



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

TO:	Chair and Members Planning Committee
COMMITTEE DATE:	October 17, 2017
SUBJECT/REPORT NO:	Elfrida Growth Area Study – Existing Conditions Report (Wards 9 and 11) (PED17178)
WARD(S) AFFECTED:	Wards 9 and 11
PREPARED BY:	Alissa Mahood 905-546-2424 Ext. 1250
SUBMITTED BY:	Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

That the Elfrida Growth Area Study – Existing Conditions Report, attached as Appendix “A” to Report PED17178, be **RECEIVED**.

EXECUTIVE SUMMARY

The City of Hamilton is undertaking the Elfrida Growth Area Study for the lands located to the east and south of the intersection of Upper Centennial Parkway and Rymal Road. The study area limit for the Elfrida Growth area is generally bounded by Mud Street East to the north, Second Road East and Hendershot Road to the east, Golf Club Road to the south, Trinity Church Road to the west and following the existing urban boundary on the northwest (as shown on Appendix “B” to PED17178). The Elfrida Growth Area Study will identify a proposed urban boundary expansion and secondary plan for the Elfrida growth area.

As part of the background work for the Elfrida Growth Area Study, an assessment of the existing conditions within the study area has been conducted. The purpose of the Existing Conditions Report is to provide a thorough review of the study area, identify baseline information and identify key directions that will assist the City in the preparation of future planning for this area.

The purpose of this Report is to update Planning Committee and Council with respect to the timing of the Elfrida Growth Area study and to present the Elfrida Existing Conditions Report.

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The project team are working towards a target completion date for the study in the Fall of 2018.

Alternatives for Consideration – See Page 10

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: N/A

Staffing: N/A

Legal: N/A

HISTORICAL BACKGROUND

In accordance with projections from the Province of Ontario, it has been forecasted that the City's population will increase to 680,000 people and 310,000 jobs by 2031. In 2006, the City of Hamilton completed the Growth Related Integrated Development Strategy (GRIDS). GRIDS was an integrated planning process that identified a broad land use structure, associated infrastructure, economic development strategy and financial implications for growth options to serve Hamilton to the year 2031. GRIDS reviewed options to accommodate Hamilton's 2031 population and employment growth. The GRIDS study determined that a percentage of the growth could be accommodated within the existing built boundary in the Downtown, Sub-Regional and Community Nodes and along Primary and Secondary Corridors ('Nodes and Corridors Option'). Urban expansion areas were identified around the airport to accommodate employment growth and in the Elfrida area to accommodate residential growth. In reviewing opportunities for potential future growth areas, Elfrida was selected, amongst other factors, because of its potential to use existing infrastructure more efficiently. The recommendations from GRIDS were implemented through the Rural and Urban Hamilton Official Plans.

GRIDS identified that the City's household growth would be accommodated through intensification/redevelopment, the current supply of designated but vacant lands, and a future urban boundary expansion. To manage and control growth in the future urban boundary expansion area the policy framework identified the need to carry out a municipally initiated comprehensive review and a secondary plan, in accordance with the policies of the Growth Plan for the Greater Golden Horseshoe. As part of these processes, the City is to complete background studies and conduct community planning and public consultation events to assist in identifying the layout of future land uses, determining more precise needs, land supply, and infrastructure requirements, and development of community growth management policies and designations.

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The Elfrida Study Area was included as a special policy area in the Rural Hamilton Official Plan (RHOP) adopted by Council on September 27, 2006. This special policy area outlined the process and studies required to incorporate the lands into the urban boundary. When the RHOP was approved by the Province on December 24, 2008, the Province removed the special policy area. This deletion was appealed to the Ontario Municipal Board (OMB) by landowners in the area.

The Urban Hamilton Official Plan (UHOP), adopted July 9, 2009, included a general set of policies that addressed urban boundary expansion, and a policy reference to Elfrida as a future growth area. When the UHOP was approved, the Province removed the references to Elfrida as a growth area; however, the policies on urban boundary expansion were left in the Plan. The modification that removed the references to Elfrida was appealed to the OMB by the City and landowners in the area.

Although the references to Elfrida were removed by the Province, the need to expand the urban boundary to accommodate growth to 2031 has been recognized. The Urban Boundary Expansion Policies (Section B.2.2, Volume 1) as adopted by Council, provide the guidance and framework for this work to move forward. In addition, Policy Planning staff has been working on land budget requirements to provide a more detailed analysis of residential intensification, urban land inventory and urban boundary expansion requirements. Although staff is studying the full Elfrida Growth Area, this land budget work will determine the exact amount of land needed within the study area for future urban land use.

In the fall of 2006, the City prepared a Terms of Reference and undertook a Request for Proposals to hire consultants to carry out the Elfrida Growth Area Study and secondary plan. As a result of this process, WSP Group with the Planning Partnership was selected as the successful consulting team for this project.

