



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
 Planning Division

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| TO: | Chair and Members Planning Committee |
| COMMITTEE DATE: | March 21, 2023 |
| SUBJECT/REPORT NO: | Implementing OPA No. 167 – Secondary Planning Strategy for Urban Expansion Areas and Municipal Comprehensive Review Update (PED21067(d)) (City Wide) |
| WARD(S) AFFECTED: | City Wide |
| PREPARED BY: | Melanie Pham (905) 546-2424 Ext. 6685 Lauren Vraets (905) 546-2424 Ext. 2634 |
| SUBMITTED BY: | Steve Robichaud Director, Planning and Chief Planner Planning and Economic Development Department |
| SIGNATURE: | |

RECOMMENDATION

- (a) That Planning and Economic Development Department staff be directed to:
 - (i) Prepare a City initiated Official Plan Amendment which establishes a policy framework outlining requirements for Secondary Plans in Urban Expansion Areas;
 - (ii) Consult with the public and stakeholders on the draft Official Plan Amendment;
 - (iii) Provide public notice as required by the Planning Act and bring the Official Plan Amendment and the results on the public consultation forward for consideration by Planning Committee at a future meeting;
- (b) That the interim draft Secondary Plan Guidelines, attached as Appendix “A” to Report PED21067(d):
 - (i) Be endorsed, to guide future Secondary Planning processes for Urban Boundary Expansion Areas and to confirm minimum Secondary Plan requirements as part of a complete *Planning Act* Application;
 - (ii) That Planning and Economic Development Department staff be directed to:

- (1) Consult with the public and stakeholders on the draft Secondary Plan Guidelines attached as Appendix “A” to Report PED21067(d);
 - (2) Bring a final Secondary Plan Guideline document, with any amendments resulting from public consultation to the Planning Committee for approval at a future Planning Committee meeting;
 - (iii) That the General Manager of the Planning and Economic Development Department, or their designate, be granted the authority to make minor modifications to the draft Secondary Plan Guidelines;
- (c) That the Planning and Economic Development Department staff be directed to:
- (i) Lead the development of comprehensive Secondary Plans for the lands added to the City of Hamilton’s Urban Area as part of the Province’s decision on Official Plan Amendment No. 167 (Municipal Comprehensive Review);
 - (ii) Report back to Planning Committee in Q3 2023 on the proposed sequencing and scheduling for City-led Secondary Plans, including budget and staffing implications;
 - (iii) Prepare capital budget submissions for consideration as part of the 2024 budget process, for capital funds required to complete the development of Secondary Plans for all Urban Expansion Areas, and undertake Secondary Planning processes at such time as sufficient budget is provided;
- (d) That Planning and Economic Development Department staff be directed to:
- (i) Review the staff resources required to process Official Plan Amendments for privately initiated Secondary Plans in the Urban Expansion Areas and determine an appropriate fee;
 - (ii) Report to Planning Committee no later than Q3 2023 on the proposed fee for Official Plan Amendment related to privately initiated Secondary Plans in the Urban Expansion Areas.

EXECUTIVE SUMMARY

The purpose of this report is to provide an overview of the status of the City’s Municipal Comprehensive Review (MCR) process and outline the options and recommended planning strategy to respond to the recent Provincial decision to expand the City’s urban boundary.

In 2017, the City of Hamilton initiated an MCR, which is a requirement of the Growth Plan and the Provincial Policy Statement (PPS) at the time of an Official Plan review to bring the City's Official Plans into conformity with Provincial plans. The review process was undertaken in conjunction with an update to the City's 2006 Growth Related Integrated Development Strategy (GRIDS) since many of the studies associated with an MCR are also part of a growth strategy. The update to the growth strategy was known as GRIDS 2.

A 'No Urban Boundary Expansion' growth option was endorsed by Council as part of GRIDS 2/MCR, and Official Plan Amendments implementing the MCR and the Growth Strategy were approved by Council and subsequently forwarded to the Provincial Ministry of Municipal Affairs and Housing (MMAH) for approval in June 2022. The MMAH released a decision with respect to the Official Plan Amendments (OPA) in November 2022, which included various modifications to both the Urban Hamilton Official Plan (UHOP) and the Rural Hamilton Official Plan (RHOP).

The most significant MMAH modifications made to the City's Official Plans were changes to the City's urban boundary to add approximately 2200 hectares of rural land to the urban area as Urban Expansion Areas. These lands are now governed by the UHOP instead of the RHOP. With the exception of a limited 5 hectare expansion in Waterdown and minor refinements to the urban boundary to align with provincial plans, the Council approved OPA did not contemplate any major Urban Boundary expansion. Therefore, there is limited policy guidance for these Urban Expansion Areas in the UHOP. The key requirement prior to any future development is that detailed Secondary Planning must be completed. In addition to the land use planning process, an assessment of the water, wastewater, stormwater and transportation implications must be undertaken in conjunction with a financial strategy to provide for an implementation strategy that will allow growth to occur in a phased, orderly and fiscally responsible fashion.

Since the Provincial decision for UHOPA No. 167 was provided, Planning staff have been receiving inquiries from landowner groups in the Urban Expansion Areas and their agents to provide details on how Secondary Planning will be proceeding. In addition, staff have received two Formal Consultation requests, one from a pair of landowners in the White Church Road area for a privately initiated Secondary Plan for this area and a second request for the lands in two of the areas abutting Twenty Road West. The City is required to comply with the Provincial decision on UHOPA No. 167. As such, it is necessary to establish a strategy with respect to planning for the Urban Expansion Areas and how it aligns with the next steps of the MCR process. Secondary Plans may be completed by the City, led by the City in cooperation with a landowners group, or could also be privately initiated. Different levels of land use planning detail are also possible for a Secondary Plan, such as a high level "community structure" plan or a

more detailed land use plan. The potential approaches and the pros and cons of each are outlined in the analysis and rationale on pages 18 to 21 of Report PED21067(d).

To best serve the City's interests with regards to the orderly development of land and co-ordination with City-wide planning and infrastructure strategies, and to ensure that future Secondary Plans are innovative and equitable, focused on meeting City priorities, and include a high level of public input, staff recommend that the City commit to undertaking future detailed Secondary Planning for Urban Expansion Areas.

Cooperative agreements with landowner groups to complete a portion of the work can be considered to reduce City costs and resources required to prepare a Secondary Plan. Where a Secondary Plan is privately initiated in advance of the City undertaking a Secondary Plan process, clear guidance should be provided to ensure that a consistent process is followed which meets the City's expectations for a Secondary Plan.

