



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

TO:	Chair and Members Planning Committee
COMMITTEE DATE:	September 4, 2018
SUBJECT/REPORT NO:	Waterdown Community Node Secondary Plan: Background Report (PED18181) (Ward 15)
WARD(S) AFFECTED:	Ward 15
PREPARED BY:	Robert Clackett (905) 546-2424 Ext. 1274 Melanie Pham (905) 546-2424 Ext. 6685
SUBMITTED BY:	Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

That the Waterdown Community Node Secondary Plan: Background Report, attached as Appendix “B” to Report PED18181, be **RECEIVED**.

EXECUTIVE SUMMARY

The purpose of this Report is to update Planning Committee with respect to the timing of the Waterdown Community Node Secondary Plan and bring forward the Background Report.

The Secondary Plan study area extends west to east along Dundas Street from the lands across from Redcliff Court to the Canadian Pacific Railway line/Grindstone Creek, and north to south from Nisbet Boulevard to the southerly end of Hamilton Street (see Appendix “A” to Report PED18181). The study area covers approximately 112 hectares of land.

The Waterdown Community Node Secondary Plan is being initiated as a result of being identified in the City Wide Secondary Plan Review as a high priority area for Secondary Plan development. A Secondary Plan is also necessary given current directions for intensification in Provincial land use policies, current direction in the Urban Hamilton Official Plan (UHOP) for the area as a Community Node, market/development pressures, and population growth are which are occurring in Waterdown. It is important that a comprehensive, integrated and up-to-date growth management strategy be in

OUR Vision: To be the best place to raise a child and age successfully.

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.

**SUBJECT: Waterdown Community Node Secondary Plan: Background Report
(PED18181) (Ward 15) - Page 2 of 11**

place to manage growth and change within the Waterdown Community Node Secondary Plan Area, otherwise growth-related pressures will result which will bring significant changes to the community that may not be consistent with the City's vision for the Waterdown Community Node.

The Background Report, attached as Appendix "B" to Report PED18181, provides detailed baseline information related to the Waterdown Community Node Secondary Plan area that will assist in the preparation of a Secondary Plan for the area. It includes an analysis of the policy framework for the area, a summary of the historic development of the area and a review of existing conditions, including community demographics and characteristics. The Background Report is the first step in the process of developing the Waterdown Community Node Secondary Plan. It is anticipated that the full Secondary Plan process will be completed by Spring 2020.

Alternatives for Consideration – See Page 10

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: Funding is provided through existing approved budgets.

Staffing: Existing staff are being utilized in addition to consultants that will be required for specialized work to support the preparation of the secondary plan.

Legal: N/A

HISTORICAL BACKGROUND

A City Wide Secondary Plan Review was undertaken by the Planning and Economic Development Department in 2009. This was a comprehensive review of the City of Hamilton to determine where and when Secondary Plans and Community Strategies should be prepared. The Report was received by Council in September, 2009 (PED080179(a)), identifying immediate, mid-term, and low priority areas for developing future secondary plans. The Waterdown Community Node area was identified as one of the immediate priorities for developing a Secondary Plan based on a number of factors, including:

- Direction from the Urban Hamilton Official Plan for Secondary Plans to be prepared for all community nodes (identified conceptually on Schedule E-1 -Urban Structure, Urban Hamilton Official Plan);
- a need to protect the heritage characteristics of the historical downtown;
- a need for urban design guidelines for consistent redevelopment;

**SUBJECT: Waterdown Community Node Secondary Plan: Background Report
(PED18181) (Ward 15) - Page 3 of 11**

- a need to appropriately integrate older areas of Waterdown with newer developing areas; and,
- the need to address concerns related to traffic and access in the area.

In March, 2014, as part of Report PED14047, Council endorsed a strategy with respect to traffic management and land use for the Waterdown Village Core area which directed that the City:

- initiate the Waterdown Community Node Secondary Plan;
- initiate a Transportation Management Plan for the Waterdown Community Node; and,
- require a Traffic Impact Study for all residential development in the Waterdown Core.

