Council Direction:

At the May 24, 2006 Committee of the Whole meeting, Committee directed “That Planning and Economic Development Staff be directed to investigate and report back on any opportunities and the implications of incorporating the lands north of Twenty Road, south of the Hydro corridor, west of Glanbrook Industrial Business Park and east of Upper James and the Southeast Corner of the Glanbrook Industrial Business Park into the city’s Growth Strategy”.

Background Information:

In May 2006, Council endorsed the Growth Related Integrated Development Strategy (GRIDS) Final Report and as the City of Hamilton’s growth management strategy, and that the strategy be incorporated into the urban structure and associated policies for the City of Hamilton Official Plan review, the infrastructure master plans (i.e. stormwater, transportation and water and wastewater) and the preparation of a new development charges by-law for the City of Hamilton.

The adopted growth management strategy and urban structure accommodates the majority of the projected residential growth within the existing urban boundary and provides for the designation of corridors and nodes. Corridors are mixed uses areas that serve a main street function that do/will provide locations for the retailing of goods and services, community and recreational uses. The nodes reflect existing areas of live, work and play activities and residential intensification opportunities will be directed/facilitated to occur within the defined nodes to support public transit and the other objectives of the growth management strategy. A new node centered on the Rymal Road – Centennial Parkway (the Elfrida Node) is proposed. Through the preparation of the Official Plan and Zoning By-law, the detailed locations and amount of land use activities will be developed.
The recommended urban structure and associated growth option was developed in using the Provincial growth forecasts prepared for the Greater Golden Horseshoe area, in accordance with the requirements of the Growth Plan (i.e. Places to Grow).

Early in the GRIDS process, mapping was prepared to reflect the fact that there are many portions of the City that are valued for their natural heritage and resource functions (e.g. Provincially Significant Wetlands, Areas of Natural and Scientific Interest and other Environmentally Significant Areas). All of these geographic areas were put together on one map to provide a better understanding of where new growth could go. This information was presented to the public at the GRIDS public consultation events on the Growth Concepts in May, 2005 and on the Growth Options in November-December, 2005. What the map revealed was that the Greenbelt Plan did not establish the City’s de facto urban boundary because there was more unconstrained area available for growth than is required for the next 25 years.

At the beginning of the GRIDS process, growth concepts were prepared and presented to the community for consultation. The “business as usual” concept whereby growth is dispersed along the urban edge was rejected by the community as being inconsistent with Vision 2020 and the 9-Strategic Directions.

Throughout the GRIDS process, Triple Bottom Line (TBL) was used as the evaluation framework. The TBL tool assessed the degree to which the various growth concepts/options moved towards or away from the goals and objectives of Vision 2020.

The City of Hamilton is projected to grow by about 72,000 households and 80,000 jobs in the 2006-31 time period. Population growth will be accommodated through:

- existing, but not developed areas of the City;
- residential intensification;
- lower Stoney Creek (SCUBE); and,
- new growth areas, primarily being a community node located in area known as Elfrida.

Based on the existing residential land supply (subject to resolution of servicing constraints) an urban boundary expansion is not required in the short term, but would be required in the 2016-2021 time period to allow for sufficient time to complete the secondary planning process. The growth management strategy was developed to plan for the approximately 21,000 units that cannot be accommodated within the existing urban boundary. Building on the complete community concept whereby a full range of housing types and related land uses are provided, a total land budget of 1,300 ha (3,200 acres) was established.

Employment growth is comprised of office employment, population-related employment and employment-lands employment. Office employment is directed to the downtowns of the former communities to reinforce these areas. Population related employment is accommodated with existing and planned neighbourhoods. The balance of the employment growth will be accommodated within the existing industrial business parks and the Special Policy Area to the west of Glancaster Road.
Twenty Road Area

The “Twenty Road Lands” are bounded by Twenty Road and south of the Hydro Corridor between Upper James St and the North Glanbrook Industrial Business Park (shown as Area “A” on Appendix “A”). This total land area is approximately 235 ha., and there are both agricultural and rural residential land uses within this area. Turner Park is located at the westerly limits of this area.

