SUBJECT: Contribution Agreement between Metrolinx and the City of Hamilton for Rapid Transit Studies (PW09088) - (City Wide)

RECOMMENDATION:

(a) That the City of Hamilton enter into a Contribution Agreement with Metrolinx for $3 Million in funding for Rapid Transit Studies;

(b) That the General Manager of Public Works and the City Treasurer be authorized and directed to negotiate and sign the final terms of the Agreement in a form acceptable to the City Solicitor.

Gerry Davis, CMA
General Manager
Public Works Department

EXECUTIVE SUMMARY:

On April 1, 2009, the Province of Ontario announced $3 Million in funding for Rapid Transit Studies in the City of Hamilton. In August 2009, City staff received a summary of parameters for works to be funded from this $3 Million. Before any of this money can be transferred to the City of Hamilton, a Contribution Agreement between Metrolinx and the City of Hamilton needs to be signed. In order to meet Metrolinx’s timelines, this agreement must be finalized and ready for signature no later than October 19, 2009. It will then go to the Metrolinx Board for approval on October 20, 2009 and, if approved, will be executed the same day.

BACKGROUND:

The recommendations contained within this Report have City wide implications.
On April 1, 2009, Minister Ted McMeekin and MPP Sophia Aggelonitis, on behalf of the Province of Ontario, announced $3 Million in funding for Rapid Transit Studies in the City of Hamilton. Hamilton was the only municipality or transit agency to receive funding for studies in that announcement. The money earmarked for Hamilton is for planning, design, engineering and Class EA work for the B-Line and the A-Line.

In August 2009, City staff received input from Metrolinx on the types of projects that could be funded by the $3 Million mentioned above. Since that time, staff have drafted an outline of our proposed work plan, submitted it to Metrolinx, and received verbal approval in principle of the tasks outlined therein. A copy is attached to this report as Appendix A. The work associated with the B-Line is to be complete by March 2010.

The next step is to enter into a Contribution Agreement (“Agreement”) with Metrolinx. Rapid Transit, Legal and Finance staff have been working together on the City’s desired terms of the Agreement. To meet Metrolinx’s requirements for approval by their Board, the Agreement must be ready for signature by October 19, 2009, so that it can be approved by the Board and executed on October 20, 2009.

ANALYSIS/RATIONALE:

Metrolinx staff have directed City staff to have a preliminary design for the B-Line complete by March 2010. The studies and design work outlined in the Agreement have been scoped to ensure that the March 2010 target is met.

The Contribution Agreement is required prior to the transfer of any of the $3 Million from the Province to the City. The Contribution Agreement will set out the terms for the transfer of funds, the involvement of Metrolinx staff on the projects outlined therein, as well as the scope, timing and deliverables of each of the projects.

ALTERNATIVES FOR CONSIDERATION:

Alternative 1 - Do Not Enter into a Contribution Agreement with Metrolinx for the $3 Million

If the City of Hamilton does not enter into a Contribution Agreement with Metrolinx, the City will not receive the money. In addition, it will signal that the City is not ready for Rapid Transit and not willing to work with Metrolinx to make Rapid Transit a reality in Hamilton in the near term. This alternative is not recommended.

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

Financial Implications

The $3 Million from the Province allows Rapid Transit staff to accomplish more of the planning and design work required for the B-Line, and allows staff to begin more detailed planning of the A-Line.

Staffing Implications

There are no staffing implications associated with this Report.

Legal Implications

The City Treasurer and the General Manager of Public Works will be required to sign the Contribution Agreement on behalf of the City of Hamilton.
POLICIES AFFECTING PROPOSAL:

The significance of providing Rapid Transit is identified under Focus Areas 4 (Growing our Economy) and 7 (Healthy Community) of our Corporate Strategic Plan. Rapid Transit addresses the importance of Key Activities 4.4.5 (improve access to employment areas by public transit), and 4.6.5 (improve access to residential areas by public transit), as well as Desired End Result 7.4 (increase alternative transportation usage in areas such as transit ridership, walking, cycling).

In addition, the Rapid Transit Initiative aligns with the Corporate Vision “to be the best city in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities”, Our Mission (by engaging our citizens and by providing high quality services in an environmentally sustainable way), and the Strategic Themes of job creation and image.