The project requires the consulting team to prepare a number of studies for the Elfrida Growth Area Study, including:

Area of Study	Consultant Lead
Project Management	WSP/MMM
Secondary Plan	Planning Partnership and WSP/MMM
Transportation Management Plan	WSP/MMM
Water and Wastewater Servicing Master Plans	WSP/MMM
Agricultural Impact Assessment	WSP/MMM
Commercial Lands Review	Cushman Wakefield and WSP/MMM
Urban Design Guidelines	Planning Partnership
Natural Heritage Review	WSP/MMM

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Cultural Heritage Assessment (both built and landscape)	ASI
Population Projections/Demographics	WSP/MMM
Financial Investment Strategy	Metro Economics
Facilitation/Consultation	Planning Partnership
Phasing/Staging/Implementation Strategy	WSP/MMM

The Existing Conditions Report provides baseline information to assist in the identification of issues and to ultimately understand, analyse and inform land use and policy recommendations for a future urban boundary expansion and secondary plan.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Provincial Policy Statement (2014)

The Provincial Policy Statement, 2014 (PPS) provides direction on matters of provincial interest related to land use planning in Ontario. The *Planning Act* requires that all municipal planning decisions must “be consistent with” the PPS. The PPS provides direction on a range of planning matters, including building strong communities through efficient development patterns, housing, employment, infrastructure and servicing, natural heritage, resource management and natural and man-made hazards. The policies are to be read comprehensively, as noted in Policy 4.4 of the Implementation and Interpretation Section.

Section 1.1.3 Settlement Areas, governs the practises of urban boundary adjustments or settlement area expansions. An expansion is only permitted at the time of a *comprehensive review* and only where it has been demonstrated that significant opportunities for growth within the settlement area cannot be accommodated over the identified planning horizon (2031), and the planned services will be financially viable and protect the public and the natural environment. Additionally, in *prime agricultural areas*, alternative locations must be evaluated and if determined to be unsuitable, the expansion must comply with the minimum distance separation formulae (“MDS”) and must mitigate impacts from proposed development on agricultural operations.

The required studies for potential settlement area expansion are currently underway, both as part of the Municipal Comprehensive Review and the Agricultural Assessment associated with the Elfrida Growth Area Study.

The Existing Conditions Report includes a detailed review of the policies of the PPS applicable to the Elfrida study area. These policies will be given thorough consideration and will help guide the development of land use concepts through this study. The

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Elfrida Growth Area Study and proposed urban boundary expansion and secondary plan will be consistent with the policies of the PPS.

Places to Grow Growth Plan (2017)

On May 18, 2017, the Government of Ontario released the 2017 Growth Plan for the Greater Golden Horseshoe (the Growth Plan). The Growth Plan provides policy direction for municipalities within the Greater Golden Horseshoe to build healthy, balanced, and complete communities. The *Places to Grow Act* requires that all decisions under the *Planning Act* conform to the Growth Plan.

The Growth Plan contains policy directions that support the achievement of complete communities through support for economic development, protection of the natural environment, coordination of infrastructure planning and development and preservation of land for forecasted population and employment growth over the Plan's horizon.

The Elfrida study area is not within the current delineated built boundary for the City of Hamilton. A settlement area boundary expansion is required to allow for future urban development within the area. Section 2.2.8 of the Growth Plan states that a municipality may only allow an expansion to a settlement area boundary through a Municipal Comprehensive Review (MCR).

Effective July 1, 2017, the new Growth Plan replaced the original Growth Plan (2006). Now in effect, all decisions on planning matters must conform to the updated Plan. Upper and single-tier municipalities' conformity work is to be completed by 2022. Approved growth targets will continue to apply until the next MCR is approved and in effect. The settlement area boundary expansion that is anticipated as part of the MCR and Land Budget Analysis will be subject to the 2017 Growth Plan.

The updated Growth Plan contains more detail in its policies than its predecessor, while also covering a wider range of topics. The Existing Conditions Report includes a review of the Growth Plan policies and the key updates that will be most important when considering possible growth scenarios for Elfrida. The Elfrida Growth Area Secondary Plan Study will conform to the Growth Plan.

Rural Hamilton Official Plan (RHOP)

Elfrida was included as a special policy area in the Rural Hamilton Official Plan (RHOP) adopted by Council on September 27, 2006. This special policy area outlined the process and studies required to incorporate the lands into the urban boundary. When the RHOP was approved by the Province on December 24, 2008, the Province removed the special policy area. The modifications that removed the referenced to Elfrida were

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appealed to the OMB by the landowners in the area. Those appeals remain open and no hearing dates are currently scheduled.

According to Schedule D – Rural Land Use Designations of the RHOP, lands within the study area are currently designated as Agriculture, Rural and Open Space.