As part of the Official Plan process, the City undertook a multi-criteria analysis known as LEAR which classified lands as being either agricultural or prime-agriculture. The lands along Twenty Road were identified as being “agriculture” which was translated into a rural land use designation in the Official Plan. The Provincial Policy Statement (PPS) states that prime agricultural lands should be avoided if there are “no reasonable alternatives” and that the PPS is to be read in its entirety and all relevant policies applied (e.g. policies on energy and air quality are to be read in conjunction with the policies on boundary expansions).

Two key natural feature areas have been identified within this area. A significant woodland area is located west of Miles Road. The woodland is approximately 10.5 ha in size and has been identified as a significant woodland because of its size, interior forest habitat, and proximity to water. There is a second significant woodland that is located east of Miles Road. This woodland is 11.25 hectares in size and is significant because of its size, proximity to water, and proximity to an ecological corridor. In conjunction with this woodland, there is a 12.11 hectare wetland. The southwest portion of this wetland has been evaluated and identified by the Ministry of Natural Resources as a Provincially Significant Wetland. The wetland is located at the headwaters of the Redhill Creek watershed.

The lands along Twenty Road were incorporated into two of the GRIDS growth options (Options 3 and 4). As the City’s long term employment land needs will be accommodated through the development of the Highway 6 employment study area, additional employment lands are not required. As such, the Twenty Road lands were assessed in the GRIDS process based on their potential for residential development.

Typically, neighbourhoods develop at a 65:35 split in that 65% of the area is developed for residential purposes and the balance is developed for parkland, institutional and commercial uses. As such, of the 235 ha of land area, approximately 150 ha would be utilized for residential purposes, or a potential development yield of about 4,000 units and a population of about 9,200 people. This would provide an approximate density of 40 persons/ha.

There are insufficient lands in the Twenty Road area to accommodate all of the City’s projected growth. As such, residential development in the Elfrida area and Deferral 11 areas would still be required. Therefore, growth in the Twenty Road area was assessed in conjunction with growth in other areas.

Although these lands are adjacent to the urban area, there are limited opportunities to integrate the Twenty Road lands with the lands to the north of the hydro corridor because of limited connectivity, street orientation and lot orientation (in fact the
approved Broughton West Neighbourhood Plan identifies the potential closure of Miles Road when Upper Gage and Upper Sherman Avenue are extended to Twenty Road.

A watermain has been installed along Miles Road and Twenty Road (but terminates approximately 400m to the west of the North Glanbrook Industrial Business Park (NGIBP). It has been suggested that the lands along Twenty Road could be serviced from the NGIBP to provide a sanitary sewer outlet. It is noted that Upper Ottawa Street is planned to be extended southerly to Twenty Road within the NGIBP and that lands along the westerly limits of the NGIBP would be serviced from the extension of Upper Ottawa St., as opposed to extending sewers along Twenty Road. In addition, the reassignment of sewer capacity from the NGIBP for residential development could be detrimental to the long term development of the NGIBP. Rather, because it is not proposed to oversize the sewers in the NGIBP to accommodate lands outside of the NGIBP, it would be necessary to provide additional trunk sewer infrastructure in the Central Hamilton Mountain area to accommodate growth along Twenty Road.

Development along Twenty Road would provide housing opportunities in proximity to the NGIBP, but in accordance with MOE distance separation requirements, appropriate buffering would have to be provide between residential development and the planned industrial development to avoid land use conflicts. There are already a significant number of residential dwellings within the NGIBP that have implications for industrial development. In the absence of appropriate buffering, the industrial lands along the westerly limits of the NGIBP could not be used for the full range of industrial uses presently permitted under existing zoning, which permits manufacturing, industrial, warehousing and transportation related uses as-of-right.

Rymal Road has been identified in GRIDS as a corridor. Corridors are mixed uses areas that serve a main street function that do/will provide locations for the retailing of goods and services, community and recreational uses. Corridors connect a series of nodes. The nodes reflect existing areas of live, work and play activities. The nodes and corridors structure provides for the type of community envisioned in Vision 2020: a more vibrant, compact, transit-efficient forms of development and residential intensification opportunities will be directed/facilitated to occur within the defined nodes to support public transit and the other objectives of the growth management strategy. A corridor along Twenty Road would duplicate the corridor function of Rymal Road and therefore Twenty Road does not warrant designation as a corridor and therefore development along Twenty Road would not support the nodes and corridor urban structure.

