SUBJECT: North Glanbrook Industrial Business Park Class Environmental Assessment Transportation Master Plan (PW06089) - (Ward 11 with City Wide Implications)

RECOMMENDATION:
(a) That the North Glanbrook Industrial Business Park Transportation Class Environment Assessment Master Plan be endorsed;
(b) That the General Manager, Public Works Department, be authorized and directed to file the North Glanbrook Industrial Business Park Transportation Master Plan Schedule “B” projects with the Municipal Clerk for a forty-five (45) day public review period; and,
(c) That subject to finalization of the forty-five (45) day review period, the General Manager, Public Works Department, be authorized and directed to proceed with the design and implementation of the North Glanbrook Industrial Business Park Class Environmental Assessment Master Plan Schedule “B” projects.

EXECUTIVE SUMMARY:
The City has undertaken the North Glanbrook Industrial Business Park (NGIBP) Master Plan following the Municipal Class Environmental Assessment to identify a road network that will support the development of the lands in accordance with the current approved land uses identified in the Secondary Plan for the area. The objectives of this study were to:
Identify an improved transportation network, including transit opportunities, within the NGIBP area to support the planned future development;

Reduce the potential for traffic infiltration on residential areas that are not planned to be redeveloped;

Provide improved direct connections to the adjacent freeways and arterial road network; and

Allow for flexibility in the proposed network to accommodate long-term growth planned for the Airport as accessibility will be required to/from the east.

Issues related to Development

As traffic volumes on the road network increase with new development in the NGIBP and in the Rymal Road Planning Area (ROPA 9), the existing road network will begin to operate in a more congested state, resulting in longer than normal delays both within the study area and on the adjacent road network.

In addition to congestion and accessibility, there are social issues. Concerns noted by residents in the area include the potential increase in noise and pollution as a result of additional traffic.

Storm water management is a significant consideration for new development in the area and critical for the design of future roads. As such, the City has also initiated a Master Drainage Study for the NGIBP and the Hannon Creek subwatershed to determine an appropriate storm water management plan for the area that will also enhance fish and wildlife habitat. This study is ongoing and its recommendations, expected in early 2007, will be implemented through development of City capital projects and private sector development applications. The NGIBP Master Plan can be approved in advance of this study being completed.

Problem Statement/Analysis and Evaluation/Preferred Network

With trunk services in place, and as development occurs, traffic volumes destined and travelling through the NGIBP are anticipated to more than double over the next 10 to 15 years and increase another 50% on full build-out in 20 to 30 years. Through the GRIDS process, substantial employment development is also planned to occur on lands adjacent to the Airport and as a result there will be a need to provide network connectivity between the Airport and lands to the east.

Five road network alternatives for the NGIBP were developed and evaluated including the Do Nothing alternative. The Preferred Network, made up of improvements to existing roads and new roads, was selected following a detailed analysis and evaluation using a defined set of evaluation criteria. The Preferred Network is shown in Appendix A and described below.

The Master Plan

The Master Plan fulfils the requirements for Schedule B projects and outlines additional study that is required for the Schedule C projects that are identified.
### Schedule B Projects

- **Nebo Road** (Rymal Road to future Dartnall Road Extension) – roadway reconstruction (2 lanes) with intersection improvements – 2008 (subject to land acquisition).

- **Twenty Road** (600m west of Nebo Road to future Dartnall Road Extension) – roadway reconstruction (2 lanes) with intersection improvements – 2008 (subject to land acquisition).

- **Glover Road** (Rymal Road to 1950m south) – roadway reconstruction (2 lanes) with intersection improvements – timing dependent on development.

### Schedule C Projects

- **Dartnall Road Extension** (Rymal Road to Dickenson Road)
  - widen to 4 lanes from Rymal Road to existing terminus at hydro corridor
  - new 4 lane arterial road from existing terminus to Dickenson Road – 2008 to 2010.

- **Twenty Road** (from future Dartnall Road to Trinity Church Road) – Two-lane collector road on a new alignment – timing dependent on development.

- **Trinity Church Road** – (Rymal Road to future Dartnall Road Extension) two-lane arterial road (protect for four lanes). This study is currently underway as part of the Trinity Church Road Corridor Class EA which includes a future 4 lane extension of Trinity Church Road north of Rymal Road to Stone Church Road recommended in the *Rymal Road Planning Area Class EA* – beyond 2008.

There are not any specific Schedule A projects being recommended in the Master Plan because existing roads within the park require significant upgrades; as such they all fall into the Schedule B or C project category.

