

INFORMATION REPORT

TO:	Chair and Members General Issues Committee
COMMITTEE DATE:	March 20, 2019
SUBJECT/REPORT NO:	GRIDS 2 and Municipal Comprehensive Review – Consultation and Work Plan Update (PED17010(c)) (City Wide)
WARD(S) AFFECTED:	City Wide
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SIGNATURE:	

Council Direction:

N/A

Information:

This Report provides an update on GRIDS 2 (Growth Related Integrated Development Strategy) and the Municipal Comprehensive Review (MCR), including a project and work plan update, an overview of the first round of public consultation, and the next round of planned consultation in early 2019.

1.0 What is GRIDS and the Municipal Comprehensive Review?

The City is undertaking an update to GRIDS, known as GRIDS 2, which is a long term growth strategy to allocate forecasted population and employment growth to the year 2041. The forecasts for Hamilton project an increase of 40,000 jobs and 100,000 people between 2031 and 2041. As such, GRIDS must be updated to allocate the additional jobs and persons beyond 2031 (to 2041) and to determine the impact on the Infrastructure Master Plans and Development Charges By-law. A municipal comprehensive review (MCR) is a requirement of the Growth Plan for the Greater Golden Horseshoe and the Provincial Policy Statement (PPS) at the time of an Official Plan review to bring the City's Official Plans into conformity with the Provincial plans. The MCR is broad and encompasses many inter-related components, and must be

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completed prior to any expansion of the urban boundary. However, many of the studies that are required as part of the MCR are also part of a growth strategy. As such, the MCR will be completed concurrently with GRIDS 2, which has the benefit of combining the public and stakeholder consultation into one process, and efficiently using staff time and resources.

2.0 Project Update

In 2018, the first round of public and stakeholder consultation for GRIDS 2 and the MCR was conducted which focussed on Major Transit Station Area (MTSA) Planning and Urban Structure. In addition, staff and the GRIDS 2 / MCR consultant team continued working on several technical studies required as part of Phase 2 of the GRIDS 2 / MCR process. Further details are outlined below.

2.1 Public and Stakeholder Consultation - 2018

2.1.1 Public Information Centres – Round 1

In May and June 2018, public information centres were held at three locations across the City to present information on GRIDS 2 and the MCR, including an introduction to the projects; existing conditions and growth information over the last 10 years; urban structure considerations; and MTSA planning. The six events (morning and afternoon session at three locations) were attended by approximately 100 people. A full summary report of these events is attached as Appendix “A” to Report PED17010(c).

At the sessions, attendees were provided the opportunity to comment on two key areas:

- Urban Structure – attendees were provided with information on urban structure (what is it?), as well as information on growth and development in the various elements of the urban structure (nodes, corridors, downtown urban growth centre). After reviewing this information, attendees had the opportunity to provide comments and feedback on the existing urban structure, and / or identify areas (eg. nodes, corridors) where additional growth and intensification should be focussed. Comments included suggestions for additional corridors (eg. Concession Street, Barton Street, Governors Road, Dundas Street) and nodes (airport area, stadium area, expanded Dundas node) which are being considered by staff as part of the urban structure review.
- MTSA planning - panels were presented with draft MTSA boundaries for all MTSA's along the corridor (with the exception of the downtown stations). Draft density calculations for the future density of each MTSA at build-out were presented, including modelling of what the MTSA will look like in the future with the increased density. Attendees were provided the opportunity to comment on the proposed

MTSA boundaries, as well as to share other comments / considerations that the City should be aware of when planning for intensification along the corridor and around the station areas. Some of the key takeaways from the feedback received regarding MTSA boundary delineation included commentary on the proposed boundaries (should be circular, or include or exclude certain areas) and consideration of opportunities to increase density in low-rise neighbourhoods. These comments are being considered in the preparation of the Major Transit Station Area final report.

