

WATERDOWN Community Node Secondary Plan Work Plan



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1.0 INTRODUCTION

1.1 Background

As part of the City's Building a Strong Foundation initiative, the Growth Related Integrated Development Strategy (GRIDS) and Urban Hamilton Official Plan (UHOP) identified that a significant proportion of growth across the City of Hamilton should be directed to an interconnected urban structure of nodes and corridors. Growth is to be focused based on the principles of higher density and mixed use development that is serviced by various modes of transportation – including higher order transit and active transportation.

The Urban Hamilton Official Plan (UHOP) generally identifies the Waterdown Village Core area and some of the surrounding lands as a Community Node. Section E.2.3.3 of the UHOP outlines the function, scale and design of Community Nodes. Policy E.2.3.3.2 states that "within each Community Node a range of uses shall be provided that allow for access to housing, employment, services, and recreation in close proximity to each other and transit. The Community Nodes shall provide services to residents within the former area municipalities and surrounding neighbourhoods in a mixed use environment".

The UHOP policies state that Community Nodes shall generally be planned to achieve a target density of 100 persons and jobs per hectare. As well, they shall be planned to accommodate generally between 25,000 and 100,000 square metres of retail floor space. Policy E.2.3.3.11 states that a detailed Secondary Plan shall be undertaken to provide greater direction on the mix of uses, heights, densities, built form, and design. Policy E.2.3.3.13 a) also states that intensification shall not be permitted in the Waterdown Community Node until infrastructure and transportation constraints have been alleviated.

Secondary Plan work was recently completed for new growth areas to the northwest and southeast of the Waterdown Community Node (Waterdown North Secondary Plan and Waterdown South Secondary Plan). Future build out of these areas will result in approximately 15,000 more residents in the Waterdown area. This growth will ultimately impact the form and function of the Waterdown Community Node and its historical commercial area.

As part of the 2009 City Wide Secondary Plan Review (Report PED08017(a)), the Waterdown Community Node was identified as an immediate priority area for future secondary plan work, due to the need to manage redevelopment pressures, protect the heritage characteristics of the historical downtown, integrate old Waterdown with newer developing areas, maintain the viability of the historic commercial downtown area, and to address concerns related to traffic and access.

As part of report PED14047, endorsed by Council in March 2014, a strategy was approved in respect to traffic management and land use for the Waterdown Village Core area which directed that the City do the following:

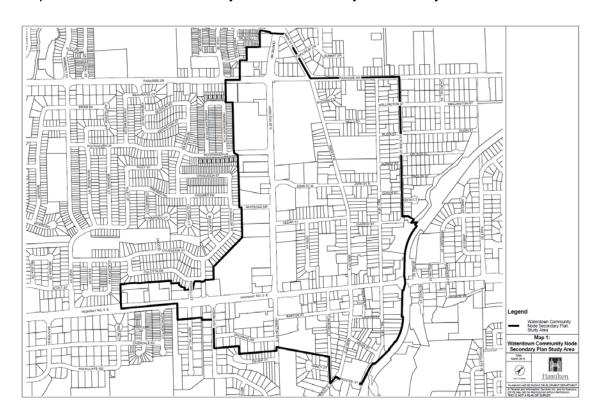
- Initiate the Waterdown Community Node Secondary Plan;
- Initiate a Transportation Management Plan for the Waterdown Community Node; and,
- Require a Traffic Impact Study for all residential development in the Waterdown Core

The Waterdown Community Node Secondary Plan will provide a clear vision for the Node and will manage change by defining appropriate intensification and scale for new development. The Plan will provide direction to maintain the function of the Node as a centre for community scale retail stores and services, within a mixed-use environment. The Plan will also provide design guidance to ensure that new development respects the character of the Node, enhances the public realm, and maintains a strong pedestrian focus. This will ensure that the Node continues to be a thriving, complete community in the future, which provides a central sense of place for the Waterdown community.

1.2 Study Area

The preliminary Secondary Plan study area generally 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 Map 1). The study area comprises approximately 112 hectares of land. Refinements to the study area may occur as a result of further background information review or as a result of further analysis and consultation in future project phases.