Rapid Transit also helps us to achieve one of the priorities of the Public Works Business Plan; being the leader in the “greening” and stewardship of the City. Rapid Transit will improve air quality and the environment through the reduction in greenhouse gas emissions, the use of energy-efficient modes of transportation, and the reduction of single occupancy vehicle use.

RELEVANT CONSULTATION:

Staff from Corporate Services (Legal and Finance) were consulted as part of the preparation of this Report and the drafting of the Contribution Agreement.

CITY STRATEGIC COMMITMENT:

By evaluating the “Triple Bottom Line”, (community, environment, economic implications) we can make choices that create value across all three bottom lines, moving us closer to our vision for a sustainable community, and Provincial interests.

Community Well-Being is enhanced. ☑ Yes ☐ No
Community well-being is enhanced through the support of increased use of transit and other sustainable modes of transportation. Public health is improved through a reduction in emissions and an increase in active transportation.

Environmental Well-Being is enhanced. ☑ Yes ☐ No
A sustainable transportation network provides many options for people and goods movement; vehicle-dependency is reduced.

Economic Well-Being is enhanced. ☑ Yes ☐ No
Compact, mixed use development minimizes land consumption and servicing costs. Rapid Transit lines can initiate higher levels of economic development.

Does the option you are recommending create value across all three bottom lines? ☑ Yes ☐ No

Do the options you are recommending make Hamilton a City of choice for high performance public servants? ☑ Yes ☐ No
Introduction

On April 1, 2009, the Province of Ontario (through Ted McMeekin, MPP for Ancaster-Dundas-Flamborough-Westdale and Sophia Aggelontzis, MPP for Hamilton Mountain) announced $3.0 Million in funding for the City of Hamilton, for the planning, design and engineering (PDE) of the City’s rapid transit corridors. The funds, in support of MoveOntario 2020 are meant to support the implementation of Hamilton rapid transit projects, as identified in Metrolinx’s Regional Transportation Plan (RTP, November 2008). The RTP identified two Hamilton projects within the first 15 year horizon period. The Hamilton projects include rapid transit along the King-Main corridor between Eastgate Square and McMaster University (east/west, B-Line) and the James-Upper James corridor between King Street (Downtown) and Rymal Road (north/south, A-Line). Although both are important corridors to Hamilton, the B-Line corridor has been identified by Metrolinx as a top 15 priority project.

On August 14, 2009, the City of Hamilton was asked to prepare a workplan outlining how the City proposes to use the funds announced on April 1, 2009, in order to set the stage for the required funding agreement between the City and the Province, through Metrolinx. This document outlines this requested workplan, as well as provides some insight into the rapid transit planning done to date in support of this important joint City and Provincial Initiative.

Background

Over the past 21 months, the City of Hamilton has aggressively moved forward in its planning for rapid transit; although, initial discussions on bringing rapid transit to Hamilton only began in February 2007, when City Council endorsed the Hamilton Transportation Master Plan (HTMP). This important document set the stage for moving forward with rapid transit planning, by identifying a preferred transportation strategy that focused on improving transit and providing transportation options through Transportation Demand Management (TDM), over road expansion.

Coinciding with the completion of the HTMP (May 2007), the Province of Ontario announced its MoveOntario 2020 vision (June 2007), a $17.5 Billion investment plan for rapid transit in the Greater Toronto Hamilton Area (GTHA). The City of Hamilton had two projects identified as part of this plan, both of which had previously been identified within the HTMP as rapid transit corridors (Figure 1).

- King/Main corridor, Eastgate Square to McMaster University (B-Line); and
- James/Upper James corridor, King Street (downtown) to Rymal Road (A-Line).

Two additional Hamilton rapid transit corridors were identified in the RTP, within 25 years and beyond 25 years, the T-Line, Hamilton Mohawk, extending from Centre Mall to the Meadowlands in Ancaster and the S-Line, Centennial Road/Rymal Road, extending from Eastgate Square to the Ancaster Business Park. The L-Line, although not included in the RTP, is supported by the City of Hamilton as an important link connecting Hamilton’s City Centre and Waterdown, to the proposed inter-regional bus rapid transit corridor along Dundas Street, connecting Halton and Peel Regions (Figure 1).
The MoveOntario 2020 announcement accelerated rapid transit planning in Hamilton and staff initiated a three phase Rapid Transit Feasibility Study (RTFS) in November 2007. This study initially focused on both the A-Line and the B-Line, reviewing the feasibility and requirements for implementation of both Bus Rapid Transit and Light Rail Transit. RTFS – Phase 1, identified that both BRT and LRT on these corridors were feasible, although some constraints were identified (i.e. A-Line escarpment crossing). The results were taken to the public, and as a result of overwhelming support, Council unanimously endorsed a recommendation that all further study phases focus on the implementation of LRT as the preferred mode of rapid transit for Hamilton (October 2008).

