TO: Chair and Members
Public Works Committee

WARD(S) AFFECTED: CITY WIDE

COMMITTEE DATE: May 31, 2010

SUBJECT/REPORT NO:
Hamilton’s Rapid Transit Initiative - Downtown BIA Letter (PW10048) - (City Wide)
(Outstanding Business List Item)

SUBMITTED BY:
Gerry Davis, CMA
General Manager
Public Works Department

PREPARED BY:
Lisa Zinkewich
(905) 546-2424, Extension 1473

Jillian Stephen
(905) 546-2424, Extension 4621

SIGNATURE:

RECOMMENDATION:

(a) That the staff comments regarding Hamilton’s Rapid Transit Initiative contained in the draft letter in Appendix “A” attached to Report PW10048 be endorsed by Council and forwarded to the Downtown Business Improvement Area (BIA);

(b) That the Outstanding Business Item referring to Correspondence from the Downtown BIA regarding Light Rapid Transit in Hamilton be identified as completed and removed from the Public Works Committee Outstanding Business List.

EXECUTIVE SUMMARY

In June 2007, the Province of Ontario, through MoveOntario 2020, set in motion an initiative to improve transit across the Greater Toronto Hamilton Area (GTHA). Following this Provincial announcement, and the formation of Metrolinx (an agency created by the Province with a mandate to improve the coordination and integration of all modes of transportation in the region), the City of Hamilton accelerated its own rapid transit planning.

In November 2007, City of Hamilton Public Works staff, together with Planning and Economic Development staff, initiated a Rapid Transit Feasibility Study (RTFS) to review the constraints and opportunities for the development of either a BRT or LRT...
higher-order transit system along both the A-line and B-line corridors, as defined by MoveOntario 2020. The findings of the Rapid Transit Feasibility Study, Phases 1, 2 and 3, along with the public consultation that was undertaken as part of this process, support the B-line as the priority corridor for implementation, with a preferred mode of LRT.

In 2009, the City of Hamilton was the only municipality in the GTHA to receive funding from Metrolinx ($3 M) for the planning, design and engineering phase of study. In April 2010, the City awarded the contract to Steer Davies Gleave to undertake this study, with an anticipated completion date in Spring 2011. This study will involve extensive public and stakeholder consultation, with the aim of addressing the concerns and issues of the general public and corridor business owners and operators. The issues outlined in the letter submitted by the Downtown Business Improvement Area (BIA), attached as Appendix “B”, will be addressed through this process.

**Alternatives for Consideration - See Page 5**

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<thead>
<tr>
<th>FINANCIAL / STAFFING / LEGAL IMPLICATIONS</th>
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**HISTORICAL BACKGROUND**

In June 2007, the Province of Ontario, through MoveOntario 2020, set in motion an initiative to improve transit across the Greater Toronto Hamilton Area (GTHA). The plan included a proposed 52 projects and covers a geographical area stretching from York and Durham, through Toronto, Peel, Halton and onward to Hamilton. The MoveOntario 2020 announcement included an $11.5 Billion Provincial funding commitment ($17.5 Billion with Federal participation) to finance the initial phases of implementation. In addition to improved GO services to Hamilton and a new station on James Street, two rapid transit projects were included for the City of Hamilton; King/Main Corridor, extending from McMaster University to Eastgate Square and Hamilton James Street, extending from Downtown to Airport. These two corridors are referred to locally as the B-Line and A-Line respectively.

Following this Provincial announcement, and the formation of Metrolinx, the City of Hamilton accelerated its own rapid transit planning. The development of Metrolinx, its mandate, and the potential funding opportunities associated with collaborating with the Province, supported Hamilton’s long-term vision for a full rapid transit system identified within the Transportation Master Plan and encouraged its short term implementation.

Since MoveOntario 2020, Hamilton has focused its rapid transit planning on a City wide system referred to as “B-L-A-S-T”. This system includes five corridors extending through or adjacent to 13 of Hamilton’s 15 City Wards and is depicted in Appendix C. It connects key destinations along major arterial corridors in support of Hamilton’s
Transportation Master Plan (TMP) and Growth Related Integrated Development Strategy (GRIDS), which focuses on encouraging development at identified nodes and along the City’s urban corridors. Although the TMP identifies the importance of a higher-order transit strategy for Hamilton, prior to MoveOntario 2020, the City had only considered Bus Rapid Transit (BRT) as part of the TMP, due to the financial constraints of Light Rail Transit (LRT). The MoveOntario 2020 announcement however, allowed for the consideration of LRT for short-term implementation in Hamilton.