To provide the necessary guidance for Secondary Planning, staff recommend that a more detailed policy framework be established in the UHOP with regards to the Urban Expansion areas, to outline how Secondary Planning should occur and what key elements should be part of a Secondary Planning process. In conjunction with more detailed policy direction, staff are also recommending that Secondary Plan Guidelines for Urban Expansion Area Secondary Plans be approved to provide additional direction and would be implemented as part of the complete applications process. The Secondary Plan Guidelines would be applicable to any Urban Expansion Area Secondary Plan processes, whether City-initiated or privately initiated. Staff have prepared draft Secondary Plan Guidelines, attached as Appendix "A" to Report PED21067(d) for interim Council endorsement, and are recommending that the final Secondary Plan Guideline document be approved when detailed policy direction is brought forward for approval in a subsequent report.

To ensure that the additional staff time and resources required for reviewing a privately initiated Secondary Plan are recovered, a specific fee for an Official Plan Amendment – Urban Expansion Area Secondary Plan will need to be added to the Tariff of Fees By-law. Staff will bring forward a recommended fee for these privately initiated Secondary Plan applications in a subsequent staff report.

The addition of Urban Expansion Areas to the City's urban boundary also has significant implications for the Development Charge (DC) By-law and a new by-law/update by-law must be adopted by June 2024. Master Planning processes underway as part of the MCR have direct inputs into the DC update. These Master Planning processes rely on City-wide growth allocations of people, dwelling units, and jobs prepared by Planning staff which now need to be updated to consider the Urban Expansion Areas.

Alternatives for Consideration – See Page 27

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

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Financial: The development of Secondary Plans in Recommendation (a) to Report PED21067(d) will require funding to retain specialized consultants for various components of the Secondary Planning process and to undertake multiple phases of public consultations.

An amount of \$1,825,000 was approved through previous capital budget processes for Future Urban Growth Areas Secondary Plans and Associated Studies. (Project ID Account No. 81255200). Additional unspent funds in the amount of approximately \$839,000 are also available as part of the Elfrida Expansion Studies capital account (Project ID Account No. 8121355605), which was used for work on the Elfrida Growth Area Study until it was halted.

The cost to develop Secondary Plans for growth areas will vary depending on the approach used for the process and the differing level of existing background information for each of the Urban Expansion Area sub-areas. While there is currently approximately \$2,664,000 remaining in the Capital accounts for Secondary Planning, where the City is developing Secondary Plans, costs are expected to exceed the existing amounts that have been approved through previous capital budget processes because of the anticipated staff resources and external resources required to complete the scope of work for all for all of the growth areas.

Where Secondary Planning is being undertaken through a privately initiated process, substantial staff time to process and review applications will be needed. Based on the principle of full cost recovery, an increase in the fee for an Official Plan Amendment related to Urban Expansion Area Secondary Plans will be required, plus any peer review costs to be paid by the applicant. The addition of Urban Expansion Areas to the urban boundary has a significant impact on the DC By-law update process. Financial considerations for the DC By-law may need to be phased initially to a 2041 timeframe and then updated later to the ultimate 2051 timeframe.

Staffing: Completing Secondary Planning for growth areas will have significant staffing costs. Staffing resources needed will also vary depending on the approach. To complete all Secondary plans concurrently and to oversee the implementation of the Secondary Plans through the development review processes would require a dedicated team of staff from multiple departments/divisions. Where Secondary Planning processes are phased/staggered, dedicated staff resources from multiple departments/divisions will be still required but could be absorbed with the existing staff FTE complement. Timelines for other work may be impacted where resources are needed for Secondary Plan processes. External

consultants will be required for specialized work to support the preparation of Secondary Plans.

Dedicated staff resources from multiple Departments / Divisions will be required to review and respond to an OPA application for a Secondary within the required timeframe. The required resources can be absorbed with the existing staff FTE complement but responding to the application for Secondary Plan will require existing work to be re-prioritized which may cause other delays.

Staffing resources needed to respond to privately initiated Secondary Plan applications should be funded through related Official Plan Amendment application fees, and therefore, the fees will need to reflect expectations for additional staff resources to oversee, participate in the process and evaluate deliverables at each phase of the secondary planning process as described in the draft Terms of Reference, attached as Appendix “A” to Report PED21067(d). Notably, the expectations for consultation in development of a secondary plan are significantly greater than for a typical development application and involve general public engagement, targeted stakeholder consultation including Indigenous Nations consultation, and city staff consultation in multiple phases over the course of the secondary planning process. City staff will be providing oversight of all engagement processes to ensure processes align with the City’s Core Principles for Engagement and the City’s Public Engagement Charter.

Staffing needs arising from City-led Secondary Planning of the Urban Expansion Areas will need to be referred to annual budgeting processes. Further details regarding future staffing needs related to Secondary Planning of the Urban Expansion Areas will be presented in a subsequent staff report.

Legal: Statutory authority to impose a tariff of fees for Planning Applications is granted to the City of Hamilton through Section 69 of the *Planning Act*. Municipalities are required to pass by-laws for the purpose of collecting fees related to the processing of Planning Applications. No notice is required to be given under the *Planning Act*; however, an applicant may pay the fee under protest and appeal to the Ontario Land Tribunal (OLT). Notice of the change to the Tariff of Fees By-law will be provided in accordance with the City’s Public Notice Policy By-law 07-351. Because a Secondary Plan is established through an Official Plan Amendment (OPA) any Secondary Plan OPA approved by Council may be appealed to the OLT.

Any landowner may apply for an OPA to establish a Secondary Plan. Where an applicant submits an OPA application to be reviewed and processed by

the City, an appeal for non-decision can potentially be made to the OLT if a decision is not made within required timelines. A refusal of an application can also be appealed.

HISTORICAL BACKGROUND

GRIDS 2/MCR

The City of Hamilton began a Municipal Comprehensive Review in 2017. The City's Official Plan review is being conducted in phases. Report PED21067(a) describes the City's approach to completing the Official Plan Review phases. Phase 1 of the City's current Official Plan review includes the urban-focused MCR to bring both the UHOP, and RHOP into conformity with the Growth Plan, and was undertaken in conjunction with an update to the City's 2006 Growth Related Integrated Development Strategy (GRIDS) known as GRIDS 2. Municipalities within the planning area for the Growth Plan are required to implement policies that plan for the forecasted population and job growth over the planning horizon to 2051. Hamilton is anticipated to grow by 236,000 people and 122,000 jobs during this 30 year timeframe.

The GRIDS 2/MCR study also revised the directions to guide development and growth which are included within the UHOP. Ten directions to guide growth (attached as Appendix "B" to Report PED21067(d)) were endorsed by Council to evaluate decisions related to urban growth and development. Any future Secondary Plans must align with these directions.

