stations at Royal York, Islington, Kipling and Martin Grove and a terminus at Renforth Station. More information about the status of the ECWE is available in Attachment 1.

Procurement Update

Table 4 provides an update on procurement for the ECWE packages of work. The Advance Tunnel Project includes launch, maintenance, and extraction shafts, twin tunnels, and underground station/Emergency Exit Building headwalls. The Stations, Rail

and Systems (SRS) Project includes the stations and facilities, fit-out of the tunnel (i.e., track work, walkways and tunnel concrete base), and systems installation and commissioning.

Table 4. Eglinton Crosstown West Extension procurement update.

Package of Work	Anticipated Timing
Advance Tunnel Project	Issue RFQ – March 2020 Issue RFP – August 2020 Financial close – Q2 2021
Stations, Rail and Systems (SRS) Project	Issue RFQ – TBD

Yonge North Subway Extension

The Yonge North Subway Extension (YNSE) extends Line 1 north from Finch Station to Richmond Hill. As many as six new stations were envisioned with two intermodal terminals before Metrolinx assumed responsibility for delivering the project. The project also includes a train storage and maintenance facility to accommodate subway vehicle storage requirements created by the extension. The YNSE is in the earliest stages of each of the four projects, with its updated Initial Business Case yet to be released. More information about the status of the YNSE is available in Attachment 1.

Subway Program Resources

The City's work on the Provincial priority transit projects includes reviewing technical drawings and other materials such as Project Specific Output Specifications (PSOS); supporting environmental assessment work; informing the procurement process; developing required legal agreements; reviewing construction management, traffic management plans and planning approvals; among many other activities. As such, temporary capital staff positions are required to support expedited implementation of the Subway Program and to ensure the City's interests are addressed.

The proposed Subway Program resourcing agreement would be similar to the ones between the City and Metrolinx currently used for the LRT Program (i.e., Eglinton Crosstown and Finch West LRTs), which was entered into in 2012, and the GO Expansion Program, which was entered into in 2017. Under these agreements, Metrolinx provides funding for City resources dedicated to the implementation of the Programs. This model is an integral part of the success of the work accomplished under these Programs to date.

Bill 171, *Building Transit Faster Act, 2020* and associated regulations

The Province introduced Bill 171, *Building Transit Faster Act (BTFA), 2020* in February 2020. The BTFA, which received Royal Assent on July 8, 2020, formalizes the Province's transit acceleration measures that were included in the "Provincial Statement of Intent Related to the Arrangement to Support Accelerating Transit Delivery" (see Attachment 2 to [2020.EX12.3](#)). The Statement of Intent provided a high-level overview

of the Provincial tools to expedite the planning, design and construction process of the Subway Program. That Statement of Intent also included a formal commitment to consult and engage with the City.

Also in February, the Province introduced regulations under the *Environmental Assessment Act* related to its Subway Program projects, which came into effect on July 1, 2020. More information about the updated environmental process for these projects is included in Attachment 1.

The City submitted comments to the Province on Bill 171 and the associated regulations in June 2020, which are included as Attachment 2 to this report.

The Province has been engaging with the City to advise how the BTFA will be implemented. The intent of this engagement is to ensure the City can best support the Provincial Subway Program while also limiting impacts on other City projects and operations. The City will continue to provide feedback to the Province throughout this ongoing and iterative process.

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1 – Metrolinx update on Subway Program
Attachment 2 – City submission to Standing Committee on Social Policy re: Bill 171