In November 2007, City of Hamilton Public Works staff, together with Planning and Economic Development staff, initiated a Rapid Transit Feasibility Study (RTFS) to review the constraints and opportunities for the development of either a BRT or LRT higher-order transit system along both the A-line and B-line corridors, as defined by MoveOntario 2020. The findings of the Rapid Transit Feasibility Study, Phases 1, 2 and 3, along with the public consultation that was undertaken as part of this process, support the B-line as the priority corridor for implementation, with a preferred mode of LRT.

In 2009, the City of Hamilton was the only municipality in the GTHA to receive funding from Metrolinx ($3 M) for the planning, design and engineering (PDE) phase of study for rapid transit. C11-12-10 was posted for bid in January 2010 and was awarded March 26, 2010 to Steer Davies Gleave (SDG). This study has an anticipated completion date of late Spring 2011 and will involve extensive public and stakeholder consultation, throughout the next year. The SDG proposal itself identified that if the project does not have widespread support, regardless of the amount of detailed technical work carried out, the project will not be capable of being implemented. In this regard, it is the desire of the Rapid Transit Team and SDG to ensure that all stakeholders contribute to the process and that consultation takes place throughout the process. How the consultation takes place will be defined through the development of a Public Consultation Strategy and Public Relations Work Plan, which will then be communicated to the stakeholders and general public.

The issues outlined in the letter submitted by the Downtown Business Improvement Area (BIA) will be addressed through this process.

**Policy Implications**

The implementation of rapid transit in Hamilton is in-line with numerous existing policies and plans that are already in place, at both the Provincial and Municipal levels. The key documents are outlined below.

**Province of Ontario Policies**

- c) Places to Grow (2005)
City of Hamilton Policies
   e) Corporate Strategic Plan (2008)
   f) Air Quality & Climate Change Strategic Plan (2008)
   g) Corporate Energy Policy (2007)
   h) Vision 2020
   i) Hamilton Street Railway Transit Operational Review (2009)
   k) Transportation Master Plan (2007)
   o) New Zoning By-laws (draft 2009)

Providing rapid transit in Hamilton is not just about transit or addressing congestion. Rapid transit presents an opportunity for City building and the transformation of communities through spurring economic activity and creating unique streetscapes that support adjacent neighbourhoods. Generally, many of the policies listed above strive to provide effective and cost efficient transportation options and land use alternatives that will allow people to gain access to employment and services through improved accessibility and increased economic activity. Ultimately, this increased economic activity will help to increase the City’s tax base, which will help to support all City wide initiatives.

The implementation of rapid transit will provide Hamilton with an innovative transit solution which will address Strategic Planning priorities making Hamilton a leader in the greening and stewardship of the city.

RELEVANT CONSULTATION

Throughout the Rapid Transit Feasibility Study there were numerous points of contact with the public and stakeholders. The formal consultation activities are defined in Table 1 of this report. Notification for these meetings was done through mail outs that utilized the current tax role contact information, in addition to newspaper advertisements and media channels. In addition to the meetings outlined in Table 1, representatives of the Rapid Transit Team continue to meet with businesses along the corridor and have presented at Hamilton Area Business Improvement Association (HABIA) meetings (most recently on April 13, 2010) and specific Downtown BIA meetings.