Glover Road Lands (Lands Adjacent to NGIBP)

Located to the south and east of the Glanbrook Industrial Business Park is a 59 ha (150 acres) area that is comprised of rural residential and agricultural uses. Glover Road bisects this area and the easterly boundary is Trinity Church Road. These lands are shown as Area “B” on Appendix “A”.

This area is within the Airport Influence Area with the majority of lands within the 25 – 28 NEF contours. In accordance with the Regional Official Plan Amendment No. 25, sensitive land uses may be permitted within the 25 - 28 NEF contours, provided that
noise mitigative measures in accordance with Provincial and Federal guidelines/standards are implemented.

A watermain and sanitary forcemain have been installed along Trinity Church Road. The watermain terminates approximately 250 m north of Dickenson Road. The sanitary forcemain services the Binbrook area and does not extend beyond Golf Club Road.

Based on reasonable development standards (i.e. mixed use residential community), this area could be developed for approximately 450 dwelling units.

The proximity of these lands to the North Glanbrook Industrial Business Park (NGIBP) must be considered. The Glanbrook Official Plan states that “The existing character of the rural land surrounding the North Glanbrook Industrial-Business Park shall be encouraged to be retained and the surrounding existing residential development shall be protected. Particular attention shall be given to the development of this Park along its eastern boundary adjacent to Trinity Church Road and its southern boundary adjacent to Dickenson Road”

Additional residential development in proximity to the NGIBP would have to comply with MOE distance separation requirements and provide appropriate buffering to avoid land use conflicts. As previously noted, there are already a significant number of residential dwellings within the NGIBP that have implications for industrial development. As previously noted, manufacturing, industrial, warehousing and transportation related uses are permitted as-of-right under the existing zoning in NGIBP.

Although these lands are adjacent to the urban area, there are limited opportunities to integrate these with the abutting urban areas, given that the adjacent lands are designated for industrial uses. In addition, based on the North Glanbrook Transportation Master Plan in which Trinity Church is to be realigned to connect with Glover Road. Transit will be internally focused within the NGIBP and the future intersection of Dartnall Road and Twenty Road has been identified as a transit hub as it is central to the NGIBP area and in an area that is designated and zoned commercial.

Rymal Road has been identified as a corridor. Due to limited development opportunities, a corridor along Dickenson Road is not warranted. Therefore development along Dickenson Road would not support the nodes and corridor urban structure.

**Issues and Concerns Raised By C. Chiaravelle**

In August, 2006, Council referred correspondence from Carmen Chiaravelle respecting GRIDS to the General Manager of Planning and Economic Development for a report to the Planning and Development Committee.

Mr. Chiaravelle owns land directly adjacent to the westerly limits of the North Glanbrook Industrial Business Park. GRIDS growth options 3 and 4 incorporated those lands owned by Mr. Chiaravelle that were outside of the NEF contour area.
Subsequent to the adoption of the GRIDS report, Mr. Chaiaravelle has made several written submissions to Council and staff in which he suggests that Council should revisit their decision on the preferred growth option, and rather the lands along Twenty Road should have been included in the preferred growth option for residential development. His reasons are:

- The Twenty Road lands are not prime agricultural lands, whereas the lands in and around the Elfrida area are prime agricultural lands;
- The Twenty Road lands are adjacent to the existing urban area;
- The Twenty Road lands can be serviced using the proposed services for the North Glanbrook Industrial Business Park;
- The inclusion of Pleasantview in Option 3 put the Twenty Road lands at an unfair position relative to the other growth options; and,
- There are significant natural features in the Elfrida area.

A response to this issues is provided below.