The development of the road network will be inherently transit supportive and service can be implemented as development in the area warrants it. Opportunities for extending existing transit routes to the area is feasible and the future intersection of Dartnall Road and Twenty Road has been identified as a transit hub as it is central to the area and in an area that is zoned commercial.

### BACKGROUND:

In an effort to spur industrial development and make available “shovel ready lands”, the City has undertaken the North Glanbrook Industrial Business Park (NGIBP) Master Plan to identify a road network that will support the development of the lands in accordance with the current approved land uses identified in the Secondary Plan for the area.

The study, following requirements of the Municipal Engineers Class Environmental Assessment, was necessary in order to plan for the expected increase in traffic on roadways within and adjacent to the NGIBP when development occurs. It is anticipated that the opening of the Red Hill Valley Parkway (RHVP) in late 2007 could be an
impetus for the development of these lands. In that regard, objectives of this study were to:

- Identify an improved transportation network, including transit opportunities, within the NGIBP area to support the planned future development;
- Reduce the potential for traffic infiltration on residential areas that are not planned to be redeveloped;
- Provide improved direct connections to the adjacent freeways and arterial road facilities; and
- Allow for flexibility in the proposed network to accommodate long-term growth planned for the Airport as accessibility will be required to/from the east.

**Current and Future Land Use**

Current land uses in the NGIBP are a mix of industrial/commercial, agricultural and residential. The majority of industry and commercial is located along Nebo Road. Residential is scattered in pockets along Nebo Road south of Twenty Road, Glover Road and along Trinity Church Road. Active agricultural lands within the park are almost all being farmed on a lease basis.

The NGIBP has an approved Secondary Plan which allows redevelopment of the area. The types of land uses envisioned include general industrial, prestige industrial and general commercial. There are currently six Draft Plans of Subdivision within the NGIBP; three are draft approved and three are under review (pending). Approved land uses for the NGIBP area are depicted in Appendix B.

Concurrent to the Master Plan, the City is also undertaking a review of the Secondary Plan which will include a review of zoning and zoning boundaries to align with the recommendations of this study.

**Issues Related to Development**

*Traffic*

The existing road network currently within the NGIBP carries traffic volumes well below its capacity. In addition, all the intersections are operating at good levels-of-service, with minimal delays being experienced at each of the stop-controlled intersections. Outside the NGIBP, Rymal Road and the Lincoln Alexander Parkway are heavily utilized with congestion being experienced on some segments during the peak hours of travel. The stop-controlled legs of the un-signalized intersections along Rymal Road are also experiencing longer than normal delays.

As traffic volumes on the road network increase as a result of new development in the NGIBP and in the Rymal Road Planning Area (ROPA 9), the existing road network will begin to operate in a more congested state, resulting in longer than normal delays both within the study area and on the adjacent road network.

Network connectivity is a key transportation issue as there are currently no direct connections from the NGIBP study area to the Lincoln Alexander Parkway or the future Red Hill Valley Parkway. Without the provision of direct connections, there will be major impacts on the arterial roads adjacent to the NGIBP secondary plan area as NGIBP development traffic will utilize these arterial roads to access the major corridors.
Providing for good highway connections to support the movement of goods and services will support development of the park.

From a broader perspective, the recently completed Airport Master Plan Update (December 2004) noted that the existing arterial road system does not address the specific needs of the airport. As a result, there will be a long-term requirement to provide improved access to the QEW via a direct connection to the Lincoln Alexander Parkway and the future Red Hill Valley Parkway. As noted in the Airport Master Plan Update, the required direct connection could pass through the NGIBP secondary plan area, thus requiring improvements to the existing infrastructure in the study area. This will be addressed in the City-wide Transportation Master Plan.

**Social**

In addition to congestion and accessibility, there are social issues. While residential development is rural and somewhat sparse, some of the major corridors that lead into and out of the study area have established homes situated on both sides of the roadway. Concerns noted by residents include the potential increase in noise and pollution as a result of additional traffic and the potential for traffic infiltration on rural collector roads adjacent to the study area that are currently less travelled. Thus, any new or improved arterial transportation corridors leading to and within the study area will need to consider the impact on existing residential properties adjacent to the study area.

**Natural Environment**

The NGIBP lies primarily within the Hannon Creek Watershed; the Hannon Creek is a tributary to the Red Hill Creek. Storm water management is a significant consideration for new development in the area and critical for the design of future roads. As such, the City has also initiated a Master Drainage Study for the NGIBP and the Hannon Creek subwatershed to determine an appropriate storm water management plan for the area that will also enhance fish and wildlife habitat. Its recommendations, expected in early 2007, will be implemented through development of City capital projects and private sector development applications.

