SUBJECT: Frid Street Extension Municipal Class Environmental Assessment (PW08072) - (Ward 1)

RECOMMENDATION:

(a) That the General Manager, Public Works, be authorized and directed to file the Frid Street Extension Municipal Class Environmental Assessment Environmental Study Report with the Municipal Clerk for a minimum 30 day public review period;

(b) That upon final approval of the Environmental Assessment for the portion of lands that is located within the McMaster Innovation Park lands that funding for this road be subject to the 2009 Capital Budget process and that the General Manager, Public Works Department, be authorized to proceed with the implementation of the preferred alternative.

Scott Stewart, C.E.T.
General Manager
Public Works

EXECUTIVE SUMMARY:

The Kirkendall Traffic Management Plan Municipal Class Environmental Assessment (EA) was completed in September 2006 which identified traffic management options that needed to be addressed. A recommendation of the study was that, due to community concerns and the development of West Hamilton Innovation District (WHID), it was identified that there was a need to improve access for all transportation modes between Kirkendall Neighbourhood/WHID and Longwood Road/McMaster Innovation Park. (As shown on Appendix A) As part of the study it was recommended that Frid Street be extended to connect with Longwood Road.
The Project Team, lead by Capital Planning & Implementation with representation from Traffic Engineering & Operations, Community Planning & Design and Strategic Services - Special Projects undertook a series of public consultation events with the landowners in the area and the general public. Council direction is sought to move forward with the implementation of the Frid Street extension.

BACKGROUND:

The Kirkendall Traffic Management Plan Municipal Class Environmental Assessment (EA) was completed in September 2006 which identified traffic management options that needed to be addressed. A recommendation of the study was that, due to community concerns and the development of West Hamilton Innovation District (WHID), it was identified that there was a need to improve access for all transportation modes between Kirkendall Neighbourhood/WHID and Longwood Road/McMaster Innovation Park. It was recommended that Frid Street be extended to connect with Longwood Road.

The study has been conducted in accordance with the Municipal Class EA process with the intent to determine a design concept for the Frid Street road extension. As a result, the study has fulfilled the Class EA requirements for any Schedule C projects. Class EA requirements for Schedule C projects include the following four phases:

Phase 1 - problem identification
Phase 2 - review alternative solutions
Phase 3 - provide alternative design concepts for preferred solutions
Phase 4 - provide a detailed environmental study report

The study area for the Frid Street extension starts at Main Street and extends westerly to Longwood Road as shown on the attached map (Appendix A).

This project is quite complex as there are different studies and initiatives being undertaken in the area.

Planning (Appendix B)

McMaster Innovation Park (MIP)

A report was developed in 2005 which provided direction for future development of the research park. It provided a framework for a street network, building locations and public spaces within the Park. The vision for the park was also consistent with the building principles laid out in the McMaster’s Campus Master Plan.

West Hamilton Innovation District (WHID)

A Secondary Plan and rezoning for the Employment Area was completed in 2006. The purpose of the report was to refine existing Official Plan policies and establish new Official Plan policies that would encourage the redevelopment of this area as a prestige research and development district that would function as a centre of innovation for corporate, academic and government research, primarily in the science and technology field.

WHID represents one the City’s key Employment Areas, which is strategically located east of Hwy 403, between Main Street and Aberdeen Avenue. Policies promote the improvement and development of existing and new linkages, to enhance access to
accommodate motorists, pedestrians, cyclists, public transit and good movements within, through and around the Innovation District. In order for this to occur, the need for the extension of Frid Street to Longwood Road is identified and an Environmental Study Report is required to determine the ultimate alignment of this road extension.

The Secondary Plan has been appealed by several landowners within the Employment Area. The appeals have been settled for the McMaster Innovation Park lands and Lafarge Canada Inc. The joint appeal by Hamilton Metal Trading Corp. and Aberdeen Holdings Inc. is still in place. The lands still under appeal have an offer to purchase on their lands by Trinity Properties Investments Inc. It is anticipated the hearing on the appeal will be dealt with in early 2009.

**Servicing**

The Water/Wastewater Section has prepared a study for alternative routes for Hwy 403 trunk sewer servicing. The routes provided in this study do not negatively affect the proposed Frid Street alignment.