While the GRIDS 2/MCR process was underway, several key changes were made to Provincial policies which impacted the work plan for the GRIDS 2/MCR project. These included the release of a revised market-based Land Needs Assessment methodology, new targets related to minimum Designated Greenfield Area density and Built-Up Area Intensification, a change in planning time horizon from 2041 to 2051, and updated housing and job forecasts for 2021-2051.

Through Report PED17010(o), staff recommended the Ambitious Density growth scenario (which did not include White Church lands) as the preferred growth scenario to accommodate growth to 2051. This would have accommodated approximately 75% of housing unit growth in the existing Urban Area and identified a need for an Urban Boundary Expansion of 1,310 ha to accommodate the remaining 25% of growth to 2051.

In November 2021, Council approved a No Urban Boundary Expansion growth option to accommodate the City's forecasted population and job growth within the existing urban area to 2051 and directed staff to prepare OPA that implement this direction, as well as conformity related amendments to the UHOP and RHOP.

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In May 2022 UHOPA No. 167 (Urban) and RHOPA No. 34 (Rural) were adopted by City Council. The Council-adopted amendments were provided to the MMAH for review and approval in June 2022.

In November 2022, MMAH provided the City with its decision with respect to UHOPA No. 167 and RHOPA No. 34. The MMAH decision included 77 modifications to UHOPA No. 167, and 25 modifications to RHOPA No. 34. The details of the MMAH modifications were provided in Report PED21067(c). The MMAH decision, amongst other policy and designation changes, included direction to amend mapping in both Official Plans to identify 2,200 gross hectares of land as “Urban Expansion Area – Neighbourhoods” and “Urban Expansion Area – Employment”. The Urban Expansion Area lands are located in the vicinity of Twenty Road West / Garner Road, Twenty Road East, White Church Road, and the Elfrida area. It is estimated that this adds approximately 1,600 net developable hectares to the urban area, which results in more land than recommended by the Ambitious Density growth scenario.

Elfrida Growth Area Study

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 as the preferred location to accommodate new growth to 2031.

The UHOP adopted on July 9, 2009, included a general set of policies that addressed urban boundary expansion. The general urban boundary expansion policies in the UHOP (Previously in Section B.2.2, Volume 1 – Removed by OPA No. 167) set out the requirements for a future urban boundary expansion to move forward. These policies required 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, 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 Impact Assessment);
- A financing policy for urban services and other infrastructure; and,
- Any other studies which the City deems necessary.

The Elfrida Growth Area Study (EGAS) was initiated in 2016 to fulfil the requirements for an urban boundary expansion to take place to accommodate growth to 2031. The timing of the EGAS was aligned with Lands Needs Assessment (LNA) work being

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undertaken as part of GRIDS 2/MCR, as the LNA results were a critical input to the EGAS. The EGAS and LNA work was a reiterative process in that both the demand and the opportunities to accommodate growth were being identified, evaluated and assessed concurrently.

A number of different background studies were initiated as part of the EGAS but were not completed, including the following:

- Transportation Management Plan;
- Servicing Master Plans;
- Agricultural Impact Assessment;
- Commercial Review;
- Urban Design Guidelines;
- Cultural Heritage Assessment;
- Natural Heritage Review;
- Financial Strategy; and,
- Phasing/Staging/Implementation Strategy.

These studies were to inform the Secondary Plan work and future infrastructure planning. A Sub-watershed Plan was also undertaken concurrently under a separate work plan, in co-ordination with the EGAS.

The EGAS was put on hold in 2018 due to Provincial changes in methodology for the LNA and the need for a decision on GRIDS 2 regarding how much additional land was needed for future growth. The portion of the Secondary Planning process completed included a background study and baseline mapping, information analysis, high level visioning and design principles, and the development of land use options for consideration. The first phase of the Subwatershed Study was also completed.

Detailed EGAS Studies such as Transportation and Servicing Master Plans, the Agricultural Impact Assessment, Urban Design Guidelines, and Financial/Phasing Strategies were not completed. Following the adoption of the “No Urban Boundary Expansion” growth option in 2022, work on the Elfrida Growth Area Study was discontinued.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Provincial Planning Policy Framework

The Provincial Planning Policy framework is established through the *Planning Act* (Section 3) and the Provincial Policy Statement (PPS). It provides municipal governments with the direction and authority to guide development and land use planning through various means, including official plans and secondary plans. The *Planning Act* requires that all municipal land use decisions affecting planning matters be

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consistent with policy statements and plans issued by the Province. These include the PPS (2020) and other Plans such as the Growth Plan for the Greater Golden Horseshoe (Growth Plan) (2019, as amended).

Provincial policies provide direction on a wide variety of planning issues, including economic development, land use planning, urban form, housing, natural heritage and natural resource protection, transportation and infrastructure.

Provincial requirements dictate that municipalities review their Official Plans on a regular basis to ensure they remain up-to-date and reflect current Provincial plans, policies and matters of Provincial interest. The *Planning Act* requires that this review be undertaken at a minimum ten years after a new Official Plan comes into effect, and every five years thereafter (S.26). Updates are permitted to be combined with a Provincial Plan conformity exercise.

The lands which were added to the urban area are considered greenfield areas by the Growth Plan (2019, as amended), since they are outside of the built-up area identified in the Growth Plan. The minimum density target in the Growth Plan for greenfield areas in Hamilton is 50 residents and jobs per hectare.

Urban Hamilton Official Plan (UHOP)

The UHOP, as amended by MMAH through its decision on UHOPA No. 167, includes approximately 2,200 gross hectares of new land within the urban boundary, of which approximately 1,600 net hectares are considered developable after excluding non-developable features such as natural heritage core areas and utility uses. These lands are in six locations, shown on Appendix “C” attached to Report PED21067(d). The lands are generally known as the Twenty Road West lands (three areas), the Twenty Road East lands, the Elfrida area, and the White Church Road lands, and are identified as Urban Expansion Area – Neighbourhoods and Urban Expansion Area – Employment Areas in the UHOP. Policy A.2.4 of Volume 1 of the UHOP was modified by MMAH through OPA No. 167 and directs that development within these areas shall not proceed until detailed secondary planning has been completed and incorporated through a future amendment to the Plan.

Policy A.2.3.4.2 of the UHOP, as modified by MMAH through OPA No. 167, directs that the minimum density target for greenfield areas shall be established through a future amendment to the UHOP as part of the ongoing MCR process. Work to determine minimum density targets for the growth areas is underway. This must be confirmed before proceeding with Secondary Plans. Once minimum density targets are determined, a future OPA will be needed to establish the targets in the UHOP.