Table 1 - Rapid Transit Feasibility Study (RTFS), Phases 1, 2 & 3 Consultation Activities

<table>
<thead>
<tr>
<th>PUBLIC CONSULTATION</th>
<th>DATE</th>
<th>RELEVANT STUDY</th>
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<tbody>
<tr>
<td>Consultation 1</td>
<td>May 6 &amp; 8, 2008</td>
<td>RTFS Phase 1</td>
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<tr>
<td>Consultation 2</td>
<td>December 2 &amp; 4, 2008</td>
<td>RTFS Phase 2 and Metrolinx Regional Transportation Plan</td>
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<tr>
<td>Consultation 3</td>
<td>June 1, 3 &amp; 9, 2009</td>
<td>RTFS Phase 3 and Metrolinx Update</td>
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b) **General Stakeholder Consultation**

<table>
<thead>
<tr>
<th>TYPE OF CONSULTATION</th>
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<th>STATUS</th>
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<tr>
<td>Stakeholder Consultations</td>
<td>Initiated Summer 2008</td>
<td>On-going</td>
</tr>
<tr>
<td>Attendance at various Public Events</td>
<td>Initiated Summer 2008</td>
<td>On-going</td>
</tr>
<tr>
<td>First Meetings with Corridor Property Owners</td>
<td>February 23, 2009</td>
<td>Next meeting TBD as part of PDE study</td>
</tr>
<tr>
<td>First Formal Meeting with Stakeholders</td>
<td>February 23, 2009</td>
<td>Next meeting TBD as part of PDE study</td>
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As part of the above mentioned Public Consultation Strategy and Public Relations Work Plan that are in the process of being developed as part of the PDE study, alternative means of notification will be developed as notification of opportunities for consultation has been an issue with the members of the BIA’s. The consultation that will take place as part of this process is expecting to take on numerous forms, including one-on-one meetings with owners and operators along the corridor and will continue through the planning, design and engineering phase of study.

**ANALYSIS / RATIONALE FOR RECOMMENDATION**

Although rapid transit planning in Hamilton has been accelerated as a result of the Province’s MoveOntario 2020 initiative and the development of the Regional Transportation Plan by Metrolinx, the provision of a higher-order transit strategy was approved by Council as part of the Transportation Master Plan (TMP) in February 28, 2007, as part of staff report PW07022.

The Transportation Master Plan notes that the preferred strategy to address transportation issues in Hamilton is to rely on transit and travel demand management (TDM), in combination with road capacity optimization, to solve transportation problems, before looking to road expansion. Emphasis was placed on significantly improving transit services through the establishment of a higher-order transit strategy.

**ALTERNATIVES FOR CONSIDERATION**

The alternative to the recommendation presented in this report is to not endorse the staff comments included in the draft letter found in Appendix A. This alternative would be against the communications protocol that the rapid transit initiative has been operating under since the initiation of the project.

**CORPORATE STRATEGIC PLAN**


**Skilled, Innovative & Respectful Organization**
- A culture of excellence
- More innovation, greater teamwork, better client focus

Vision: To be the best place in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities.

Values: Honest, Accountability, Innovation, Leadership, Respect, Excellence, Teamwork
Council and SMT are recognized for their leadership and integrity

**Financial Sustainability**
- Financially Sustainable City by 2020
- Effective and sustainable Growth Management
- Delivery of municipal services and management capital assets/liabilities in a sustainable, innovative and cost effective manner
- Generate assessment growth/non-tax revenues
- Sustainable Tri-party Government Agreement

**Effective Inter-governmental Relations**
- Influence federal and provincial policy development to benefit Hamilton
- Acquire greater share of Provincial and Federal grants (including those that meet specific needs)
- Maintain effective relationships with other public agencies

**Growing Our Economy**
- Newly created or revitalized employment sites
- A skilled and creative labour pool that supports new employers
- An improved customer service
- A visitor and convention destination

**Social Development**
- Hamilton residents are optimally employed earning a living wage

**Environmental Stewardship**
- Reduced impact of City activities on the environment
- Aspiring to the highest environmental standards

**Healthy Community**
- Plan and manage the built environment
- An engaged Citizenry

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**APPENDICES / SCHEDULES**

- Appendix A - Draft response letter to BIA
- Appendix B - Letter from Downtown BIA
- Appendix C - "B-L-A-S-T" Map

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June 10, 2010

Tim Bullock
Downtown Hamilton BIA
20 Hughson Street South
Suite 807
Hamilton, Ontario L8N 2A1

RE: Light Rail Transit in Hamilton
Downtown BIA Correspondence to Mayor Eisenberger and Members of Council
Original Letter dated March 2, 2010

Thank you for your continued interest in Hamilton’s rapid transit plans, and for your positive remarks about the approach City staff has been taking to involve the Downtown BIA in this initiative. At City Council on March 31, 2010, your correspondence was referred to me for a response. I offer the following comments, using the numbering system from your letter of March 2, 2010.

