



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

TO:	Chair and Members Planning Committee
COMMITTEE DATE:	September 18, 2018
SUBJECT/REPORT NO:	Cartier Crescent Extension – Information Report (PED18206) (Ward 7)
WARD(S) AFFECTED:	Ward 7
PREPARED BY:	Tiffany Singh (905) 546-2424 Ext. 1221
SUBMITTED BY:	Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

- (a) That Planning and Economic Development Department (PEDD) staff be authorized to proceed with a scoped Transportation Management Plan (TMP) and neighbourhood consultation on potential traffic calming measures in response to the implementation of the planned extension of Cartier Crescent to Acadia Drive; and,
- (b) That the item respecting the merits of the planned extension of Cartier Crescent as shown in the Butler Neighbourhood Plan be identified as complete and removed from the Outstanding Business List.

EXECUTIVE SUMMARY

This Report has been prepared in response to Council direction to undertake a review of the Butler Neighbourhood Plan and determine if the extension of the Cartier Crescent, as envisioned by the Butler Neighbourhood Plan, is warranted.

City Council, at their meeting of June 13, 2018, passed the following motion respecting item 7.5:

“7.5 Cartier Crescent Extension

(Skelly/Jackson)

WHEREAS, Council approved the Butler Neighbourhood Plan in 1976, with the last revisions completed in 1995, which showed an extension of Cartier Crescent to Acadia Drive;

WHEREAS, the current configuration of Cartier Crescent was established by the Beaverton Heights Subdivision, registered in February 1992; and, Edan Heights Subdivision Phase 2, registered in July 1992;

WHEREAS, the extension of Cartier Crescent to Acadia Drive has not yet occurred;

WHEREAS, a proposed development at 1518, 1530 and 1540 Upper Sherman Avenue has raised concerns from the community about potential traffic impacts of extending Cartier Crescent; and,

WHEREAS, representatives from the affected community have expressed their desire to maintain a dead-end on Cartier Crescent;

THEREFORE, IT BE RESOLVED:

- (a) That staff be directed to undertake a review of the Butler Neighbourhood Plan and determine if the extension of Cartier Crescent, as envisioned by the Neighbourhood Plan, is warranted; and,
- (b) That staff be directed to report back at the September 18, 2018 Planning Committee meeting.”

Staff has undertaken a review of the Butler Neighbourhood Plan and has determined that a road extension connecting Cartier Crescent to Acadia Drive is warranted and should be implemented should future development occur on the lands located to the south (UHOPA-17-37 and ZAC-17-078 – 1518, 1530, and 1540 Upper Sherman Avenue).

Alternatives for Consideration – N/A

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: N/A

Staffing: N/A

Legal: N/A

HISTORICAL BACKGROUND

<u>June 29, 1976:</u>	Council approval of the Butler Neighbourhood Plan and associated mapping.
<u>September 8, 1995:</u>	Council approved Amendments to the Butler Neighbourhood Plan and Mapping.
<u>October 23, 2017:</u>	Urban Hamilton Official Plan Amendment and Zoning By-law Amendment Applications UHOPA-17-37 and ZAC-17-078 – 1518, 1530, and 1540 Upper Sherman Avenue received.
<u>November 3, 2017:</u>	Urban Hamilton Official Plan Amendment and Zoning By-law Amendment Applications UHOPA-17-37 and ZAC-17-078 – 1518, 1530, and 1540 Upper Sherman Avenue deemed complete.
<u>November 21, 2017:</u>	Notice of Complete Application and Preliminary Circulation mailed to 134 property owners within 120 m of the subject lands.
<u>November 24, 2017:</u>	Additional Notice was circulated to approximately 150 property owners within 400 m of the subject lands by the Councillor's Office.
<u>November 28, 2017:</u>	Public Notice Sign posted on Site for UHOPA-17-37 and ZAC-17-078.
<u>December 7, 2017:</u>	Public Notice Sign for UHOPA-17-37 and ZAC-17-078 re-located to improve visibility on Site.
<u>February 27, 2018:</u>	Applicant of UHOPA-17-37 and ZAC-17-078 – 1518, 1530, and 1540 Upper Sherman Avenue appealed Zoning Application ZAC-17-078 to the OMB/LPAT (127 after receipt of the initial application).
<u>June 4, 2018:</u>	Meeting with Cartier Crescent residents related to the future extension to Acadia Drive.
<u>June 13, 2018:</u>	Council passes motion to undertake a review of the Butler Neighbourhood Plan and determine if the Carter Crescent extension envisioned by the Neighbourhood Plan (approved 1976, amended in 1995), is warranted.

