



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Growth Management Division
and
Transportation Planning and Parking Division

TO:	Chair and Members Planning Committee
COMMITTEE DATE:	October 31, 2023
SUBJECT/REPORT NO:	Airport Employment Growth District Transportation Master Plan Update (PED17175(a)) (Wards 11 and 12)
WARD(S) AFFECTED:	Wards 11 and 12
PREPARED BY:	Margaret Fazio (905) 546-2424 Ext. 2218 Omar Shams (905) 546-2424 Ext. 7474
SUBMITTED BY:	Ashraf Hanna Director, Growth Management and Chief Development Engineer Planning and Economic Development Department
SIGNATURE:	
SUBMITTED BY:	Brian Hollingworth Director, Transportation Planning and Parking Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

- (a) That the Airport Employment Growth District Transportation Master Plan Update review and update, Appendix “A1” attached to Report PED17175(a) be approved;
- (b) That the General Manager of the Planning and Economic Development Department be authorized and directed to file the Airport Employment Growth District’s Transportation Master Plan Update with the Municipal Clerk for a minimum 30-day public review period;

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OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

- (c) That the recommended road projects identified to support the Airport Employment Growth District, and associated funding needs and timing as identified in Appendix “A1” attached to Report PED17175(a), be used to inform the annual Capital Budget process and Development Charges Background Study;
- (d) That Planning and Economic Development Department staff be directed to schedule a public meeting of the Planning Committee to consider proposed amendments to the applicable policies and mapping schedules of the Airport Employment Growth District Secondary Plan through a future City-initiated Urban Hamilton Official Plan Amendment to reflect the approval of Recommendation (a) to Report PED17175(a);
- (e) That staff be directed to work with applicants to preserve natural corridors and establish new trails and pathways around the edges of natural heritage systems through the development application approval process, and implementation of the Airport Employment Growth District Transportation Master Plan Update and any future amendments to the Secondary Plan.

EXECUTIVE SUMMARY

By 2051 the Hamilton Airport Employment Growth District (Study Area) is planned to accommodate over 28,000 employees. A Transportation Master Plan to support this development was originally completed in 2011 with an Implementation Update to that plan completed in 2016. Staff have now completed a further update to the Transportation Master Plan to reflect updated information and assumptions.

Key goals of this update included re-evaluating transportation network capacity, updating the functional road classifications for the Study Area, assessing the impact of trends towards larger development parcel sizes, and addressing implementation constraints.

The updated network reflects refinements to previous recommendations and includes enhanced transit network and service, updated travel demand, improved pedestrian, cycling and recreational trails networks, modified truck routes, and re-designed road cross-sections to reflect Complete Streets. Key network modifications include removing and realigning road segments and adjusting road right-of-way width and functional classifications. Proposed changes to the network were informed by consultation with the public, internal City staff, stakeholders, agencies, and Indigenous Communities.

The last step in the study process is to post the Study Report for 30-day public review for final comments and questions, and possible appeals to Schedule B projects to the Ministry of Environment, Conservation and Parks.

Following the review period, the recommendations of this study will require staff to undertake a City-initiated Urban Hamilton Official Plan Amendment to the Airport Employment Growth District Secondary Plan to ensure consistency between the recommendations of the Airport Employment Growth District Transportation Master Plan Update and related polices and Secondary Plan mapping schedules. Most of the roads are also subject to further study and design during subsequent phases of the Environmental Assessment process and Development Application approvals.

Alternatives for Consideration – See Page 8

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: The updated list of recommended road improvement projects is included as part of Appendix “A1” to Report PED17175(a).

The 2016 Implementation Update estimated the construction cost (land cost not included) of all road projects within the study area at \$381 M. Based on work carried out for this current Report, the cost is now estimated at approximately \$500 M. This 30% cost increase is due to a number of factors including construction cost escalation, more accurate costing of street elements such as lighting and sustainable transportation infrastructure, as well as, minor network modifications (additions of road segments).

Many of the recommended projects are already captured in the Ten-Year Capital Forecast and the Development Charges Background Study, but will need increased funding to support additional infrastructure to implement Complete Streets elements, wider ditches, additional land, and account for inflation. Additional funding will be addressed through the Capital Budget process and the upcoming 2024 Development Charges Background Study.

In accordance with the 2019 Development Charges Background Study and the City’s Financial Policies for Development, funding sources for recommended road projects include: Development Charges, direct developer contribution, and the Levy.

Staffing: None.

Legal: None.

HISTORICAL BACKGROUND

In 2011, Council adopted the Airport Employment Growth District Transportation Master Plan in conjunction with the Airport Employment Growth District Secondary Plan. There were several appeals to the Secondary Plan. As a result of an Ontario Municipal Board decision in 2015 for the Secondary Plan, some lands (Twenty Road West Whitebelt Lands) were removed from the study area and urban boundary. To reflect the Ontario Municipal Board approvals, an Implementation Update to the Transportation Master Plan was approved by Council in 2016, reflecting the impacted lands and resulting network changes.