1. The development of a two way LRT system on King Street East between John and Wellington Streets in the middle of the roadway and the reasoning behind why this route is the highest priority.

There are many reasons why the Main/King/Queenston corridor, commonly referred to as the B-Line, is the City’s first priority, including:

- The B-Line is the City’s most successful transit corridor today. The existing ridership numbers support higher-order transit, and the replacement of some of the conventional transit buses with LRT on this corridor, allows us to “feed” the system by extending bus service (either new service or through increased frequency) to other areas.
- The north-south routes do not have sufficient ridership at present to support LRT. We are building ridership capacity through the establishment of our A-Line peak hour bus rapid transit service. As the north-south routes attract more riders and as operational budgets permit, we will expand on the A-Line rapid transit service.
- The B-Line has fewer geographic constraints than the A-Line, making construction in the short term more feasible. Climbing and crossing the Escarpment are challenges that we are still working on solving for the A-Line.
- Council has directed staff to pursue the B-Line as its first priority, followed closely by the A-Line.
- Metrolinx has identified the B-Line as a Priority Project, whereas the A-Line is a 15 Year Project, in The Big Move (November 2008).

We recognize and share the BIAs desire to ensure that businesses succeed and thrive. Rapid transit is not just about providing another choice for moving people around; it is about city building and increased opportunities for residents and businesses. Our intent is to continue to work with the businesses along and near the corridor to understand their concerns and mitigate them as much as possible.

That being said, the proposed routing, two-way traffic and transit on King Street through the Downtown, has taken into account factors ranging from archaeology and built heritage to traffic impacts, costs and economic uplift.

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potential. One-way LRT on both King Street and Main Street adds additional costs associated with powering the system (additional wires and substations) and construction (additional tracks required for short turning the LRVs or addressing breakdowns, as well as additional stations); access concerns for cross streets and driveways, which are compounded if the system runs at the curbs line on a one-way street; additional construction impacts and additional traffic concerns. Two-way transit on King Street provides a reduced construction cost, a smaller area of construction impact, certainly for riders regarding where to start and end their trips and reduced traffic impacts (maintains more general traffic capacity).

We are now at the preliminary design stage where decisions about where the tracks run and how space is allocated within the right-of-way need to be made. We have met with a number of businesses and property owners along King Street over the past 4 months, to better understand their concerns associated with LRT and LRT construction. These meetings were the first in a series of many points of contact we plan to have with the businesses and property owners. From one-on-one meetings to public information centres and web updates, there will be many opportunities for these stakeholders to provide input, to review drawings and to ask questions over the next year.

2. King Street turned into two way with the removal of parking along both sides where it exists today and the possibility of a complete road closure.

The closure of King Street through the International Village BIA area was one option that was put forward for review during our feasibility work on rapid transit. With its narrower right-of-way width, and buildings set at the edge of the right-of-way, this area was a good candidate to investigate as a pedestrian and transit only area. We have since heard from the businesses and property owners that they do not want to see King Street closed to cars and trucks. Concerns raised include access to businesses for loading and parking, concerns about how people will find their businesses and loss of business due to customer confusion about accessing their locations. Although it is agreed that it is not desirable to remove all cars and trucks from King Street to facilitate LRT, however the final proposed layout for this section still requires extensive review and additional input from those most impacted.

Removal of on-street parking, and the conversion of King Street to two-way traffic, are issues that will continue to be investigated during the preliminary design. It is important to note that the removal of on-street parking does not have to mean the removal of parking altogether. We recognize that some people will continue to drive to businesses along King Street and that loading activities have to continue as well. We are working with other municipalities to understand how they have tackled these issues in their jurisdictions, and look forward to continuing to work with the business community to find a design solution that addresses space requirements for LRT and parking and loading requirements for businesses.

3. The inability of vehicles traveling west on King to turn left into major developments such as Terraces on King, the Crowne Plaza Hotel and ultimately the restored Connaught facility in whatever form it ultimately takes.

