



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

TO:	Chair and Members Planning Committee
COMMITTEE DATE:	September 18, 2018
SUBJECT/REPORT NO:	Elfrida Growth Area Study - Update (PED18182) (Wards 9 and 11)
WARD(S) AFFECTED:	Wards 9 and 11
PREPARED BY:	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 vision, key directions, principles, objectives and preferred community structure for the Elfrida Growth Area Study be received by Council and that public and stakeholder feedback on the vision, key directions, principles, objectives and preferred community structure be incorporated into the next phase of the Elfrida Growth Area Study and GRIDS 2.

EXECUTIVE SUMMARY

The City of Hamilton is growing and the population is projected to increase to 680,000 people by 2031. A significant portion of this growth will be accommodated within the existing urban boundary, reflecting Provincial policy direction to intensify urban areas and minimize encroachment on agriculture and natural areas. Population and associated growth that cannot be accommodated within the City's existing and planned nodes, corridors and neighbourhoods will be accommodated in new urban areas implemented through a future urban boundary expansion.

The Elfrida area (See Appendix "A" to Report PED18182) was previously identified as the preferred area to accommodate future growth to 2031. The Elfrida Growth Area Study (EGAS) was initiated in 2016, to fulfil the requirements for an urban boundary expansion to take place. A number of different studies are a part of the EGAS, including the preparation of a Secondary Plan.

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Phases 1 and 2 of the EGAS have been completed. As part of these Phases, a vision for a future community in the Elfrida area was developed, along with a number of key directions, guiding principles and objectives for a future Secondary Plan. The preferred ideas for the structure of development in the area were also conceptually identified. Throughout the process, public and stakeholder input was obtained and the information was presented to the public and stakeholders for feedback.

The final phase of the Growth Area Study includes identifying a preferred land use plan, testing the plan through modelling of transportation systems, water and wastewater infrastructure, developing a phasing plan and a financial investment strategy, and finalizing all other supporting studies. A critical input to this Phase is results from the Land Needs Assessment (LNA) that is being completed as part of the City's Municipal Comprehensive Review (MCR) and GRIDS 2 studies. The EGAS and LNA is a reiterative process in that both the demand and the opportunities to accommodate growth will be identified, evaluated and re-assessed. The EGAS will provide inputs into the range of growth quantum that can be accommodated whereas the LNA will provide outputs regarding how the City will accommodate the total projected employment, population and household growth.

As the LNA is an essential input to the EGAS, and vice-versa, further work on the EGAS will be dependent on the results of the LNA. It is anticipated that preliminary results of the LNA will be available by the end of 2018, which would allow for additional consultation, engagement and work on the EGAS to resume in 2019.

Alternatives for Consideration – See Page 9

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: The change in timeline has no impact on the previously approved budget for the study.

Staffing: N/A

Legal: N/A

HISTORICAL BACKGROUND

In 2006, the comprehensive Growth Related Integrated Development Strategy (GRIDS) process reviewed opportunities for where growth outside the urban boundary could occur, and identified the Elfrida area (See Appendix "A" to Report PED18182) as the preferred location to accommodate new growth to 2031.

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 a 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 Local Planning Appeal Tribunal (LPAT) (formerly the Ontario Municipal Board (OMB)) by land owners in the area.

The Urban Hamilton Official Plan (UHOP), adopted July 9, 2009, included a more 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 again removed the reference to Elfrida as a growth area; however, the general policies addressing urban boundary expansions were left in the Plan. The modification that removed the references to Elfrida was appealed to the LPAT by the City and land owners in the area.

Both the RHOP and the UHOP appeals relating to the Elfrida area are still before the LPAT. However, the Growth Plan and the general urban boundary expansion policies in the UHOP (Section B.2.2, Volume 1) set out the requirements for a future urban boundary expansion to move forward. These policies require completion of the following components:

- A Municipal Comprehensive Review (City wide review);
- A Secondary Plan;
- A Land Budget Analysis (Land Needs Assessment);
- A Sub-watershed Plan;
- Environmental Impact Statements pertaining to the natural heritage system, if required;
- For Prime agricultural lands, demonstration that there are no reasonable alternatives on lower priority agricultural lands;
- Demonstration that impacts on agricultural operations have been mitigated to the extent possible (Agricultural Assessment);
- A financing policy for urban services and other infrastructure; and,
- Any other studies which the City deems necessary.

These policies provide the guidance and framework for a study of the Elfrida Growth Area to move forward. The EGAS is a unique opportunity to develop a complete urban

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community that achieves transit supportive densities with multi-modal connections to existing urban areas, efficiently uses existing and new servicing infrastructure, and is integrated with the adjacent urban lands. This Study will develop a land use plan and associated policies for the area that manages impacts to the natural heritage system and surrounding agricultural lands while providing opportunities for future growth and development in the area. This project is important on a City Wide level as it is a major growth area for the City.