Map 1: Waterdown Community Node Secondary Plan Study Area



1.3 Purpose and Objectives

The purpose of this initiative is to develop a Secondary Plan to guide future redevelopment and intensification within the secondary plan area. This Secondary Plan is necessary given current directions for intensification in Provincial land use policies, current directions in the Urban Hamilton Official Plan for this area as a Community Node and population growth occurring in Waterdown which is bringing significant changes to the community.

The Secondary Plan will need to address a number of key issues which have already been identified, including managing redevelopment pressures, protecting the heritage characteristics of the area, integrating old downtown Waterdown with newer developing areas, maintaining the viability of the historic commercial downtown area, and addressing concerns related to transportation, traffic and access. The Secondary Plan will identify permitted land uses and built form within the study area and will also include policy direction for transportation and servicing, which are key considerations related to land use. Transportation policy in the Secondary Plan will be guided by the results of a Transportation Management Plan that is required in order to comprehensively address transportation issues. Due to the characteristics of the area, the Secondary Plan will also require a strong focus on urban design and place making. Urban Design Guidelines will need to be established in conjunction with the Secondary Plan to support design directions.

The Secondary Plan must conform to the requirements of the <u>Planning Act</u>, the Provincial Policy Statement (2014) and the Places to Grow Growth Plan for the Greater Golden Horseshoe (2017) (P2G). The P2G in particular contains specific directions for built up areas, prioritizing intensification in these areas and providing direction on achieving complete communities. By 2031, a minimum of 60% of all growth within the City of Hamilton must occur within the built up area. Between the time that the City's next Municipal Comprehensive Review is completed (in progress) and 2031, a minimum of 50% of all growth must occur within the built up area. Municipalities are required to develop a strategy to achieve this minimum target, which includes planning strategic areas in more detail to identify the type and scale of development that is appropriate.

The Secondary Plan will review the area comprehensively in line with Provincial planning policy and the City's Urban Hamilton Official Plan, to ensure that the Waterdown Community Node continues to evolve in the future as a complete community with compact development, a variety of housing choices, a variety of land uses, an appropriate transportation system, decreased dependence of the automobile, and development that is in harmony with the natural heritage system and respects cultural heritage. A key objective is to manage future change to create opportunities for live, work and play in a sustainable environment that promotes public health and reduces impacts on climate change.

The Secondary Plan process for this project 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. Public engagement is an important

part of the planning process and each step will include consultation with stakeholders and the public. A variety of engagement opportunities will be used in the development and completion of the Waterdown Community Node Secondary Plan.

1.4 Goals

The detailed goals of the Secondary Plan process are to:

- Review existing land uses, built form, height and densities in the study area;
- Identify opportunities and constraints for land use within the study area;
- Identify a boundary for the Waterdown Community Node;
- Establish a policy framework to direct and accommodate future growth, protect valuable resources and provide direction for infrastructure;
- Identify and resolve specific land use issues;
- Review existing natural heritage resources, and ensure that they are appropriately protected and enhanced;
- Identify policies and land uses that support the commercial function of the Node;
- Review designated/listed and potential cultural heritage resources for the area and ensure that significant resources are protected;
- Prepare a servicing strategy for development/intensification;
- Review the transportation network and address traffic and access issues in the Waterdown Community Node;
- Examine active transportation opportunities within in the study area;
- Prepare associated Urban Design Guidelines to guide the design of infill and redevelopment within the study area; and,
- Establish an implementation strategy.

The goals for associated Urban Design Guidelines are to:

- Provide detailed design guidance for new development and redevelopment;
- Provide direction for integration of new buildings with the existing character of the Waterdown Community Node, including integration with heritage character;
- Provide design guidance for transitioning areas; and,
- Determine potential need for a streetscape master plan in the Village Core and Dundas Street area;

The Secondary Plan should address the following elements:

Policy

- Alignment with the policies of the Urban Hamilton Official Plan, the Provincial Policy Statement, the Places to Grow Growth Plan, and the Niagara Escarpment Plan; and.
- Supporting and implementing the goals/objectives of other City plans and initiatives, such as the Hamilton Transportation Master Plan, the Cycling Master Plan, the Pedestrian Mobility Master Plan, and the Transit Oriented Development Guidelines.