When LRT is constructed, cars and trucks will be restricted from making left turns over the tracks, except at signalized intersections. This restriction is required for the safety of drivers and passengers in both the cars and LRVs, as it reduces the opportunity for collisions. We recognize that this change will require drivers to access buildings in new ways. Two options that will be available to drivers include u-turns at signalized intersections (the drivers will go past their destination, then complete a u-turn and go east on King Street to access the driveway) or to access the property from an eastbound direction because King Street will be two-way. Other options that are being reviewed and which will be discussed with the property and business owners includes installing additional signals along King Street to facilitate more left turns, driveway consolidation opportunities and access easements across neighboring properties. These options will be discussed with individual property owners, in order to establish the most viable option.

4. Cross streets such as Mary, Catharine, John, Hughson in the Downtown BIA zone may be slated to dead end at King if closed permanently or be scheduled to turn two-way.
As noted above, Rapid Transit Team staff agree that the potential removal of cars and trucks from King Street to accommodate LRT is not ideal. This was only one option that has been investigated. The final proposed layout for this section still requires extensive review.

The current planning, design and engineering work is examining the traffic impacts associated with the construction and operation of LRT to determine what network changes, if any, need to be made. It has not been determined that cross-streets need to be converted to two-way traffic. As with the rest of the preliminary design work, the business and property owners will have many opportunities and forums to ask questions and provide the Rapid Transit team with input regarding any proposed changes.

If LRT is constructed as per the current proposal, i.e. two-way traffic with two rapid transit lanes in the centre of the road, there will be restrictions at un-signalized cross streets which will limit drivers to right-in and right-out movements only. If LRT were constructed with one-way traffic and rapid transit along the curb lane, then un-signalized cross streets would need to be dead-ended, and driveways removed.

5. 4 station locations were suggested as the optimal number between Wellington and Bay and while locations were not recommended as yet, it was determined that stations would be in the middle of the road allowance.

In the Metrolinx Benefits Case Analysis (February 2010), stations are proposed at Bay, Gore Park area and Wellington. Track and station locations will be determined during the preliminary design stages. Safety, access, functionality, cost, right-of-way requirements (for LRT and other vehicles) and integration with conventional transit and transit terminals will all be factors that are included in determining the best locations and format for stations.

6. All the proposed sample types of LRT systems used by the City’s Rapid Transit Team have been shown using overhead wiring to derive its power.

The majority of LRT systems in North America use overhead wiring to derive their power. While, at this stage, it is envisioned that Hamilton’s system will also use overhead wires for most, if not all of the B-Line, no final decisions have been made about the types of LRV that will be used on Hamilton’s system. Some systems operate with overhead wires outside of their city centres, and on batteries within the downtowns; this could be an option that is used in Hamilton. We will continue to work with Metrolinx, other transit providers within the Greater Toronto and Hamilton area, and transit systems and vehicle manufacturers to find the best means of powering our LRT system.

7. Costs and business losses during construction

There is no doubt that construction of LRT will cause some disruption along the B-Line corridor. Temporary road closures will be required during construction, and there will be noise, detours, and access issues to deal with during construction. The Rapid Transit Team is working with our staff, our consultants and other municipalities who have recently installed rapid transit systems to develop a draft mitigation strategy for the construction period. We anticipate that mitigation measures will vary depending on the section of the corridor. Some systems have used the corridor and the types of land uses along it, and will work to develop the best possible phasing strategy to minimize the impact of construction. We will discuss the draft mitigation strategy with corridor property owners and work with them in order to develop the final mitigation plan.

8. The recent announcement of the possibility that the LRT would start at Ottawa Street on King

The Rapid Transit Team’s preferred approach is to construct the full length of the B-Line (McMaster University to Eastgate Square), rather than the phased approach (McMaster University to Ottawa Street) that was put forward as an option in the Metrolinx Benefits Case Analysis. We believe there are many more benefits to constructing the full line than there are to phasing the implementation.

However, should Provincial funding be based on a phased approach, terminating the first phase of the B-Line at Ottawa Street is one option that will be considered. If there are other points that make sense to end the first phase at, we will evaluate those as well.
In closing, we would like to thank you, the Downtown BIA Board of Directors, Kathy Drewitt and the businesses and property owners who have allowed us to visit them to hear their perspectives on LRT. We look forward to a continued open dialogue about LRT in Hamilton, and to working with the Downtown BIA and its members as we move forward with this, and subsequent stages of LRT planning, design, construction and operation.