In November 2022, the previously removed lands were added into the City's Urban Boundary through the Minister of Municipal Affairs and Housing's modified approval of Phase 1 of the City's Municipal Comprehensive Review (Urban Hamilton Official Plan Amendment 167, and Rural Hamilton Official Plan Amendment 34). Appendix "A1", to Report PED17175(a) identifies the added lands as "Urban Expansion Area – Neighbourhoods" and "Urban Expansion Area – Employment".

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

The Airport Employment Growth District Transportation Master Plan is a strategic policy document for the study area that establishes the framework and priority for future transportation-related projects that will support employment growth in the area.

The Airport Employment Growth District Transportation Master Plan Update has fulfilled the requirements of the Municipal Class Environmental Assessment process for Phases 1 and 2 (for roadways already in the 2011 Transportation Master Plan) and Phase 1 (for new and realigned proposed roadways).

The last step in the study process is to post the Study Report for 30-day public review for final comments and questions, and possible appeals to Schedule B projects based on Indigenous Rights and Treaties, to the Ministry of Environment, Conservation and Parks. The Transportation Master Plan document is not itself appealable. The majority of proposed road projects (identified as Schedule C projects) must undergo subsequent phases of the Municipal Class Environmental Assessment before proceeding to detailed design and implementation. These phases involve refining individual road alignments by considering factors like updated natural heritage inventories and other criteria.

RELEVANT CONSULTATION

Public and stakeholder engagement was an important component of the Airport Employment Growth District Transportation Master Plan Update. Public, Indigenous Communities, and stakeholder engagement activities were undertaken throughout the

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study process. The engagement approach was consistent with the eight core principles of public engagement identified in the City's Public Engagement Charter and went beyond the minimum requirements of the Municipal Class Environmental Assessment process.

The engagement approach included three levels of participation: Inform; Consult; and, Involve, to ensure that City staff, public, stakeholders, agencies, and Indigenous Communities' concerns and aspirations were understood and considered. A summary of engagement activities is provided below:

- Project Webpage peak traffic April 30 - May 31, 2021, with 476 visitors;
- Virtual Public Meeting held on May 13, 2021;
- Notices published for May 13, 2021, Public Meeting in the Hamilton Spectator, and Direct Mail to Indigenous Communities, agencies, and property owners;
- Additional civic engagement with Six Nations of the Grand River held on May 20, 2021;
- Impacted Agencies: Ministry of Transportation Ontario, Hydro One Infrastructure Ontario, Ministry of Citizenship and Multiculturalism, Ministry of Natural Resources and Forestry, and Niagara Peninsula Conservation Authority;
- Roads cross-section re-design: Public, stakeholders, agencies, property owners, developers, and Indigenous Communities were engaged;
- Collector 6N Feasibility Study: impacted landowners, including the HSR staff were engaged as part of this feasibility study process;
- Internal Technical Advisory Committee: A multi-departmental project team consisting of City staff; and,
- Social media: Corporate social media channels.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

The purpose of the Airport Employment Growth District Transportation Master Plan Update was to:

- Validate and update the collector and arterial road functional classifications for the study area;
- Address the trend of employment-based land use needs for larger parcel sizes; and,
- Address road network conflicts identified by John C. Munro Hamilton International Airport and HSR.

This Study fulfilled the Municipal Class Environmental Assessment requirements for Master Plans (for details please see Appendix "A1" to Report PED17175(a)).

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The Municipal Class Environmental Assessment process requires that evaluation criteria be used for comparison of alternatives include engineering/technical, socio-economic (including land use impacts), financial, natural environment, and cultural environment. The following is a summary of how these broad criteria were applied in order to inform changes to the proposed Airport Employment Growth District recommended transportation network:

- Transportation considerations included connectivity to/from neighbouring areas via trails, roads, and provincial highways; redundancy in the network; efficiency in the movement of people and goods; and, conformity with the Study Area Secondary Plan and Urban Hamilton Official Plan;
- Conceptual road cross-sections were redesigned to reflect the Complete Streets Design Guidelines and Eco-Industrial Guidelines. This includes widening roads' rights-of-way, improving cycling and pedestrian safety by shifting them away from vehicular travel lanes and in separated facilities, and enhancing environmental features like wider roadside ditches. While most concerns were addressed, some trade-offs needed to be made, for example, trees could not be accommodated on both sides of Two-lane Collector Roads without compromising other complete streets and Low-Impact Development elements. Staff recommend using site-specific strategies in later design stages to add trees where feasible in order to expand the urban canopy;
- Socio-Economic criteria were addressed via examination of impacts on existing land uses (residences and businesses), as well as consistency with planned land uses and developable parcel sizes;
- Financial evaluation included updated costs for new and upgraded road infrastructure, including elements such as culverts, cycling lanes, sidewalks, multi-use paths, boulevards and trees, and utilities;
- Natural Environment considerations included the natural heritage system associated with the Airport Employment Growth District Secondary Plan. It is understood that natural systems are dynamic and some of the features under consideration may change prior to infrastructure implementation. Except for Collector 6N Feasibility study, no new natural heritage inventories have been collected for the Transportation Master Plan Update. Natural heritage information will be updated via field work at subsequent phases of the Municipal Class Environmental Assessment and development planning process and roadway alignments and designs will be adjusted accordingly. Opportunities for natural heritage preservation and augmentation include wildlife crossings and exploration of pathways abutting the edges of natural heritage systems, as detailed in Appendix "A1" to Report PED17175(a); and,
- Cultural Environment considerations included impacts to archaeological features and Built Heritage with Cultural Heritage Landscapes.
 - Archaeology information was provided by Stage 1 Report found in Appendix "A2" to Report PED17175(a), approved as part of the study area's

