



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Growth Management Division

TO:	Mayor and Members General Issues Committee
COMMITTEE DATE:	April 20, 2016
SUBJECT/REPORT NO:	Comprehensive Development Guidelines and Financial Policies Manual (PED12165(a)) (City Wide) (Outstanding Business List)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Guy Paparella (905) 546-2424 Ext. 5807
SUBMITTED BY:	Jason Thorne General Manager Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

- (a) That the Comprehensive Development Guidelines and Financial Policies Manual in Appendix “A” to Report PED12165(a) be adopted;
- (b) That staff be directed to use the Comprehensive Development Guidelines and Financial Policies Manual, outlined in Appendix “A” to Report PED12165(a), as the City of Hamilton Guidelines for review of all land development applications;
- (c) That the Senior Director of Growth Management, or designate, be authorized and directed to revise and update the Comprehensive Development Guidelines and Financial Policies Manual, outlined in Appendix “A” to Report PED12165(a), on an on-going basis, as technical initiatives, standards, design criteria, processes and procedures from all City Departments are developed and completed;
- (d) That, where appropriate, the Senior Director of Growth Management, or designate, may approve exceptions to the requirements of the Comprehensive Development Guidelines and Financial Policies Manual outlined in Appendix “A” to Report PED12165(a);
- (e) That the Comprehensive Development Guidelines and Financial Policies Manual, outlined in Appendix “A” to Report PED12165(a), which includes the sidewalk and municipal road right-of-way policies, shall apply to:

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- (i) All development applications received after June 1, 2016; and,
- (ii) Any First Submission of Engineering Drawings received after June 1, 2016;
- (f) That where an applicant or proponent requests a change / amendment to a previously approved Consent, Subdivision or Condominium, the City may apply or require any or all of the Comprehensive Development Guidelines and Financial Policies contained in the Manual, as outlined in Appendix “A” to Report PED12165(a);
- (g) That the General Manager of the Planning and Economic Development Department be directed to conduct an Annual Comprehensive Development Guidelines and Financial Policies Workshop with the development industry, to inform, discuss, review, and relay issues and propose solutions to Development Guidelines and Financial Policy issues;
- (h) That the matter respecting the Revised Sidewalk Policy for New Development be considered complete and removed from the Planning Committee’s Outstanding Business List.

EXECUTIVE SUMMARY

As part of the Open for Business initiative, City staff has been working with the land development industry to consolidate and update the Engineering Guidelines and other technical and financial policies which are implemented and applied to various land development applications. The Comprehensive Development Guidelines and Financial Policies Review consolidates and updates recent changes and clearly identifies processes and procedures for the application of approved and publicly available development standards and guidelines including revised sidewalk standards and policy. Cole Engineering was retained to assist in this project and a number of City Departments and agencies participated. As well, the land development industry, including the Hamilton-Halton Home Builders Association (HHHBA), were consulted and were actively involved.

This Report outlines the results of the review and a recommended Comprehensive Development Guidelines and Financial Policies Manual (“Manual”) for Council adoption and implementation by June 1, 2016.

Alternatives for Consideration – Not Applicable

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial:

Implementation of the City's proposed Manual is consistent with existing Development Charge By-laws and impose no significant financial implications on the City levy. The inclusion of more and wider sidewalks in new development, for example, will add to development cost and the overall annual operating budget for maintenance and replacement. However, it is believed that the overall benefits far outweigh the additional costs.

Staffing:

N/A

Legal:

N/A

HISTORICAL BACKGROUND

Development Engineering Guidelines:

A number of delegations to the Open for Business Sub-Committee from the land development industry have expressed concerns about the consistency with which the development engineering requirements and standards are being implemented and applied to various development applications.

Further, staff have determined that there are a number of land development processes, procedures, design criteria, standards, guidelines and financial policies which need to be reviewed, updated or consolidated as part of a comprehensive review. This would include matters such as water, wastewater, stormwater management criteria, road design, lot grading, financial policies, and other municipal best practices from across the Province.

On September 26, 2012, Council directed the General Manager of Planning and Economic Development to complete a manual. Funding was made available through the 2013 Capital Budget and Cole Engineering was retained later that year to assist in this project.