As a result of the Metrolinx Regional Transportation Plan, identifying the B-Line as a top 15 priority project (November 2008), RTFS Phase 2 primarily focused on the B-Line, although some additional investigations were carried out on the A-Line, in order to begin to address the constraint caused by the escarpment (full A-Line RTFS – Phase 2 & 3 carried out under separate study). Phase 3 focuses entirely on the B-Line. Overall, the RTFS has investigated major considerations in rapid transit planning and includes such things as transportation impacts, right-of-way requirements, economic potential uplift, stage 1 archaeology, natural environment inventory and impact identification, acoustics and air quality impact review, subsurface infrastructure impact, technology requirements, as well as including an extensive public consultation component. The completion of the RTFS (B-Line) will coincide with the release of the recommendations of Metrolinx’s Benefits Case Analysis for Hamilton’s B-Line corridor.

In April 2009, Metrolinx initiated the Benefits Case Analysis for Hamilton’s B-Line corridor, which is expected to be completed in Fall 2009, with the results anticipated to be presented to the Metrolinx Board shortly thereafter.
results of this study, in addition to the results of the RTFS, will form the basis for moving forward with the preliminary design of the B-Line Corridor.

RTFS Phasa 2 for the A-Line (initiated March 2008) is focusing on the short term implementation of Bus Rapid Transit, along the James/Upper James corridor. The study being undertaken to identify infrastructure requirements and potential improvements will be completed in Fall 2009, with implementation throughout 2009 and 2010. The initial service will consist of a 30 min, peak hour semi-express service, launching September 8, 2009, that will begin to build ridership along this corridor. The feasibility study, the related corridor improvements and the procurement of busses that will service this corridor are a direct result of the MoveOntario 2020 “Quick-win” funding previously provided to the City of Hamilton.

Previous funding received by the City of Hamilton, in support of MoveOntario 2020 “Quick Win” Projects, Tranche 1 and Tranche 2 includes:
- $5.5 million in capital funds for 6 articulated hybrid buses for the A-Line; and
- $24.3 million in capital funds for the buses and customer waiting areas for the B-Line ($17.4M), customer amenities for the A-Line ($6.9M).

In addition, through the BikeLinx Program, Metrolinx has provided to the City of Hamilton funds in the amount of $190,987 to enhance the links between active transportation and public transit. The funds have been earmarked as follows:
- $24,000 for the purchase and installation of bicycle racks on buses (completed); and
- $166,987 for the purchase and installation of secure and safe bike parking.

The City of Hamilton was the first GTHA municipality to open a BikeLinx funded secure bike parking facility (Spring 2008) and will be opening its second facility summer 2009 and is also the first municipality to put into use busses acquired through the joint Metrolinx procurement process.

**Hamilton’s Rapid Transit Initiative**

In December 2007, City Council endorsed an aggressive Strategic Vision Statement, “to be the best city in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities”. The implementation of an improved rapid transit system links directly to achieving this goal, with the provision of rapid transit seen as bringing benefits beyond that of just a transit system. It is about the interrelationships between transportation mode choices and land use, and can be a catalyst for growth and economic development. This is reflected through the rapid transit vision statement, developed by the Rapid Transit Corporate Working Team (consisting of staff from every Department within the City of Hamilton), supported by the public and unanimously endorsed by City Council (January 2008). For Hamilton, rapid transit is not a transit project that is required to address issues of congestion within traffic corridors, but rather is about City building and collaboration across Departments and various City initiatives.

“Rapid Transit is more than just moving people from place to place. It is about providing a catalyst for the development of high quality, safe, environmentally sustainable and affordable transportation options for our citizens, connecting key destination points, stimulating economic development and revitalizing Hamilton.”