2.1.2 Stakeholder Workshop #1

In June, 2018, the first GRIDS2 / MCR stakeholder workshop was held. Invitations to join the stakeholder group were sent to a variety of potential participants, including conservation authorities, non-governmental organizations (NGOs) / environmental groups, BIAs, chambers of commerce, school boards, society of architects, and the home builders association. A total of 20 stakeholders representing all of the above groups attended the session. The session was focussed on similar topics to the public information centres (Urban Structure and MTSA Planning). In addition, the stakeholder workshop also included a review of the GRIDS Nine Directions to Guide Development. The Nine Directions were developed during the first GRIDS as a tool to guide and evaluate decisions related to growth. The stakeholders were asked to review the Nine Directions in relation to the City's Our Future Hamilton vision, and identify potential updates and revisions to the Directions to ensure they fully capture the City's vision and other current planning and growth considerations.

Some of the key takeaways from the stakeholder workshop are:

- There is general agreement on areas targeted for intensification in UHOP;
- There may be a need for additional nodes and corridors to accommodate required intensification. Some suggestions included additional corridors at Concession Street, Barton Street and Dundas Street (Waterdown); additional nodes around the airport area; and expanding intensification areas around McMaster and Mohawk. There is also a need to connect nodes and corridors with active transportation pathways;
- GRIDS Nine Directions to Guide Development generally align with Our Future Hamilton vision and continue to be relevant;
- Suggested edits to the Nine Directions include the need to address accessibility, climate change, intensification of employment lands, complete streets, and community engagement;
- There is general agreement on proposed MTSA boundaries; and,
- Opportunities to expand proposed Intensification Areas in MTSA's around Dundurn, Queen, Barton, Sherman-Parkdale, Longwood and McMaster, and expand depth of intensification areas, should be considered.

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These comments are being considered and evaluated in the Urban Structure Review and MTSA planning work.

A full summary of the public engagement, including the public information centres and the stakeholder workshop, is attached as Appendix “A” to Report PED17010(c). Valuable input was received from the public and stakeholders which is being considered by staff as work progresses on the technical studies described in 2.2 below.

2.1.3 Other Consultation Opportunities

In addition to the public information centres and stakeholder workshop, staff endeavoured to engage a variety of groups to share information on the GRIDS 2 / MCR process and to gain feedback and ideas going forward. Consultation included:

- GRIDS 2 / MCR website – includes a description of GRIDS 2 / MCR, including a video describing the project in plain language; project timeline; copies of all materials presented at public information centres; and, on-line commenting forms;
- Development Industry Liaison Group (DILG) – project update;
- Clean Air Hamilton – presentation and update;
- Downtown West Hamilton Co-ordinating Committee – presentation and update;
- Internal staff working group meetings with representatives from public works, public health, community services, transit, LRT;
- Indigenous consultation – Haudenosaunee Development Institute, Six Nations of the Grand River, Hamilton Executive Directors Aboriginal Coalition;
- Presentation at Canadian Institute of Planners conference, including information from the GRIDS 2 Growth Summary and MTSA planning work; and,
- “Imagining New Communities” Public Open Houses – discussion on planning for higher density communities at a series of open houses in November, 2018. A summary report of this consultation will be brought forward to an upcoming Planning Committee meeting.

Staff will continue to engage the public and stakeholders through all future phases of the project, as described below.

2.2 Technical Studies Update

Phase 2 of the GRIDS2 / MCR work plan is the preparation of numerous technical studies that will serve not only to inform policy direction for the City, but also to provide inputs into the Land Needs Assessment (LNA). A brief overview is provided below:

- Urban Structure Review – through GRIDS 2 / MCR, the City is completing a review of the Urban Hamilton Official Plan (UHOP) Urban Structure to determine if any revisions or updates are required. The UHOP Urban Structure is based on a Nodes

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and Corridors structure, which focusses intensification in a hierarchy of defined nodes and corridors. The urban structure also identifies density targets in terms of future people and jobs for each defined node. The GRIDS 2/MCR urban structure review will examine whether any updates or revisions to the structure or to the targets are required. Input from the public consultation and stakeholder sessions will be considered as part of this review.