**Agricultural lands:** As part of the Official Plan process, the City undertook a multi-criteria analysis known as LEAR which classified lands as being either agricultural or prime-agriculture. The Twenty Road and Glover Road lands were identified as being “agriculture” which was translated into a rural land use designation in the Official Plan. The Provincial Policy Statement PPS states that prime agricultural lands should be avoided if there are “no reasonable alternatives” and that the PPS is to be read in its entirety and all relevant policies applied (e.g. energy and air quality to be read in conjunction with the policies on boundary expansions). Through the Triple Bottom Line evaluation process, the growth concepts/options were assessed on a variety of measures, including PPS requirements, and the Nodes and Corridors option was the option that provided the best balance amongst the PPS polices and moved the City towards to goals and objectives established in the 9-Directions.

**Proximity to Urban Area:** Although these lands are adjacent to the urban area, there are limited opportunities to integrate the Twenty Road lands with the lands to the north of the hydro corridor because of limited connectivity, street orientation and lot orientation (in fact the approved Broughton West Neighbourhood Plan identifies the potential closure of Miles Road when Upper Gage and Upper Sherman Avenue are extended to Twenty Road. It is noted that the all of the lands included within the preferred GRIDS growth option are adjacent to the existing urban area.

Residential development along Twenty Road adjacent to the NGIBP would have to comply with MOE distance separation requirements to avoid land use conflicts. The existing zoning permits a range of manufacturing, industrial, warehousing and transportation related uses as-of-right within the NGIBP and the options would be either to require the industrial uses to provide the mitigative measures or to avoid land use conflicts by ensuring appropriate separation between residential and industrial uses. The later is the preferred option given the investments being made in the NGIBP to stimulate industrial development.

**Servicing – Utilization of NGIBP Services:** It has been suggested that the lands along Twenty Road could be serviced from the NGIBP to provide a sanitary sewer outlet. It is noted that Upper Ottawa Street is planned to be extended southerly to Twenty Road
within the NGIBP and that lands along the westerly limits of the NGIBP would be serviced from the extension of Upper Ottawa St., as opposed to extending sewers along Twenty Road. In addition, the reassignment of sewer capacity from the NGIBP for residential development could be detrimental to the long term development of the NGIBP. Rather, because it is not proposed to oversize the sewers in the NGIBP to accommodate lands outside of the NGIBP, it would be necessary to provide additional trunk sewer infrastructure in the Central Hamilton Mountain area to accommodate growth along Twenty Road.

Pleasantview: Although the Pleasantview area is within the Greenbelt Plan area, the Greenbelt Plan has retained the Parkway Belt West Plan. In this regard, an application could be brought forward to permit limited residential development in this area. As such, approximately 200 acres of land in the Pleasantview area were identified for growth and incorporated into GRIDS Growth Option 3. Inclusion of the Pleasantview area in the growth options allowed for an assessment of the implications of permitting limited development to occur in this area.

The Twenty Road lands were also included in GRIDS Growth Option 4 which provided an evaluation of these lands, without the Pleasantview area.

Natural Features: There are many portions of the City that are valued for their natural heritage and resource functions. These areas are not highly suitable for new growth and development, such as, but not limited to:

- Provincially Significant Wetlands;
- Areas of Natural and Scientific Interest;
- Significant woodlands;
- Regionally and/or locally significant wetlands; and
- Environmentally Significant Areas.

Based on the areas where growth cannot occur and should be discouraged, all of these geographic areas were put together on one map to provide a better understanding of where new growth could go. This information was presented to the public at the May, 2005 and the November-December, 2005 public consultation events on the Growth Concepts and Growth Options. What the map revealed was that there was more unconstrained area available for growth than is required for the next 25 years. The collection of growth constraints is common to all growth options.

In addition, natural heritage mapping and policy directions that reflects the system of natural areas were presented to the public as part of the Official Plan consultations for the rural areas in January, 2006 and May, 2006.

Natural heritage features are present in all of the growth option areas, including the Elfrieda area and the Twenty Road area. As part of the Triple Bottom Line evaluation process, ecological well being was an important consideration. The natural heritage policies in the proposed official plan establish the requirement that an environmental impact assessments demonstrating no adverse affect on the natural environment as a precursory to allowing any development to occur within or adjacent to an identified natural feature.
Opportunities and Implications for GRIDS

Both the Twenty Road lands and the Glover Road lands were incorporated into the GRIDS growth options (Twenty Road lands were included in Options 3 and 4, the Glover Road lands in Option 3). Given that City’s long term employment land needs will be accommodated through the development of the Highway 6 employment study area, the Twenty Road and Glover Road lands were assessed in the GRIDS process based on their potential for residential development.

