



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Growth Management Division

TO:	Chair and Members General Issues Committee
COMMITTEE DATE:	May 7, 2014
SUBJECT/REPORT NO:	Piers 5-8 Sewage Pumping Station and Facilities Municipal Class Environmental Assessment, Schedule B (PED14092) (Ward 2)
WARD(S) AFFECTED:	Ward 2
PREPARED BY:	Diana Morreale (905) 546-2424 Ext. 4101
SUBMITTED BY:	Neil Everson Acting General Manager Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

- (a) That the Acting General Manager of Planning and Economic Development, be authorized and directed to file the Notice of Completion, and issue the Project File Report for the Class Environmental Assessment for Piers 5-8 Sewage Pumping Station Facilities for the mandatory 30 day public review period;
- (b) That upon completion of the 30 day public review period, the Acting General Manager of Planning and Economic Development be authorized and directed to proceed with detailed design and implementation of the preferred solution of the Class Environmental Assessment for Piers 5-8 Sewage Pumping Station Facilities, provided that no Part II Orders to the Minister of the Environment are received.

EXECUTIVE SUMMARY

The City of Hamilton and the Waterfront Trust have assessed upgrading alternatives to the Pier 8 Pumping Station Lands (see Appendix "A" to Report PED14092), as well as the private pumping facilities located in the study area.

The pumping station on Pier 8 has experienced operational problems including inadequate capacity to manage existing development flows, and will be unable to manage future development as laid out in the Setting Sail Secondary Plan. The

pumping station was originally designed to service the Parks Canada Marine Discovery Centre. However, the pumping station now services the Hamilton Waterfront Trust (HWT) developments, which include the HWT Centre, Williams Fresh Café, HWT offices, recreational facilities on Pier 8, as well as visitors to the Pier, whose number has substantially increased over the years.

The upgrading sewage pumping station alternatives considered ranged from modifications to the existing structure, to a completely new structure. The public was consulted through notices, newspaper ads, project website, and two Public Information Centres held on September 23, 2013, and January 6, 2014.

The preferred alternative consists of a new sewage pumping station on Pier 8 and sewer storage infrastructure, which is located in, or in the vicinity of, the future park in Pier 8 (see Appendix “B” to Report PED14092). There is a provisional pumping station on Pier 6 that has been included in the preferred alternative. The Pier 6 pumping station would be constructed if a gravity sewer connection from Piers 5, 6, to the Pier 8 pumping station is not feasible due to conflicts with existing combined sewer overflow infrastructure located on Pier 6, at the foot of James Street. A gravity sewer connection from Pier 7 to the Pier 8 pumping station is proposed as part of the preferred alternative. The Pier 8 pumping station forcemain is proposed to connect to the Burlington Street sewer located at the intersection of Ferguson Avenue North on Burlington Street that flows easterly from this intersection.

The Project File Report (PFR) is recommended for mandatory filing on the public record for 30 days. If there are no Part II Orders received during the review period, staff are requesting authorization to proceed with implementing the preferred alternative design.

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: The EA work for the Pier 8 pumping station established construction cost estimates for implementing the preferred alternative. The construction costs are estimated to be:

Construction Projects	Cost Estimate	DC Funding Amount	Rate Funding Amount
a) Pier 8 Pumping Station and Forcemain to Ferguson and Burlington Street intersection.	\$2,820,000	50%	50%

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b) Gravity sewers on Pier 8 to pumping station located on Pier 8.	\$1,060,000	n/a	100%
c) Provisional Pumping Station on Pier 6 with gravity sewers, and forcemain from Pier 6 pumping station to Guise Street.	\$740,000	50%	50%

See Appendix “C” to Report PED14092 for full cost estimate details. The cost estimates that are eligible to receive DC funding will be included in the City’s 2014 DC Background Study. Funding for detailed design and construction for the primary pumping station on Pier 8 and forcemain has been approved in 2013 and 2014 Capital Budget (Project ID 4401356800). Funding for the provisional pumping station and associated works on Piers 6 and 7 will be brought forward for Council consideration in a future Capital Budget process.