Policy A.2.3.4.3 of the UHOP also states that “notwithstanding Policy A.2.3.4.2, the lands within the greenfield area that are not subject to existing development approvals,

including lands within the Fruitland-Winona Secondary Plan area, shall be planned to achieve a minimum density of 70 persons and jobs per hectare.” This new policy was included in OPA No. 167 and was intended to apply only to those Designated Greenfield Area lands within the former urban boundary without existing approvals.

Since all Urban Expansion Areas are greenfield areas, the minimum density of 70 persons and jobs per hectare would apply until specific density targets are determined through the MCR process. At the minimum density of 70 persons and jobs per hectare, and based on a residential intensification rate of 60% for 2031-2051 consistent with the Ambitious Density growth scenario, the 2,200 gross ha of Urban Expansion Areas are greater than the land needs identified in the November 2021 Land Needs Assessment (PED17010(o)) for both the Increased Targets growth scenario (1,600 gross ha) or the Ambitious Density growth scenario (1,300 gross ha).

Policies applying to new Secondary Plans are located in Chapter F, Section 1.2 of Volume 1 and are noted below:

“1.2 Secondary Plans and Neighbourhood Plans

Secondary plans are used to provide detailed and community specific guidance to growth and change in smaller geographic areas of the City. Secondary plans identify more detailed land uses, densities, design requirements, and infrastructure requirements and other implementing actions appropriate for the community. These plans are not intended to repeat the policies in Volume 1, but to supplement Volume 1 policy directions and land use designations. Once secondary plans are completed, they are adopted as amendments to this Plan.

1.2.1 Secondary plans may be prepared as needed for planning districts, neighbourhoods, nodes, corridors or any other area of the City, and in particular:

- a) Large tracts of vacant or underutilized land to ensure the appropriate and orderly use of land, co-ordinate local development with City-wide planning infrastructure strategies and ensure the efficient provision of infrastructure; and,
- b) Areas undergoing change where general Volume 1 policies are insufficient to guide redevelopment or warrant localized reconsideration, and in particular:
 - i) Areas with desirable characteristics or functions such as main streets, heritage areas, the waterfront, etc; and,
 - ii) Areas in need of stability and strengthening such as older residential neighbourhoods, commercial areas and heritage areas.

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1.2.3 Prior to commencing the preparation of a secondary plan, the City shall prepare a terms of reference which shall set out the need for the Secondary Plan, the intended scope, the process of plan preparation and the opportunities for public participation and involvement. Any privately initiated secondary plans shall require a terms of reference that is approved by the City prior to the commencement of the Plan.

1.2.4 Secondary plans shall generally include the following:

- a) A statement of the basis or rationale for the preparation of the secondary plan and rationale for varying or supplementing the Volume 1 policies and designations;
- b) A description of the secondary plan area, including a reference map, the role and relationship of the planning district and/or area under study to the City as a whole;
- c) A statement of the desired land use of the area along with relevant and related environmental, social and economic goals;
- d) The goals and objectives appropriate for the area including a statement demonstrating how they are in keeping with the strategic directions and general goals of this Plan and provincial legislation, policies and appropriate guidelines;
- e) New designations and policies for the secondary plan area that amend or detail those policies and designations found in Volume 1; and,
- f) Cultural heritage resources shall be identified, evaluated and conserved. This identification and protection of cultural heritage resources may be accomplished through the preparation and inclusion of a cultural heritage conservation plan statement within the secondary planning or neighbourhood planning process.”

RELEVANT CONSULTATION

Staff from within the Planning Division, Growth Management Division, and Transportation Planning and Parking Division were consulted in the preparation of this report.

Further consultation with staff and the public is recommended for the proposed Official Plan Amendment outlined in Recommendation (a) to Report PED21067(d) and the draft Secondary Plan Guidelines Outlined in Recommendation (b) to Report PED21067(d) prior to finalizing these documents.

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The proposed consultation program will include:

1. The inclusion of information on the City’s Engage Hamilton platform;
2. A virtual public information centre;
3. A commenting period for emailed and written comments; and,
4. A meeting with the Development Industry Liaison Group (DILG);

Notice of consultations will be provided to the GRIDS 2 / MCR public mailing list, stakeholder mailing list, Indigenous Nations, and via a newspaper notice in the Hamilton Spectator.

Throughout the consultation period, Planning Division staff will be available to meet or respond to emails or letters with residents, landowners, or other stakeholders as requested or required to clarify the proposed process, respond to any questions and to document the issues/concerns expressed.

In addition to external consultation, the draft Secondary Plan Guidelines will be broadly circulated internally for staff review and comment.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

1. MCR Work Plan

The City’s Official Plan Review has been undertaken in phases. Report PED21067(a) provided an overview of the workplan to complete the MCR and Official Plan Review. The following table provides an update on the work that has been undertaken to date, and the workplan to address remaining focus areas.

| Focus | Workplan | Timing |
|-----------------|---|--|
| Urban Focus MCR | <p>All UHOP conformity matters related to the Provincial Policy Statement, Growth Plan, Greenbelt Plan, and Niagara Escarpment Plan</p> <p>OPA No. 167 approved by Council in June 2022</p> <ul style="list-style-type: none"> • MMAH Decision issued November 2022 • MMAH modifications include Urban Expansion Areas, placeholder policies for revised Designated Greenfield Area density and Built-up Area intensification targets | <p>Conformity OPA complete.</p> <p>Implementation OPA still required for density and intensification targets, Urban Expansion Area policies, and to correct matters relating to MMAH modifications. Q2-Q3 2023</p> |

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| Major Transit Station Areas (MTSA) | <p>Revised MTSA planning work to address policy changes since 2019.</p> <ul style="list-style-type: none"> • Delineation of all MTSAs – 800m radius; • Density Targets – LRT and GO Transit stations; and, • Investigation into Protected MTSA's where Inclusionary Zoning policies may be applied. | Q3 2023 |
| Rural Focus MCR | <p>All RHOP conformity matters related to the Provincial Policy Statement, Niagara Escarpment Plan, Growth Plan, and Greenbelt Plan:</p> <ul style="list-style-type: none"> • Agricultural System Mapping refinements; • Natural Heritage Mapping refinements; and, • Rural policy updates, City-wide Natural Heritage updates. | Q2 2024 |
| Local Context Official Plan Review (Urban and Rural) | <p>All policy updates not related to Provincial Conformity</p> <ul style="list-style-type: none"> • Implementation of new and revised local strategies; • Updates to secondary plans; and, • Focus on policy refinements that implement local objectives. | Q2 2024 |

As indicated above, while most of the work has been completed for the Urban-related MCR, the implementation of OPA No. 167 and the MMAH modifications require an additional OPA to be approved by Council and the Province. Specifically, the City must determine how it plans to distribute population allocations over the 2051 planning horizon in the context of the newly added Urban Expansion Areas. Following direction on an approach for population and housing unit allocation, the intensification target in the Built-up Area and the density target(s) in the existing and new Designated Greenfield Area (DGA) must be established through an Amendment to the UHOP.