Community and Culture

- · Vision and goals/objectives;
- · Asset mapping;
- · Population projections;
- · Compatibility between existing and potential future land uses;
- Development of appropriate range of housing types;
- Commercial Review/Needs Assessment;
- · School Board needs:
- Review of human services, current and future needs; and,
- Review of archaeological, built and cultural heritage resources.

Environment

- Review of natural heritage resources;
- Protection of environmental features and functions;
- Review of open space linkages/connections to existing/proposed parks, open spaces; and,
- Review of parkland supply and identification of any deficiencies.

Servicina

- Use of alternative and low impact development standards; and,
- Review of existing infrastructure capacity and constraints to ensure that all municipal infrastructure services, including the road network and stormwater management facilities, are sufficient to accommodate development.

Transportation

- Review opportunities for transportation system improvements, including transit;
- Connectivity to existing and future development;
- Provide transit supportive land uses:
- Review of bike routes and trails and opportunities for improvements;
- Identify opportunities for encouraging active transportation:
- Provide pedestrian friendly streets and connections; and,
- Review of roadway networks and opportunities for traffic calming.

Urban Design

- Develop supportive urban design and architectural controls;
- Ensure design compatibility with adjacent uses;
- Character Road identification and design direction, if required;
- Support Transit oriented design;
- Manage Sun/Shade effects;
- Provide guidance for public realm design:
- Create a unique sense of place; and,
- Respect heritage characteristics and integrate cultural heritage resources.

2.0 CONSULTATION

Engagement and consultation for the project will occur both internally with various city staff, as well as externally with the public. 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.

One method of consultation between internal City staff is through the City's Technical Advisory Committee. This is an internal Committee made up of City staff from various departments, divisions and sections, which meets for the purpose of reviewing and commenting on planning projects. This is an important method of consultation with internal staff. Staff also engage other departments and sections within the City through email circulations of information for review, and through individual meetings, to discuss specific issues and access specific knowledge in various areas of expertise.

The key public consultation methods which staff use as part of Secondary Planning processes are consultation through focus groups and through public information meetings or public workshops. These consultations are supplemented by a variety of other strategies such as pop-up events, surveys, and a project web site.

Focus groups are groups of approximately 8-12 members comprised of residents, property owners, business people and other stakeholders in a study area. The purpose of the group is to provide input from a variety of viewpoints at each stage of the Secondary Plan process. These groups help to identify issues, and they also provide valuable local knowledge and expertise. Typically the focus group also acts as a "sounding board" to review materials before they are presented to the general public at public information centres. Focus group members are encouraged to assist with communicating information to other local residents and stakeholders (e.g. if they represent a group such as a neighbourhood association, BIA, school council, etc.).

Public information meetings are larger public meetings where information is provided and input is solicited from the wider public. The format of these meetings can be an open house format with information available for viewing, and can also include presentations, workshops, or other engagement activities for the purpose of collecting input on projects.

These strategies provide staff with a significant amount of detailed input from a variety of different stakeholders and residents. In addition to these methods, a number of other measures are also proposed to ensure that the process is open and transparent, information is clear and easy to access, and that there are a variety of options for people to participate in the process. It is important that the project provide clear and complete documentation of consultations and responses to comments/concerns to provide a traceable decision making process. A detailed consultation plan has been prepared as a companion document to the Work Plan.

3.0 SUPPORTING STUDIES

3.1 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 the area and develop a strategy to address existing issues and future needs based on anticipated growth.

The Waterdown Community Node Secondary Plan will be prepared concurrently with the Waterdown Community Node TMP. The Transportation Management Plan will be managed by the Transportation Planning and Parking Division of the Planning and Economic Development Department. All major public consultation events, including Focus Group meetings and Public Information Centres and workshops will combine both projects to achieve cost efficiencies and organizational efficiencies. The final Secondary Plan and final Transportation Management Plan will be presented concurrently to Planning Committee for approval.