The Waterdown Community Node Secondary Plan is being completed as part of the Planning Division's (Community Planning Section and GIS) current work plan. The workplan reflects the priorities for Secondary Plan development endorsed by Council in the City Wide Secondary Plan Review, and the direction set out in Report PED14047.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) provides policy direction on matters of Provincial interest related to land use planning and development. The *Planning Act* requires that, in exercising any authority that affects planning matters, planning authorities shall be consistent with policy statements issued under this Act.

The PPS includes three major policy sections: Building Strong Communities; Wise Use and Management of Resources; and, Protecting Public Health and Safety. The PPS recognizes that a community's success in creating strong, liveable and healthy places depends on managing and promoting efficient land use and well-designed development. The Background Report includes a detailed review of the policies of the PPS applicable to the Waterdown Community Secondary Plan. The Secondary Plan will be consistent with the policies of the PPS.

Growth Plan for the Greater Golden Horseshoe (2017)

The Growth Plan for the Greater Golden Horseshoe (the Growth Plan) provides policy direction for municipalities within the Greater Golden Horseshoe (GGH) 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.

OUR Vision: To be the best place to raise a child and age successfully.

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.

The Growth Plan's policies are based on a number of principles that are relevant to the Waterdown Community Node area:

“1.2.1 Guiding Principles

- Support the achievement of *complete communities* that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.
- Prioritize *intensification* and higher densities to make efficient use of land and *infrastructure* and support transit viability.
- Support a range and mix of housing options, including second units and *affordable* housing, to serve all sizes, incomes, and ages of households.
- Improve the integration of land use planning with planning and investment in *infrastructure* and *public service facilities*.
- Provide for different approaches to manage growth that recognize the diversity of communities in the *GGH*.
- Protect and enhance natural heritage, hydrologic, and landform systems, features, and functions.
- Conserve and promote *cultural heritage resources*.
- Integrate climate change considerations into planning and managing growth.”

The Background Report includes a review of the Growth Plan policies and their implications for the Waterdown Community Node Secondary Plan. The Waterdown Community Node Secondary Plan will conform to the Growth Plan.

Urban Hamilton Official Plan (UHOP)

One of the UHOP's primary goals is to establish compact, complete communities where citizens can live, work, shop, plan, and learn. One method of achieving this goal is through the development of Secondary Plans.

Secondary Plans are used to provide detailed and community-specific guidance for growth and change within smaller geographic areas of the City. Once a Secondary Plan is completed, it is adopted as an amendment to the UHOP. The UHOP, in Section F.1.2 “Secondary Plans and Neighbourhood Plans”, contains policy direction on when a Secondary Plan may be prepared, and what the Plan should include.

- “F.1.2.1 Secondary plans may be prepared as needed for planning districts, neighbourhoods, nodes, corridors or any other area of the City, and in particular:
- b) areas undergoing change where general Volume 1 policies are insufficient to guide redevelopment or warrant localized reconsideration, and in particular:
 - i) areas with desirable characteristics or functions such as main streets, heritage areas, the waterfront, etc.; and,
 - ii) areas in need of stability and strengthening such as older residential neighbourhoods, commercial areas and heritage areas.”

The Dundas Street and Hamilton Street area of Waterdown is identified as a “Community Node” on Schedule ‘E’ - Urban Structure of the UHOP, and the UHOP directs that Official Plans be prepared for these Nodes to establish Node boundaries and provide greater direction on mix of uses, heights, densities, built for, and design (Policy E.2.3.3.11, Volume 1).

The Background Report contains a review of the policy direction provided in the UHOP for this area, as well as information about the existing land use designations in the UHOP.

RELEVANT CONSULTATION

The Background Report, attached as Appendix “B” to Report PED18181, was circulated to the City’s internal Technical Advisory Committee for review and comment. The following Divisions provided comments and contributed to the Background Report:

- Recreation Division, Healthy and Safe Communities Department;
- Growth Management Division, Planning and Economic Development Department;
- Tourism and Culture Division, Planning and Economic Development Department;
- Transportation Planning and Parking Division, Planning and Economic Development Department;
- Engineering Services Division, Public Works Department;
- Transit Division, Public Works Department; and,

- Healthy Environments Division, Healthy and Safe Communities Department.