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Secondary Plan process. The Stage 1 Report identified potential areas for Stage 2 Archaeological Assessment to be carried out at subsequent phases of the Municipal Class Environmental Assessment process and as part of development applications; and,

- The Built Heritage and Cultural Landscapes Features inventory was completed during this study process and informed network evaluation. The Study Report can be found in Appendix “A2” to Report PED17175(a).

Based on the above, together with input received from the stakeholder engagement and sub-studies, a recommended modified multimodal network was developed. This revised network includes the following changes to the currently approved Transportation Master Plan (2016):

- Removal of Collector 7E west of Upper James Street from the network to avoid impacts to the HSR Mountain Transit Centre and address the Hamilton International Airport’s concerns related to runway 24-06 operation and safety;
- Re-alignment of Collector 6N which runs midblock between and parallel to Dickenson Road West and Twenty Road West to minimize impacts on the HSR Mountain Transit Centre, its’ operations, cultural and natural heritage resources, and developability of adjacent lands;
- Shortening of Twenty Road Extension west of Southcote Road and reducing its capacity to one lane each direction to avoid Hydro One infrastructure;
- Change to functional classification of Collector 1N, south and parallel to Dickenson Road to a Minor Arterial classification to improve connectivity and redundancy in the network of arterial roads in the study area;
- Removal of Collector 2E from the network south of Collector 1N due to changed land fabric;
- Reducing Glancaster Road capacity between Garner Road and Dickenson Road, from four lanes to two lanes, due to physical constraints in the corridor related to existing hydro infrastructure and residential land uses;
- Increasing Collector 2W capacity between Garner Road and Dickenson Road Extension, from two lanes to four lanes, to offset capacity reduction to Glancaster Road; and,
- Reinstatement of previously removed roads from the “Whitebelt” Lands in the study area to provide connectivity and land access.

The recommended road network reflecting the above-listed modifications is shown in Appendix “B” to Report PED17175(a).

The City of Hamilton intends to facilitate network improvements by conducting subsequent phases (2-4, as applicable) of Municipal Class Environmental Assessment process and construction for strategic arterial roads and some collector roads,

especially where the right-of-way is already established. Other road network improvements will be implemented by Developers through Development Agreements.

The implementation timing and phasing for the roadway network will follow the growth pattern within the study area. The Implementation Phasing map provided in Appendix “C” to Report PED17175(a) also reflects its Municipal Class Environmental Assessment schedules.

ALTERNATIVES FOR CONSIDERATION

Through the study, the Do Nothing Alternative, which represents the currently approved Transportation Master Plan (2016) was the only alternative carried forward for consideration, primarily as a basis for comparison against proposed changes. Although it is theoretically an alternative for consideration, staff does not support it because it will not adequately address the breadth of conflicts not addressed by the previous version of the Transportation Master Plan, including:

- Collector 7E’s potential for causing pilot confusion for planes landing at John C. Munro Hamilton International Airport runway 24-06;
- Inadequate road capacities in the network (e.g. Collector 2W and Arterial 1N);
- Roadway connections which don’t consider transportation needs resulting from Official Plan Amendments 167 and 34 (lack of extension of roadways into Whitebelt Lands) causing critical gaps in the network;
- Road alignments which are not reflective of known constraints, e.g. Collector 6N connection to Upper James Street (impacts to HSR, natural heritage, and land developability) and Glancaster Road (impacts to key Hydro One Infrastructure, natural heritage features, and recently built residential development north of Twenty Road);
- Insufficient width of proposed ditches on the study area’s road network;
- Non-compliance with newly approved Complete Street Guidelines; and,
- Misalignment of study area’s roadway classifications with the Urban Hamilton Official Plan.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A1” to Report PED17175(a) - Airport Employment Growth District Transportation Master Plan Update Study Report

Appendix “A2” to Report PED17175(a) - Appendices to Airport Employment Growth District Transportation Master Plan Update Study Report

Appendix “B” to Report PED17175(a) - Airport Employment Growth District Revised Road Network

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Appendix "C" to Report PED17175(a) - Phasing of Implementation for the Airport
Employment Growth District

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