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August 8, 2018: Staff consultation with internal departments to gain consensus on the necessity of the Cartier Crescent extension.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Provincial Policy Statement (2014)

The *Planning Act* requires that a Council of a municipality, in exercising any authority that affects a planning matter, shall be consistent with policy statements issued under Sub-section (1) of the *Planning Act*. This provision refers to the Provincial Policy Statement (PPS), a document with policies that focus on key provincial interests related to land use planning. The Provincial Policy Statement, 2014 (PPS, 2014) provides policy direction on matters of provincial interest related to land use planning and development. The PPS recognizes the complex interrelationships among and between environmental, economic, and social factors in land use planning. The Provincial Policy Statement was issued under Section 3 of the *Planning Act*, and came into effect on March 1, 2005, with an amendment on April 30, 2014.

Three sections of the PPS apply:

1. Building Strong Communities - including the provision to provide a range of employment types to meet long-term needs, and providing opportunities for a diversified economic base;
2. Wise Use and Management of Resources - namely the protection of natural heritage, cultural heritage, and archaeological resources; and,
3. Protecting Public Health and Safety - relates to directing development away from areas of natural or human-made hazards.

Maintaining the envisioned road extension from Cartier Crescent to Acadia Drive as indicated in the Butler Neighbourhood Plan would facilitate development of the lands to the south of the existing Cartier Crescent dead-end and north of Billy Sherring Park in accordance with the policies of the PPS, by providing for connectivity and accessibility to transit routes and facilitate orderly planned development. Accordingly, maintaining a future extension of Cartier Crescent to Acadia Drive is consistent with the PPS.

Growth Plan for the Greater Golden Horseshoe

Policies 3.2.2 and 3.2.3 respecting Transportation and Moving People requires transportation to focus on active transportation, reducing trip distances and times and utilizing and supporting existing infrastructure to move people and goods. Maintaining a future extension of Cartier Crescent to Acadia Drive as envisioned in the Butler

Neighbourhood Plan is consistent with these policies as adequate infrastructure for transportation and pedestrian connections from the existing neighbourhood to the north and through the proposed development to Billy Shirring Park will reduce trip distances, and promote active transportation, further maintenance and emergency service vehicles will have improved access to service the needs of the existing developments and any future development. Therefore, maintaining a future extension of Cartier Crescent to Acadia Drive conforms to the Growth Plan.

Urban Hamilton Official Plan

The lands affected by the future extension of Cartier Crescent to Acadia Drive are identified. The subject property is identified as “Neighbourhoods” on Schedule “E” – Urban Structure and designated “Open Space” and “Neighbourhoods” on Schedule “E-1” – Urban Land Use Designations in the UHOP.

Potential road networks, unless shown on Secondary Plans, are not delineated in the Urban Hamilton Official Plan schedules and do not require an amendment to the UHOP.

Policies in Chapter F, Implementation Section of Volume 1 of the Urban Hamilton Official Plan state:

“F.1.2.7 Neighbourhood plans are policies adopted by council resolution and do not form part of the Official Plan. Any proposal for development or redevelopment must conform to the designations, and policies in the Neighbourhood Plan.

F.1.2.8 Any amendment to the Neighbourhood Plan must be evaluated using the provisions of Policies F.1.1.3 and F.1.1.4 and shall require a formal Council decision to enact the amendment.”

Any development or redevelopment will be reviewed in relation to the Urban Hamilton Official Plan and Butler Neighbourhood Plan. Furthermore, in Chapter F, Policy 1.2.8 outlines the requirement of a formal Council decision to enact the amendment.

In addition, Policies F.1.1.3 and F.1.1.4 state:

“F.1.1.3 Amendments to this Plan, including secondary plans, shall be required to create, modify or expand land use designations and policies which do not comply with this Plan.

F.1.1.4 Amendments to this Plan shall be undertaken by the City:

- a) to update this Plan to reflect new provincial or municipal planning policies at the time of Official Plan Five Year review or other appropriate time through a City initiative; or,

- b) to update and streamline administration of municipal planning policies.”

Maintaining a future extension of Cartier Crescent to Acadia Drive is consistent with the above noted policies, as it will not adversely impact any future development or redevelopment of the lands affected and reflects best practices for developing connected complete streets and current land use development patterns. As such, no amendment to the Butler Neighbourhood Plan is required.

