

CITY OF HAMILTON

PUBLIC WORKS DEPARTMENT
Environment & Sustainable Infrastructure Division

TO: Chair and Members Public Works Committee	WARD(S) AFFECTED: WARDS 10 & 11
COMMITTEE DATE: October 3, 2011	
SUBJECT/REPORT NO: Fruitland Road Gateway Features and Enhanced Pedestrian Crossings (PW11072) - (Wards 10 & 11)	
SUBMITTED BY: Gerry Davis, CMA General Manager Public Works Department	PREPARED BY: Alan Kirkpatrick (905) 546-2424, Extension 4173
SIGNATURE:	Margaret Fazio (905) 546-2424, Extension 2218

RECOMMENDATION

- (a) That the General Manager, Public Works, include a Capital Budget submission during the 2012 Capital Budget deliberations for the design of gateway features and enhanced pedestrian crosswalks at the intersection of Fruitland Road and Barton Street and Fruitland Road at Highway 8, as identified in the Fruitland Road from Barton Street to Highway 8 Municipal Class Environmental Assessment EA Study (August 2010), and that the design phase be included in staff's 2012 work plan;
- (b) That subject to approval of (a) above in the 2012 Capital Budget, that the General Manager, Public Works, include a Capital Budget submission during the 2013 Capital Budget deliberations for the forecast implementation of gateway features and enhanced pedestrian crosswalks at the intersection of Fruitland Road and Barton Street and Fruitland Road at Highway 8, as identified in the Fruitland Road from Barton Street to Highway 8 Municipal Class Environmental Assessment EA Study (August 2010);
- (c) That the Public Works, Operations & Waste Management's, Hamilton in Blooms Program staff undertakes to investigate sponsorship opportunities related to the provision of gateway features or enhanced pedestrian crossing facilities at these two locations that would offset or subsidize the construction and/or operating and maintenance costs to provide these features; and, that Business Development staff in the Planning Department also promotes the sponsorship opportunity to its local business contacts.

EXECUTIVE SUMMARY

This report has been prepared to address Council direction to investigate a proposal to include gateway features and enhanced pedestrian crossing facilities on Fruitland Road, at both Barton Street and Highway 8 in a capital budget for consideration and direction.

The Fruitland Road Environment Assessment (EA) Project was started in 2008 and completed in 2010. The completed EA, report PW10087 included the following recommendation “d” related to this report:

That the General Manager, Public Works, together with Planning and Economic Development Department staff, be authorized and directed to proceed with the investigation of proposed gateway features and enhanced pedestrian crosswalks as identified in the Fruitland Road from Barton Street to Highway 8 Municipal Class Environmental Assessment Study (August 2010) for Fruitland Road at Barton Street and at Highway 8, subject to future budget deliberations.

A staff team was organized to discuss and review options related to proposed gateway features and enhanced pedestrian crossings at these two locations. Based on the available land and intersection configurations, an estimate of \$200,000 would be required to design and implement gateway features and enhanced pedestrian crossings at these two intersections. As this item has not previously been identified in a Public Works submission, it is necessary to prepare and include a capital budget Detail sheet in order that the matter can be considered during budget deliberations along with the other items in the proposed budget.

Alternatives for Consideration - See Page 7

FINANCIAL / STAFFING / LEGAL IMPLICATIONS

Financial:

Based on the staff team’s investigation and consideration of alternatives and options for gateway facilities and enhanced pedestrian crossing facilities on Fruitland Road at both Barton Street and at Highway 8, as identified in the Fruitland Road Environmental Assessment process with the estimate for the design and implementation to a maximum of \$200,000. The 2012 proposed budget will include \$30,000 for the design phase and reflects that the proposed 2013 will include \$170,000 for the construction phase. The construction estimate will be confirmed once the design is completed and approved.

The proposed gateway features and enhanced pedestrian crosswalk facilities would be provided within the road right-of-way. The design and implementation cost would be included in the capital budget, but future maintenance costs to ensure that the features are fulfilling the desired outcomes will be identified after the final design is approved and included in a future capital budget implementation submission and current budgets.

Staffing: N/A

Legal: N/A

HISTORICAL BACKGROUND

The completed Fruitland Road EA in 2010 referenced a number of recommendations including the following recommendation “d” related to the proposed gateway and enhanced pedestrian facilities:

That the General Manager, Public Works, together with Planning and Economic Development Department staff, be authorized and directed to proceed with the investigation of proposed gateway features and enhanced pedestrian crosswalks as identified in the Fruitland Road from Barton Street to Highway 8 Municipal Class Environmental Assessment Study (August 2010) for Fruitland Road at Barton Street and at Highway No 8, subject to future budget deliberations.