Urban Hamilton Official Plan (UHOP)

The Urban Hamilton Official Plan (UHOP) also included a general set of policies that addressed urban boundary expansion, and a policy reference to Elfrida as a future growth area. When the UHOP was approved, the Province removed the references to Elfrida as a growth area; however, the policies on urban boundary expansion were left in the Plan. The modification that removed the references to Elfrida was appealed to the OMB by the City and land owners in the area. Although the references to Elfrida were removed by the Province, the need to expand the urban boundary to accommodate growth to 2031 has been recognized.

Although the study area is currently subject to the policies of the RHOP, through the Municipal Comprehensive Review and Land Budget Analysis, parts of the area are anticipated to be brought into the urban boundary. When and if this occurs, the lands will be subject to the policies of the Urban Hamilton Official Plan.

RELEVANT CONSULTATION

The Existing Conditions Report, attached as Appendix “A” to PED17178, was circulated to the City’s internal Technical Advisory Committee and the Elfrida Project Study Team for review and comment. The following Divisions provided comments and contributed to the Report:

- Healthy Living Division, Public Health Services Department;
- Transportation Division, Public Works Department;
- Recreation Division, Community and Emergency Services Department;
- Growth Management Division, Planning and Economic Development Department;
- Cultural Heritage Planning, Planning and Economic Development Department;
- Natural Heritage Planning, Planning and Economic Development Department;
- Urban Design, Planning and Economic Development Department;
- Transit, Public Works Department; and,
- Hamilton Water, Infrastructure Planning and System Design, Public Works Department.

Input from various staff within the Planning Division was also used in the development of the Existing Conditions Report. Information contributed from all areas included information on ongoing transportation-related City initiatives and Public Health

initiatives, and inventories of natural heritage features, cultural heritage features, and community services and amenities in the area.

The information in the Existing Conditions Report was presented to the public at the first Public Workshop session that took place on June 21, 2017. This session included a presentation on the existing conditions found within the study area and resulted in the development of a vision statement, guiding principles and a list of important community characteristics. On June 22, 2017 another Public Workshop was held as a “design day” where participants split into groups and worked with a designer from the Project Team to explore options for the Elfrida planning area. Using baseline information from the Existing Conditions Report, groups addressed land use, the natural heritage system and an approach to stormwater management. The session resulted in the development of six preliminary ideals for the Elfrida Growth Area.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

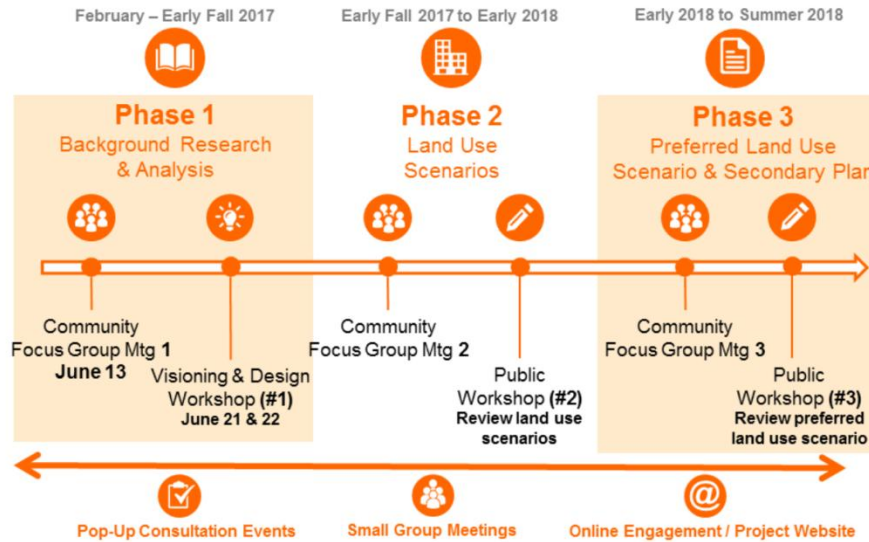
Elfrida Growth Area Study

The key directions and findings of the Existing Conditions Report will be carried forward into the final phases of the study, ensuring a holistic, integrated approach to defining and creating the preferred land use scenario. The elements and analysis discussed in the Report will also filter into accompanying studies and guidelines such as the Transportation and Servicing Master Plans, Urban Design Guidelines, and Financial Investment Strategy.

The Elfrida Growth Area Study, like most planning projects, is being completed in three phases:

- Phase 1: Background information gathering and baseline mapping, high level visioning and design principles and information analysis.
- Phase 2: Land Use Options for consideration with input from the various aligning studies.
- Phase 3: Preferred Land Use Plan and implementing policies for the study area as well as a phasing/implementation strategy.

The completion of the Existing Conditions Report fulfills part of Phase 1 of the Elfrida Growth Area study.