Hamilton’s rapid transit initiative is also supported by numerous Provincial and Municipal policies and plans. The provision of rapid transit in Hamilton would significantly affect the ability to reach the goals and objectives of these documents and test numerous initiatives together. These documents include:

**Provincial Policies/Plans**
- Regional Transportation Plan (November 2008) for the GTHA
- MoveOntario 2020
- Places to Grow
- Greenbelt Plan
**Hamilton Plans/Policies/Visions**

- Corporate Strategic Plan
- Corporate Energy Policy
- Rapid Transit Feasibility Study
- Hamilton Transportation Master Plan
- Growth Related Integrated Development Strategy (GRIDs)
- Vision 2020
- Hamilton Transit Ridership Growth Plan
- Public Works Business Plan
- Air Quality and Climate Change Strategic Plan
- New Official Plan
- Zoning By-laws (in process)
- Residential Intensification Study
- Commercial Strategy Study

Another key component of rapid transit planning in Hamilton is the important role that public consultation has played in the early phases of the Rapid Transit Feasibility Study. Since April 2008, when findings of the Rapid Transit Feasibility Study, Phase 1, were first brought forward to Council, there has been significant interest in the community regarding this initiative. In order to ensure that the public was part of the planning process from the very beginning, the Rapid Transit Team has been aggressive in engaging the public through various mediums, including radio, print and the internet, as well as through public information centres. As part of this process, public opinion was important in order to gauge support for the initiative and as such, surveys were utilized at two key milestones of the feasibility study.

The RTFS Phase 3 B-Line corridor options survey (undertaken Spring/Summer 2009) included questions ranging from technology preference to corridor options scenarios, ranking of preferred alternatives and funding support. Overall, significant support exists for the implementation of rapid transit, with the majority of support for LRT over BRT or alternative technologies. Of the 1110 responses received, 65% support the implementation of rapid transit, with 70% of respondents in support of Light Rail Transit (LRT). Bus Rapid Transit as the preferred mode is only supported by 15% of respondents, with 6% supporting neither BRT or LRT. This is comparable to the survey results following the completion of the Spring/Summer 2008 RTFS, Phase 2 survey, when 94% of respondents (1600 responses) to that survey supported rapid transit with LRT supported by 68% of the respondents.

Public support for the initiative is a very important part of the process. It has lead to Hamilton City Council unanimously endorsing LRT as the preferred mode for rapid transit in Hamilton, as well as unanimously endorsing the Rapid Transit Vision Statement, developed by staff and supported by the public, as part of the RTFS Phase 2. In general, the City of Hamilton is anxious to move forward into the more detailed planning components for the B-Line corridor, as well as bring the A-Line corridor to the same level of readiness, in order to bring both lines through to implementation and operation as soon as possible.

Moving Hamilton’s B-Line and A-Line corridors forward will help both the City of Hamilton and the Province, through Metrolinx, in meeting numerous goals and objectives (inter-regional connectivity, PANAM games, etc). The $3 Million announced by the Province in April 2009 is key in moving both of these corridors into the next phase of study.

**Next Steps**

Hamilton’s Rapid Transit Team anticipates entering into the preliminary design stage of its rapid transit planning for the B-Line and feasibility planning for the A-Line in September 2009, following the signing of the funding agreement being set as a result of this proposed worksplan. Based on discussions with Metrolinx, a target of Spring 2010 has been set for the completion of 30% design for the B-Line.
The following table (Figure 2) outlines individual project components, description and anticipated costs, totaling the $3 Million funding commitment, announced April 1, 2009.

**Proposed Workplan**

Based on discussions with Metrolinx staff, Hamilton City Council direction and Hamilton’s Rapid Transit Plans, the following work program is proposed.