3.2 Urban Design Study/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 an urban design study of the area and prepare Urban Design Guidelines as the urban design work required for this project will exceed available resources in-house. The City's consultant roster will be used to obtain the consultant services required. City of Hamilton purchasing policy will be adhered to in the procurement of services. A separate Terms of Reference has been prepared for this consultant assignment.

3.3 Heritage Inventory and Review

Waterdown Node has a very rich heritage. There is a designated cultural heritage landscape within the study area, as well as a number of other listed or designated cultural heritage resources. These heritage resources contribute to giving the Waterdown Community Node a unique sense of place.

Two heritage related work components will be required as inputs into the Secondary Plan process, a Built Heritage Inventory and a Cultural Heritage Review. Built Heritage Inventories involve a comprehensive review of all individual buildings in the study area and identification of properties with built heritage that should be added to the City's register and staff's designation work plan. The City's Heritage Resource Management group is responsible for undertaking and maintaining built heritage inventories and is expected to complete a built heritage inventory of the study area concurrently with the secondary process. Public consultation for the inventory process may be combined with Secondary Plan public consultation activities. The second work component is a Cultural Heritage Review. A Cultural Heritage Review is needed for the following purposes:

- To review the identified cultural heritage resources in the area and identify and evaluate any new cultural heritage landscapes or changes to existing cultural heritage landscapes;
- To provide recommendations for Secondary Plan policy to ensure that heritage resources are maintained and protected; and,
- To provide recommendations for the Urban Design Guidelines, to ensure that the design of new development is sensitive to and complementary to the area's cultural heritage resources.

It is anticipated that consultant support will be required to undertake the Cultural Heritage Review, as this work is over and above available resources in-house. The City's consultant roster will be used to obtain the consultant services required. City of Hamilton purchasing policy will be adhered to in the procurement of services. A separate Terms of Reference has been prepared for this consultant assignment.

3.4 Commercial Market Analysis

An extensive commercial market analysis of the Downtown Waterdown Business Improvement Area (BIA) was completed in 2017. The purpose of this analysis was to update and build upon the comprehensive commercial market strategy and action plans that were prepared for Downtown Waterdown BIA in 2003 and again in 2010. A number of strategies and action items are outlined in the study for improving the vitality of the BIA. The Waterdown Community Node Secondary Plan will utilize this information in its review of the area. The secondary plan will support the recommendations of the market analysis where appropriate, to support the continued viability of the BIA area.

4.0 SECONDARY PLAN PROCESS

The Secondary Plan Process will be carried out in four 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.

Major tasks and consultations required for each project phase are described in sections 4.1 to 4.4 below. Throughout all phases, the project lead will monitor any ongoing Provincial and City projects and initiatives as it pertains to this project, to ensure that the outcomes of other projects are understood and incorporated into the Secondary Plan as required. Any development activity, including ongoing development and applications for new development will also be monitored throughout all phases to ensure that land use changes are integrated into the process.



Denotes a meeting with the Councillor should occur at this stage to ensure information is shared.

4.1 Phase 1: Background Research, Project Launch and Visioning

Scope of Work		
Task 1:	 Prepare Work Plan. Determine key tasks and deliverables for the project Establish target timelines for completion of each project stage Develop Terms of Reference for study inputs to be completed by external consultants (Cultural Heritage Review, Urban Design Guidelines)(Note: Waterdown Community Node TMP terms of reference to be completed by the Transportation Planning and Parking Division) 	
Task 2: ☆	Prepare Consultation Plan. Determine appropriate consultation methods to ensure that: The process is open and transparent Information is clear and easy to access Quality input is provided from a variety of sources, ensuring that input is representative of the community.	
Task 3:	 Review background information. Collect background information on existing and current planned conditions for area, including: Existing planning policy framework (i.e. Provincial policy, Urban Hamilton Official Plan, etc.) Other existing Council adopted plans, policies and guidelines Current ongoing City projects (i.e. City-wide Transportation Master Plan, GRIDS 2, Municipal Comprehensive Review) Recent development activity Demographic information Existing infrastructure (Roads, Servicing, etc.) Existing public services and facilities (Parks, Community Centres, Recreation Facilities) Existing heritage resources Existing land uses Existing Zoning Other information as relevant 	