- Major Transit Station Area Planning – this study will identify delineated boundaries of the 14 MTSA's along the City's priority transit corridor (future LRT corridor), as well as the anticipated long-term density (measured in people and jobs per hectare - pjh) within each station area. As per the Provincial Growth Plan, the City must plan to achieve a minimum density of 160 pjh within each MTSA, or, apply for alternative targets if the minimum density cannot be achieved. This study will identify which MTSA's will meet the target and which may require an alternative. Dillon Consulting has been retained to complete this work. The MTSA planning work will inform the Residential Intensification Update (below).
- Residential Intensification (RI) Update – through GRIDS, the City completed a Residential Intensification Strategy which identified the anticipated amount of intensification units to be developed in the City over the planning period, and where those units would be located. The RI Strategy informed the targets in the UHOP which identify a projected 26,500 RI units from 2001 to 2031, to be allocated in the Downtown, Nodes and Corridors, and Neighbourhoods at 20%, 40% and 40% respectively. The RI Strategy is being updated through GRIDS 2 / MCR to reflect the new Growth Plan targets requiring 60% of the City's new residential units to be in the form of intensification by the year 2041. The Update will also re-examine the projected allocation of the RI units across the City in light of recently adopted secondary plans and development approvals, and recommend updates to the UHOP targets. The RI Update feeds directly into the LNA, through the identification of the City's RI target(s).
- Designated Greenfield Area Analysis – the Provincial Growth Plan identifies density targets for the City's Designated Greenfield Areas (DGAs). DGAs are generally undeveloped lands within the City's urban boundary. The DGA Analysis will examine the City's DGA lands to determine the existing density (measured in persons and jobs per hectare) and the anticipated future density to determine if the City will meet the targets identified in the Growth Plan. The analysis will also identify how the City plans to achieve the required targets. This study is a direct input into the LNA, through the identification of the City's DGA target(s).
- Employment Background Review and Employment Land Conversion – The Provincial Growth Plan requires the City to establish minimum density targets for the City's identified employment lands, identify opportunities for intensification of employment

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areas, and consider the future breakdown of employment in the City by category (office, population-related, employment, rural) and area (built-up area, greenfield area, rural). This information feeds directly into the LNA through the assignment of future employment by type and area, and the identification of employment density targets. Lorus & Associates has been retained to complete this work.

The City is concurrently working on an Employment Land Conversion Review, which will examine if any of the City's designated employment lands warrant conversion to a non-employment use. A call for submissions for lands to be considered as part of the employment land review was issued in June, 2017. A total of 16 requests were received. In addition, staff have conducted an analysis of lands along the edges of the City's older employment areas which may have changed over time and may be more suitable for a non-employment land use designation. This review is on-going and a final decision on conversion requests has not been made to date as information from the on-going Employment Background Review and Land Needs Assessment will need to be considered.

- Land Needs Assessment (LNA) – the purpose of the LNA is to identify how much of the City's forecasted growth, both residential (community) and employment, can be accommodated within the City's existing urban boundary, and how much may need to be accommodated through an urban boundary expansion. As noted, the LNA is essentially a mathematical exercise which utilizes the information / inputs from the studies above to identify how much growth can be accommodated and where, and to identify a quantum of both residential and employment land need for the City to the year 2041.
- Agricultural System Refinements – in 2018, the Province released new mapping of the Agricultural System, identifying prime and non-prime agricultural lands, across the Greater Golden Horseshoe. The new mapping has had the impact of converting approximately 12,000 hectares of land in the Rural Area from Rural (non-prime) to Prime Agricultural, which contradicts Hamilton's own agricultural mapping study (LEAR) completed in 2006. The Province has outlined a process for municipalities to request refinements to the Provincial mapping through the MCR, which involves identifying and providing justification for the refinement of each area in question. Staff are preparing the first series of refinement requests, which are focussed on lands contiguous to the City's urban boundary, for submission to the Province in the near future.