Staffing: Not applicable.

Legal: Municipal undertakings such as wastewater projects are subject to Ontario’s Environmental Assessment Act. The Act allows for the approval of Class Environmental Assessments and the municipality has the option of following the planning process as set out in the Municipal Engineers Association Class Environmental Assessment (October 2000, as amended in 2007 and 2011). The Class EA process has been followed.

HISTORICAL BACKGROUND

An Environmental Assessment for the Pier 8 pumping station and associated facilities was required to evaluate alternatives to ensure reliable sewer services for existing uses and future development of Pier 8. The future development of the area has been determined through the past following studies:

Setting Sail Secondary Plan

Setting Sail Secondary Plan is a land use plan for the West Harbour, with an emphasis on three areas of major change: the Waterfront, the area south of the CN rail yard (Barton-Tiffany), and the former industrial lands along Ferguson Avenue North (Ferguson-Wellington Corridor). The Secondary Plan also focuses on commercial and mixed-use corridors within the area, where strategic redevelopment and streetscape

improvements would strengthen the economic vitality of the corridors, provide additional amenities to adjacent neighbourhoods and generally beautify the area. The Setting Sail Secondary Plan came into effect in December 2012.

West Harbour Waterfront Recreational Master Plan

The West Harbour Waterfront Recreation Master Plan was initiated in 2005 following Hamilton Council's adoption of the Setting Sail Secondary Plan. The Master Plan contains policies and principles relating to design guidelines, architecture, waterfront precincts and implementation, to ensure that public and privately funded initiatives develop in a fashion that highlight the area's heritage, while creating a vibrant and contemporary place within the West Harbour. It was received by Hamilton City Council in April 2010.

North End Traffic Management Study

The North End Traffic Management Study was endorsed by Hamilton City Council in October 2010. The Study is about improving conditions, as well as protecting the integrity of the neighbourhood now, and in the future, as growth and change occurs. The study was initiated largely in response to concerns about the redevelopment of Pier 8, which is planned for mixed-use residential and commercial uses.

Hamilton West Harbour Piers 5-8 Servicing Studies and Pro Forma Analysis

The 2014 Servicing Studies Report and Pro Forma Analysis Report explores the servicing requirements and redevelopment potential for Piers 5-8, identifies the opportunities and constraints to development, and recommends the immediate next steps for facilitating redevelopment. The specific issues and opportunities included an opportunity to upgrade existing aged infrastructure when new infrastructure is constructed, and that a new pumping station, or pumping facilities, may be needed to address current and future development needs. As part of this study, a functional servicing concept was completed. This Study was received by Hamilton City Council in January 2014.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Environmental Assessment Act

The Ontario Environmental Assessment (EA) Act requires that municipal infrastructure projects are approved in accordance with the Municipal Class EA (MCEA) approach. The Class EA process provides a decision-making framework that enables the requirements of the EA Act to be met in an effective manner and designed to protect the environment.

Proceeding with the planning and construction of new sewage pumping station(s) without following the MCEA process, is a contravention of the Ontario Environmental Assessment Act.

The City of Hamilton Strategic Plan (2012-2015)

The recommendation coming out of the Piers 5-8 Sewage Pumping Station and Facilities Class Environment Assessment, comply with the City of Hamilton's Strategic Plan, Priority No. 1 – "A Prosperous and Healthy Community". In particular, a new pumping station on Pier 8 will help promote economic opportunities in the waterfront, and is a part of finalizing a servicing strategy for the west harbour lands.

RELEVANT CONSULTATION

As required under the Municipal Class EA, affected members of the public, agencies, and stakeholders, were consulted throughout the planning process.