The City of Hamilton prepared a Terms of Reference and undertook a Request for Proposals in the fall of 2016 to hire consultants to carry out the EGAS. 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 EGAS, including:

Area of Study	Consultant Lead
Project Management	WSP
Secondary Plan	Planning Partnership and WSP
Transportation Management Plan	WSP
Water and Wastewater Servicing Master Plans	WSP
Agricultural Impact Assessment	WSP
Commercial Lands Review	Cushman Wakefield and WSP
Urban Design Guidelines	Planning Partnership
Natural Heritage Review	WSP
Cultural Heritage Assessment (both built and landscape)	ASI
Population Projections/Demographics	WSP
Financial Investment Strategy	Metro Economics
Facilitation/Consultation	Planning Partnership
Phasing/Staging/Implementation Strategy	WSP

A Sub-watershed Plan is being completed concurrently by Aquafor Beech, under a separate work plan. The WSP group study team has been working alongside the Elfrida Subwatershed Study work, as each of these studies feeds into the other.

The EGAS is being completed in three phases:

Phase 1: Background Study and baseline mapping, information analysis, high level visioning and design principles.

Phase 2: Develop Land Use Options for consideration, incorporating input from the various aligning studies.

Phase 3: Develop Preferred Land Use Plan and implementing policies for the study area as well as a phasing/implementation strategy.

Land Needs Assessment:

The Municipal Comprehensive Review (MCR), including the LNA work, which is required prior to an urban boundary expansion, is being led by Policy Planning, Planning Division. This City-wide project is being completed separately from the EGAS. The MCR is a provincial requirement, whereby the City must bring its Official Plans into conformity with Provincial plans. The MCR will plan to the year 2041 and determine how and where the additional people and jobs forecast for Hamilton in 2041 can be accommodated.

The MCR is being completed concurrently with GRIDS2, the update to the City's growth management strategy. This work will include an updated Land Needs Assessment, which will identify how much of the City's forecasted growth to the years 2031 and 2041 can be accommodated with the existing urban area, and how much must be accommodated through a future urban boundary expansion. The updated LNA will provide input to address outstanding appeals to the OMB regarding the Elfrida policies in the Rural Hamilton Official Plan and the Urban Hamilton Official Plan, in addition to providing a City-wide detailed, comprehensive approach to residential intensification, urban land inventory and urban boundary expansion. Ultimately, the completed LNA will identify how much additional land area may be required to accommodate projected growth to 2031 and 2041. Information related to this work is being shared with the consulting team working on the EGAS. The LNA numbers play an important role in shaping the extent of the Elfrida Secondary Plan and conversely the work on developing the population and employment scenarios for the EGAS informs the City's LNA.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

As noted in the Historical Background of Report PED18182, Provincial policies and policies in the Urban Hamilton Official Plan require a number of studies to be completed to establish the need for and determine the details of an urban boundary expansion. Detailed information on applicable policies is included in Section 1.3 of the Interim Summary Report, attached as Appendix "B" to Report PED18182.

RELEVANT CONSULTATION

Internal Consultation

Each Phase of the study has included consultation with the City's Technical Advisory Committee, which is comprised of staff from various Departments, Divisions and Sections.

Public Consultation

A number of events with a diverse range of stakeholders have taken place throughout the first two phases of the project or are currently being planned. Key consultations are listed below. These include meetings with a dedicated Community Focus Group and Public Information Centres. On-line engagement (website, social media) and some additional individual meetings with stakeholders and indigenous representatives have also taken place.

Date	Event	Details
June 21, 2017	Community Focus Group Meeting	Presentation of background information and visioning exercise
June 22, 2017	Two Workshops	Exploration of ideas for how Elfrida could grow and develop in the future. Including opportunities related to land use, built form, access and green space.
June 22, 2017	Open House	Opportunity to view ideas and information developed at the workshop.
November 21, 2017	Community Focus Group Meeting	Evaluation of three different conceptual land use options for the study area
December 6, 2017	Public Information Centre	Open House and small group discussions of three different conceptual land use options for the study area
May 30, 2018	Community Focus Group Meeting	Review of evaluation results and a number of preferred community structure ideas
June 12, 2018	Public Information Centre	Review of preliminary qualitative evaluation and a number of preferred community structure ideas
September – November, 2018	Pop-up events and alternative consultation events	To maintain public awareness about EGAS, engagement events are being planned and will be delivered prior to the next full Public Information Centre to provide general information on the project and to discuss topics such as density, greenfield planning and residential zoning.