Task 4:	 Determine Study Area Boundary. To be determined concurrently with background information review, based on: Existing policies and plans in place in the area Existing land uses Existing geographical boundaries Other existing conditions that provide a rationale for inclusion in study area 			
Task 5:	Prepare Background Report.			
☆	 Consolidated report describing study area and review of existing and planned conditions (Tasks 3 and 4). Consultation: a) Review of draft report by City staff Technical Advisory Committee b) Request for comments from TAC on area Strengths, 			
	Weaknesses, Opportunities and Threats) c) Meeting with Ward Councillor to discuss draft report and formal project initiation			
Task 6:	 Submit Background Report to Planning Committee. Provide background report to Council for information Receive Council direction to proceed with Waterdown Community Node Secondary Plan Study. 			
Task 7:	Create website and mailing list of contacts for City departments, external agencies and other potential stakeholder groups. • As per consultation plan			
Task 8:	Create project charter As per consultation plan			
Task 9:	Retain external consultants for Study inputs.			
	Note: The Waterdown Community Node TMP will be managed by the Transportation Planning and Parking Division.			
Task 10:	 Establish Stakeholder Focus Group. Identify key stakeholders in the community (residents, business owners, community groups) Prepare Terms of Reference for participation in focus group Solicit volunteer members for focus group 			

Task 11:	 Take a walking and driving tour of study area Visit key locations within study area Take photos
Task 12: ☆	 Conduct Consultations (in conjunction with the TMP): a) Ward Councillor Meeting b) Focus Group Meeting #1 c) Agency and stakeholder mail circulation d) Public Information Centre/Workshop #1 e) Additional consultations (i.e. survey) and/or pop-up events in community (Minimum of 1)
	 Purpose: Introduce Secondary Plan study Present summary of background information review to public Solicit comments on issues, trends and opportunities for improvement in area (SWOT analysis) Develop a vision and key principles and objectives to lead the development of the Secondary Plan Introduce other related studies and reviews

Key Outputs:

- Preparation of Work Plan.
- Preparation and presentation of Background Report.

 Develop Terms of Reference for study inputs and retain consultants.
- Launch Study
 Begin Public and Stakeholder Consultation

4.2 Phase 2: Preliminary Information Analysis and Development of Options

Scope of Work	
Task 13:	Review and analyze all consultation input. Summarize public input in a document and make available to public.
Task 14:	External Consultants to undertake Cultural Heritage Review and Urban Design Guidelines work and provide preliminary findings and/or directions. Note: Transportation Management Plan analysis and data collection to take place concurrently.
Task 15:	Prepare draft of: Vision for Secondary Plan Key principles/objectives SWOT analysis results Criteria for evaluating options
Task 16: ☆	Conduct Consultations to review draft items from Task 15: a) TAC (digital request for comments) b) Meeting with Councillor c) Meeting with Focus Group d) Digital request for comments from PIC #1 attendees and any other interested stakeholders.
Task 17:	Finalize Vision, Principles and Objectives for the Secondary Plan.
Task 18:	Prepare a minimum of three (3) concepts showing options for future land use, building heights, densities, transportation connections, public spaces and open spaces, and development design. Options are to be based on: Background information (i.e. adjacent land use designations, neighbourhood demographics) Existing planning policy directions and good planning principles Secondary Plan vision, principles and objectives SWOT analysis Preliminary TMP findings and recommendations Preliminary Cultural Heritage Review findings and recommendations Preliminary Urban Design Study findings and proposed guidelines Infrastructure constraints and requirements Previous consultations and discussions with public, other stakeholders and City staff Other inputs such as site visits, etc.

Task 19:	Review concepts with TAC, and request feedback based on evaluation criteria. Make refinements based on comments.
Task 20: ☆	Conduct Consultations: a) Ward Councillor Meeting b) Focus Group Meeting #3 c) Agency and stakeholder mail circulation d) Public Information Centre/Workshop #2
	e) Additional consultations (i.e. survey) and/or pop-up events in community (Minimum of 1)
	 Purpose: To present various land use options. To evaluate options based on evaluation criteria. To review preliminary findings of Cultural Heritage Review and proposed Urban Design Guideline directions. To determine preliminary key policy directions.
	Note: Transportation Management Plan options to be presented and feedback to be solicited concurrently with Secondary Plan.
Task 21:	Review and analyze all consultation input. Summarize public input in a document and make available to public.