Input from various staff within the Planning Division was also used in the development of the Background Report. Information contributed from all areas included information on ongoing City initiatives, and inventories of natural heritage features, cultural heritage features, community services, amenities and existing infrastructure in the area.

Various staff from other Divisions were circulated the preliminary Background Report and did not have formal comments. These Divisions include:

Healthy and Safe Communities Department

- Housing Services Division
- Neighbourhood and Community Initiatives Division
- Hamilton Fire Department

Planning and Economic Development Department

- Economic Development Division
- Building Division
- LRT Division

Public Works Department

- Transportation Division
- Environmental Services Division
- Energy Fleet and Facilities Division
- Hamilton Water Division

ANALYSIS AND RATIONALE FOR RECOMMENDATION

The boundary of the Secondary Plan study area was developed concurrently with the collection of background information on the area. The boundary of the study area is based on the conceptual identification of the Waterdown Community Node on Schedule E-1 – Urban Structure, in the Urban Hamilton Official Plan. It has been further refined based on other specific characteristics and features of the area. The study area

includes all of the lands which are located within the Waterdown Business Improvement Area, and portions of the older residential neighbourhoods which are adjacent to the Business Improvement Area. Newer low density developments adjacent to commercial areas were not included as these areas have a low probability for change and redevelopment within the time horizon of the Plan. Also, older established residential lands to the northeast of the study area were also excluded as they too are unlikely to change within the time horizon of the Plan. The study area is bounded on the east by a natural feature, Grindstone Creek. The study area lands are located in Ward 15.

The Waterdown area is experiencing a significant amount of growth. Future development planned to the west and east of the Community Node will result in approximately 15,000 additional residents in the Waterdown area over the next 20 years. This growth will ultimately impact the form and function of the Waterdown Community Node and its historical commercial area. A Secondary Plan will guide change and growth in the central Waterdown area as the population of Waterdown grows over time, and will also help tie planning within the historical core to existing Secondary plans which are already in place for adjacent areas, ensuring a comprehensive planning approach is taken.

Secondary Plan Process and Public Engagement Strategy

The development of a Secondary Plan involves a comprehensive background review, creating a vision and goals for the plan, reviewing a variety of land use options, and establishing comprehensive policies and land use designations through a final land use plan for the Waterdown Community Node area.

More specifically, the Secondary Plan process can be divided into 4 phases:

- 1) Background research, project launch and visioning;
- 2) Preliminary information analysis and development of options;
- 3) Determination of preferred land use plan, policy directions and urban design guidelines; and,
- 4) Approval and implementation of Secondary Plan.

Each of these steps will include consultation with stakeholders and the public as an important component to the development and completion of the plan. Consultation with the public will be aligned with the principles of the Council adopted Public Engagement Charter. A variety of engagement tools and strategies will be used to promote public engagement and make it easy for residents and stakeholders to participate.

OUR Vision: To be the best place to raise a child and age successfully.

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.

**SUBJECT: Waterdown Community Node Secondary Plan: Background Report
(PED18181) (Ward 15) - Page 8 of 11**

A detailed work plan and consultation plan have also been prepared and are attached as Appendix “C” and Appendix “D” to Report PED18181.

The proposed timeline for major Public Consultation meetings is as follows:

- Phase 1 – November, 2018 (Public Information Centre)
- Phase 2 – Spring 2019 (Public Information Centre)
- Phase 3 – November, 2019 (Public Information Centre)
- Phase 4 – Spring 2020 (final Statutory Public Meeting)

In addition, staff will also pursue innovative public consultation and engagement strategies through the process based on best practices used to date and other ideas. For example, as part of the Centennial Secondary Plan and Downtown Secondary Plan staff used a focus group to consult with stakeholders; engaged with school groups; conducted standard public information centre (PIC) meetings; and communicated through a project website.

Staff will also develop and implement a communication strategy for each phase to both build awareness about the Waterdown Community Node Secondary Plan and also the consultation events.