These studies have been progressing throughout 2018. One of the challenges in completing the MCR is the iterative nature of the process and the inter-related components of the required technical studies. The summaries above identify how the different studies link together and inform other studies. Therefore, variations or refinements to one study can and will have an impact on others. It is expected that the

MCR process will be iterative, as municipalities examine options for allocation of expected growth. The iterative nature of the process means that the studies will not be considered ‘final’, but will be in progress, until the MCR process moves forward to completion.

3.0 Work Plan Update

The work plan for GRIDS 2 / MCR is following a four phase approach. Phase 1, background work, was completed in 2017. The project is currently in Phase 2, which is completion of the Technical Studies noted above. Moving forward, Phase 3 will commence upon the completion of the Land Needs Assessment and will involve the examination of growth options to accommodate population and employment growth and, ultimately, the identification of a preferred growth option. Phase 4 will commence in late 2019 and will be the update to the UHOP and RHOP to implement the MCR and the new Provincial Plans. The updated work plan timeline is attached as Appendix “B” to Report PED17010(c).

The timeline illustrates the overlap between Phases 2 and 3. This is reflective of the iterative nature of the process. For example, changes or updates to one study may be required as a result of the completion of another study. Further updates or changes may be required moving into Phase 3 as growth options are considered, and technical input in the form of servicing, infrastructure and transportation impacts are factored in.

The timeline attached as Appendix “B” to Report PED17010(c) has been updated since the last GRIDS 2 / MCR update in April of 2018. The changes are as follows:

- Additional round of Open Houses and Stakeholder engagement – this additional round of Open Houses has been added to present results from the various technical studies prior to releasing the results of the LNA (please see section 4.0 below).
- Committee / Council meeting planned for the second quarter of 2019 to receive approval of the intensification and density targets that will be inputs into the LNA and formally request any required alternative targets prior to finalizing LNA.
- The previous timeline had indicated that the next round of consultation would be in December of 2018. This timeline had to be pushed back to account for delays in receiving final guidance documents and other information from the Province.

3.1 Timing Unknowns – Changes to Provincial Plans

On January 15, 2019 the Province released Amendment No. 1 to the Growth Plan for the Greater Golden Horseshoe which contains proposed amendments to Growth Plan policies regarding employment areas, settlement area boundary expansions, major

transit station areas, and intensification and greenfield density. This amendment to the Growth Plan was anticipated following significant consultation sessions the Province held with municipalities, the development industry, and other stakeholders regarding issues of concern with the revised Provincial Plans (focusing primarily on the Growth Plan and Greenbelt Plan) in Fall, 2018. Staff are reviewing the proposed changes and will be providing comments to the Province in advance of the commenting deadline of February 28, 2019. Following the completion of the comment period, it is not known how quickly the final Amendment will be released. This uncertainty around timing makes it difficult to determine the overall impact on project timing. The updated work plan attached as Appendix “B” to Report PED17010(c) is based on the assumption that the final Amendment will be released in a timely fashion, but should the announcement come later than expected, project delays could result.

In addition, in November, 2018, the Province released a consultation document entitled “Increasing Housing Supply in Ontario” with a series of questions related to addressing barriers to increasing housing supply. The commenting deadline for the housing supply consultation was January 25, 2019. It is not known if any further policy changes may arise from the results of this consultation.