Fruitland Road from Barton Street to Highway 8 has a long history of challenges with the presence of trucks in a residential area. The Fruitland Road EA study project team worked closely with the Fruitland-Winona Secondary Plan staff to take advantage of the opportunity that the proposed development of this area offers in helping resolve the above-mentioned problem. The preferred alternative – Alternative 3D, as indicated in Appendix “A”, recommends that through trucks utilize a proposed new north-south road, east of the existing Fruitland Road between Highway 8 and Barton Street and that the existing section of Fruitland Road between Highway 8 and Barton Street remains open. In addition, proposed gateway features and enhanced pedestrian crosswalks on Fruitland Road at Highway 8 and at Barton Street, will become a new visual measure and highlight to motorists that they are entering a residential neighbourhood and to be observant of pedestrians and the posted speed limit.

The Fruitland Road EA, from Barton Street to Highway 8, followed the Municipal Class Environmental Assessment Study (August 2010), followed the Municipal Engineers Association Municipal Class Environmental Assessment (EA) process for Phases 1 and 2 and the preferred alternative has been confirmed to be a Schedule C project. Phases 3 and 4 will be required to be completed in the future. However, the road project may be implemented through a Planning Act process, in which case the City would not be the proponent.

A “gateway feature” is typically a series or individual elements of decorative aspects within the road right-of-way (ROW), that would be aligned with the urban design standards and act to designate a starting point to a space different from the one preceding it; thereby, providing a new “sense of place”. There is a wide range of gateway design options from planting strips to the features in Hess Village and on King Street at Wellington Street. For the Fruitland Road application, gateway features would be coordinated with plans being considered for the Fruitland – Winona Secondary Plan, since Fruitland Road constitutes its westerly border. Since these features are typically installed within the ROW, future operating and maintenance costs are the responsibility of the municipality. There may be opportunities to obtain private sector funding for the capital cost and/or operating and maintenance costs in the future.

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At the southern portion of the intersection of Fruitland Road and Barton Street, as well as at northern portion of intersection of Fruitland Road and Highway 8, the Detail design process could consider, but not be limited to the following features:

- Planted middle traffic island (with an opportunity for private sponsorship for maintenance funding)
- Intersection throat narrowings
- Islands
- Trees
- Flag poles and/or decorative bollards on one or both sides of the road
- Decorative street lights
- Decorative entrance walls
- Coloured concrete crosswalks

An enhanced crosswalk is one that better outlines/highlights the pedestrian space at road crossings by adding colour, shape and space to the standard urban crosswalk design. A better defined and more visible crosswalk functions as a message for pedestrians and motorists that the area is a designated pedestrian space. An example can be found within York Boulevard Streetscape Master Plan, specifically implemented in front of the Farmer's Market entrance at York Boulevard.

The staff team discussed issues to be included in the design phase of the proposed gateway features/enhanced pedestrian facilities including:

- Property availability (property needs, if any, to be determined once a final design is chosen)
- Utilities (underground and overhead)
- Power needs
- Durability of materials
- Costs: capital and on-going operating & maintenance costs
- Possible sponsorship opportunities from area businesses for capital or operating costs
- Possible Development Charge (DC) contribution
- The design features to incorporate themes that are relevant to the area
- Consideration of future roadway reconstruction or development in the area that might reduce the lifecycle of the feature, i.e. construction-related trucks travelling over a decorative crosswalk for an extended period of time damaging it. In this case, the installation of a crosswalk may be delayed until the majority of the construction in the area is completed

Rationale for Selection of Alternative Solutions – Fruitland Road EA

The Fruitland Road EA considered options for the proposed new North-South road alternative including the following related to the gateway and pedestrian facilities:

- “Maintain Fruitland Road with no access restrictions in conjunction with the implementation of gateway features and enhanced pedestrian crosswalks at the intersections of Fruitland Road at Barton Street and at Highway 8.”

Preferred Alternative

Alternative 3D was selected as the preferred option of seven (7) alternative solutions considered. The following chart provides the description of this alternative as included in the Fruitland Road EA:

Planning Alternative Solutions		Description
Alternative 3D	New North-South Road	<ul style="list-style-type: none"> Alternative 3D would have Fruitland Road remain open with no access restrictions. Fruitland Road would receive a gateway feature and enhanced pedestrian crosswalk to signify that traffic is entering into a residential area. Trucks would continue to use Fruitland Road until the new North-South Road was constructed and designated as the truck route. Once development takes place in the growth area and the trucks are rerouted to the new North-South Road, Fruitland Road would be examined for re-classification, to a potential classification lower than an Arterial Road; therefore the warrants for various traffic calming/controls would be examined at that time.