If these lands were incorporated into the GRIDS growth strategy, then approximately 4,400 dwelling units could be developed on these lands. A total of 21,600 units will be developed in the urban growth areas identified in GRIDS, of which approximately 2,950 units will be in the lower Stoney Creek area (SCUBE). To add the Twenty Road and Glover Road lands, then growth would have to be reassigned from the GRIDS growth areas.

As part of the Official Plan process, the City undertook a multi-criteria analysis known as LEAR which classified lands as being either agricultural or prime-agriculture. The Twenty Road and Glover Road lands were identified as being “agriculture” which was translated into a rural land use designation in the Official Plan. The Provincial Policy Statement PPS states that it is to be read in its entirety and all relevant policies applied. In this regard, the PPS requires that prime agricultural lands should be avoided if there are “no reasonable alternatives”. In addition, the Growth Plan came into effect on June 16, 2006 and requires municipalities to ensure that new growth areas are planned on the basis of being complete communities that are transit supportive.

Through the Triple Bottom Line evaluation process, the growth concepts/options were assessed on a variety of measures, including PPS requirements, and the Nodes and Corridors option was the option that provided the best balance amongst the requirements of the Growth Plan and PPS polices and moved the City towards to goals and objectives established in the 9-Directions. Options 3 and 4 were less likely to create complete communities that support and promote public transit.

As part of the GRIDS process, neighbourhood plan templates were developed to obtain a better understanding of what will future neighbourhoods look like based on a shift in housing based on the Provincial growth forecasts. It was envisioned at the beginning of this process that growth could be planned for based on 80 ha (200 ac) concession blocks. However, in order to create more compact communities that contain a variety of land uses and facilitate transit linkages and provide opportunities for live, work and play, it was determined that it was necessary to plan on the basis of larger contiguous areas to provide sufficient design flexibility. Neither the Twenty Road or the Glover Road lands are sufficient large enough to allow for the creation of the type of community envisioned in Vision 2020 and the reduction in land area for the node at Rymal Road and Upper Centennial Parkway would limit land use arrangement/design options in this area to create an effective node.

Development of the Twenty Road and Glover Road lands would provide housing opportunities in proximity to the NGIBP. However, the implications of residential development of the NGIBP. MOE guidelines require that new industrial development be physically separated from residential development to avoid land use conflicts and
appropriate buffering would also have to be provided. There are already a significant number of residential dwellings within the NGIBP that have implications for industrial development. In the absence of appropriate buffering, the industrial lands adjacent to the Twenty Road and Glover Road lands could not be used for the full range of industrial uses presently permitted under existing zoning, which permits manufacturing, industrial, warehousing and transportation related uses as-of-right.

Conclusion

At the beginning of the GRIDS process, a range of growth concepts were developed to obtain community feedback on how should the City of Hamilton grow. The “status quo” option, in which current development patterns would be retained and that development would continue at the present low densities and the City would expand the urban boundary based on housing market demand was rejected by the community as being contrary to Vision 2020.

The Provincial Growth Plan established the growth forecasts for Hamilton (i.e. 660,000 people by 2031 and a growth of 72,000 households between 2006-31). In addition, the Growth Plan established a minimum 40% intensification objective for GRIDS. The effect of the Growth Plan is that the City’s de facto future urban boundary was not automatically set by the Greenbelt Plan because there are more unconstrained areas available for growth than the City requires for the next 25 years. As such, a choice where growth would occur was required and the Triple Bottom Line tool was the evaluation framework adopted by the City to ensure that the preferred growth option moved the City towards the type of community envisioned in Vision 2020. In this regard, the nodes and corridors option was identified as the preferred growth option to create transit supportive, complete communities.

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Lee Ann Coveyduck
General Manager
Planning and Economic Development Department

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Attach. (1)