Key Outputs:

- ✓ Determination of Vision, Principles and Objectives of Plan
- ✓ SWOT analysis
- ✓ Preliminary results of Cultural Heritage Review and Urban Design Study
- ✓ Secondary Plan options development and review
- ✓ Determination of preliminary policy directions
- ✓ Public Consultation

4.3 Phase 3: Determination of Preferred Land Use Plan, Policy Directions and Urban Design Guidelines

Scope of Work	
Task 22:	Review evaluations of development options and develop a preferred plan.
	Develop maps and other visual materials illustrating land uses, building heights, densities, transportation connections, public spaces and open spaces for preferred plan.
	Prepare a written evaluation document summarizing the results of the evaluation, the rationale for the preferred option, and key policy directions that should accompany the plan.
Task 23:	Receive and review full draft of Cultural Heritage Review and Urban Design Guidelines.
Task 24:	Prepare Draft Secondary Plan policies.
Task 25:	Present Draft Secondary Plan (including draft policies) and Urban Design Guidelines to TAC for review and input.
	Refine recommended plan and policies based on review.
Task 26: ☆	Conduct Consultations: a) Ward Councillor Meeting b) Focus Group Meeting #4 c) Agency and stakeholder mail circulation d) Public Information Centre/Workshop #3 e) Additional consultations in community (optional)
	Purpose: • To provide public with opportunity to review recommended plan and to solicit feedback on plan and policies • To solicit feedback on Urban Design Guidelines
	Note: Transportation Management Plan recommended solutions to be presented and feedback to be solicited concurrently with Secondary Plan.
Task 27:	 Review and analyze all consultation input. Summarize public input in a document and make available to public. Make refinements to recommended plan, policies and guidelines.

Key Outputs:

- ✓ Draft Land Use Plan
- ✓ Draft Policies
- ✓ Draft Urban Design Guidelines✓ Final Cultural Heritage Review
- ✓ Public Consultations

Phase 4: Approval and Implementation of Secondary Plan

Scope of Work		
Task 28:	 Prepare Summary Report outlining: Secondary Plan process Results and recommendations of other studies Public Consultation processes Public Consultation inputs Final recommended plan Rationale for final plan 	
Task 29:	Digitally circulate summary report and recommended plan to TAC for final review. Make corrections and refinements if needed.	
Task 30: ☆	Prepare staff report to Council for approval of the Secondary Plan and Urban Design Guidelines. • Meet with Councillor to provide update	
Task 31:	Hold Statutory meeting and present final Plan at Planning Committee.	
Task 32:	Approval of Implementing By-law at Council.	

Key Outputs:

- ✓ Final Secondary Plan✓ Final Urban Design Guidelines
- ✓ Staff Report✓ Statutory Public Meeting

5.0 TIMELINES

It is anticipated that this project will be completed in the second quarter of 2020. Key milestones for the project are as follows:

Phase 1			
TAC Consultation #1	May 2018		
 Background report completed and project initiation 	August 2018		
Focus Group Meeting #1	November 2018		
 Phase 1 Public Information Centre/Workshop 	November 2018		
Phase 2			
 TAC Consultation #2, Draft Vision, Principles and Objectives 	January 2019		
 Focus Group Meeting #2 - Draft Vision, Principles and Objectives 	February 2019		
 TAC Consultation #3 - Draft Options 	April 2019		
 Focus Group Meeting #3 – Draft Options 	May 2019		
 Phase 2 Public Information Centre 	May - June 2019		
Phase 3			
 TAC Consultation #4 – Recommended Plan and Policies 	September 2019		
 Focus Group Meeting #4 	November 2019		
 Phase 3 Public Information Centre 	November 2019		
Phase 4			
 TAC Consultation #5 – Final Plan Review 	February 2020		
Statutory Public Meeting	May 2020		