



**CITY OF HAMILTON**  
**PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT**  
**Transportation Planning and Parking Division**  
**and**  
**PUBLIC WORKS DEPARTMENT**  
**Engineering Services Division**  
**and**  
**Transportation Operations and Maintenance**

<b>TO:</b>	Mayor and Members Committee of the Whole
<b>COMMITTEE DATE:</b>	June 3, 2020
<b>SUBJECT/REPORT NO:</b>	Appropriation Transfer of Funds for Claremont Access Road Resurfacing and Multi-Use Keddy Trail Construction (PED20115/PW16003(b)) (Wards 2, 3, 7 and 8)
<b>WARD(S) AFFECTED:</b>	Wards 2, 3, 7 and 8
<b>PREPARED BY:</b>	Steve Molloy (905) 546-2424 Ext. 2975 Daryl Bender (905) 546-2424 Ext. 2066
<b>SUBMITTED BY:</b>  <b>SIGNATURE:</b>	Brian Hollingworth Director, Transportation Planning and Parking Planning and Economic Development Department
<b>SUBMITTED BY:</b>  <b>SIGNATURE:</b>	Gord McGuire Director, Engineering Services Public Works Department
<b>SUBMITTED BY:</b>  <b>SIGNATURE:</b>	Edward Soldo Director, Transportation Operations and Maintenance Public Works Department

## **RECOMMENDATION**

- (a) That the General Manager of Public Works be authorized and directed to award tender C15-13-20 (H) to Dufferin Construction Company in the amount of \$5,563,240 (not including Contingency and Non-Refundable HST) as identified in the attached Appendix "A" to Report PED20115/PW16003(b) and that the General Manager of Public Works be authorized to execute, on behalf of the City of Hamilton, all agreements and other documents necessary to implement this award on confirmation that each such agreement be in a form satisfactory to the City Solicitor;
- (b) That Project ID 4662017130 (Claremont Access – Keddy Access Trail) be set up with a budget of \$3,384,000 and that all identified funding sources, as outlined in the attached Appendix "B" to Report PED20115/PW16003(b) be transferred to this consolidated project ID;
- (c) That a budget adjustment be approved to increase Capital Project ID 4662017130 (Claremont Access – Keddy Access Trail) by \$896,000 from \$3,384,000 to \$4,280,000 and that this increase be funded by a transfer of surplus gas tax \$896,000 from Project ID 4032011020 Claremont Access - Inverness to Main resurfacing project which benefitted from a favourable tender price;
- (d) That the barrier coating line items within the tender be deferred to a future implementation date, which will result in a cost savings of \$248,755 (not including Contingency and Non-Refundable HST).

## **EXECUTIVE SUMMARY**

The Claremont Access extends between Main Street to Upper James Street and includes a ramp to West 5th Street. The total length of this roadway is approximately 2.7 kms, including the ramp. These upbound segments are identified within the 2020 Capital Roads Program for resurfacing in 2020. The escarpment face and downbound segments of this roadway are planned for rehabilitation in 2021.

The approved total estimated budget available for this 2020 project is \$5,980,000 and subdivided as \$2,880,000 for the roadway resurfacing plus \$3,100,000 for the Keddy Access Trail (cycling/pedestrian) component. The multi-use trail budget is match funded through the Provincial Ontario Municipal Commuter Cycling (OMCC) Program up to 80% of the cost of the project. The lowest and preferred tender bid was \$5,563,240 (not including Contingency and Non-Refundable HST). Including Contingency and Non-Refundable, the total funding required is \$6,272,000.

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The contract includes street resurfacing, the construction of a concrete barrier wall to separate trail users from auto traffic, a new traffic signal for trail users at the top of the James Street stairs, short-trail connections to the facility at three locations, and the creation of a short-cycling connection to the Hunter Street bicycle facility.

The successful bid was within the overall budget allocated for this project. However, the bid for the resurfacing portion of the project was less than budgeted, while the bid for the Keddy Access Trail portion exceeds the budget. Specifically, the item that contributes to the increased cost of the multi-use trail is the extent of barrier separation, which provides valuable safety enhancements to the project. As a result, budget adjustments through the transfer of funds for the multi-use trail portion of the contract is required in order to award the contract.