Based on the evaluation of the alternative solutions it was concluded that Alternative 3D (Proposed new North-South road east of the existing Fruitland Road with Fruitland Road gateway features and enhanced pedestrian crosswalks) was the preferred alternative based on the following rationale:

- Addresses the problem and opportunity statement
- Can be implemented in conjunction with Fruitland-Winona Secondary Plan
- Low impact on traffic operations as well as fire/emergency and municipal services
- Truck Route is relocated to the new North-South road in conjunction with the proposed Fruitland – Winona Secondary Plan development
- Implementation of Gateway Features and Enhanced Pedestrian Crosswalks on Fruitland Road at Highway 8 and at Barton Street are not dependent on timing of Fruitland-Winona Secondary Plan and could be constructed sooner, subject to future budget deliberations, thus providing some benefits to Fruitland Road residents at relatively low cost
- Additional property purchases to acquire property where the proposed new road intersects with Highway 8 of approximately \$3.0 million could be required for Alternative 3D if the easterly option of this alternative is chosen. Please see the map in Appendix “A” illustrating the easterly intersection option where land may need to be purchased if this option is selected.

Status of the Fruitland Road EA

The Phase 1 & 2 Report, thirty (30) day public review period ended on February 7, 2011. The Phase 3 & 4 stages of the Schedule “C” planning process for the new north-south road can commence within the Planning Act process after the Fruitland – Winona Secondary Planning process has been completed.

POLICY IMPLICATIONS

The provision of gateway features at these two locations could set a precedent to identifying a “change” to motorists that they are entering an area of the City that is different/unique and that more care should be taken while travelling in this area. The gateway feature and enhanced pedestrian crossing facilities are meant to identify to motorists that different behaviour (driving) should be taken.

In addition, a gateway feature within the ROW does require funding for the design and implementation phase; and current budget funds in the future for operations and maintenance activities, to ensure that these features continue to serve their intended purpose.

The provision of proposed gateway features and enhanced pedestrian crossing aligns with the Public Works Department’s Business Plan, “Innovate Now”, by taking into consideration the quality of life issues for residents through cost effective improvements to the transportation network, promotion of a walking environment and improving the aesthetics of neighbourhoods.

RELEVANT CONSULTATION

The following groups were included in the investigation phase of this project:

Public Works: Design, Asset Management, Landscape Architectural Services, Transportation Planning, Forestry and Horticulture and Operations and Waste Management Support Services	Staff is supportive with the action items in this report. Asset Management has indicated there are budget pressures when these items are added to the capital budget.
Planning – Community Planning & Design, Economic Development	Staff are supportive with the action items in this report.
Ward 10 and 11 Councillors	Both Councillors are supportive of the process the report is recommending

If the design phase is approved and included in the 2012 Capital Budget, once the design is completed, the plans will be available to be reviewed by the public for their information.

ANALYSIS / RATIONALE FOR RECOMMENDATION

Report PW10087, Fruitland Road from Barton Street to Highway 8 Municipal Class Environmental Assessment Study (August 2010), recommended that an investigation into potential gateway features and enhanced pedestrian crosswalks be undertaken and considered during a future budget deliberation process. The staff team's investigation concluded that \$30,000 be provided for design services and be included in a 2012 Capital Budget submission. The proposed tendering and implementation of the gateway features and enhanced pedestrian crosswalks could be included in the 2013 capital budget submission at an estimated cost of \$170,000 and will also identify maintenance costs and proposed funding source with the submission. In order to proceed, funding for the design component will be required to be included in the upcoming 2012 Capital Budget deliberation process from which staff will be guided with next steps.

ALTERNATIVES FOR CONSIDERATION

Do Nothing: That the design and installation of proposed gateway features and enhanced pedestrian crossing on Fruitland Road at Barton Street and at Highway 8 be postponed and brought forward at a later time. This alternative is not recommended.

Defer the Capital Budget Detail Sheet until 2013: That the item is deferred for one year and the design of the proposed gateway features and enhanced pedestrian crossing be reconsidered in 2013 capital budget deliberation process and the implementation in subsequent years. Council may wish to postpone gateway features and crosswalk installations until the Fruitland – Winona Secondary Planning process is completed to see if there are any urban design relationships that could be incorporated with this secondary plan. This alternative is not recommended as it does not address the requests from the Fruitland Road community that some action be taken on Fruitland Road to address their concerns to provide a new visual measure and highlight to motorists that they are entering a residential neighbourhood and to drive accordingly.