Policy for Installation of Sidewalks in New Development:

On April 23, 2003, Council adopted a policy for installation of sidewalks in new development for the amalgamated City of Hamilton. At that time, the policy attempted to take into consideration the variation in standards and requirements which existed

between the former local municipalities for sidewalks. Sidewalk requirements varied from no sidewalk, one sidewalk or sidewalks on both sides depending on the classification of the road. The current policy struck a balance between the different levels of service that existed in the former area municipalities.

The City's 2003 Sidewalk Policy provided the following:

1. Sidewalks are required on one side of all local streets except:
 - a) Cul-de-sacs having a maximum of thirty (30) residential units; or,
 - b) Crescents having no more than sixty (60) residential units; or,
 - c) Combination of cul-de-sacs off crescents having a maximum of 110 residential units;
2. Sidewalks are required on one side of all local streets if the cul-de-sac or crescent connects to a pedestrian link or walkway to external community facilities such as schools, parks / open space, other residential areas, shopping areas or recreational areas;
3. Sidewalks are required on both sides of all collector streets;
4. Sidewalks are required on both sides of all arterial streets; and,
5. No sidewalk requirement on internal streets within industrial subdivisions.

When the 2003 Sidewalk Policy was originally presented to the Hearings Sub-Committee on March 28, 2003, concerns about sidewalk exemptions on courts, crescents and provision of sidewalks on one side of local streets was raised. However, the policy was subsequently recommended for approval by Council, provided development staff obtains input from the City's Advisory Committee for Persons with Disabilities (ACPD). The ACPD is a Committee established by the City through legislation passed by the Province under the *Accessibility for Ontarians with Disabilities Act*. The Act requires that each municipality establish a Committee made up of members with disabilities to develop a plan and standards for the community to improve accessibility and to advise its Council about the requirements and implementation of the accessibility plan.

After a presentation by development staff on August 5, 2003, it was recommended by the ACPD, that the City's policy be revised to reflect the accessibility plan, which proposed that as a matter of public safety, sidewalks be installed on both sides of all streets within residential developments. As such, persons with disabilities may benefit from a continuous and uninterrupted network of sidewalk upon which to travel that is separate from the vehicular road surface. The Advisory Committee's recommendations also included installation of sidewalks on both courts and crescents. The matter was

again referred back to staff due to cost concerns for sidewalks on both sides. In order to accommodate two sidewalks on local streets, it may be necessary to maintain the width of the right-of-way for a local street at 20 m in order to house all municipal infrastructure and utilities.

If any revisions to the sidewalk installation policies for new development are to be considered, alignment with all City Policies / Guidelines / Strategic Initiatives should be adhered to. Vision 2020 is to guide in making decisions on building a better community moving towards a healthy and more sustainable future. One of the City's Official Plan objectives is to expand transportation options that encourage travel by foot, bike and transit and enhance efficient inter-regional transportation connections. Pedestrian movement, cycling and any other non-motorized modes of transportation are key components to the City's active transportation network which includes establishing a high standard of connectivity including the provision of infrastructure that maximizes safe and convenient passage for pedestrians and cyclists along "Complete Streets".

In addition, there are guiding principles and objectives in the City's Transportation Master Plan to "offer safe and convenient access for individuals to meet their daily needs" and to "offer a choice of integrated travel modes, emphasizing active transportation (walking and cycling), public transit and carpooling". As well, the City of Hamilton signed the International Charter for Walking in 2008, which promotes a set of principles to encourage a culture of walking.

A more recent initiative by the City is the Pedestrian Mobility Master Plan which supports the commitment to the International Charter for Walking. This approved Master Plan promotes pedestrian environments that are safe, attractive, and accessible and specifies standards for design and construction of sidewalks and other pedestrian paths, trails and systems. The adopted Pedestrian Mobility Master Plan also requires sidewalks on both sides of all municipal road classifications in the City.

The Province has further reinforced this approach by passing into law the *Accessibility for Ontarians with Disabilities Act* which helps regulate "Design of Public Spaces Standards and Accessibility Standards for the Built Environment". This document specifies a clear width of 1.5 m for sidewalks; however, the issue of sidewalk locations has not been included.

In addition, on December 4, 2012, Council passed the following resolution:

That Report PED12234, City of Hamilton Revised Sidewalk Policy for New Development, be referred back to staff and that the Revised Sidewalk Policy be reviewed and reported back as part of the report on the Comprehensive Review of Engineering Guidelines for Development.