**ANALYSIS/RATIONALE:**

The study followed the approved environmental planning process for Master Plans under the *Municipal Class Environmental Assessment* (Municipal Engineers Association, 2000) and fulfills the requirements for Schedule B Projects and outlines additional work that is required for the Schedule C Projects that are identified.

**Phase 1 of the Class EA Process, Problem or Opportunity**

In accordance with the Municipal Class EA, municipal roads projects are categorized as Schedule A, B or C projects. Schedule A projects are pre-approved and do not require a formal EA process, Schedule B projects must complete a screening processing, comprising of the first 2 phases of the Class EA planning and design process and Schedule C projects must complete all 4 phases of the process. There are expected to be a number of Schedule B and C projects resulting from this study. The first phase of the Class EA process is to develop a Problem Statement, and the following has been developed for this study:
Problem and Opportunity Statement

A detailed analysis of existing and future land use conditions was undertaken to get an understanding of transportation needs within the Secondary Plan area that will support development. Results of the analysis indicate that as development occurs, there will be a significant increase in traffic on roadways within and adjacent to the Secondary Plan area and upgrades to the road network will be required.

With trunk services in place, and as development occurs, traffic volumes destined and through the NGIBP are anticipated to more than double over the next 10 to 15 years and increase another 50% on full build out in 20 to thirty years. Through the GRIDS process, substantial employment development is also planned to occur on lands adjacent to the Airport and as a result there will be a need to provide network connectivity between the Airport and lands to the east and major transportation corridors such as the Lincoln Alexander Parkway and the Red Hill Valley Parkway.

The following infrastructure improvements are required within the NGIBP in order to provide the area with a transportation network that supports full development and flexibility to both provide good connections to the Airport and address future needs of the City’s goods movement strategy:

- A new 4 lane north-south arterial corridor (two lanes in each direction) between Rymal Road and Dickenson Road;
- Upgrades to existing roads to industrial standards;
- Improved east-west routes with connections to Trinity Church Road; and
- Protection for additional north-south capacity of one lane in each direction.

Phase 2 of the Class EA Process, Alternative Solutions

In order to address the problem statement, the second phase of the Class EA process involves the identification and evaluation of all reasonable and feasible alternatives to address the problem. In addition, a general inventory of the natural, social, cultural and economic environments is undertaken, potential environmental impacts identified and a set of evaluation criteria is developed. The criteria is then used to evaluate the alternative solutions and develop a preferred solution, or set of solutions, to address the problem.

Transportation Network Alternatives

The following principles were used to assist in generating five network alternatives:

- Minimize impacts to known environmental features and social concerns;
- Ensure sufficient capacity available to accommodate future demand for the NGIBP Secondary Plan and possible connections to the Airport;
- Allow for north-south and east-west continuity (good connections to the arterial road and freeway network);
- Develop a road network that complements the existing road network adjacent to the Secondary Plan area; and
- Provide for land parcels of adequate size for future development.
The Network Alternatives considered are shown in Figure 1.

Assessment and Evaluation of the Alternatives

The development of evaluation criteria allowed for the assessment and evaluation of the five network alternatives. Figure 2 provides a summary of the evaluation of network alternatives and the selection of the Preferred Network. The Preferred Network is shown in Appendix A and described below.

The Preferred Network is a modified version of the network depicted in the approved Secondary Plan shown in Appendix B.

Elements of the Master Plan

The Master Plan is intended to:

- Fulfil the Class EA requirements for any Schedule B Projects that are identified (improvements and minor expansions to existing facilities, <$1.5 million); and
- Outline additional work that will be required for any Schedule C Projects that are identified (construction of new facilities and major expansion to existing facilities, >$1.5 million).

Schedule B Projects

Project details determined as part of this study (details to be documented in the Master Plan):

- Nebo Road (Rymal Road to future Dartnall Road Extension) – roadway reconstruction (2 lanes) with intersection improvements
- Twenty Road (600m west of Nebo Road to future Dartnall Road Extension) – roadway reconstruction (2 lanes) with intersection improvements
- Glover Road (Rymal Road to approximately 1950m south) – roadway reconstruction (2 lanes) with intersection improvements

Phases 3 and 4 of the Class EA Process, Alternative Design Concepts for the Preferred Solution and Environmental Study Report

Based on the above study approach, three Phase 3 and 4 Class EA studies will follow finalization of the Master Plan. These will include:

Schedule C Projects

Project details to be determined as part of subsequent studies (requiring future consultation and Environmental Study Reports)