**Road Construction**

The section of Frid Street from east of Longwood Road to the MIP east service road (see Appendix J) which is approximately 180 m is anticipated to occur in 2009 as part of the proposed Canmet site plan application. McMaster will build this portion of road as part of the Canmet development as they need access to the rear of their lands.

The section of Frid Street between the MIP lands and Chatham Street is currently assumed to be required in 10 years dependent on redevelopment activity in the WHID. It is possible that this section of Frid Street could be required sooner than the 10 year timeframe pending the resolution at the OMB hearing regarding the proposed Trinity development. If approval is granted Trinity would construct this portion of the road. If Trinity is denied by the OMB then the City would construct the road dependent on development activity. (Appendix C)

The study also recommends that the road section north of Chatham Street would be reconstructed with redevelopment opportunities which are expected to occur in the longer term (e.g. 2018)

**ANALYSIS/RATIONALE:**

The Class EA study follows the planning and design process of the Municipal Engineers Association Municipal Class Environmental Assessment (October 2000, as amended in 2007) for roads, water, wastewater projects and transit. The City is completing the Municipal Class EA planning process applicable to Schedule C projects. Schedule ‘C’ projects include improvements to existing facilities and other undertakings that are considered to have the potential for significant environmental effects and must proceed under the full planning and documentation procedures of the Municipal Class EA. These projects are approved under the Environmental Assessment Act once the required phases are complete and subject to the review period.

**Alternative Solutions**

Subsequent to the filing of the Kirkendall Neighbourhood TMP, additional details on the proposed land development for both the MIP lands and the Aberdeen Holding Lands
were presented to the City of Hamilton Planning staff by those land owners. Given the extent of the proposed land use changes, the City required a review of the previous corridor alternatives as part of the Frid Street Extension Schedule C study. This review would ensure that all opportunities were available for public review and comment during the Schedule C undertaking.

In order to address the operational and community concerns identified within the West Hamilton Innovation District (WHID), the following four alternatives (Appendix D) were developed:

- **Do Nothing** - maintain status quo
- **Alternative 1** - New road connection extending westerly from the Chatham Street/Frid Street intersection through the valley lands and southerly via two alternative corridors for the Longwood Road – MIP north intersection
- **Alternative 2** - New road connection extending southerly from the Chatham Street/Frid Street intersection and westerly to the Longwood Road – MIP north section
- **Alternative 3** - New road connection extending southerly from the Chatham Street/Frid Street intersection parallel to the CPR line to the existing access to the SAMEE/Hamilton Metals from Aberdeen Avenue west of the CP rail bridge

Following the filing of the Kirkendall Neighbourhood TMP in September 2006, the MIP development plans were revised such that the proposed Canmet building was shifted southerly by approximately 60 m. This building location shift impacted the alignment of the preferred alternative (Alternative 2) requiring a southerly shift to the south side of the proposed Canmet building.

In addition, the status of the CPR lands changed from the Kirkendall Neighbourhood TMP in that a proposal has been made to the City for retail uses for the Aberdeen Holdings lands (previously referred to as SAMEE/Hamilton Metals property and CPR property.)

Therefore, to ensure that all alternative corridors have been thoroughly reviewed, a detailed review of the previous analysis was undertaken, alternative corridors were identified and evaluated, similar to the Kirkendall Neighbourhood TMP Phase 2 evaluation process.

As a result of this further review the following alternatives (Appendices E, F, G, and H & I) were developed.

**Northern Connection:**

- **Alternative 1A** - New discontinuous road connection extending westerly from the Chatham Street/Frid Street intersection through the valley lands and southerly to the Longwood Road - MIP north intersection
- **Alternative 1B** - New continuous curved road connection (radius 130m) westerly from the Chatham Street/Frid Street intersection through the valley lands and southerly to the Longwood Road - MIP north intersection
Southern Connection:

- **Alternative 1C** - New continuous curved road connection (radius 190 m) westerly from the Chatham Street/Frid Street intersection through the valley lands and southerly to the Longwood Road - MIP north intersection

- **Alternative 2A** - New road connection extending southerly from the Chatham Street/Frid Street intersection and westerly to the Longwood Road - MIP north intersection – same Alternative 2 from Phase 2 analysis

- **Alternative 2B** - New road connection extending southerly from the Chatham Street/Frid Street intersection and westerly to the Longwood Road - MIP north intersection, but shifted southerly to the south side of the proposed Canmet building

**Preferred Corridor Alternatives**

The re-assessment of alternatives in terms of their effectiveness in addressing the Kirkendall Neighbourhood TMP problem of addressing operational and community concerns indicated that the northerly corridor connection Alternative 1A and the southerly corridor connection Alternative 2B are the preferred alternatives.