The adoption of density targets for the DGA in the Urban Expansion Areas will assist in guiding the Secondary Planning process for these areas.

Lands that were removed from the Greenbelt Plan by the Province are located outside of the Urban Boundary and are governed by the Rural Hamilton Official Plan. Therefore, the applicable policy framework for these areas is not the same as Urban Expansion Areas. However if the Province were to issue a Minister's Zoning Order (MZO) for these lands or make other Official Plan changes through subsequent MCR decisions, there may be a need to consider growth allocations within these areas as part of the MCR work plan.

In addition, there are housekeeping amendments needed to the UHOP to correct mistakes, interpretation issues, and policy language inconsistencies created by the

MMAH modifications to OPA No. 167. This housekeeping amendment has been added to the workplan for the Urban Focus MCR.

On October 25, 2022, the Province posted on the Environmental Registry of Ontario that the Minister of Municipal Affairs and Housing would be undertaking a review of the Growth Plan and PPS, with a focus on housing policy. A new policy instrument is proposed which may include streamlined and simplified processes for increasing residential land supply, flexibility for residential development in rural areas, and greater certainty for development that increases the supply and mix of housing in key areas for intensification. Depending on the timing of this review and any decision of the Province to update or revise the PPS or the Growth Plan, the work plan may have to be adjusted because the new Provincial policies may affect the GRIDS2/MCR conformity exercise.

2. Urban Expansion Areas

There are six individual blocks of land that have been added to the urban area, located in the vicinity of Garner Road, Twenty Road West, Twenty Road East, White Church Road, and the Elfrida area. The majority of the lands are designated Urban Expansion Area – Neighbourhoods, with the exception of lands impacted by higher noise levels from the airport, which are designated as Urban Expansion Area – Employment. The Urban Expansion Area lands are illustrated on Appendix “C” to Report PED21067(d). Since approval of UHOPA No. 167 by MMAH, the City has received a request for Formal Consultation for a privately initiated secondary plan for the lands in the White Church Road area, and a separate request for two blocks of land located in the Twenty Road West area.

Some preliminary assessment of former Whitebelt areas was done in conjunction with the GRIDS 2/MCR process and can assist in providing a background context for Secondary Plan work. The “How Should Hamilton Grow?” Evaluation (Report PED17010(o)), presented at the November 9, 2021 General Issues Committee included various technical reports which were used to compare the Ambitious Density and the No Urban Boundary Expansion growth scenarios. These technical reports did not include the White Church Road area but included all other Urban Expansion areas. The preliminary assessment of these areas was included in the following reports:

- GHG Emissions Analysis, prepared by Sustainability Solutions Group;
- Fiscal Impact Assessment and Financing Options for Growth, prepared by Watson & Associates;
- Agricultural Impact Assessment, prepared by Dillon Consulting;
- Water, Wastewater and Stormwater Servicing Needs Technical Memo, prepared by GM Blueplan and Wood; and,
- Background Report on GRIDS 2 Transportation Criteria, prepared by Transportation Planning, City of Hamilton.

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The above-noted studies were conducted at a high level to determine a potential growth option as part of GRIDS 2, and further investigative analysis on these topics in addition to other topics will be required as part of the Secondary Planning process.

In some of the areas, additional area-specific preliminary background work or planning work has also been completed as part of other initiatives, which could supplement Secondary Planning work. It is noted that some reports are dated and in some cases the scope and purpose of the reports were not intended to support an Urban Boundary Expansion or Secondary Planning purposes. As such these reports are informative only and not determinative. Additional investigative work and analysis and updates will be required going forward. Key characteristics and previous area-specific background work for each area is summarized below:

| Twenty Road West (3 Areas) | |
|-----------------------------------|---|
| Location: | <p>Area 1: Located on the south side of Garner Road East, between Smith Road and Glancaster Road.</p> <p>Area 2: Located on the south side of Twenty Road West, between Glancaster Road and Garth Street.</p> <p>Area 3: Located on the south side of Twenty Road West, between Garth Street and Upper James Street.</p> |
| Approximate Gross Area: | <p>Area 1: 73 Hectares</p> <p>Area 2: 81 Hectares</p> <p>Area 3: 34 Hectares</p> |
| Designation: | Urban Expansion Area Neighbourhoods and Urban Expansion Area Employment |
| Surrounding Land Uses: | <p>North: Residential, Utility Corridor</p> <p>South: Employment, Utility Corridor</p> <p>East: Employment, Natural Heritage System (wetland/watercourse), Institutional</p> <p>West: Employment, Natural Heritage System (woodlot) Institutional</p> |
| Twenty Road East | |
| Background Work Completed: | Significant background work has been completed for the lands through the Airport Employment Growth District Secondary Plan Study. Previous studies and documents completed include a Stage 1 Archaeological Assessment (2008), a detailed Subwatershed Study, a Transportation Management Plan (TMP)(2011), and a Water and Wastewater Servicing Master Plan. |

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| Twenty Road East | |
|--|--|
| Background Work Completed: (Continued) | An update to the 2011 TMP is in progress, which will reconfirm the high level road network needed for the area, including the Twenty Road West lands. The location and high level requirements for arterial roads will be established through this study. Class Environmental Assessments (EA) are also currently being undertaken for Garner Road, Twenty Road West, the Garth Street Extension and Glancaster Road. |
| Location: | Located on both sides of Twenty Road East, bordered on the north and south by major utility corridors, on the west by Turner Park, and on the east by the Red Hill Business Park. |
| Approximate Gross Area: | 438 Hectares |
| Designation: | Urban Expansion Area Neighbourhoods |
| Surrounding Land Uses: | North: Residential, Institutional South: Agricultural East: Employment Lands West: Park, Low Density Residential |
| Background Work Completed: | The Upper Hannon Creek Master Drainage Plan Municipal Class Environmental Assessment includes a portion of the Twenty Road East Lands. The Environmental Assessment was completed in 2017. |
| Elfrida | |
| Location: | Area generally bounded by Mud Street East to the north, Second Road East and Hendershot Road to the east, Golf Club Road to the south, Trinity Church Road to the west and following the previous urban boundary/Upper Centennial Parkway on the northwest. |
| Approximate Gross Area: | 1236 Hectares |
| Designation: | Urban Expansion Area Neighbourhoods |
| Surrounding Land Uses: | North: Residential, Utility Corridor, Agricultural (Specialty Crop) South: Agricultural East: Agricultural West: Commercial, Residential, Employment |
| Background Work Completed: | The Upper Hannon Creek Master Drainage Plan Municipal Class Environmental Assessment includes a portion of the Elfrida Lands. The Environmental Assessment was completed in 2017. |