Waterdown Community Node Transportation Management Plan

Council has directed that a Transportation Management Plan (TMP) be completed in conjunction with a Secondary Plan for the Waterdown Community Node. The TMP will review the current transportation system in Waterdown and develop a strategy to address existing issues and future needs based on anticipated growth. The Secondary Plan and the Transportation Management Plan Studies will be conducted concurrently and public meetings and events will be coordinated to include both studies. The Transportation Management Plan will be undertaken by the Transportation Planning and Parking Division of the Planning and Economic Development Department.

Other Supporting Studies

Several other supporting studies will be needed as input to the Secondary Plan process, in addition to the Transportation Management Plan for the Waterdown Community Node.

1. Urban Design Guidelines

Urban Design Guidelines will be prepared in conjunction with the Secondary Plan to provide direction on the design of infill and redevelopment within the study area. Consultant support will be required to undertake this component of the project as the urban design work is over and above the resources available in-house.

2. Heritage Inventory and Review

Two heritage related work components will be required as inputs into the Secondary Plan process, a built Heritage Inventory and a Cultural Heritage Review. The City's Heritage Resource Management group is responsible for built heritage inventories and will complete an inventory of the study area concurrently with the first stages of the secondary plan process. A Cultural Heritage review is needed to identify and evaluate new cultural heritage landscapes or changes to the existing cultural heritage landscape; to provide heritage related recommendations for Secondary Plan policy, and to provide recommendations for the Urban Design Guidelines. The initial heritage inventory work completed by the Heritage Resource Management Group will be used to inform the subsequent Cultural Heritage Review. Consultant support will be required to undertake the Cultural Heritage Review.

Background Report

The purpose of the Background Report is to detail how the Waterdown Community Node Secondary Plan study area has grown and developed in the past, to review and document existing conditions within the community, including heritage resources, urban design characteristics, housing trends, the natural environment, parks and open space, transportation infrastructure, the economic base, as well as social and community services operating within the study area. The Background Report is the first step that needs to be completed when initiating a Secondary Plan. The Background Report provides baseline information to inform the identification of issues and ultimately land use and policy recommendations for a Secondary Plan.

The Background Report includes the following sections:

- Background: an overview of the area and key neighbourhood demographic characteristics; including population, age distribution, immigrant population, household income, housing and employment;
- Planning Policy Context: a summary of key Provincial and Municipal policies and planning documents;

OUR Vision: To be the best place to raise a child and age successfully.

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.

**SUBJECT: Waterdown Community Node Secondary Plan: Background Report
(PED18181) (Ward 15) - Page 10 of 11**

- Demographics: a review of demographic information and comparison with City demographics;
- Existing Land Uses: a review of existing land uses;
- Natural Heritage Resources: a summary of natural heritage features;
- Cultural Heritage Resources: a summary of the history of the area and existing cultural heritage resources;
- Urban Design: a summary of Urban Design directions needed for the Secondary Plan;
- Transportation: an overview of existing transportation infrastructure;
- Parks, Open Space and Recreation: an inventory of existing facilities and needs;
- Institutional, Community and Social Services: inventories of existing amenities and services;
- Infrastructure: an overview of current projects, challenges and opportunities;
- Business and Economics: background information on the Business Improvement Association and Community Improvement Plan; and,
- Development Activity: an inventory of recent development activity.

ALTERNATIVES FOR CONSIDERATION

The Waterdown Community Node Secondary Plan is being completed as part of the Community Planning and GIS Section's approved work plan. The Background Report is the first step in the Secondary Plan process, and will provide baseline information to assist in developing and refining a land use plan and policy framework for the Secondary Plan. However, Committee could choose not to receive the Background Report, thereby not formalizing this first step 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.

OUR Vision: To be the best place to raise a child and age successfully.

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.

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.

Culture and Diversity

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

APPENDICES AND SCHEDULES ATTACHED

- Appendix "A" - Map of Study Area
- Appendix "B" - Waterdown Community Node Secondary Plan Background Report
- Appendix "C" - Waterdown Community Node Secondary Plan Work Plan

MP:RC:jp