The preferred road design allows for pedestrians, bicycles, vehicles and retains and provides accessibility to the historic Power Plant located on MIP lands.

**ALTERNATIVES FOR CONSIDERATION:**

The preferred alternative solutions have been identified using an evaluation and screening process that fulfils the requirements of the Municipal Engineers Association (MEA) Municipal Class EA document for Schedule C projects. Municipal projects processed under the Schedule C provisions are considered to be approved under the Environmental Assessment Act provided the projects follow the appropriate planning and design process outlined in the MEA Municipal Class EA document.

The MEA Municipal Class EA document was approved under the Environmental Assessment Act. If the City does not follow the process outlined in the Municipal Class EA document, the City would be in violation of the document and as a result would have contravened the EA Act. The Minister of the Environment could revisit the approval of a project or take away the City's right to use the Municipal Class EA document.

The preferred alternative solution is to proceed with Alternatives 1A and 2B as the preferred options. There are two alternatives for Council to consider with respect to the recommendations of this report:

To file the Frid Street Extension Municipal Class Environmental Assessment Schedule C project with the City Clerk for a minimum 30 day public review period and proceed with implementation, subject to comments received and funding approval.

To not file the Frid Street Extension Municipal Class Environmental Assessment Schedule C project with the City Clerk for a minimum 30 day public review period and, as a consequence, not proceed with implementation.

Should Council not wish to approve the filing of the Frid Street Extension Municipal Environmental Assessment Master Plan Class EA Schedule C project, the Municipal
Class EA process would be considered by the provincial government as incomplete and the City will not have approval under provincial environmental legislation to implement the Schedule C improvements required to address transportation issues in the study area. The outcome would be equivalent to the do nothing alternative, which would result in the inability to effectively address both the short-term and the long-term transportation infrastructure needs for the study area. Eventually the City would have to repeat the Class EA process, which would likely result in the same recommendations.

**FINANCIAL/STAFFING/LEGAL IMPLICATIONS:**

**Financial**

The estimated costs for the road are:

- **Frid Street - Main Street to Chatham Street - $1.3 million - $1.5 million**
  This road section would be constructed with redevelopment opportunities which are expected to occur in the long term (2018)

- **Frid Street - Chatham Street to MIP Lands - $1.4 million - $1.5 million**
  This section of road would be constructed through development, possibly Trinity Developments, dependent on OMB decision

- **Frid Street - MIP Lands to Longwood Road - $1.7 million - $2 million**
  To be constructed as part of the Canmet site plan application, approximately 2009.

The estimated cost for the works will be programmed as part of the 2009 capital budget taking into consideration funding according to the City's financial policy as it is related to development including applicable Development Charges.

**Staffing**

There are no staffing implications.

**Legal**

There will be legal implications with respect to purchasing the road corridor.

**POLICIES AFFECTING PROPOSAL:**

The recommendations of this report will and has addressed the City Wide Transportation Master Plan, the Kirkendall Neighbourhood Transportation Master Plan and the West Hamilton Innovation District Official Plan policies.

The Public Works Strategic Plan has four vision drivers within the Plan being, Communities, People, Processes and Finances. The extension of Frid Street will address Communities as the road will allow for improving the neighbourhood by providing bike linkages and landscaped areas where the community can walk and connect with the neighbourhoods. In addition, through the development of this project we have addressed a smart Process in order to be in line with the objectives that the Planning and Economic Development Department has been trying to achieve in the development of the West Hamilton Innovation Park.
RELEVANT CONSULTATION:

Public Consultation
The Frid Street Extension Municipal Class EA was initiated in November 2007. The timeline and events during the study are as follows.
- The Project Team met with the affected landowners on November 19, 2007
- Public Information Centre (PIC) #1 was held on December 18, 2007
- A Design Workshop was held with the affected landowners and their consultants on January 30, 2008
- Public Information Centre (PIC) #2 was held on April 1, 2008

Landowner Meeting
During the project initiation the project team met on November 19, 2007 with the landowners/consultants in the study area. This meeting was held to explain the EA and to obtain any concerns or comments that the landowners could contribute to the study. Some of the matters that were discussed were that the widening of Frid Street between Main and Chatham would impact buildings that are very close to the road that were only 12-13 years old, some were concerned about the classification of the road as a collector road and the location of the intersection of Frid Street and Longwood Road was also reviewed.