- Dartnall Road Extension (Rymal Road to Dickenson Road)
  - widen to 4 lanes from Rymal Road to existing terminus at hydro corridor
  - new 4 lane arterial road from existing terminus to Dickenson Road
- Twenty Road (from future Dartnall Road to Trinity Church Road) - Two-lane collector road on a new alignment.
- Trinity Church Road - (Rymal Road to future Dartnall Road Extension) two-lane arterial road (protect for four lanes). It is intended that this study be undertaken as part of the Trinity Church Road Corridor Class EA which includes a future 4
Next Steps and Phase 5 of the Class EA Process, Implementation

The following are the steps necessary to complete the Class EA process for the NGIBP:

- Following Council endorsement, publish a Notice of Study & Project Completion and file the Master Plan on public record for a minimum 30 day review period (a 45 day review period is being recommended because it will be filed during the summer months).

- Subject to the review of any public/agency comments received during the review period and subject to any Part II Order request (bump-up), the Class EA process will be complete for the Schedule B projects resulting from the study, which may then proceed to Phase 5 – Implementation.

- Proceed to Phases 3 and 4 studies, Alternative Design Concepts, as noted above. This will include further consultation for each study (e.g. at least one public meeting per study) and the preparation of an Environmental Study Report for each study documenting the alternative design process.

- Council endorsement of future Environmental Study Reports, publication of a Notice of Completion for each and Filing of Environmental Study Reports on Public Record.

ALTERNATIVES FOR CONSIDERATION:

The Preferred Network has been identified using an evaluation and screening process that fulfils the requirements of the Municipal Engineers Association (MEA) Municipal Class EA document for Master Plans. Municipal projects processed under the Master Plan 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. As noted above, the Master Plan would fulfil EA requirements for Schedule B projects and all Schedule C projects resulting from the study will proceed to the required Phase 3 and 4 processes.

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 Network is not normally reconsidered at the end of the process unless there is an issue that is proven to affect the outcome of the evaluation process. In that regard, there are two alternatives for Council to consider with respect to the recommendations of this report:

1. To file the North Glanbrook Industrial Business Park Class Environment Assessment Transportation Master Plan Class EA Schedule B projects with the City Clerk for a 45 day public review period and proceed with implementation, subject to comments received and funding approval.

2. To not file the North Glanbrook Industrial Business Park Class Environment Assessment Transportation Master Plan Class EA Schedule B projects with the City
Clerk for a 45 day public review period and, as a consequence, not proceed with implementation.

Should Council not wish to approve the filing of the North Glanbrook Industrial Business Park Class Environment Assessment Transportation Master Plan Class EA Schedule B projects, 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 B improvements required to address servicing issues in the study area or proceed with Schedule C projects. 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 implementation of the Preferred Network will be staged in a way to establish service areas to promote development. In that regard, cost to upfront basic servicing to the area will be funded from development charges and the recently announced $20 million in Provincial money specifically for funding the industrial park infrastructure for both the growth related portion and the local portion of each project. Refer to Figure 3 for a draft funding scenario based on the preliminary servicing parameters known today. They may change as circumstances warrant such. The local servicing portion of each project will be recovered as development proceeds from abutting properties taking benefit of the services.

**Schedule C Projects**

The identified Schedule C projects as noted need to proceed with Phase 3 and 4 requirements of the Class EA prior to final approval and implementation. As such, both the Dartnall Road Extension and Trinity Church Road Corridor studies are proceeding immediately following approval of this Master Plan. Both studies will be funded from Capital Account No. 4030555504. The completion of the Twenty Road realignment and extension project is not as critical; therefore, Schedule C requirements are likely to be completed when development proceeds as part of a development application governed by the Planning Act.

**Staffing - N/A**

**Legal**

Municipal Undertakings such as road improvements are subject to the EA Act. This project follows requirements of the Environmental Assessment (EA) Act and the Class EA process of the Municipal Engineers Association Municipal Class Environmental Assessment document (June 2000). The Project File Report for this Class EA has been completed. The City is required to file the report on the public record for a minimum 30-day review period. Staff is recommending a 45-day review period for this study because it’s being filed through the summer months when many people are taking holidays. Subject to comments received during the review period, the City will proceed with the implementation phase for the preferred alternative solution.
POLICIES AFFECTING PROPOSAL: 

The recommendations in this report will not alter or contravene any established City or Provincial policy. The following is a summary of applicable planning policy.

Regional Official Plan:
The Official Plan states:
- The movement of people and goods is vital to the prosperity of the Region
- An integrated transportation system (combining transit, vehicles, bicycles, air and water transport and pedestrian movements is required.