Cartier Crescent is classified as a Local Road in the UHOP. The primary function of Local Roads is to provide direct land accesses while the secondary function is to enable the movement of low volumes of traffic to collector roads (Chapter C, Policy 4.5.2.f)i)). The Cartier Crescent Extension would be connecting Acadia Drive, which is a partial Collector link-road, to Upper Sherman Avenue which is a Minor Arterial Road, and follows the preferred hierarchy of local roads connecting to collector roads. Therefore, the proposed extension of Cartier Crescent to Acadia Drive would be in keeping with this policy.

Furthermore, Policy C.4.5.2.f)vii) states:

“Local roads ending in cul-de-sacs shall generally be discouraged, except under the following criteria:

1. where the topography, natural features, wetlands, watercourses, existing development, etc. prevent the construction of a through street;
2. where the road extension would have to cross a railway right-of-way or any other utility corridor;
3. where it has been determined by the City that public street connectivity is not essential to the street circulation network or the underground services and utility grid network of the adjacent area; or,
4. where the local road network is arranged such that connections or pedestrians and cyclists are direct and continuous.”

As maintaining a dead-end or creating a cul-de-sac would not meet the above criteria and is discouraged, the staff opinion to implement a future extension of Cartier Crescent to Acadia Drive should the lands to the south be developed, is further justified.

Lastly, the following UHOP policies relate to traffic management. In order to address some of the traffic related concerns of existing residents, it is recommended that a scoped Traffic Management Plan (TMP) is conducted with public consultation to assess potential traffic calming measures that may be implemented. The following UHOP policies apply:

- “C.4.5.9 Traffic calming shall be considered an effective means of reducing the negative impacts of traffic on the quality of life for Hamilton residents in existing and planned neighbourhoods and other built-up areas. New secondary plans and neighbourhoods shall be designed to minimize the future requirements for traffic calming or traffic management.
- C.4.5.10 Traffic calming devices shall only be installed where warranted in accordance with current City traffic standards.
- C.4.5.11 Traffic management plans for entire neighbourhoods (bounded by an arterial road network) shall be preferred over street-by-street solutions that may shift problems to adjacent roadways. Neighbourhood traffic management shall be explicitly addressed through secondary plans or Transportation Master Plans and, where appropriate, at the draft plan of subdivision or site plan stage for larger *developments* (i.e. consisting of multiple streets in a subdivision).
- C.4.5.12 The City shall require transportation impact studies to assess the impact of proposed developments on current travel patterns and/or future transportation requirements. These studies shall be submitted as part of applications for Official Plan amendments, subdivision approvals, major rezoning and major site plan approvals.”

Speed bumps have been installed along Acadia Drive to avoid potential speeding problems in the vicinity of the school.

A scoped TMP will allow for the analysis of existing traffic distribution, potential changes to traffic due to any proposed development at 1518, 1530, 1540 Upper Sherman Avenue, and assess potential additional traffic calming devices at the Cartier Crescent extension that would be complimentary to existing traffic calming devices along Acadia Drive. Further, a Traffic Impact Study is required as part of a complete rezoning application for the lands located at 1518, 1530, 1540 Upper Sherman Avenue. Information from the TIS including any recommended traffic calming measures may be used to inform the scoped TMP in an effort to reduce existing and any potential increase of traffic distribution and speeding issues in the neighbourhood.

Hamilton Zoning By-law No. 05-200

The lands affected by the removal of the future extension of Cartier Crescent are zoned:

<u>Property Address</u>	<u>Zoning</u>
1518, 1530 and 1540 Upper Sherman Avenue, Hamilton	“AA” (Agricultural) District, “AA/S-684” (Agricultural) District, Modified, “C” (Urban Protected Residential, Etc.) District and Community Park (P2) Zone

Maintaining the intentions for a future extension of Cartier Crescent to Acadia Drive will have no impacts on the existing zoning of the above lands and the proposed rezoning being sought by the applicant of UHOPA-17-37 and ZAC-17-078 for the development of the properties indicated above.

RELEVANT CONSULTATION

Internal Consultation

Staff consulted with internal departments (Development Engineering, Growth Management, Transportation Planning, Development Planning, and Transportation Engineering) to determine the necessity of an extension of Cartier Crescent to Acadia Drive, as contemplated in the Council adopted Butler Neighbourhood Plan (1976, amended in 1995), and determine the most reasonable course of action in order to address concerns raised by neighbourhood residents.