**Alternatives for Consideration – See Page 8**

**FINANCIAL – STAFFING – LEGAL IMPLICATIONS**

Financial: The approved total budget available for this 2020 project is \$5,980,000 and subdivided as \$2,880,000 for the roadway resurfacing plus \$3,100,000 for the multi-use (cycling/pedestrian) component. The Keddy Access Trail budget is substantially funded through the Provincial OMCC Program using matching funds up to 80%. The lowest and preferred tender bid was \$5,563,240 (not including Contingency and Non-Refundable HST). Including Contingency and Non-Refundable HST, the total funding required is \$6,272,000.

There are opportunities to defer non-essential items for future implementation that will reduce the price of the contract. Specifically, the removal of Section D items 41, 42, 43, and 44 relating to the installation of barrier coating (public art mural), which equates to \$248,755 in contract savings. Funding for future implementation of a public art mural will be investigated. Based on this reduction of cost, the total amount required to implement the Keddy Trail is \$4,292,000.

In order to award the contract, the appropriations of funds must be made to provide the required budget for each part of the project (Part 1: Road Resurfacing and Part 2: Keddy Access Trail). Appendix “B” attached to this Report provides a detail breakdown of the available funding for appropriation. This includes \$896,000, which utilizes Part 1: Road Resurfacing surplus, plus \$392,000 from cycling accounts 4661717124 (\$99,000) and 4662017124 (\$293,000).

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Staffing: N/A

Legal: N/A

## **HISTORICAL BACKGROUND**

In 2009, Hamilton's Cycling Master Plan (Shifting Gears) identified the Claremont Access to have an upbound and downbound bicycle facility. Direction was given to staff via a motion from Council to investigate cycling infrastructure along the Claremont Access in December 2015. Subsequently, a presentation and report were prepared in January 2016, and staff was directed by Council to investigate options for a delineated bicycle lane for consideration within the 2017 Capital Budget process (Report PW16003).

Staff retained Dillon Consulting Ltd to complete a feasibility study and functional design (Report PW16003(a)) and the direction was provided by Council to design a multi-use facility. On August 17, 2017, (Report PW17069) Council approved the project for submission to the OMCC Program. Funding was subsequently transferred to the City in April 2018. In May 2018, Council passed a motion to officially name the proposed facility the Keddy Access Trail in honour of Jay Keddy, who was tragically killed while cycling on the Claremont Access.

Additional improvements were also identified as part of the Capital Budget and asset management process, including full resurfacing of the upbound lanes from Main Street to Fennell Avenue, to improve surface quality and to extend the life of the pavement. In order to improve the efficiency of construction, the planned multi-use trail project and road resurfacing project were combined into a single tender.

The Keddy Access Trail is a signature active transportation project for the City that will provide a continuous route for cyclists and pedestrians to travel between the lower city and the escarpment in a comfortable and efficient way. The Keddy Access Trail will connect to a variety of destinations and will act as an important network link, making use of the upbound side of the Claremont Access, as shown in Appendix "C" attached to this Report.

In order to minimize risk associated with the project, an independent safety audit of the trail detail design was initiated and has been completed. The independent safety audit recommended a number of measures that have been incorporated into the final design. The full Road Safety Audit Report is attached as Appendix "D" to this Report.

## **POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS**

The proposed funding arrangements do not complicate the OMCC contract with the Province, as the critical aspect of the contract is that Provincial funding does not exceed 80% for the project.

The OMCC Program requires that the project must be completed by the end of 2020 to ensure the City maximizes its use of these OMCC funds.

There is a time sensitivity on this contract as the working days required to deliver this project is close to the available amount of time for the contractor to complete the project. This project must commence by July 1, 2020 to be completed.

The Keddy Access Trail is a Schedule A/A+ project under the *Municipal Class Environmental Assessment (EA)*, October 2000, as amended 2007, 2011 and 2015 (Approach 1) process, which is an approved process under the *Ontario Environmental Assessment Act*.