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| Elfrida | |
|--|--|
| Background Work Completed: (Continued) | Phases 1 and 2 of the Elfrida Growth Area Study were completed. As part of these phases a vision for a future community in the Elfrida area was developed, along with 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. Reports and Studies completed include a Stage 1 Archaeological Assessment, an Existing Conditions Report, and Phase 1 of a Subwatershed Study. |
| White Church Road | |
| Location: | Lands bounded generally by Upper James Street to the west, White Church Road East to the south, Airport Road East to the north, and Miles Road to the east. |
| Approximate Gross Area: | 341 Hectares |
| Designation: | Urban Expansion Area Neighbourhoods |
| Surrounding Land Uses: | North: Agricultural South: Agricultural East: Agricultural West: Commercial and Residential |
| Background Work Completed: | No area-specific background work has been completed by the City. |

3. Key Principles for Growth and Development

Decision making regarding planning for growth and development of the City over the long term requires a focus on key principles of good planning. The 10 Directions to Guide Development (Appendix “B” attached to Report PED21067(d)) were updated as part of GRIDS 2 and integrated into the Chapter A of the UHOP through MCR OPA No. 167. The 10 Directions touch on the most critical aspects of planning for long term success of communities: climate change, affordability, employment, mixed uses, cultural and natural heritage protection, alternative transportation modes, equity and inclusivity, and public realm design.

The 10 Directions provide a foundational framework for initiating the task of secondary planning in the Urban Expansion Areas. The development of the Secondary Plans and any development in these areas should be premised on implementing or exceeding these core planning principles.

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4. Secondary Planning Options

There are various ways that Secondary Planning could proceed within Urban Expansion Areas. Typically, Secondary Plans are led by a municipality. However, a Secondary Plan could also be completed by a private landowner group. There are also hybrid options where a Secondary Plan could be led by a municipality in cooperation a landowner’s group. Secondary Plans can have differing levels of detail as well. A Secondary Plan could provide very specific direction for types and locations of land uses but could also be structured as a higher level framework for land use with specific performance targets and densities that must be implemented through individual applications. A summary of the various approaches and pros and cons of each are outlined in the table below:

| Option 1 | |
|---|---|
| <p>The City leads all Secondary Plan processes. Secondary Plans have a full level of detail and detailed servicing and infrastructure planning is completed concurrently with the Secondary Plan.</p> | <p>Pros:</p> <ul style="list-style-type: none"> • City has full oversight of process; • A robust public consultation process can be followed, which promotes a high level of public trust in the process; • Promotes a high level of co-ordination with City-wide planning and infrastructure strategies; • Allows the City to follow its own timeline; and, • Helps to advance the City’s priorities and promote innovative planning. <p>Cons/Risks:</p> <ul style="list-style-type: none"> • Requires the greatest level of staff resources; • Represents the highest cost for the City; • Requires a longer time to complete; • Requires an Official Plan Amendment, which may receive third party appeals; and, • Third-parties may initiate their own Secondary Plan applications while City-led processes are underway. |
| Option 2 | |
| <p>The City leads all Secondary Plan processes. Secondary Plans include only a high level community structure and a set of parameters and performance standards for development. Developers determine detailed land uses and complete detailed infrastructure planning.</p> | <p>Pros:</p> <ul style="list-style-type: none"> • May reduce upfront costs for developing Secondary Plans; • Could be completed more quickly than a detailed planning process; • City has full oversight of process; • A robust public consultation process can be followed; and, • Allows the City to follow its own timeline. |

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| | |
|---|---|
| Option 2: (Continued) | |
| <p>Detailed infrastructure planning (e.g. Block Servicing Strategies) would need to be completed by a group of landowners within a Secondary Plan area.</p> <p>Detailed land uses would be determined through individual applications for zoning and plan of subdivision.</p> | <ul style="list-style-type: none"> Helps to advance the City’s priorities and promote innovative planning. <p>Cons/Risks:</p> <ul style="list-style-type: none"> Detailed work is deferred to after Secondary Plan approval instead of being completed up-front, which may result in more uncertainty as to the ultimate layout of a Secondary Plan area and may result in more review needed for individual development proposals; Block servicing strategies for detailed servicing would need to be decoupled from the Secondary Plan process and completed after the Secondary Plan is approved. These require a high level of staff resources to complete, whether they are undertaken by the City or by a landowner group. There are risks that additional issues with Secondary Plan implementation may be encountered while completing block servicing if not completed at the same time as a Secondary Plan; Completing block servicing strategies at a later date may result in process delays and inefficiencies; Relies on having a collaborative landowner group to complete servicing strategies, which does not always occur. Some landowners may not participate, which can result in a fragmented process; For zoning applications, there are increased risks that appeals may be received for refusal of an application or for non-decision, based on Bill 109 timelines; and, Requires an Official Plan Amendment, which may receive third party appeals. |
| Option 3: | |
| <p>The City leads all Secondary Plan processes, but a portion of Secondary Planning work and supporting studies are completed in partnership with a landowner or landowner group.</p> | <p>Pros:</p> <ul style="list-style-type: none"> Provides an opportunity for cost-sharing to reduce costs to the City; City maintains control of process and public consultations; Work could be advanced more quickly; and, Helps to advance the City’s priorities. |

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| | |
|--|--|
| Option 3: (Continued) | |
| Secondary Plans may contain a full level of detail (Option 1) or may include only a high level community structure and a set of parameters and performance standards for development (Option 2). | <p>Cons/Risks:</p> <ul style="list-style-type: none"> • May require the creation of an agreement with the landowner group with regards to the division of work to be completed and cost sharing; and, • Requires an Official Plan Amendment, which may receive third party appeals. |
| Option 4: | |
| Landowners and/or Landowner groups complete all Secondary Planning and submit privately initiated Official Plan Amendment applications to enact Secondary Plans. City participates in review but does not lead process. | <p>Pros:</p> <ul style="list-style-type: none"> • Except for staff resources required for reviews throughout the process, the full cost is borne by developers. <p>Cons/Risks:</p> <ul style="list-style-type: none"> • City's ability to influence process is restricted, which restricts City's ability to advance priorities and promote innovative approaches; • Public consultation may not be as robust, and public trust in the Secondary Planning outcomes may be limited; • For larger areas with many landowners, requires the formation of a landowner group to plan effectively; • Does not allow the City to establish its own timeline, which creates uncertainty around when focused reallocation of resources to review and deal with applications will be needed. This may result in inefficiencies in planning for growth areas; and, • Increased risk that appeals may be received for refusal of an application or for non-decision, due to Bill 109 application processing timelines. |
| Option 5 (in addition to Options 1-3 only): | |
| Secondary Planning may be completed in any manner noted in Options 1 to 3 but may be implemented through a Community Planning Permit System (CPPS) By-law instead of through a traditional Official Plan Amendment and the application of zoning. More information about CPPS is described on page 23 of Report PED21067(d). | <p>Pros:</p> <ul style="list-style-type: none"> • Creates certainty in the future development vision of a defined area; • Provides a level of flexibility for development within set parameters which is not possible through more rigid traditional zoning; • Once a CPPS is in place, there are no third party appeals to the Ontario Land Tribunal for CPPS decisions; and, • Allows a form of conditional zoning (if developer does x, x is permitted) which is not possible through standard zoning. |