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ANALYSIS AND RATIONALE FOR RECOMMENDATION

Project Status

Phases 1 and 2 of the EGAS have been completed. An Interim Summary Report is attached as Appendix "B" to Report PED18182, detailing the results of the Study to date.

The Vision Statement for the Elfrida community which was established through public consultation is:

The Elfrida Community is envisioned to become a complete, healthy, transit-supportive, mixed-use community that is compact, well-connected and both environmentally and economically sustainable, through a long-term strategy that respects the neighbouring land uses.

Nine guiding principles were also identified for the Elfrida area:

1. Develop in an environmentally appropriate manner that protects and restores the natural environment.
2. Encourage the responsible use of resources to ensure long-term sustainability, reduce greenhouse gas emissions, and reduce demands on energy, water, and waste systems.
3. Manage growth over time that is logical, efficient and cost effective.
4. Ensure a diverse community with a mix and range of land uses to ensure a proper balance of residential, employment, community facilities and services.
5. Develop a well-designed and connected community of residential neighbourhoods that provide for a range of housing types and choices.
6. Ensure an efficient transportation network that includes mobility options, is transit supportive, includes active transportation, walking and cycling, and accommodates vehicles.
7. Provide an interconnected system of streets and pedestrian supportive streetscapes.
8. Provide for a connected and integrated parks, open spaces, and trails system.

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9. Utilize green infrastructure to make use of the absorbing and filtering abilities of plants, trees, and soil to protect water quality, reduce runoff volumes, and recharge groundwater supplies.

Key directions which were developed through Phase 1 of the study, as well as more detailed objectives for the Secondary Plan are detailed in Sections 3.2 and 4.2.3 respectively, of the Interim Summary Report attached as Appendix “B” to Report PED18182.

The study team has initiated conceptual work on Phase 3, and has completed public consultation on a number of preferred community structure ideas for the Elfrida study area. The preferred structure for the area is a nodes and corridors structure. The draft natural heritage features and the estimated number of schools and parks which would be required for the area have been identified. This conceptual community structure is shown on Figure 30 of the Interim Summary Report attached as Appendix “B” to Report PED18182. No detailed land use locations or boundaries have been determined at this point.

The WSP group study team was previously working towards a completion date for Phase 3 of Fall 2018. However, this timeline anticipated that data from the LNA would be available in late 2017 to determine the amount of land required to accommodate growth to 2031. This data is essential for the determination of the preferred land use plan in Phase 3 of the EGAS, and for the completion of other related project components.

This data was not completed within the expected timeline because in July 2017, the Province of Ontario released an updated Growth Plan for the Greater Golden Horseshoe (the Growth Plan) which contained some new standards and requirements. The Growth Plan required that LNAs completed by municipalities must follow a specific methodology provided by the Ministry of Municipal Affairs and Housing, to assess the quantity of land required to accommodate forecasted growth (Policy 2.2.1.5 of the Growth Plan).

A proposed methodology for LNA was released by the Ministry for consultation on December 19, 2017, and commenting on the draft took place until February 28, 2018. A final methodology was released by the Province on Friday, May 4, 2018. Staff working on the Municipal Comprehensive Review/GRIDS 2 Study have been working with the Province to implement this methodology into the LNA. Preliminary results of the LNA are now expected in Q4 of 2018.

As a result of this delay in the LNA, various components of the EGAS will be delayed. This includes Phase 3 of the Secondary Plan development (preparation of a preferred land use plan), and study components dependent on this land use plan, including the Transportation Management Plan, the Water and Wastewater Master Plans, the

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Phasing Strategy and the Financial Investment Strategy. As the Elfrida Subwatershed Study requires a preferred land use plan for phase 2 work, the Elfrida Subwatershed Study will also be delayed until more information becomes available in Phase 3 of the EGAS.

Next Steps

As soon as the LNA results are available, work on the EGAS will advance to the next phase. Public consultations for Phase 3 of the study are tentatively planned for the first or second quarter of 2019, based on the assumption that preliminary results from the LNA will be available by the 4th quarter of 2018. Completion of the EGAS is estimated before the end of 2019.

ALTERNATIVES FOR CONSIDERATION

Planning Committee may choose not to receive the report, and not to support the draft vision, principles, objectives, and community structure ideas that have been developed through the study to-date, thereby not validating the current progress of the study. This is not recommended, as these results are based on extensive research and public consultation that has taken place during the study.

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.

Built Environment and Infrastructure

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

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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" – Location Map

Appendix "B" – Elfrida Growth Area Study Interim Summary Report

Appendix "C" – Elfrida Growth Area Study Consultation Summary Report

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