## **RELEVANT CONSULTATION**

Internal stakeholders were consulted in the creation of this Report as identified in the list below.

- Transportation Operations and Maintenance;
- Engineering Services;
- Asset Management; and
- Corporate Finance.

Throughout this planning and design of this signature project, internal and external consultation was undertaken. A Public Information Centre (PIC) was held on August 16, 2016. Approximately 60 people attended. This meeting was advertised in The Hamilton Spectator, on the City Website, and a notice was delivered to properties in the vicinity of the study area. The information from the PIC was posted on the City Website to encourage additional community input ([www.hamilton.ca/ClaremontAccessCycling](http://www.hamilton.ca/ClaremontAccessCycling)).

Consultation with external stakeholders and citizen advisory committees also took place to incorporate a broader pedestrian mobility perspective, as well as, route alternatives, possible side-connection opportunities, and the criteria to assess these options.

In addition, the affected Ward Councillors, past and present, have also been engaged throughout the project.

## **ANALYSIS AND RATIONALE FOR RECOMMENDATION(S)**

### **Design Update**

The design of the multi-use facility is based on the functional design, as described in GIC Report 16-031 on November 25, 2016 (PW16003(a)). As per that Report, the facility is designed as a multi-use trail facility on the north side of the Claremont Access from Hunter Street in the lower City to West 5th Street on the Escarpment.

The design incorporates five connections via sidewalk, bicycle lane, stairs, and trail. These connections are planned to be constructed to enhance the access to the main corridor of the Keddy Access Trail. These are described below:

- West Avenue – a direct connection to this local street;
- St. Joseph's Drive Trail – a new multi-use trail, about 300 m long, providing multi-use trail access to St. Joseph's Drive;
- Arkledun Avenue/Jolley Cut – two new multi-use trails, each about 50 m long, providing multi-use trail access to Arkledun Avenue; and,
- Southam Park Trail – a new multi-use trail through Southam Park, about 200 m long, providing multi-use trail access to Tanner Street and Inverness Avenue. This facility includes an AODA compliant ramp access (replacing an existing stairway) to the Keddy Access Trail and includes a new signalized pedestrian crossing for trail users to cross the West 5th flyover to access the James Street stairs.

The Keddy Access Trail maintains three existing connections:

- The Bruce Trail near the West 5th Street terminus;
- The James Street stairs; and,
- The Bruce Trail, a few metres east of the James Street stairs.

### **Multi-use Trail Considerations**

The Cycling Master Plan (2018) identifies the Keddy Access Trail corridor as a multi-use trail facility. This trail will establish a safer and convenient escarpment crossing for active transportation, which recognizes that it will be used by pedestrians, in addition to cyclists.

It is expected that pedestrian volumes will be low, given the additional options available to them, including the James Street Stairs. The interaction between users on any multi-use facility can have challenges, and the slope of the Keddy Access Trail provides additional technical challenges. For example, providing adequate trail width to

accommodate upbound cyclists who require more operating space, while also managing speed of downbound cyclists. Applying education and engineering techniques to manage the interaction between pedestrians such as the use of signs and markings can provide positive guidance to all trail users and promote proper trail etiquette.

### **Safety Provisions**

Given the slope of the facility, the interaction between pedestrians and cyclist and managing their respective safety and risk has been a prominent consideration in the design development. Relying on enforcement to ensure safe user behaviour is not feasible. Therefore, education and engineering considerations will be applied to address these issues.

In order to minimize risk associated with the project, an independent safety audit of the trail detail design was initiated and has been completed. The independent safety audit recommended a number of measures which have been incorporated into the final design. The full Road Safety Audit Report is attached as Appendix “D” to this Report.

As a result, the Keddy Access Trail includes signs and pavement markings to support positive guidance along the Keddy Access Trail and support slower speeds. The Keddy Access Trail will be physically separated from vehicular traffic through a barrier wall, based on Ontario Traffic Manual Book 18 Guidelines. The barrier wall will consist of a poured concrete “jersey style” barrier with steel reinforced fencing on top, similar to what is constructed on the King Street West bridge over Highway 403 (Chedoke Expressway).