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| Option 5 (in addition to Options 1-3 only): (Continued) | |
|--|--|
| <p>Where a Secondary Plan is privately initiated, a CPPS would not be possible, as it must be considered from the beginning of a Secondary Plan process.</p> | <ul style="list-style-type: none"> • Provides City with the ability to implement bonusing as a condition for increased height and density, which could be used to advance housing priorities such as creating rental housing or creating affordable housing outside of an inclusionary zoning framework. • A broader definition of development applies, which includes site alteration and vegetation removal, allowing a single permit process to also deal with matters such as tree removals, planting, grading and placing fill; • Developments with less than 10 units are not exempt from a CPPS, whereas they would be exempt from site plan approval; and, • Can significantly streamline and shorten application approvals by combining zoning, site plan, and minor variance applications into a single application process. <p>Cons/Risks:</p> <ul style="list-style-type: none"> • This tool has not been previously used on large-scale greenfield areas; • Requires significant up-front work to establish a CPPS and set all parameters; and, • Requires the creation of a new type of application process. • If a CPPS needs to be amended, this can be a complex process; and, • Requires an Official Plan Amendment, which may receive third party appeals. |

To mitigate risk and ensure a high level of public trust in the process, staff recommend that an intention for the City to lead Secondary Planning for all Urban Expansion Areas be clearly endorsed by Council. To create efficiencies, opportunities for partnerships with landowner groups to complete supporting portions of Secondary Plan work should be considered, where it would result in cost savings and still allow for the City to lead the process and related public consultations.

Staff also suggest that the Community Planning Permit System (CPPS) be investigated as an implementation tool, since it has many potential benefits and could significantly streamline approvals processes once a Secondary Plan is developed. CPPS is discussed further below in Section 5.

Since there is no policy language in the UHOP which provides specific direction for how Secondary Planning in Urban Expansion Areas should occur, staff recommend that an Official Plan Amendment be developed to set out this framework and key requirements. Key elements of this new framework would include:

- Clear policy language re-confirming that a Secondary Plan is required prior to any development application;
- Communication that the City intends to undertake Secondary Plans for each expansion area;
- Direction that the Official Plan framework would apply to City led secondary plan processes as well as to any developer-initiated secondary plans;
- Key UHOP priorities that need to be addressed, such as complete communities, complete streets, sustainability, meeting the full range of housing needs, environmental protection, and climate change adaptation.
- Policies outlining key studies needed for Secondary Plans in expansion areas (e.g. Subwatershed Study, Agricultural Impact Assessment, Financial Impact Analysis, Climate Change Analysis, Transportation Study/Management Plan, Servicing Studies/Master Plans, Public Consultation);
- The geographic bounds that each secondary plan would have to cover. A Secondary Plan should cover the entirety of an Urban Expansion Area, except in the case of the Elfrida area, which may be comprised of several Secondary Plans due to its size and role in the urban structure. A single Secondary Plan could also cover multiple areas in the Garner Road/Twenty Road West area;
- A requirement for block servicing strategies and secondary planning to be completed concurrently; and,
- Enabling policies for the creation of developer cost sharing agreements among landowners to implement a Secondary Plan and fairly allocate various costs of development, such as parks and storm water management ponds.

The anticipated timing for a subsequent report to Committee with the proposed Official Plan Amendment would be in June or July of this year.

5. Community Planning Permit System

Staff are continuously reviewing best practices in planning and evaluating planning tools which may be appropriate for use in Hamilton. One planning tool that is being investigated as a potential option for the planning of Urban Expansion Areas once a Secondary Plan is completed is a CPPS.

The *Planning Act* permits municipalities in Ontario to implement a Community Planning Permit System (CPPS) as a tool to ensure long term planning priorities are achieved while also streamlining development approvals. CPPS are often also referred to as Development Permit Systems. A CPPS combines Zoning, Site Plan, and Minor Variance into one, 45-day planning review process, with the outcome being a single

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development permit approval. The use of a CPPS is best suited to areas where there is a need to achieve specific planning outcomes or goals.

The Urban Hamilton Official Plan includes reference to a Development Permit System/CPPS as follows:

“F.1.6 The Development Permit System is an additional implementation tool that may be used to ensure the City’s goals, objectives and policies of this Plan are realized. The Development Permit system is intended to be a flexible planning tool which combines zoning and site plan control and minor variance into one process.

F.1.6.1 The City may investigate the development of a development permit system for use in specific geographic areas of the City.”

Should the City want to utilize a CPPS for any area of the City, including the Urban Expansion Areas, additional Official Plan policies must be approved to set a framework for the implementation of a CPPS By-law. CPPS policies must identify the community planning permit area(s), set out the scope of delegated authority, describe the goals and objectives the area, and set out the type of conditions that can be included in a CPP by-law (i.e. variations, complete application requirements, exemptions, and any conditions for approval).

The background work and required studies as well as the public consultation process required for development of a CPPS is very similar to what would be required for the development of a detailed Secondary Plan and an implementing Zoning By-law. While the detailed policy development for a CPPS is similar to the development of a Secondary Plan and Zoning, the result is a permit-based approvals framework that replaces the need for an implementing Zoning By-law.

6. Guideline for Secondary Planning

Staff have prepared a draft Secondary Plan Guideline to guide all future secondary planning processes in Urban Expansion Areas (attached as Appendix “A” to Report PED21067(d)). The guideline would apply to all City-led processes, whether undertaken fully by the City or as a cooperative approach with a landowner group, and privately initiated Secondary Plans.