To achieve and implement all of these objectives, it is imperative that a good pedestrian system be in place. A continuous and uninterrupted sidewalk system will provide

opportunities for all residents in particular seniors, children in strollers, people in wheelchairs and others with limited mobility with a safe and accessible pedestrian connection for neighbours to socialize and to access community services such as schools, parks, open spaces, businesses and transit.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

The policies proposed by this Report have been put forth by City Staff for the purpose of revising the City's existing Development Engineering Guidelines, Sidewalk Policy for New Development as well as the City's Financial Policies for New Development.

However, adoption of the Revised Sidewalk Policy by the City will require a minimum right-of-way for local streets in new developments of 20 m. The 20 m is required to accommodate sidewalks on both sides of all municipal road classifications in the City as required under the adopted Pedestrian Mobility Master Plan. With sidewalks on both sides of all roadways, there is a need to provide additional space to accommodate necessary municipal infrastructure (i.e. tree planting, water hydrants and streetlights) as well as various utilities (i.e. natural gas, telephone, cable and fibre wire) within the road allowance. It is preferred and strongly recommended that this municipal infrastructure and utility installation occur in a space which is not under a driving surface or sidewalk because when disturbed for repair, maintenance or future replacement purposes, it is much more costly for the taxpayers of the City.

RELEVANT CONSULTATION

The proposed Manual was extensively reviewed in consultation with the development community including the HHHBA. There were numerous Development Industry Liaison Group meetings held over the past eighteen months at which time the draft Manual was reviewed on a line by line basis. Senior staff from various departments including the Public Works Department, Corporate Services Department and other Divisions within the Planning and Economic Development Department was also consulted.

The Revised Sidewalk Policy for New Development was also developed in consultation with the ACPD, the Utilities Coordinating Committee, and the Public Works Department (Engineering Services and Transportation Divisions). They are supportive of sidewalks on both sides of the street provided the minimum right-of-way is 20 m.

The HHHBA has been advised of the City's desire to increase the level of service and public safety in urban residential and industrial subdivisions by revising the requirements for sidewalks on both sides and 20 m rights-of-way. Although the HHHBA has accepted sidewalks on both sides, their view is that the enhanced sidewalk requirement and in particular, the 20 m rights-of-way will add costs which will ultimately be burdened by the new homeowner, thereby increasing the cost of housing. The Pedestrian Mobility Master Plan adopted by Council requires that sidewalks shall be on both sides of all municipal streets and have a minimum clear width of 1.5 m. In addition,

City Staff contend that the adoption of a second sidewalk to an 18 m right-of-way will create construction, operational, repair and replacement difficulties which will ultimately be more costly for the taxpayers of the City. A minimum 20 m right-of-way is recommended for local roads to adequately accommodate the sidewalk on both sides and all the municipal servicing. Finally, minimum design standards for sidewalks and rights-of-way are assets of the public realm that are the responsibility of the City Council as well of the community.

ANALYSIS AND RATIONALE FOR RECOMMENDATIONS

The public realm of a city is one of its most powerful levers for economic prosperity, but cities in North America have been slow to appreciate their assets. Great cities from around the world have built their public places into cultural, social and economic assets. These concepts for Hamilton as the city moves forward, will be critical to building a community that will attract and retain young talent, entrepreneurs, investors and families wanting a vibrant city offering a great quality of life. To achieve these goals and objectives, it is City Council and the community which need to set high standards for public spaces and municipal infrastructure.

There are a number of development guidelines and financial policies which need to be updated and reviewed comprehensively. This will lead to streamlining of all processes, procedures and guidelines and provide more certainty to the development industry which has been its' concern. In addition, the information will become more readily available and approved in a more formalized and public approach.

Based on the concerns expressed through the Open for Business Sub-Committee and the numerous issues staff have compiled over the last few years regarding development guidelines and financial policies, it was appropriate to conduct a comprehensive review, update and consolidation of all development processes, procedures, standards, design criteria, guidelines and financial policies.

At the same time, it was important to incorporate a public consultation process as part of the Comprehensive Review. This included a Technical Working Group with representatives from City Staff and the development industry including the HHHBA. There was also a Public Meeting which was poorly attended.