### **Winter Maintenance Considerations**

The Trail is planned as an all-season facility but will be closed at times when it is not feasible to meet minimum maintenance standards or where it is deemed unsafe due to snow accumulation or ice. For example, it is uncertain if there will be enough cycling and pedestrian volumes during snow events to activate the salt on the trail. Additionally, even minor ice build-up could present a higher level of risk of injury as compared to a flat facility. As such, provisions have been made in the design to enable easy closures through gates at the top and bottom of the facility.

Winter maintenance of the trail’s side connectors is contingent on whether the main Keddy Access Trail is maintained. However, given the existing well-established all-season utilization of the James Street stairs, the continued access to those stairs year-round is desired. Thus, staff recognize the benefit of winter maintenance of the new Southam Park ramp, providing a connection from Claremont Drive to the James

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Street stairs, and from the existing sidewalk on West 5th Street to the James Street stairs.

In order to balance the optimum maintenance conditions with the needs of trail users, as well as safety, staff will develop a winter maintenance plan prior to opening. Even if minimum clearing and salting standards are met, given the slope of the access trail, it may be difficult to prevent icing during some periods. Accordingly, provisions are being made to facilitate the closure of the trail during winter as needed. After opening, data will be collected on activity levels in order to future inform maintenance strategies.

### **Project Timelines and Construction Closures**

In order to construct the multi-use trail and resurface two upbound lanes of the Claremont Access, it is expected that full or partial closures of the upbound lanes of the Claremont Access will be required. Construction is tentatively planned to commence in late June and require several months to completion.

Construction management techniques will be considered to reduce the impacts of this closure.

It is also noted that the rock face of the escarpment is planned to be 'scaled' in 2021, and the City is currently reviewing the Emergency Traffic Routing Plan for the Claremont Access to finalize traffic circulation during those works.

### **Identified Projects for OMCC Program Funding**

The Keddy Access Trail budget is substantially funded through the Provincial OMCC Program using matching funds up to 80%. In order to accommodate the requirement for increased funding for the Keddy Access Trail, some previously identified OMCC projects will be deferred including Charlton Avenue between James Street and Ferguson Street (Ward 2), King Street East/Lawrence Road across the RHVP (Ward 4 and 5), a bicycle path on Barton Street east of RHVP (Ward 5), and conventional bicycle lanes on Stonehenge Drive and Kitty Murray (Ward 12). Some of these projects were at risk of delay due to unresolved design challenges. The reallocation of funds between OMCC projects is permitted under the program.

### **ALTERNATIVES FOR CONSIDERATION**

An alternative for consideration is to not award the tender and defer the project construction to the year 2021. In this case, existing funds for the road resurfacing component would be maintained and earmarked to fund 2021 construction. This may result in the need to alter the timing of other currently proposed projects in the



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short-term forecast, specifically the escarpment scaling project, and the resurfacing of the downbound lanes of the Claremont Access. Any such deferral will result in declining service levels increasing risk and liability along with increased maintenance costs.

One critical impact of the project being delayed is the loss of Provincial OMCC funds. The project is budgeted to be from this Provincial program, including past design costs and planned construction costs. Given that these funds require the project to be completed by the end of 2020, it is not possible to identify a replacement project of this magnitude, and as such the majority of the provincial funding would be foregone.

## **ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN**

### **Economic Prosperity and Growth**

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

### **Healthy and Safe Communities**

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

### **Clean and Green**

Hamilton is environmentally sustainable with a healthy balance of natural and urban spaces.

### **Built Environment and Infrastructure**

Hamilton is supported by state of the art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

## **APPENDICES AND SCHEDULES ATTACHED**

Appendix “A” Schedule A - Tender Information Summary

Appendix “B” Breakdown of Funding Sources for Appropriations

Appendix “C” Claremont Access Proposed Multi-use Trail (Brantdale Avenue to Hunter Street) with Proposed Connectors

Appendix “D” Road Safety Audit (Detailed Design Stage) Final Report

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