CORPORATE STRATEGIC PLAN

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

Skilled, Innovative & Respectful Organization

- ◆ A culture of excellence

Social Development

- ◆ People participate in all aspects of community life without barriers or stigma

Environmental Stewardship

- ◆ Natural resources are protected and enhanced

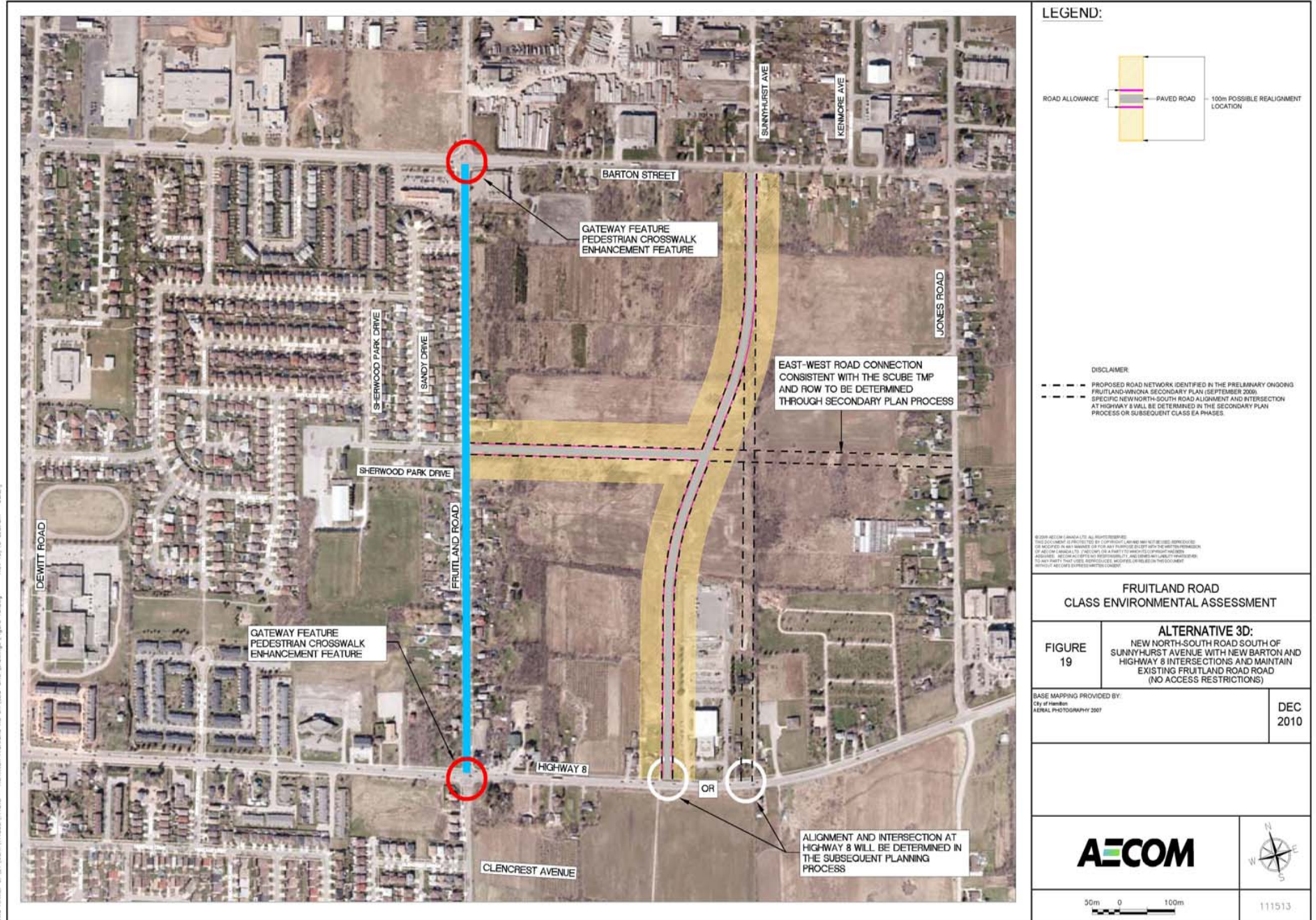
Healthy Community

- ◆ Plan and manage the built environment

APPENDICES / SCHEDULES

Appendix "A" - Drawing of Alternative 3D, Fruitland Road Environmental Assessment

Appendix "A" Drawing of Alternative 3D, Fruitland Road Environmental Assessment



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