Public Consultation

The purpose of Report PED18206 is to report back to Planning Committee on the staff review and consensus on if the extension of Cartier Crescent, as envisioned by the Neighbourhood Plan, is warranted. No public consultation regarding the merits of the Council approved Neighbourhood Plan is required. However, staff acknowledges the concerns raised by residents and as such, the PEDD Transportation Planning Section will undertake a scoped TMP and facilitate a neighbourhood consultation process to identify and evaluate appropriate traffic calming alternatives and a preferred solution.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

A future extension of Cartier Crescent is envisioned in the Butler Neighbourhood Plan through privately owned lands to the south of the existing Cartier Crescent dead-end local road. As these privately owned lands are now subject to a proposed development application ((ZAC-17-078) the merits of the envisioned extension has been raised.

Maintaining a future extension of Cartier Crescent to Acadia Drive as envisioned in the Butler Neighbourhood Plan is consistent with the policies of the Growth Plan, as adequate infrastructure for transportation and pedestrian connections from the existing neighbourhood to the north and through the proposed development to Billy Sherring Park will reduce trip distances, and will facilitate a pedestrian linkage promoting active transportation. Furthermore, connectivity for emergency vehicles, snow ploughing and garbage pickup vehicles will have improved access to service the needs of existing subdivision developments and any future development.

From a servicing perspective, the extension of Cartier Crescent will act as a vital connection facilitating the servicing and drainage requirements previously set out through the development of the adjacent Eden Heights Subdivision. Currently the existing 150mm dia. watermain servicing Cartier Crescent is temporarily dead-ended at the existing limits and is to be extended to Acadia Drive to complete the required looping of the water distribution system enabling a safe drinking water supply for existing and future residents of Cartier Crescent. Further, the extension of Cartier Crescent through the subject lands is critical for the drainage of the overall neighbourhood, as it acts as a Major Stormwater Overland Flow Route for Cartier Crescent and the existing subdivision dwellings.

In addition, maintaining a future extension of Cartier Crescent to Acadia Drive is consistent with the UHOP policies, as it will not adversely impact any future development or redevelopment of the lands affected and reflects best practices for developing connected complete streets and current land use development patterns. Lastly, maintaining a dead-end or creating a cul-de-sac would not be consistent with the UHOP and is discouraged. Furthermore, the Traffic Impact Study submitted with the application did not identify any traffic related impacts on Cartier Crescent related to the application.

As such, it has been determined that a road extension connecting Cartier Crescent to Acadia Drive is warranted and should be implemented should future development occur on the lands located to the south (1518, 1530, and 1540 Upper Sherman Avenue).

The road extension would facilitate the following:

- improve maintenance and emergency service vehicular access;
- provide enhanced public, pedestrian and cycling access to Acadia Drive, Upper Sherman Avenue, Billy Sherring Park and pedestrian access to HSR transit stops.
- enhance garbage, recycling and snow plowing operations by creating a through route enabling service vehicles continuous forward movement without the necessity to turn around;
- allow for necessary servicing infrastructure upgrades; and,
- fulfill the intent of the Butler Neighbourhood Plan.

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Based on the foregoing, it is staff's opinion that the Council approved Butler Neighbourhood Plan and intended road extension between Cartier Crescent and Acadia Drive is warranted, represents good planning, conforms to the policies of the Planning Act, Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe and the Urban Hamilton Official Plan.

However, staff acknowledge the concerns raised by residents during the public notification of the proposed development at 1518, 1530 and 1540 Upper Sherman Avenue (ZAC-17-078). Recognizing these concerns, staff recommend that a localized (scoped) TMP be prepared as a requirement of any development application. The purpose of the TMP would be to address existing and potentially increased traffic distribution and speeding issues on local streets in the area, and to identify physical traffic calming measures to discourage vehicular traffic from the proposed development from cutting through Cartier Crescent north to Stone Church Road East. Neighbourhood consultation will be undertaken to inform the TMP. The TMP will be overseen by Transportation Planning Section, in consultation with Traffic Engineering Operations.

Next Steps

Staff will undertake a scoped TMP and neighbourhood consultation to review a variety of traffic calming options to identify solutions to traffic related concerns that are amenable to address existing residents' concerns. Once the most appropriate measure(s) has been identified, a recommendation report will then be brought forward by PEDD to Council.

Once a proposed development application including a road extension of Cartier Crescent to Acadia Drive for the lands located at 1518, 1530 and 1540 Sherman Avenue has been approved, the associated mapping for the Butler Neighbourhood Plan will be updated to reflect the exact road pattern extension approved.

ALTERNATIVES FOR CONSIDERATION

N/A

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.

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” – Butler Neighbourhood Plan Map (1995)

Appendix “C” – ZAC-17-078 Proposed Site Plan