Former Township of Glanbrook Official Plan:
The Official Plan intends:
- To facilitate the satisfactory movement of both people and goods; and
- To ensure the orderly movement of through traffic.

RELEVANT CONSULTATION:

Project Team: The Project Team, made up of the Ward Councillor and key staff from the Public Works and Planning and Economic Development departments was set up as a complement to the Study Team. The Project Team met on two occasions to provide input on the study findings and to provide strategic direction.

Agencies: Study Commencement and Public Notices were circulated to various government agencies and utilities such as Ministry and Environment, Hamilton Conservation Area and Bell Canada. All comments received have been addressed and are documented in the Project File Report.

Public: Through the course of the study two public information centres were held at key points (June 2005 and May 2006) to allow for input from stakeholders and the public. The general public was notified of the study by way of advertisements in the Hamilton Spectator and the Glanbrook Gazette.

All property owners in the NGIBP and on roads leading in and out of the area were also notified by direct mailing. All comments received have been addressed and reflected in the study recommendations.

CITY STRATEGIC COMMITMENT:

By evaluating the “Triple Bottom Line”, (community, environment, and 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
The public are involved in the definition and development of local solutions.

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
Investment in Hamilton is enhanced and supported.

Does the option you are recommending create value across all three bottom lines?
☑ Yes  ☐ No
The Preferred Network creates value across all three bottom lines. Consideration of natural, social, and economic impacts is an integral part of the EA process.

Do the options you are recommending make Hamilton a City of choice for high performance public servants?
☐ Yes  ☑ No
This study does not directly assist in making Hamilton a city of choice for high performance public servants.
Figure 1

NETWORK ALTERNATIVES

Network Alternative One: DO NOTHING

Network Alternative Two: SIMPLE GRID
NETWORK ALTERNATIVES

Network Alternative Three: MODIFIED GRID

Network Alternative Four: SECONDARY PLAN

Figure 1 Cont’d
Figure 1 Cont’d

NETWORK ALTERNATIVES

Network Alternative Five
MODIFIED SECONDARY PLAN

Note: This alternative does not require an Upper Ottawa Street extension as part of the municipal arterial network based on travel demand. This extension may be required as a local road to provide access to specific developments.
Figure 2 – Evaluation Summary

<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>Alternative 1 Do Nothing</th>
<th>Alternative 2 Simple Grid</th>
<th>Alternative 3 Modified Grid</th>
<th>Alternative 4 Secondary Plan</th>
<th>Alternative 5 Modified Sec. Plan</th>
<th>Comments</th>
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<td>Natural</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Given the longstanding agricultural land uses and more recent industrial uses there is a general absence of any features of significance. All alternatives would result in similar relatively minor environmental impacts. Alternatives 3 and 5 would result in slightly higher impacts due to potential impacts on groundwater recharge areas.</td>
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<td>Social</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Alternative 1 results in the highest impact on residential areas due to the high potential for traffic infiltration on residential areas.</td>
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<tr>
<td>Economic</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Alternative 5 is preferred as it provides the best access for future development and provides good lot sizing. Alternative 1 is the least desirable as it does not provide sufficient access to lands approved for development. Alternative 4 does not provide for good east-west connectivity and results in more property severances and smaller lot sizing.</td>
</tr>
<tr>
<td>Cultural</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Alternative 1 is slightly preferred as it avoids any impacts to lands with archaeological potential.</td>
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<tr>
<td>Transportation</td>
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<td></td>
<td></td>
<td>When considering all aspects of construction staging, accessibility for vehicles, transit, connectivity between the existing and proposed networks and the flexibility to accommodate longer-term travel demands, Alternative 5 best meets these objectives.</td>
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**Summary of Preferred Network Alternative:**

All alternatives result in similar minor natural and social environment impacts and similar transit opportunities. Alternative 1 does not provide for acceptable traffic operations and therefore was eliminated from further considerations. Alternatives 2 and 3 provide sufficient capacity however they do not provide for good east-west and north-south continuity. Alternatives 4 and 5 provide sufficient capacity, good east-west and north-south continuity and good staging opportunities. Alternative 5 provides for better connections to Trinity Church Road with a new east-west road south of Twenty Road; flexibility for longer term access to the airport, and lot sizing than Alternative 4. Therefore Alternative 5 is preferred.
### Figure 3 – North Glanbrook Industrial Business Park Draft Funding Scenario

<table>
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<th>Funding Sources</th>
<th>2005</th>
<th>2006</th>
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<th>2008</th>
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<th>2010</th>
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Appendix A – Preferred Transportation Network
Appendix B – North Glanbrook Industrial Business Park Secondary Plan