The proposed Manual will harmonize and create uniform design standards that will implement "best practices" and will be applied more consistently for new land development across the City of Hamilton.

Major highlights include but are not limited to:

1. Establishment of a minimum 20 m standard right-of-way for all road classifications (See Appendix "B" to Report PED12165(a));

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2. Sidewalk policy which stipulate sidewalks on both sides of all road classifications and a minimum clear width of 1.5 m;
3. Provide clarity and certainty where possible, resulting in a reduction in the number of submissions and in turn saving time and expense;
4. Use of “Superpave” asphalt for municipal road minimum design standard;
5. More up to date and specific design standards / procedures for all Municipal infrastructure (i.e. water, wastewater, stormwater, roads, etc.); and,
6. More customer focused, comprehensible and all-inclusive document providing user friendly electronic links and appendices.

The review of the document was very extensive and all parties were supportive, agreeable of the process and of almost all the contents in the Manual. Any outstanding issues will be further discussed and brought forward as revisions or amendments to the Manual. In fact, a joint list of “parking lot” or “bike rack” items is partially compiled and includes the following at this time:

1. Horizon Utilities to provide their construction guidelines in Q3 of 2016 at which time a link will be provided within the Manual;
2. Standards for traffic and street signage require review for pricing and who is responsible for specific signage requirements and installation;
3. Create a new lot grading policy specifically for site plans related to street & block townhomes and multi-residential forms of housing development;
4. Create a new section to address Parks and Community Trails design standards;
5. Consider a flat rate for roadside stormwater management ponds and facilities when the Development Charges By-law is reviewed;
6. Create a new section or link to the new Site Plan Guidelines upon completion;
7. Investigate / consider energy efficiency in street lighting, utilities and public surfaces (i.e. sidewalks, trails, roads, street furniture and community mailboxes);
8. “Perfect Engineering Submission” requiring Consulting Engineers to certify that their proponents’ development submission meets or exceeds all requirements and standards contained within the Manual. Investigate possible incentives including, reduction of application fees for successful submissions;
9. Review all financial policies prior to the next Development Charges By-law;

10. Further develop stormwater policies, procedures and techniques for low impact developments;
11. Comprehensive Zoning By-law to be amended to address on street parking spot requirements per single detached units taking into account garage spaces, length of driveways and street frontage; and,
12. Conduct follow-up meetings to address outstanding “parking lot” or “bike rack” items in Q3 of 2016.

In addition, Staff recommends an Annual Comprehensive Development Guidelines and Financial Policies Workshop, to inform, discuss, review, and relay issues and propose solutions. In the interim, any immediate changes or amendments to the Comprehensive Development Guidelines and Financial Policies would be published and distributed from time to time based on changes to legislative requirements, standards, or material specifications as well as other municipal policies and strategic initiatives or needs.

ALTERNATIVES FOR CONSIDERATION

N/A

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

- 1.1 Continue to grow the non-residential tax base.
- 1.2 Continue to prioritize capital infrastructure projects to support managed growth and optimize community benefit.
- 1.5 Support the development and implementation of neighbourhood and City wide strategies that will improve the health and well-being of residents.
- 1.6 Enhance Overall Sustainability (financial, economic, social and environmental).

Strategic Priority #2

Valued & Sustainable Services

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

Strategic Objective

- 2.1 Implement processes to improve services, leverage technology and validate cost effectiveness and efficiencies across the Corporation.
- 2.2 Improve the City's approach to engaging and informing citizens and stakeholders.
- 2.3 Enhance customer service satisfaction.

Strategic Priority #3

Leadership & Governance

WE work together to ensure we are a government that is respectful towards each other and that the community has confidence and trust in.

Strategic Objective

- 3.1 Engage in a range of inter-governmental relations (IGR) work that will advance partnerships and projects that benefit the City of Hamilton.
- 3.4 Enhance opportunities for administrative and operational efficiencies.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" - Due to size constraints, this Comprehensive Development Guidelines and Financial Policies Manual can be viewed on-line at www.hamilton.ca or by request through contacting the Clerk's Office at the City of Hamilton.

Appendix "B" - Road Allowance Standards - 20 m Diagram and 18 m Diagram.

GP/acs