In light of the above Provincial changes and the resulting impacts on the GRIDS II project and the 2041 employment and population forecasts, the completion of the Corporate Strategic Growth Initiatives (CSGI) projects will be delayed. These impacts include postponing project start and end dates, additional time required to complete the project, additional project work which may not have originally been anticipated or budgeted for, servicing / traffic model re-runs, and their subsequent impact(s). In particular, the delay to the 2041 employment and population forecast inputs will subsequently setback completion of the related projects that comprise the CSGI. This is the most critical impact, in that the City will not be able to identify the required infrastructure, infrastructure investment strategies and cost sharing policies for incorporation into the Development Charge (DC) Background Study and By-law to reflect 2041 employment and population forecasts until completion of GRIDS II and the Municipal Comprehensive Review. Of note, a future status report for CSGI is anticipated to be brought forward in the 4th quarter of 2019.

3.2 Timing Unknowns – Rural Hamilton Official Plan (RHOP) / Urban Hamilton Official Plan (UHOP) Appeal Hearing Update

Another factor which could have an impact on the timing noted above, particularly in relation to the completion of the Land Needs Assessment and the evaluation of growth options, is the ongoing RHOP and UHOP appeals which are currently before the Local Planning Appeal Tribunal (LPAT). At an October motion hearing, evidence was heard as to whether the RHOP and UHOP appeals, which date to 2009 and 2011 respectively, will be heard and disposed of in accordance with the 2006 Growth Plan or the 2017

Growth Plan. Depending on the decision coming out of this motion hearing, the work plan for GRIDS 2 and the MCR could be delayed pending the outcome of the appeals.

4.0 Impact on Elfrida Growth Area Study

The timing unknowns noted above will have an impact on the on-going Elfrida Growth Area Study as follows:

- Information from the Land Needs Assessment (LNA) and the identification of the preferred growth option to 2041 is required prior to commencing the next phase of the Study. Based on the updated MCR work plan attached as Appendix “B” to Report PED17010(c), the results of the LNA are tentatively expected mid-2019, with the evaluation and identification of the preferred growth option completed by end of 2019.
- The decision on the October, 2018 motion hearing will have an impact on the Elfrida Growth Area Study and the City’s overall land need identified in the LNA depending on what set of policies apply to the 2031 time horizon. Should the decision find that the appeals will be resolved in accordance with the 2017 Growth Plan, the City will complete the MCR to 2041, which will inform the Elfrida Growth Area Study. The City has advised the LPAT that if the 2017 Growth Plan applies, any hearings should occur following completion of the MCR. Should the decision determine the 2006 Growth Plan applies, the City would update its land need to 2031 in accordance with the previous policies. The City would continue work on the MCR, but a hearing on the outstanding appeals may occur earlier.

5.0 Planned Consultation – Round 2

To ensure that members of the public and stakeholders are kept informed of progress on the multiple on-going long-range City planning projects (including GRIDS 2 / MCR, Elfrida Growth Area Study, residential zoning), the City will be embarking on a public awareness campaign in the coming months. The campaign will be designed to make the public aware of these important initiatives and keep them apprised of key dates and events.

Specific to GRIDS 2 /MCR, staff are planning the second round of public consultation for the second quarter of 2019. Staff propose to present the following information at the Open Houses:

- The focus will be on the inputs to the LNA (RI target, DGA target, employment target, MTSA targets). The targets being inputted into the LNA will be identified, including the targets for which the City must request an alternative from the Minister.

- Update on MTSA planning – present changes since previous round of consultation.
- Update on Urban Structure Review – identify updates and responses to previous round of consultation.
- Employment Strategy Phase 1.

This round of Open Houses is tentatively scheduled for second quarter 2019, with the third round of consultation, which will be a public information session on the results of the LNA, scheduled for mid-2019. As noted above, depending on the timing and extent of any changes to the Provincial Plans announced by the Province, this timing could be delayed.

After receiving feedback on the information presented at the Open Houses and stakeholder workshop, staff anticipate making any necessary required revisions, and then preparing a recommendation report to Planning Committee. This report will seek approval of the inputs into the LNA, and formally request approval of any alternative targets, if required.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A” – Public Consultation Round One Summary Report

Appendix “B” – Work Plan

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