As always, the Rapid Transit Team is available should you have any questions at any time to receive comments and answer questions. You can reach me directly at 905 546-2424 ext. 4621 or other members of the Rapid Transit Team at rapidtransit@hamilton.ca or (905) 546-2424 ext. 2553

Regards,

Jill Stephen, P. Eng.
Manager, Strategic Planning & Rapid Transit
March 2, 2010

Mayor Fred Eisenberger &
Members of Council
City of Hamilton
77 James St. N.
Hamilton, Ontario L8R 3K3

Dear Mayor Fred and Members of City Council:

On behalf of the Board of Management of the Downtown Hamilton Business Improvement Area I am writing to offer our support for “Light Rapid Transit” for the City of Hamilton. We commend Jill Stephens, Acting Director of Strategic Planning and Rapid Transit with the City for her patience and practical approach to the process of developing the City’s recommendations to Metrolinx and involving the Downtown Hamilton BIA and its members in the process.

However our Board and membership still have many questions regarding what this will look like for Hamilton and will continue to work with the City and our members to solve some of the issues that businesses downtown may experience.

Some of our issues include:

1. The development of a two way LRT system on King Street East between John and Wellington Streets in the middle of the roadway and the reasoning behind why this route is the highest priority. Our members feel that a split track, one going east on Main and one going west on King might better accommodate the needs of LRT and the ease by which people can still drive downtown to work, place and do business.

2. King Street East turned into two way with the removal of parking along both sides where it exists today and the possibility of a complete road closure. Our members feel that a compromise must exist to allow for vehicular traffic to access those businesses in the core, still accommodating LRT and provide a safe and pedestrian-friendly environment. Loading and access to the Crowne Plaza Hotel and parking ramp on King is of prime concern.
3. The inability of vehicles travelling west on King to turn left into major developments such as Terraces on King, the Crowne Plaza Hotel and eventually the restored Connaught facility in whatever form it ultimately takes. Our members are concerned about access to these properties and the inconvenience of customers to travel further west than today to turn around and come back to their location. Access in front of the hotels is critical and must be accommodated.

4. Cross Streets such as Mary, Catharine, John, Hughson in the Downtown BIA zone may be slated to dead end at King if closed permanently or be scheduled to turn two-way. Some of these streets are too narrow to accommodate two-way traffic without significant costs to redo the streetscape improvements that were just completed in 2006 and will remove much needed parking and loading zones on those cross-streets.

5. Station locations were suggested as the optimal number between Wellington and Bay and while locations were not recommended as yet, it was determined that stations would be in the middle of the road allowance. Members are wary of track configurations at ground level and ease of loading and unloading passengers in the middle of the street especially for the elderly, wheelchair bound customers, or people pushing small children in strollers. The BIA is also concerned about how the LRT will integrate with the new MacNab Street Bus Terminal since there are no plans that we have seen to allow for a seamless network of transit downtown.

6. All proposed sample types of LRT systems used by the City’s Rapid Transit Team have been shown using overhead wiring to derive its power. The BIA believes that is a step backward for the beautification goals it has strived for over the past 20 years and would not like to see that kind of technology in Downtown Hamilton.

7. Costs and Business Losses during Construction While the Downtown BIA understands that the cost of such a system would be shared between the provincial government and the City of Hamilton it ultimately will be the taxpayer that foots the bill at both levels and we hope that the City will examine all options for LRT routes that do not increase costs. Businesses will no doubt suffer during an extended construction schedule since both King and Main Streets are feeder streets from east and west Hamilton and the 403.

8. The recent announcement of the possibility that the LRT line would start at Ottawa Street on King. The BIA believes that having the B line stop and start at Ottawa Street is detrimental to the plan to get people out of their cars and onto the LRT system.

We have spent a great deal of time and effort to inform our membership; both business owners and property owners of this proposal and have experienced a variety of reactions to the proposals from extremely favourable to highly sceptical. Mailings, meetings and personal visits by both BIA and City staff have taken place over the past year and we continue to look forward to open lines of communication as the City moves forward with this proposal.

Sincerely,

Tim Bullock
Chairman

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