PIC#1- December 18, 2007
The public were invited to provide comments for the Frid Street Extension in the Notice of Study Commencement and the first Public Information Centre advertised in two separate issues of the Hamilton Spectator (At Your Service Section) on December 7 and 14, 2007 and the first PIC had 21 people in attendance. The PIC was held as an Open House format with a presentation during the Open House. Public input received at this PIC was that there was general support for Alternatives 1A and 1B (See Appendices 2 and 3). The Hamilton Conservation Authority was not in favour of Alternative 1A as it crossed an open channel.

Design Workshop
A Design Workshop was held on January 30, 2008 where landowners and their representatives attended along with the project team. (Republic Canadian Drawn Steel, McMaster University - MIP, Aberdeen Holdings - Trinity) During the workshop it was preferred by the landowners that:
- Alternative 1A not be pursued, that the historic power plant be protected, access be maintained to Republic Canadian Drawn Steel receiving area (The road was shifted in order to protect the power plant so that various design options could be contemplated during the site plan process. The MIP architects provided a plan where pedestrian access could be provided from the road with a ramp/walkway to the second storey of the power plant. This in turn would allow for a tourist catwalk internally so that visitors could view the facility from a higher level and look down. With respect to Republic Canadian Drawn Steel the road was located so that loading and access for this business would not be negatively impacted. The owner was satisfied with the road location.)
Alternative 2B was reasonable, minor modifications to the road alignment on the Trinity lands could be possible during the development application process and MIP and Aberdeen Holdings agreed to integrate their grading plans.

**PIC#2 - April 1, 2008**

The public were invited to provide comments on the Frid Street Extension in the Notice of the second Public Information Centre advertised in two separate issues of the Hamilton Spectator (At Your Service Section) on March 21 and 28, 2008. The PIC was held as an Open House format with a presentation during the Open House. The second PIC had 38 people in attendance. The key issues and concerns that were raised at the PIC include:

- Need for designated bicycle lanes to be incorporated in the 23 m ROW cross-sections in the extension of Frid Street
- Need for pedestrian bridges over the CP rail line to access planned development and Frid Street
- Improvements to be made to Dundurn Street (traffic signals at Dundurn Street and Chatham Street) and Aberdeen Avenue (intersection of Aberdeen Avenue and Longwood Road) after the implementation of Frid Street to handle increase in traffic volumes
- Safety is the primary factor with the extension of Frid Street and this process should be done properly the first time round to facilitate pedestrian and cycling movements

Consultation has occurred through meetings, workshops and/or mail outs with the following agencies. All comments that have been received have been addressed.

**City Departments**

- Ward 1 Councillor
- Corporate Services
- Community Services
- Planning and Economic Development - Community Planning & Design
- Planning and Economic Development - Strategic Services - Special Projects
- Public Works - Traffic Engineering and Operations
- Public Works - Capital Planning & Implementation, Design
- Public Works - Transit
- Public Works - Water and Wastewater
- City Manager’s Office - Legal Services
- Hamilton Police Services
- Hamilton Conservation Authority

**Invited Stakeholders**

- McMaster Innovation Park
- Aberdeen Holdings
- Samee/Hamilton Metals
- Sandona Village
- Canada Republic Steel

**Agencies**

- Ministry of Natural Resources
- Ministry of the Environment
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
Participation in community life is accessible to all Hamiltonians.

Environmental Well-Being is enhanced. ☑ Yes ☐ No
A sustainable transportation network provides many options for people and goods movement; vehicle-dependency is reduced.
The road connection allows for bicycle access from the neighbourhood through to the west Hamilton area.

Economic Well-Being is enhanced. ☑ Yes ☐ No
Investment in Hamilton is enhanced and supported.

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
MIP East Service Road

road construction division between MIP lands and Trinity - Aberdeen Holdings