A list of regulatory agencies, thought to be possibly affected or interested in the project, was compiled. The list included First Nations, Provincial ministries, Federal departments, local conservation authority, and various utility companies (see Appendix "D" to Report PED14092).

A City of Hamilton internal staff list was circulated during various stages of the EA process (see Appendix "E" to Report PED14092 for Internal Staff Consultation List). In addition to circulating potentially interested internal staff, a Staff Technical Committee was created to provide expertise and input into the conclusions made in the Project File Report.

The public was invited to provide input into the study at various stages. A Notice of Commencement and first Public Information Centre (PIC) was advertised in The Hamilton Spectator on September 13, 2013, and September 20, 2013. In addition, property owners along Guise Street, North End Neighbourhood Association, and those on the study mailing list, were notified directly by letter of the upcoming PIC.

The first PIC was held on September 23, 2013, from 6:00 p.m. to 8:00 p.m., at the Hamilton Waterfront Trust Office (57 Discovery Drive). The PIC was organized as a drop-in centre where people could review a series of display panels outlining the EA process, project information, the alternative solutions, the evaluation of criteria to determine the preferred alternative solution, and the next steps that would be followed in the Class EA process.

Ten people were in attendance. Overall the PIC was well received based on the feedback provided.

The Notice for the second PIC was published in The Hamilton Spectator on Friday December 27, 2013, and January 3, 2014. The second PIC was held on January 6, 2014, from 6:00 p.m. to 8:00 p.m., at the Hamilton Waterfront Trust Office. The PIC provided information on the evaluation of alternatives, the selection of the preferred solution, and next steps. Five people were in attendance, and overall the PIC was well received based on the feedback provided.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

Municipal Class Environmental Assessment Process

The Class Environmental Assessment (Class EA) Study follows the planning and design process of the Municipal Engineers Association (MEA) Municipal Class Environmental Assessment (EA), October 2000, as amended in 2007 and 2011. The City is completing this Study in accordance with the planning process applicable to Schedule 'B' projects under the Municipal Class EA. These projects are approved under the Environmental Assessment Act once the required two-phase process is complete. Class EA requirements for Schedule 'B' projects include the following two phases:

- Phase 1- problem identification; and,
- Phase 2- review alternative solutions.

The evaluation criteria used for the assessment of alternatives reviewed potential environmental impacts. A detailed breakdown of each category is included in the Project File Report:

- Natural Environment
- Social and Cultural Environment
- Technical Considerations
- Economic Considerations

The evaluation process focused on identifying three levels of comparison between the evaluation criteria for each of the alternatives. The three levels are:

- Most Preferred
- Less Preferred
- Least Preferred

The intent of this method of evaluation is to identify for each evaluation criterion, which alternative or alternatives have an advantage, or are preferred. Once this evaluation process was completed for all criteria, it was determined which alternative had the overall preference. Each alternative was screened against the evaluation criteria.

Alternative 1 – Do Nothing

The Do Nothing alternative would involve maintaining the existing infrastructure without the construction of new infrastructure. Any existing deficiencies in the existing system would remain, with ongoing maintenance. Currently, the pumping station is operating at or near capacity, and will not have the ability to service future development. This alternative is not expected to address current and future development needs, but as required by the Class EA process, this alternative has been carried forward for further review.

NOT RECOMMENDED: The Do Nothing Alternative was eliminated because it does not meet future sewage capacity needs for the planned development of Pier 8 lands.

Alternative 2 – Construction of New Pumping Stations and Forcemains

The construction of new multiple pumping stations and associated forcemains was carried forward, as it will address existing and future development sewage flow needs. The new pumping stations can be located to be compatible with both the existing topography, and the location of future development blocks. There will be some consolidation of sewage flows through the replacement of the existing aged pumping facilities, with new infrastructure constructed to current standards with improved monitoring. The construction of multiple new pumping stations will result in increased capital and operational costs over a single new facility, but will have the advantage of increased construction staging opportunities.