The Guideline outlines the following key requirements:

- A requirement for establishment of a detailed area-specific Terms of Reference prior to initiating a Secondary Plan;
- Explanation of the Ten Directions for Development in the Official Plan and how they are the core foundational principles for planning new communities;

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- Required Secondary Plan phases;
- Required components of a Secondary Plan;
- Minimum standards for public engagement; and,
- Requirements for a Secondary Plan Report.

Having a guideline in place will ensure that a consistent standard and approach based on best practices is taken for all Secondary Planning and provides some certainty for the process. It also helps to mitigate risks if landowner groups decide to proceed with their own applications.

7. Phasing, Master Planning Processes and DC By-law Implications

The appropriate timing/phasing for the completion of Secondary Planning in each Urban Expansion Area has not been determined at this time. As part of the MCR process, Master Planning processes for infrastructure must be undertaken. These Master Planning processes rely on City-wide growth allocations of people, dwelling units, and jobs prepared by Planning staff. This work was completed previously but now needs to be updated due to the Provincial decision which amended the urban boundary. The Master Plans will provide input regarding appropriate phasing and timing of infrastructure necessary to service growth areas which will assist with determining appropriate phasing for Secondary Plans. Further, the Master Plans provide direct inputs into the preparation of the City's new Development Charges (DC) By-law, which must be adopted by June 2024. A Staff Report will be presented to General Issues Committee in April 2023 to provide further discussion and updates on the ongoing Master Plans and the new Development Charges By-law, and impacts arising from the Provincial urban expansion decision.

Staff are considering that growth in the urban expansion areas may need to be allocated to the post 2041 time frame, based on various reasons including the time required to complete secondary planning, the timing of servicing improvements, and the time required for development approvals. It will take some time before the lands become 'shovel ready' and units are constructed and become occupied. Further, there are significant development opportunities in former urban area (existing greenfields and intensification potential) which can be explored first.

More discussion on Phasing will be included in the staff report presented to the General Issues Committee in April 2023.

8. Official Plan Amendment Fee for Urban Expansion Area – Secondary Plan

Secondary Plans are a very complex type of Official Plan Amendment requiring a significant amount of staff review. Due to the complexity of Secondary Plans and the numerous studies and other materials which would need to be reviewed, staff recommend that the fee for an Official Plan Amendment – Urban Expansion Area

Secondary Plan be increased above the normal Official Plan Amendment fee. The Planning and Economic Development Department fee structure already recognizes that certain types of applications may require increased fees based on the complex nature of the review, as is currently the case with applications for Urban Boundary expansions and new or expanded mineral aggregate operations. It is recommended that a similar approach be taken with Urban Expansion Area Secondary Plan Applications.

The fee for a Secondary Plan application within an Urban Expansion Area is proposed to build upon the fee which is already established for Urban Boundary Expansion applications, as many of the background studies needed are similar and there is a similar level of staff review involved. The City may receive one OPA for an entire area or multiple OPAs for the same general area. These OPAs may also be submitted with Zoning Amendment and/or Plan of Subdivision applications and Bill 109 fee refund provisions will apply.

The rationale for the increase in the application fee is that:

- Extra studies are required above and beyond studies that are required for a standard Official Plan Amendment application;
- The expansion will be proposed on lands with no secondary plan or applicable zoning to act as a guide in the review process;
- The servicing / infrastructure / transportation studies must be at the network level to address network impacts related to capacity issues from the increased growth. The required technical review of such studies is significant; and,
- Consideration of additional factors in the review process which are not normally contemplated such as the integration of the new expansion area with surrounding lands in terms of contribution to complete communities and proposed transportation and infrastructure access; implications on the City's overall land needs and land supply; contribution to the City's overall density targets; etc.

Based on the above, it is anticipated that additional staff hours, across several departments and divisions, will be required in the review of these applications. The recommended fee increase reflects these requirements.

In addition to the application fee, an applicant will also be required to pay for peer reviews of some studies, where the City does not have specialized expertise to review. These could include studies such as but not limited to an Agricultural Impact Assessment, a Commercial Needs and Impact Assessment, a Noise Study, and a Financial Impact Analysis.

9. Staffing Impacts

Given the complexity of issues related to coordinating and implementing Secondary Planning for each of the Urban Expansion Areas, it is expected that there will be

significant staffing resources required. Planning staff are already working at capacity with existing workloads, and depending on the approach to carrying out Secondary Planning (concurrently vs. phased), absorption of the work program within the existing staff FTE complement will likely result in timeline impacts for other projects to varying degrees. Similarly, managing privately initiated Secondary Plan OPAs will also require significant staffing commitments to review materials and ensure the process is being carried out in accordance with the approved Terms of Reference, including oversight of the significant consultation expectations in the secondary planning process.

To ensure effective oversight and implementation of the Urban Expansion Area Secondary Plans, as well as responding to any privately initiated OPA applications, a dedicated team from multiple departments/divisions and a project lead from Planning is required. The key responsibilities of the Secondary Planning project team would include:

- Leading the Secondary Planning process, including coordination of external consultants;
- Coordinating public and stakeholder consultation and responding to inquiries;
- Responding to requests for Formal Consultation for privately initiated Secondary Plan OPAs;
- Processing of any development applications within the Urban Expansion Area lands;
- Representing the City through any OLT appeals related to privately initiated Secondary Plan OPAs in the Urban Expansion Areas; and,
- Coordination of capital works to service the Urban Expansion Areas.

Should additional staff be needed to manage and respond to privately initiated Secondary Plan applications, these positions may be created by delegated authority provided they are funded by the development application fees. For City-led Secondary Planning work, funding for any new FTE positions would need to be considered through annual budgeting processes. Further details and recommendations related to any levy-funded and/or capital funded FTEs to be considered in the 2024 budget process will be detailed in a subsequent staff report related to sequencing and scheduling the City-led Secondary Plans.

ALTERNATIVES FOR CONSIDERATION

1. Instead of undertaking a full, comprehensive Secondary Plan process for each growth area, which would include detailed land use plans and block servicing strategies, the City could establish a less detailed urban structure level plan and could leave detailed planning and block servicing strategies to privately initiated applications. This is not preferred since it would result in a less-coordinated development process and would make the orderly development of land more difficult.

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2. The City may decide not to proceed with any Secondary Planning processes, which would result in all Secondary Planning being completed through private applications. This is not recommended as it is a reactionary approach and does not allow the City to advance its own priorities and objectives in a proactive manner.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Community Engagement and 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.

Our People and Performance

Hamiltonians have a high level of trust and confidence in their City government.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A” to Report PED21067(d) – Draft Secondary Plan Guidelines for Urban Expansion Areas

Appendix “B” to Report PED21067(d) – Ten Directions to Guide Development

Appendix “C” to Report PED21067(d) – Urban Expansion Areas Map

MP/LV:sd