Existing Conditions Report

The purpose of the Existing Conditions Report is to detail the existing conditions for the Elfrida Growth Area, including heritage resources, urban design characteristics, housing trends, the natural environment, parks and open space, transportation infrastructure, servicing infrastructure, agricultural assessment, the economic base, as well as social and community services operating within or surrounding the study area. The Existing Conditions Report is the first step that needs to be completed when initiating the development of a secondary plan. The Existing Conditions Report provides baseline information to inform the identification of issues and ultimately land use and policy recommendations for a secondary plan.

The Existing Conditions Report includes the following categories:

- Provincial Planning Policy Context: summary of key Provincial policies;
- Municipal Planning Framework: summary of key Municipal policies, and planning documents;
- City Plans, Studies and Initiatives: summary of various plans, studies and ongoing initiatives that may impact the Elfrida Growth Area;
- Demographics and Statistics: summarized key neighbourhood demographic characteristics, including population, age distribution, immigrant population, and household income; as well as data related to housing, employment and transportation modes;

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- Existing Land Uses and Agricultural information: information on the types of uses in the area and where they are located;
- Natural and Cultural Heritage Resources: inventories of existing resources; and,
- Parks, Institutional, Community, and Social Services: inventories of existing amenities and services in and surrounding the area.

Other Ongoing Studies Related to the Elfrida Growth Area Study

Municipal Comprehensive Review and Land Budget Analysis:

The Municipal Comprehensive Review and Land Budget Analysis are being led by Policy Planning, Planning and Economic Development Department. This work is required as a result of outstanding appeals to the Ontario Municipal Board (OMB) regarding the Rural Hamilton Official Plan and the Urban Hamilton Official Plan. Therefore, this component of the required studies will be completed through the OMB process rather than the Elfrida Growth Area Study work plan. Any information related to this work will be made available to the consulting team working on the Elfrida project. The Land Budget outcome will also be used as part of the GRIDS 2 process, which is a long term growth strategy to allocate forecasted population and employment growth to the year 2041. GRIDS 2 is an integrated strategy which will review the social, financial, and environmental impacts of growth, and determine the impacts on the Infrastructure Master Plans. The land budget numbers will, in part, shape the extent and character of the Elfrida Secondary Plan.

Subwatershed Study:

The Elfrida Subwatershed Study is being led by Growth Management, Planning and Economic Development Department. This project began in 2015 and the contract was awarded to Aquafor Beech. Although the study itself is being prepared separately, the Elfrida consulting team will be required to review and implement the findings of the study into the secondary plan process to ensure that natural heritage and environmental constraints are considered and negative impacts mitigated.

Stage 1 will review the environmental constraints, complete all required modelling work for the watershed, establish an understanding of the major issues and opportunities and compile a natural environment inventory for the study area. Stage 1 will be finalized in October 2017.

Stage 2 assesses the impacts of future land use changes within the subwatershed on the natural environment using data obtained in Stage 1 through the review of background information sources and supplementary fieldwork. The intent of Stage 2 is

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to develop a subwatershed management strategy that protects the critical elements of the subwatershed and prevents environmental degradation, provides adequate flexibility for integration with adjacent development and redevelopment areas, assists in the establishment of open space linkages, identifies opportunities and constraints to development, provides a strategy to manage existing land uses, details location and area requirements for stormwater management facilities, and identifies restoration and enhancement opportunities. A preferred Land Use Plan will be required for the Subwatershed Study to proceed to Stage 2. The anticipated completion date for Stage 2 is August 2018.

Stage 3 will set the stage for the implementation and monitoring of the preferred subwatershed management strategy. An implementation and monitoring plan will be developed that sets out the requirements for phasing, financing, operation of facilities, and monitoring to ensure compliance with both the subwatershed and watershed studies. The anticipated completion date for Stage 3 is December 2018.

ALTERNATIVES FOR CONSIDERATION

The Elfrida Growth Area Study is being completed as part of the Community Planning Section's approved work plan. The Existing Conditions Report is the initial phase of the Secondary Plan process, and will provide baseline information to assist in developing and refining a land use plan and policy framework for the Elfrida Secondary Plan. However, Committee could choose not to receive the Existing Conditions Report, thereby not formalizing completion of the first phase of the Secondary Plan process.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Community Engagement & Participation

Hamilton has an open, transparent and accessible approach to City government that engages with and empowers all citizens to be involved in their community.

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.

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Built Environment and Infrastructure

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

Culture and Diversity

Hamilton is a thriving, vibrant place for arts, culture, and heritage where diversity and inclusivity are embraced and celebrated.

Our People and Performance

Hamiltonians have a high level of trust and confidence in their City government.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A”: Elfrida Growth Area Study – Existing Conditions Report

Appendix “B”: Location Map

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