RECOMMENDED: The alternative for a pumping station in Pier 8 will allow for a gravity sewer connection from Piers 5, 6, and 7. The alternative also allows for a provision of an additional pumping station on Pier 6, if a gravity sewer connection from Piers 5/6 and 7 is not feasible. The provisional pumping station would connect to Guise Street sewer, when required capacity is available.

During detail design, the new pumping station(s) should be designed to include:

- a. Backup standby generator to allow for continued operation of pumping station during a power outage;
- b. Passive gravity overflow as a tertiary, redundant measure to further protect homes from basement flooding;
- c. Provision for odour control of the pumping station; and,

d. Provision for temporary storage of sanitary sewage at the station during wet weather event.

Alternative 3 – Construction of a Central Pumping Station and Forcemain

The construction of a single, centrally located pumping station and forcemain has the similar advantages as the construction of multiple pumping stations, as it also addresses existing and future redevelopment sewage flow needs, and was also carried forward for further review. The centrally located pumping station location can be placed to be compatible with the existing topography and future redevelopment, and would offer a complete consolidation of sewage flows for the study area. This alternative will also replace the existing aged pumping facilities with a new facility, constructed to current standards with improved monitoring, and would be more cost effective than multiple pumping facilities. The disadvantage of this alternative is that it may not have the flexibility to address other on-site infrastructure constraints, or the opportunities for construction staging.

NOT RECOMMENDED: The Central pumping station alternative was less preferred, because the solution does not allow for alternate servicing strategy if a gravity connection cannot be completed.

Public and stakeholder consultation is an integral part of the Class EA process. See the Relevant Consultation Section of this Report and Project File for more details. The final step in the analysis rationale before proceeding to implementation of the preferred alternative, is to undertake the mandatory 30 day review. A Notice of Completion of the Class EA as recommended herein will be issued in late Spring of 2014. Notices will be issued via newspaper advertising and direct mail out to all members of the Stakeholder and Agency Contact lists. The Project File will be placed on public record, along with contact information, to receive concerns. All attempts will be made to mitigate all expressed concerns. Should resolution of a concern be unable to be met, the opponent may place a Part II Order to the Minister of the Environment for a decision.

ALTERNATIVES FOR CONSIDERATION

There is one alternative for Council to consider with respect to the Recommendations of this Report:

- To not file the Piers 5-8 Sewage Pumping Station Facilities EA Project File Report with the City Clerk for a minimum 30 day public review period, and not proceed with the recommended implementation.

Should Council decline to approve the filing of the Project File Report, the Municipal Class EA process will be considered incomplete by the Provincial Government. Therefore, the City will not have approval under the Provincial Environmental Legislation to upgrade the existing Pier 8 Sewage Pumping Station with a new pumping

station, and retire and decommission the existing facilities. The outcome would be equivalent to the “Do Nothing” alternative, and the existing pumping station would continue to fail. Eventually the City would have to repeat the EA process, which would likely result in the same recommendation.

ALIGNMENT TO THE 2012 – 2015 STRATEGIC PLAN

Strategic Priority #1

A Prosperous & Healthy Community

WE enhance our image, economy and well-being by demonstrating that Hamilton is a great place to live, work, play and learn.

Strategic Objective

1.2 Continue to prioritize capital infrastructure projects to support managed growth and optimize community benefit.

Strategic Priority #2

Valued & Sustainable Services

WE deliver high quality services that meet citizen needs and expectations, in a cost effective and responsible manner

APPENDICES AND SCHEDULES ATTACHED

- Appendix “A” to Report PED14092 - Location Map
- Appendix “B” to Report PED14092 - Preferred Alternative
- Appendix “C” to Report PED14092 - Preferred Alternative Cost Estimate
- Appendix “D” to Report PED14092 - List of Regulatory Agencies
- Appendix “E” to Report PED14092 - Internal Staff Consultation List

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