**Figure 2 - Hamilton Rapid Transit $3M Workplan**

<table>
<thead>
<tr>
<th>Rapid Transit Line</th>
<th>Project Description</th>
<th>Project Deliverables</th>
<th>Estimated Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>B-Line</td>
<td>Preliminary Design and Engineering</td>
<td>30% level design drawings for the B-Line</td>
<td>$2,000,000</td>
</tr>
<tr>
<td></td>
<td>Preliminary design, and risk assessment of the roadway; details for intersections,</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>road lanes, sidewalks, boulevards, curb and gutter sections and allowances for any</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>special features; cross section alignments; right-of-way restrictions/road profile</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>elements; utility issues and requirements; property/easement requirements;</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>geotechnical report including guideway structural recommendations; 1:500 plan,</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>profile and cross section drawings with property limits indicated; prototype</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>station development for three (3) station classifications; general arrangement</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>drawings for all structures; from McMaster University to Eastgate Square. While</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>the focus of this project is on the B-Line, interrelationships with other rapid</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>transit, conventional transit, cycling, walking and general purpose travel routes</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>will also be included in this investigation.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>B-Line</td>
<td>Subsurface Infrastructure Investigation</td>
<td>Subsurface infrastructure relocation plan and cost estimates.</td>
<td>$400,000</td>
</tr>
<tr>
<td></td>
<td>Review of existing subsurface infrastructure within the B-Line corridor or impacted</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>by the B-Line corridor to determine the extent of infrastructure relocation required,</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>as well as a plan for relocating said infrastructure. This investigation will</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>include a review of what infrastructure is in the corridor, its condition, impacts</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>of moving the infrastructure, impacts of keeping the infrastructure in its existing</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>location, and will develop a cost summary for works required to address subsurface</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>infrastructure concerns. While the focus of this project is on the B-Line,</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>interrelationships with other rapid transit, conventional transit, cycling, walking</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>and general purpose travel routes will also be included in this investigation.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Transit Network (A-Line &amp; B-Line)</td>
<td>Ridership review A review of Ridership demand for the proposed rapid transit network, identifying expected Ridership numbers (peak period and length), feeder routes, headways, hours of operation and headways. This exercise will produce refined Ridership and vehicle numbers for the B-Line and predicted numbers for the remaining rapid transit lines. It will also examine the implications on the existing conventional transit system.</td>
<td>Ridership numbers, headways and required number of vehicles for the B-Line, and preliminary numbers for the A-S-, T- and L-lines.</td>
<td>$200,000</td>
</tr>
<tr>
<td>A-Line</td>
<td>Corridor and route selection Analysis will include: traffic modeling, archaeology,</td>
<td>Preferred corridor, route and staging plan for the A-Line</td>
<td>$400,000</td>
</tr>
<tr>
<td></td>
<td>built heritage, cultural heritage, noise monitoring/modeling, air quality</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>monitoring/modeling, economic uplift potential, hydrogeology, staging, and natural</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>heritage. This information will all be used to evaluate options and determine the</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>preferred route for the A-Line, and its connection and relationship to the B-Line</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>and other rapid transit and conventional transit lines.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Should the sum of the costs associated with completing the tasks outlined above be less than $3 million, then additional work will be undertaken to utilize remaining funds. These potential supplemental studies could include:

- Environmental Assessment
- Traffic Signal Planning and Design
- Traffic Management Plan
- Transit Routing Plan
- Emergency Response Plan

Study Approach

From the beginning, the City of Hamilton has taken a collaborative approach to its rapid transit planning. This has involved ensuring that staff from all City departments have been involved in the planning to date, that stakeholders and the public have been engaged at key milestones and that a strong and collaborative relationship with Metrolinx was formed.

It is our plan to continue to build on our existing strong relationship with Metrolinx and to work together to complete the projects outlined above. In addition, Hamilton staff will be working on a number of related projects, including Transit Oriented Design Guidelines, Corridor Urban Design Guidelines, Land Use Planning and Transportation Master Plans for Nodes and Corridors within the Rapid Transit Network, a Capital Works Coordination Plan, Station Design, Corridor Improvement Plan, and Staging Plan. Although these works will not be funded from the $3M that is the subject of this funding agreement, we will continue to involve Metrolinx as a key component of our team.

Reporting Relationship

In line with the Provincial Framework for New Transit Projects Implementation report, approved by the Metrolinx Board on July 13, 2009, the City of Hamilton anticipates working closely with Metrolinx in the delivery of rapid transit corridor related projects. There is a commitment to partner with Metrolinx, where appropriate and ensure that there is collaboration between all interested parties, to ensure that the best possible projects are constructed.

The City of Hamilton has implemented a rapid transit reporting structure that has identified one key individual (Manager, Rapid Transit) responsible for the day-to-day management of Metrolinx supported projects as they relate to the implementation of the B-Line and A-Line corridors. This individual will have close ties with City of Hamilton Senior Management (Director, Strategic & Environmental Planning [Temporary]), who will ensure that overall planning & implementation strategies are carried through.

To date, the City of Hamilton has had direct contact with Metrolinx, through the Investment Strategy & Projects group. The collaboration of efforts between Hamilton Rapid Transit staff and Metrolinx staff has been open and frequent and it is anticipated that this relationship will continue.